

Cultural Heritage, Sustainable Tourism and Urban Regeneration:

Capturing Lessons and Experience from Japan with a focus on Kyoto



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

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Executive Summary

The World Bank Group (WBG) has long recognized that the restoration and preservation of cultural heritage, urban regeneration, and sustainable tourism can play a vital role in developing countries' efforts to promote local economic development, accelerate social integration, and alleviate poverty. Against this backdrop, this research report sheds light on lessons learned from the development experience of Kyoto City, the imperial capital of Japan for more than a thousand years and home to 14 well-conserved UNESCO World Heritage sites and many historic districts.

KYOTO: THE PAST AND PRESENT

The Kyoto City master plan cleverly defines the city under three targets of intervention: “**regeneration**” for the historic city core with old temples and shrines, “**preservation**” for the surrounding mountainous areas in the north, and “**creation**” for urban growth and brownfield redevelopment in the south. Instead of the conventional urban regeneration project-led approach, Kyoto City has designed a comprehensive system for development (including an urban planning system, policy and legal framework, and financial systems). This approach creates enabling conditions that allow households to incrementally update their own houses, utility companies to rehabilitate infrastructure, specialist traditional carpenters and experts to help preserve historic buildings, and a selected number of banks to extend credit to households interested in starting a micro-enterprise. This approach enables the city to ensure that its cultural heritage legacy, or “**Kyoto-ness,**” is passed on, and it makes the city more resilient to gentrification.

Except for Nijo Castle, all World Heritage sites are managed by individual temple or shrine associations (NPOs or religious corporations). The management and organization approach of Kyoto City – and in particular its Cultural Properties Protection Section – provides an overarching system of policies, strategies, and technical assistance; the actual conservation, operations, and maintenance are carried out by the NPOs, while the cultural property owners take on the responsibility of maintaining and rehabilitating the cultural heritage assets themselves, with the public sector playing a supporting role.

For the past decades, Kyoto has seen a rapid increase in the number of international visitors, and tourism has become an important growth pillar for the local economy. However, the city is currently facing a major challenge in coping with

over 50 million visitors every year (with approximately 26% staying overnight), and the city is now striving to balance a past focus on quantity (i.e., number of visitors and tourists) with quality (i.e., spending and satisfaction).

A common denominator pertaining to cultural heritage, urban regeneration, and sustainable tourism in Kyoto is the **government's role as a facilitator in creating an enabling environment**. Not only does the government take a lead in this area, but civic pride and private sector involvement help keep cultural heritage (including designated tangible heritage such as temples and shrines, non-designated heritage such as the many traditional townhouses or Kyo-machiya, and intangible heritage assets) part of everyday life—that is, as “living heritage.” This **puts the civic society and the private sector in the driver's seat of local economic development**, and this virtuous cycle leads to creating more jobs and improving the livelihoods of the residents and workers in the area, hence ensuring the sustainability of local economic growth.

KYOTO: THE FUTURE

Pressing questions for Kyoto today include Kyoto's strategy to deal with rapidly increasing tourism (will the city continue tourism promotion or put a cap on visitors), how the city will disperse these visitors while simultaneously maintaining visitor satisfaction levels (and keeping them as repeaters), and how it will reconcile this conflict while securing the livability of its citizens. While Kyoto continues to make its best efforts to comprehensively address these issues, this report attempts to illustrate some key strategic directions for the city along with the historical, cultural, regulatory, and institutional mechanisms that are inherent to the Kyoto approach.

With the surge in the number of overnight visitors, Kyoto is facing swelling costs in tackling such issues as crowded hotels and buses as well as the improvement of public transportation systems. However, introduction of any kind of lodging tax has been slow, represented by the careful, and relatively late, introduction of lodging tax in October 2018. In addition, due to the large increase in the number of tourists and surge in short-term accommodation, an Ordinance of Short Term Rentals (2018) is now in place, which is more restrictive than the nationwide rules. It seeks to limit the renting out residential properties to protect existing residents and prevent a decline in their quality of life.

The lodging tax aims to provide quality services and infrastructure, ensure environmental sustainability, and contribute to local economic development. With 50 million visitors to Kyoto a year, the city could become a mass tourism destination if such measures are not carefully put in place. The tax reflects Kyoto City's view that the city should be a good place to live and a good place to visit, and that both residents and visitors should bear the cost of good infrastructure and a good environment.

The introduction of a lodging tax and enhanced short-term rental regulation are steps in the right direction to keep the focus on quality of tourism (i.e., quality of service, tourist satisfaction and spending) instead of quantity (i.e., number of arrivals). Based on lessons learned from international experiences, these are inevitable steps for Kyoto; they may reduce the number of visitors but should result in higher spending and tourism receipts.

From the outside, it appears that Kyoto is striving for a delicate balance: it seeks a manageable increase in tourist numbers—through broadening the spectrum of services provided and shifting from affordable to higher-end, higher-quality tourism—while also seeking to ensure that quiet residential neighborhoods are not disturbed and reducing tourism annoyances in and around destinations (e.g. tourism manners and behavior, public transport congestion etc). The government appears to have taken a bold step toward introducing a stronger beneficiaries-pay principle, i.e., not only relying on the civic pride of Kyoto citizens to maintain the quality of the attractions and services, but moving towards a more standard approach that allows the tourists themselves to pay the costs for enhanced quality of services provided.

However, there is no doubt that the **civic pride of Kyoto** has been and always will be central to its success. It is a major and unique asset for cultural heritage preservation and urban regeneration in Kyoto, one that helps support sustainable tourism. Kyoto has long provided education opportunities for citizens to learn more about their history, culture, and traditions, thus increasing their sense of pride and responsibility. The civic society, consisting of community groups, religious, academia, cultural groups, and others, takes a lead role and keeps a careful eye on the development vision of the city and on the associated policy interventions. These groups hold the government accountable for planning and ensuring comprehensive development, which maintains and improves the local economy but not at the expense of residents' livelihoods. In this way, civic pride and community participation involve tangible action and results. Kyoto City

Government recognizes that strict landscape regulations, architectural standards, and development rules will improve the city. It is of note that Kyoto's citizens accept the regulations since they widely have a strong understanding of the necessity of such controls.

The above also central to understanding why urban gentrification in Kyoto is limited. With the city putting in place the enabling systems and conditions for households to incrementally restore their houses themselves, the social attachment to the neighborhood is high; and people's incomes and livelihoods are improved by the opportunity to start a new micro business. The restoration efforts are small in scale and incremental, but they play an important role in maintaining craftsmanship and transmitting it across generations.

Kyoto City is indeed a unique case, but there are various elements and lessons that are applicable for many cities around the world facing similar issues. We hope that this report will serve as a useful reference for practitioners and researchers who believe in the power of integrating cultural heritage, urban regeneration, and sustainable tourism to bring about active local economic development, greater community development, and the preservation and enhancement of a city's diverse assets as a lasting legacy for future generations.

1 Kyoto's Cultural Heritage, Urban Regeneration, and Sustainable Tourism



Source: Shimogamo Shrine

1.1 Introduction and Objectives

(1) Background

The World Bank Group (WBG) has long recognized that the restoration and preservation of cultural heritage, urban regeneration, and sustainable tourism can play a vital role in developing countries' efforts to boost local economic development, accelerate social integration, and alleviate poverty.

Furthermore, each of these three activities can help countries and localities strengthen their cultural identities by rediscovering and rejuvenating rich historical traditions and practices that bring communities together and entice visitors to explore hidden treasures from the past.

Over the years, the WBG has adopted an integrated approach to addressing cultural heritage and tourism, which includes looking at the industry functions of tourism in support of private sector growth, urban regeneration, cultural asset management, and institutional coordination. The WBG views cultural heritage, urban regeneration, and sustainable tourism as powerful

tools for local economic development, social inclusion, and poverty reduction.

(2) Capturing Kyoto's Experience

In close cooperation with the Kyoto City Government, the WBG has commissioned this Kyoto case study on cultural heritage, sustainable tourism, and urban regeneration through the Tokyo Development Learning Center (TDLC) program, which is a partnership of the Government of Japan and the WBG. The TDLC supports and facilitates strategic WBG and client country collaboration with select Japanese cities, agencies, the private sector, and partners for joint research, knowledge exchange, capacity building, and other activities that develop opportunities to link Japanese and global expertise with specific project-level engagements in developing countries to maximize development impact.

Kyoto City, which was the imperial capital of Japan for more than a thousand years, serves as a good example for other destinations. Kyoto City is home to 14 of the 17 well-conserved

components of the “Historic Monuments of Ancient Kyoto,” a UNESCO World Heritage site, as well as many historic districts. These sites have been conserved or redeveloped with the utmost consideration for historic structures and the traditional townscape. Over the past decades, Kyoto has seen a rapid increase in the number of international visitors and tourism has become an important growth pillar for the local economy.

Assessing Kyoto’s experience through this transformation will shed additional light on how national and city-level policies have enabled the process and should offer valuable lessons to WBG clients in developing countries who are embarking on a similar path in cultural heritage and sustainable tourism.

(3) Report Objectives

The aim of this research report on cultural heritage, urban regeneration, and sustainable tourism is to capture lessons and experience from Japan with a focus on Kyoto. More specifically, the objectives are these:

- 1) To present and summarize Kyoto’s experience and main achievements in
 - Tangible and intangible cultural heritage preservation and development
 - Urban regeneration of old districts
 - Sustainable tourism development
- 2) To document and summarize the key policy, planning, and institutional arrangements at the city level and links to the national level that enabled this process
- 3) To identify lessons learned and actions to help inform knowledge development and exchange for developing country cities

Furthermore, the report will showcase the linkages and interrelationships between cultural heritage, urban regeneration, and sustainable tourism in Kyoto and suggest how synergies among the three components promote prosperity, as introduced in Figure 1.1. The people of Kyoto are proud of their city’s history and culture, whether tangible or intangible, and have carefully protected them in their daily lives. Such careful protection has made Kyoto a sightseeing area for visitors from around the world.

Kyoto City has helped determine the direction of it’s urban plan through capitalizing on it’s residents’ pride, and based on this direction, has established overarching rules and systems for urban regeneration. The successes in conservation of cultural heritage and inheritance of the city’s townscape and history, particularly through the residents’ pride, has also resulted in prosperous tourism and urban regeneration.

(4) Report Structure

Following this introduction, Chapter 1 will acquaint readers with the evolution of cultural restoration and tourism development in Kyoto, particularly its best practice in overarching policies, strategies, and structures.

Chapter 2 will then examine a series of eight case studies, two framed through the lens of cultural heritage conservation of World Heritage sites within integrated Site Management Plan topics, and six framed through the lens of cultural heritage protection, residents’ activities, urban regeneration, and coordination of tourism policy. In conclusion Chapter 3 will summarize the lessons learned from Kyoto’s experience and introduce suggested actions.

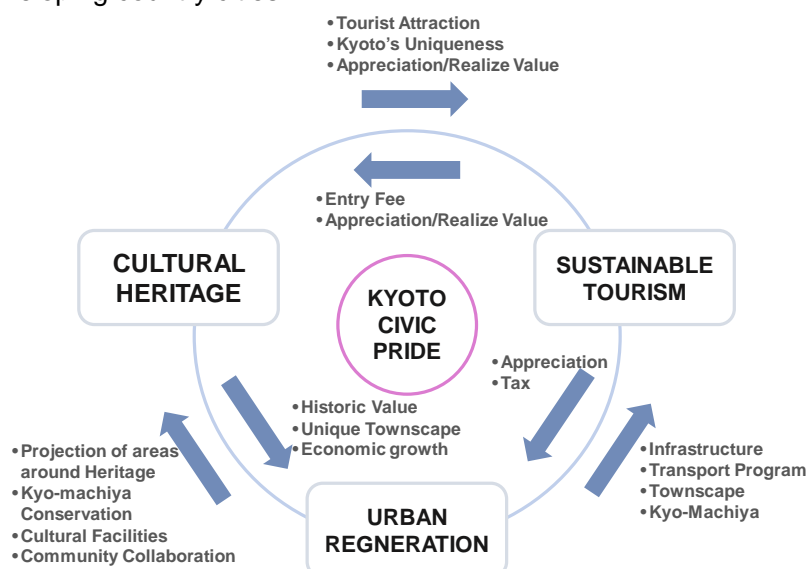
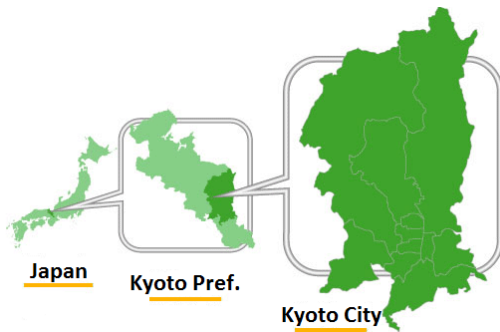


Figure 1.1: Interrelationship of Cultural Heritage, Urban Regeneration, and Sustainable Tourism

1.2 Background and Overview of Growth in Kyoto and Japan

(1) Background

Geography: Kyoto City is the capital of Kyoto Prefecture and is located in the central part of the island of Honshu within the Kansai region (Western Japan). It is a major part of the Kyoto-Osaka-Kobe metropolitan area.

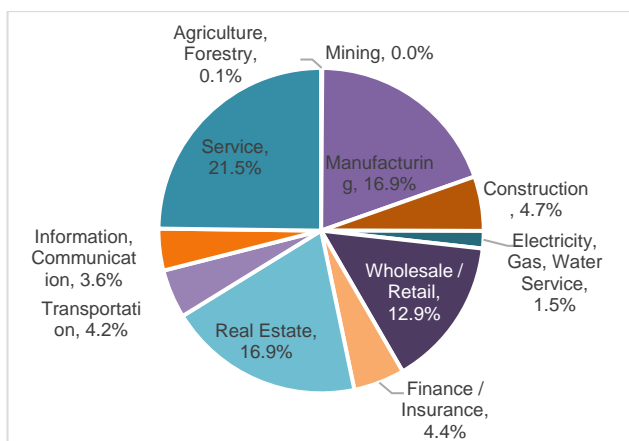


Source: Kyoto City Government

Figure 1.2: Location of Kyoto City

Kyoto City is located in the southern part of Kyoto Prefecture within a valley, part of the Yamashiro (or Kyoto) basin, in the eastern part of the mountainous region known as the Tamba Highlands. Kyoto is surrounded on three sides by mountains known as Higashiyama, Kitayama, and Nishiyama. This interior positioning results in hot summers and cold winters. There are three rivers in the basin, the Ujigawa to the south, the Katsuragawa to the west, and the Kamogawa to the east. With these geographic and climatic factors, Kyoto has created a city with a unique blend of tradition, culture, and industry.

Socioeconomic Profile: In 2014, the gross domestic product (GDP) of Kyoto City was JPY 6,164 billion, with a growth rate was 2.1%. The city income per person was JPY 3.12 million. The gross production in the city by industry is shown in figure 1.3. The major industry is the service industry, which includes tourism.



Source: Kyoto City Government (2014)

Figure 1.3: Kyoto City Production by Industry

Demography: The population of Kyoto City is close to 1.5 million, the eighth largest city population of Japan. In 1956, as a city with a population greater than 500,000, Kyoto City became a specially designated city by order of the Cabinet of Japan under the Local Autonomy Law. Specially designated cities have the same administrative power as a prefectural government.

Regional Autonomy: In April 2000, the Comprehensive Decentralization Law was enforced in an attempt to clarify the division of roles between central and local governments, to eliminate the program for clerical work commissioned to outside agencies, and to set up rules for the central government's involvement. All local governments, including Kyoto, are expected to carry out their administration according to their respective regional realities and based upon their own judgment and responsibility:

- Dual-representation system – Local government head and council are elected through separate elections; the local government head tends to hold the initiative
- Powers – General powers and powers defined by law, therefore Kyoto is in charge of an extremely wide range of affairs
- Sources of revenue – Independent revenue sources such as local taxes account for about 40% of revenue (most being independent taxation); this is supplemented by local allocation tax and national treasury disbursements

(2) Historical Context

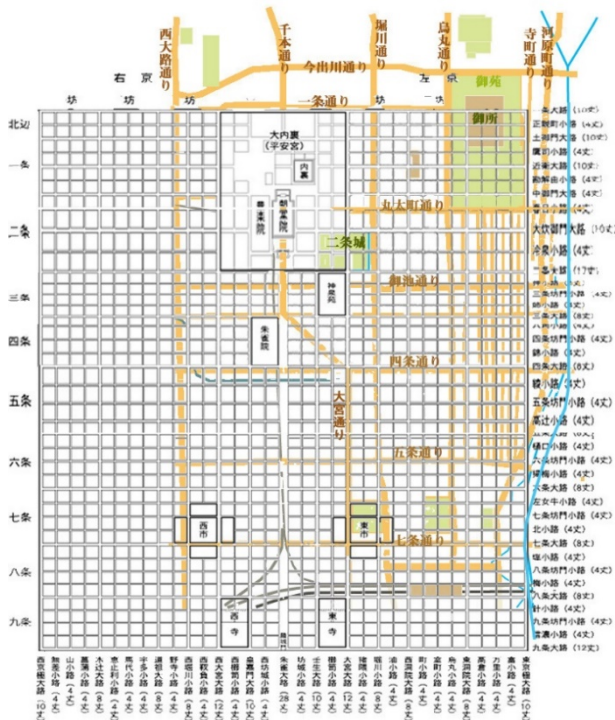
Shifting Location of the Japanese Capital City: Kyoto City has historically been the place where wealth, authority, and information were concentrated from all over Japan.

Table 1.1: Location of Japanese Capital

| Classification | Period | Political Capital | Note |
|-----------------------------|-----------|-------------------|---------------------------------|
| Asuka, Nara Era | 538-794 | Nara Pref. | Imperial government |
| Heian Era | 794-1185 | Kyoto | Imperial government |
| Kamakura Era | 1185-1333 | Kamakura | Minamoto samurai clan |
| Muromachi Era | 1333-1568 | Kyoto | Ashikaga samurai clan |
| Azuchi-Momoyama Era | 1568-1603 | Around Kyoto | Oda and Toyotomi governments |
| Edo Era | 1603-1868 | Edo (Tokyo) | Tokugawa samurai clan |
| Modern Japan I before WW II | 1868-1945 | Tokyo | Imperial government |
| Modern Japan II after WW II | 1945-now | Tokyo | Democracy with nominal monarchy |

The Imperial Palace was located in Kyoto from 794 until the modern government was established in 1868—more than a thousand years. When samurai clans took over political power, government functions were transferred to cities other than Kyoto while the capital stayed there. Table 1.1 shows these changes.

Beginning of the City: By the third century, the imperial government (named “Yamato”) was established in Nara Prefecture. It constructed two capital cities – Fujiwara-Kyo in 694 and Heijo-Kyo in 710. Emperors in the eighth century tried to shift the capital to several other locations, and finally Heian-Kyo (literally “Peace Capital”) was designated as the new capital city in 794. Heian-kyo went on to become Kyoto City. The original city size was 5.2km north to south and 4.5km east to west. This grid-pattern urban planning was learned from other Chinese capital cities. Figure 1.4 shows the original Heian-kyo city plan overlaid on modern day Kyoto City.



Source: Kyoto City Government

Figure 1.4: Original Layout of Heian-kyo Overlaid on Modern Kyoto City

Raising of Samurai Clans: During the Heian Era (794-1185), the Imperial Government of Kyoto decreased its military power. Central and local clans started to form armed forces to protect their properties. They were called samurai and became powerful enough to take political power. Even though samurai built their government cities—such as Kamakura and Edo (Tokyo)—outside of Kyoto, Kyoto was respected as the place of Japan’s throne and maintained its leading position in Japanese culture.

For example, Buddhism became popular in the Kamakura Era (1185-1333), and restoration took

new Buddhist sects came to Kyoto; these later prevailed across all of Japan. Powerful samurai clans helped Buddhism monks to build temples, which are now an essential heritage of the nation (see Figure 1.5). Various cultural heritages such as handicrafts, architecture, gardens, costumes, food, performance arts (music, dance, play, etc.), and ritual events were born in Kyoto and have succeeded up to now.



Source: Kyoto City Government

Figure 1.5: Rokuon-ji Temple (Kinkaku-ji Temple) Built in 1397 by Ashikaga Samurai Clan

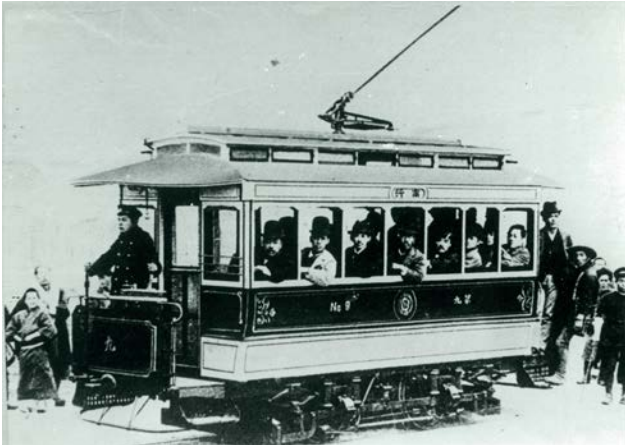
Civil War of 1467 and Edo Era: Kyoto’s biggest war (Onin-no-Ran) took place in 1467 as a result of opposition among military commanders in the samurai clan. During 11 years of fighting, most of the medieval town of Kyoto was destroyed. Following this war, Japan lacked political stability until 1603, when the Tokugawa clan started its government in Edo (Tokyo). After the war, the civic hierarchy (the merchant class) undertook a spectacular rebuilding. The rising class of merchants and manufacturers revived not only city streets but also the magnificent Gion Festival, which had been suspended since the Heian Period.

During the Edo Era (1603-1868), Kyoto was prosperous in terms of culture, commerce, religion, and tourism. Consolidating with Osaka, another commercial city nearby, Kyoto became a rival city for Edo (Tokyo), where the samurai (shogunate) government was located.

Kyoto’s Efforts after Meiji Restoration (1868-1945): The new government was established in 1868 with Emperor Meiji as its sovereign. As the initial work of its restoration, this government shifted the Imperial Place from Kyoto to Tokyo. Feeling the importance of education, the people of Kyoto established 64 community elementary schools in 1869, ahead of other places in Japan. Even now, education is a crucial aspect of the city, and with so many universities in Kyoto, approximately 10% of Kyoto City’s population are

university students. Kyoto continued to take a lead in modern development; for example, its city tram was delivered in 1895 and was the first such vehicle in Japan.

Unlike many cities along Japan's southern coast, Kyoto City did not suffer the loss of historic buildings and townscape (including Kyo-machiya) in World War II (1939-1945).



Source: Transportation Bureau, KCG

Figure 1.6: Kyoto City Tram since 1895

(3) Modern Urban Development Growth

Kyoto, home of academic institutes and advanced industries (1945-present): After World War II, Kyoto kept up with the nation in rapid economic growth. Between 1955 and 1973, the rate of annual Japanese economic growth was over 10%. During this high economic growth period, the central government made substantial efforts toward the development of new infrastructure and new towns. In the Kansai area, Kyoto has continued to be one of the largest industrial cities.

Furthermore, Kyoto has successfully maintained its traditional industries such as Nishijin-ori and Yuzen as well as developing a modern high-tech industry, which has been the backbone of Kyoto City. Notably, Kyoto is home to world-famous high-tech companies such as Kyocera, Omron, Wacoal, Shimadzu, Nintendo, etc. These industries arose from traditional manufacturing. For example, traditional pottery was a source of modern ceramic technology for Kyocera, which produces semiconductors, precision IT components, and energy and medical equipment. Thus, Kyoto City inherits old culture and cultivates new culture.

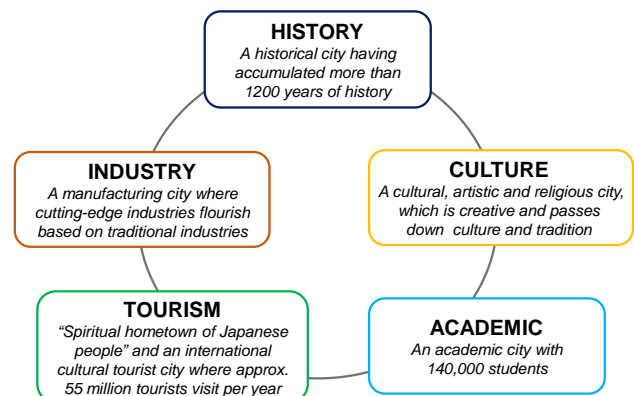
Tourism also forms a core part of Kyoto City's economy. Sustainable tourism in Kyoto is founded on the city's unique physical, cultural, and citizen assets, which have helped the number of domestic and international tourists to increase. The national government defines an overarching framework but offers a lot of power and freedom

to the city to shape its tourism industry. Kyoto City's role centers on a) providing the platform for the development of tourism promotion and tourism surveys; undertake tourism operations; developing a tourist environment, information, promotional pamphlets and signage; and attracting school trips; b) granting and entrusting operating expenses and business expenses to promotion organizations such as the Tourism Association; and c) promoting activities in the private sector, including in tourism-related businesses, transport businesses, food and drink businesses, and temples and shrines. Kyoto City promotes these activities rather than intervening in the work of the private sector itself.

Kyoto is historically an academic city and has an abundance of advanced academic research functions centered in universities. Currently, 39 universities and junior colleges—national, public, and private—are located in Kyoto City.

In terms of culture, Kyoto City has historically demonstrated cultural "soft power" and intangible heritage such as tea ceremonies, flower arrangement, Noh plays, incense burning, and dancing, which have been recognized with cultural authority throughout Japan.

As a historic city with both modern and traditional industry, culture, tourism, and academia, Kyoto is one of the key economic centers of the Kansai Region (Western Japan).



Source: Kyoto City Government

Figure 1.7: Characteristics of Kyoto City

To understand cultural heritage, urban regeneration, and sustainable tourism development, it is crucial to understand the features of administration in Kyoto City. These are introduced below and further explored in this report.

- **Concentration and continuity of historical heritage:** Notwithstanding modern economic and cultural changes, the city's heritage assets are being maintained and embraced. It is not only the government that takes a lead in this

area; civic pride and private sector involvement help keep cultural heritage part of everyday life.

- **Respect for and added value of spiritual culture as defined in tangible cultural property regulations:** Cultural assets like visible buildings and monuments are a part of daily life.
- **Embrace of cultural and social values by the citizens of Kyoto and the Japanese people:** Citizens are aware of the conservation of the townscape and support the maintenance and enhancement of the "personality of the city," which is based on the city's culture and history and is rooted in daily life.

1.3 Cultural Heritage – Laws, Policies, Strategies, and Structures



(1) Introduction

Overview: Kyoto City is home to 14 of the 17 well-conserved components of the “Historic Monuments of Ancient Kyoto,” a UNESCO World Heritage site, as well as many historic districts. These sites have been conserved or redeveloped with the utmost consideration for historic structures and the traditional townscape. This section summarizes Japan’s and Kyoto’s laws, policies, strategies, and structures for addressing tangible and intangible cultural heritage preservation and development, and highlights their main achievements.

Case Studies: Chapter 2 will profile in detail two tangible heritage case studies highlighting cultural heritage restoration of World Heritage sites – Nijo Castle and Kiyomizu-dera Temple. It focuses on the good “Site Management Plans” methodology, including conservation plans, visitor management plans, and institutional arrangements, and concludes with lessons learned. The chapter also presents two unique cases of intangible heritage – the Gion and Gozan-no-okuribi Festivals, including how urban regeneration has helped them flourish, how they contribute to tourism development, and how they have been supported by Kyoto City Government.

(2) Laws and Regulations

National Context

(A) Cultural Property Protection Act: This law was enacted in May 1950 to protect and make use of

Japan’s cultural properties and enhance national culture. This act followed much older laws and regulations such as the Antique and Old Item Preservation Order (1871), Old Shrine and Temple Preservation Act (1897), and National Treasure Protection Act (1929).

There have been several amendments to the Cultural Property Protection Act, including:

- 1954: Institutionalization of intangible cultural properties, folk cultural properties, and buried cultural properties
- 1975: Institutionalized Groups of Traditional Buildings
- 1996: Established Registered Cultural Properties (Structures)
- 2005: Institutionalized Cultural Landscapes; introduced the registration system for Fine Arts and Applied Crafts, Folk Cultural Properties, and Monuments
- January 2018: Amendment bills submitted regarding promotion of active utilization of cultural properties

Japan’s cultural properties have been created, developed, and preserved over a long history and have been successfully passed down over generations. The Agency for Cultural Affairs set out the various types of cultural properties in Japan, including structures such as shrines, temples, and private houses; Buddhist statues; paintings; calligraphy; skills such as performing arts and craft techniques; and traditional events and festivals. The agency also regards natural

landscapes and historic villages and townscapes as cultural properties.

Based on the Cultural Property Protection Act, which was enacted in 1950, these cultural properties were categorized as shown in Table 1.2.

Table 1.2: Cultural Properties in Japan

| Category of Cultural Property | Japan | Kyoto City |
|---------------------------------|--------|------------|
| Tangible Cultural Properties | 23,462 | 2,389 |
| Intangible Cultural Properties | 110 | 10 |
| Folk Cultural Properties | 513 | 10 |
| Monuments | 3,387 | 128 |
| Cultural Landscapes | 43 | 0 |
| Groups of Traditional Buildings | 106 | 4 |
| Conservation Techniques | 74 | 24 |

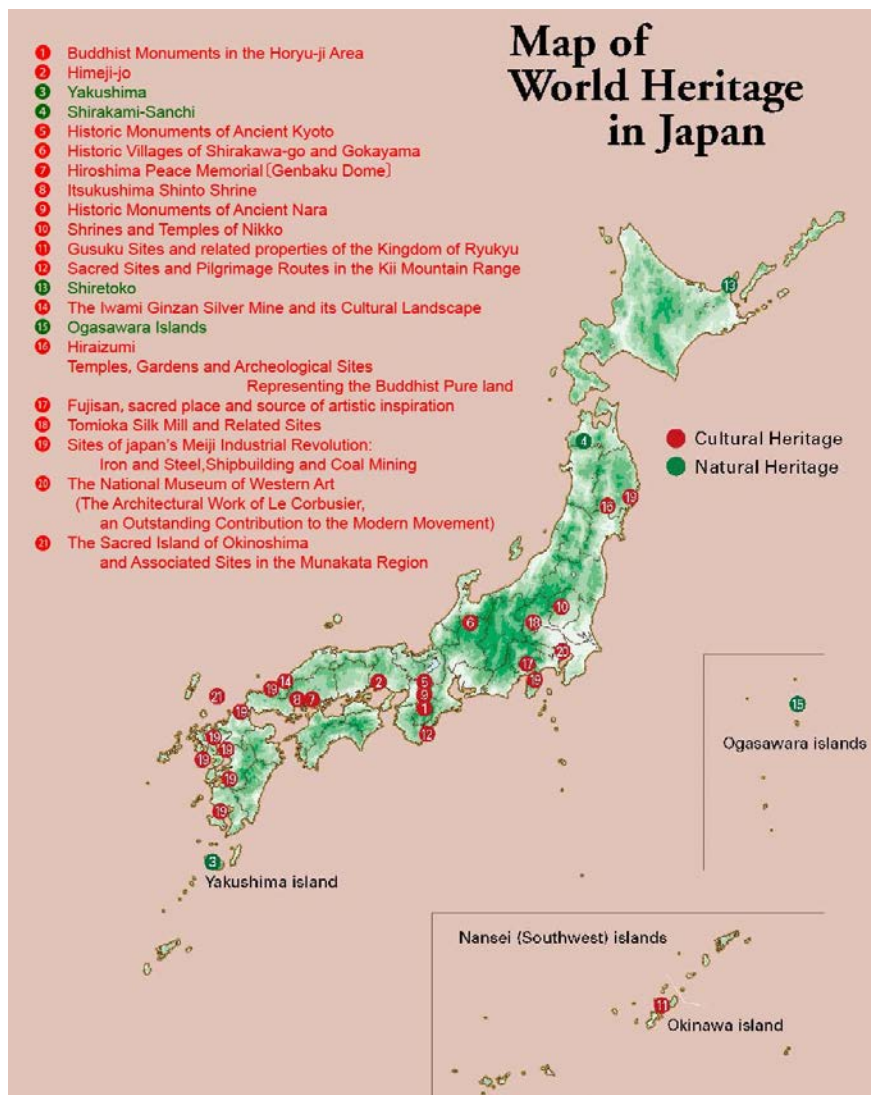
Source: Kyoto City Government (as of 1st April 2016)

(B) Important Cultural Properties and National Treasures: A number of the important cultural properties have also been designated as National Treasures by the Minister of Education, Culture, Sports, Science and Technology. There are 1,089 National Treasures, including 218 buildings and 871 arts and crafts in Japan.

(C) World Heritage: In 1972 UNESCO adopted the World Heritage Convention at its General Conference in Paris to encourage international cooperation and support in protecting cultural and natural heritage with outstanding universal value from damage, destruction, and other threats. There are now 1,073 sites that have been registered (as of July 2017).

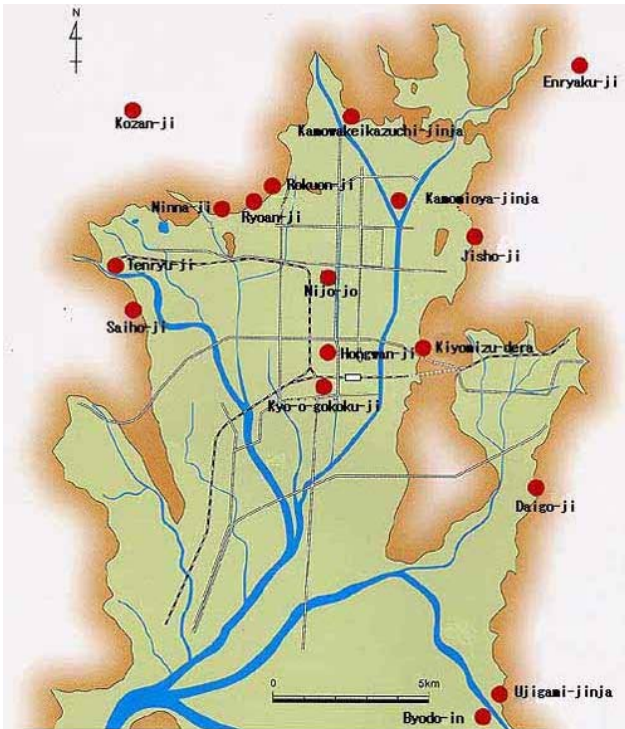
Japan has 17 cultural and four natural World Heritage sites. The “Historic Monuments of Ancient Kyoto (Kyoto, Uji and Otsu Cities),” registered in 1994, is one of the former. This registration has 17 components and covers an area across Kyoto and Shiga Prefectures. Out of the 17 components, 14 are within Kyoto City itself.

As can be seen from Figure 1.8, there is a concentration of World Heritage sites in the Kansai Region of Japan (Kyoto, Shiga, Osaka, Nara, Hyogo, and Wakayama); this echoes a concentration of cultural properties in general and helps Kyoto and the surrounding areas maintain their status as a prominent tourist destination.



Source: Based on materials from Agency for Cultural Affairs

Figure 1.8: Location of Registered World Heritage Sites in Japan



- 1 Kiyomizu-dera Temple
- 2 Rokuon-ji Temple (Kinkaku-ji Temple)
- 3 Jishoji Temple (Ginkaku Temple)
- 4 Ryoan Temple
- 5 Tenryu Temple
- 6 Kyouougokokuji Temple (To Temple)
- 7 Saiho Temple
- 8 Nijo Castle
- 9 Hongan Temple (Nishi-Hongan Temple)
- 10 Ninna Temple
- 11 Kamomioya-jinja Shrine (Shimogamo-jinja Shrine)
- 12 Enryaku Temple
- 13 Byodo-in Temple
- 14 Daigo Temple
- 15 Kamowakeikazuchi Shrine (Kamigamo Shrine)
- 16 Kozan Temple
- 17 Ujigami Shrine

Selection of Photos:



Kiyomizu-dera Temple



Rokuon-ji Temple (Kinkaku-ji Temple)



Ginkaku Temple



Ryoan Temple



Kyouougokokuji Temple (To Temple)



Saiho Temple



Nijo-Castle



Shimogamo Shrine



Kamigamo Shrine

Source: KCG

Figure 1.9: World Heritage Sites of Kyoto

Kyoto City Context

(A) Kyoto World Heritage site (WHS): As shown in Figure 1.9, in 1994, 17 of Japan's most prominent temples, shrines, and castles were listed as part of a World Heritage site known as "Historic Monuments of Ancient Kyoto (in Kyoto, Uji and Otsu Cities)." The significance of that event was amplified by the fact that 1994 was also the 1,200th anniversary of Kyoto City's foundation as the imperial capital. The buildings and gardens that comprise the World Heritage properties include 38 buildings designated as National Treasures, 160 buildings designated as Important Cultural Properties, eight gardens designated as Special Places of Scenic Beauty, and four gardens designated as Places of Scenic Beauty. These designations signify properties of the highest cultural and historical importance.

This report will fully explore Kyoto's successes and challenges in preserving and managing the "Historic Monuments of Ancient Kyoto" in an urban context. This topic will be addressed in the profile of Kyoto City's long-term planning, the account of its comprehensive 2007 Landscape Policy, the two WHS case studies, and the discussion of surrounding areas.

(B) Kyoto City as a Cultural Property: With a plethora of important cultural heritage in Kyoto, the whole city is often regarded as an overarching cultural property. For example, the areas surrounding famous shrines and temples are protected by stricter landscape regulations. Many Kyoto City Government policies and programs, especially those related to urban regeneration, aim to protect the city's heritage in a comprehensive and cohesive way.

The next chapter, on urban regeneration, will profile specific examples of this approach, especially surrounding the comprehensive 2007 Landscape Policy that controls building height, building ratio, and floor ratio as well as design, conservation of Kyo-machiya, and so forth. The integrated and holistic approach adopted by Kyoto ensures that its heritage is handed down successfully to future generations.

(C) Relevant Ordinances: In 1981 Kyoto City established the Cultural Property Protection Ordinance corresponding to the Cultural Property Protection Act at the national level. Regarding cultural properties, additional ordinances include the following:

- Ordinance for Cultural Properties Protection
- Ordinance for Preservation and Practical Use of Historic Buildings

- Ordinance for Preservation District of Historic Buildings
- Various ordinances for cultural and tourism facilities (e.g., conference centers, museums, and tourist destinations such as Nijo Castle)

(D) Cultural Properties at City Level: The numbers of designated and registered cultural properties in Kyoto, based on the Cultural Property Protection Ordinance, are outlined in Table 1.3.

Table 1.3: Cultural Properties in Kyoto City

| Category of Cultural Property | Designated | Registered |
|-------------------------------|------------|------------|
| Tangible cultural properties | 264 | 63 |
| Folk Cultural Properties | 56 | 63 |
| Monuments | 70 | 25 |

Source: Kyoto City Government (as of 1st April 2016)

This system of designating and registering cultural properties at municipal level is common among many cities in Japan. However, the section on policies and strategies just below describes some programs unique in Kyoto.

Designation Overview: The process for the designation of cultural properties in Kyoto City is summarized in the figure below..



Source: Kyoto City Government

Figure 1.10: Process for the Designation of Cultural Properties in Kyoto City

A key member of the process is the Council for the Protection of Cultural Properties of Kyoto City, which consists of 19 academic experts.

Furthermore, the Kyoto Prefectural Government established the Kyoto Prefectural Ordinance for the Protection of Cultural Properties in 1981 to designate and register cultural properties at prefectural level. In Kyoto City, 177 properties (as of April 1, 2016) are designated or registered.

(3) Policies and Strategies

National Context

Overview: An overview of national systems and measures for the protection of cultural properties is presented in the table below..

Table 1.4: National Systems and Measures for Protection of Cultural Properties

| Preservation | Designation | Utilization |
|---|--|---|
| <ul style="list-style-type: none"> • Guidance and subsidies concerning repair and maintenance to owners and municipalities • Subsidies for municipalities to purchase land or structures which are cultural properties • Regulations on alterations to current state, restrictions on export • Establishment of tax exemptions • Preservation required documents & their publicity • Environmental preservation | <ul style="list-style-type: none"> • Cultural properties are designated, selected, or registered after the Minister of Education, Culture, Sports, Science and Technology has consulted the Council for Cultural Affairs and received its report. | <ul style="list-style-type: none"> • Subsidies, recommendations, orders, and directives to owners or municipalities regarding the public display of cultural properties • Establishment and operation of museums, theatres, and other public facilities, and centers for cultural properties research |

Source: Cultural Properties Department, Agency for Cultural Affairs, Japan

Supporting Policies and Strategies: A selection of key supporting policies and strategies at the national level are described below:

(A) Restoration and Inheritance: The priorities of the cultural property policy are maintenance, restoration, and inheritance. To promote these ends, the national government plans, carries out, or supports the following activities:

- **Management:** The government owns and manages various cultural properties through the National Museum, Ministry of Environment, Imperial Household Agency, and other ministries.
- **Support:** The government offers financial and technical support for the management of cultural properties owned by local governments and the private sector.
- **Research:** There are two dedicated Research Institutes for Cultural Properties in Tokyo and Nara, with 41 and 76 officers respectively (as of April 2017).
- **Human Resource Development:** Maintenance and restoration of cultural properties needs specific knowledge, skills, and techniques. Japan recognizes that passing these on is crucial for heritage management, and so restoration techniques (or experts who embody them) are also classed as intangible cultural properties to be protected.
- **Education:** To enhance cultural heritage education, the national government has encouraged cultural property owners to open to visitors. National museums conduct various exhibitions and offer opportunities for visitors to learn about and appreciate fine arts and handicrafts heritage.

(B) Linkage to Area Promotion and Tourism: There are several collaborative programs between

cultural properties and urban/rural development through tourism, including the following:

- **Regional Revitalization Program:** From 2011, the Agency for Cultural Affairs conducted the Regional Revitalization Program using Cultural Properties, which comprised local projects aiming to revitalize the area in connection with cultural heritage. The program was supported with a subsidy from the Agency for Cultural Affairs.
- **Connection of Cultural Properties to Tourism:** To connect cultural properties to tourism, the Tourism Development Using History and Culture program was started in 2017. The Agency for Cultural Affairs financially supports the efforts of tourism destination development through this concept program.

(C) Japan Heritage: The Agency for Cultural Affairs' Japan Heritage program aims to promote unique cultural traditions, encourage use of national cultural properties, and revitalize regional economies. It seeks to capitalize and maintain the history of Japan's tangible and intangible cultural properties being preserved through narratives based on unique regional histories and traditions.

By recognizing these narratives or stories as Japan Heritage, the agency seeks to promote these historical legacies and provide comprehensive support so that this heritage may be effectively preserved and maintained. This relatively new program, which started in 2015, helps connect cultural properties to sustainable tourism and area branding.

Kyoto Context

Innovative Programs: The Kyoto City Government has developed several programs to

protect its cultural properties while enabling residents and visitors to better enjoy the city's cultural heritage. Importantly, the designation and registration of heritage properties with community participation better facilitates learning opportunities and cultural consumption through leveraging of tourism programs, cuisine, and souvenirs. Four innovative programs are described below:

(1) The Buildings and Gardens That Make Kyoto

Attractive: The aim of this program is to maintain and pass on the buildings and gardens that citizens wish to preserve. Based on public consultations, the program compiles a list of such buildings and gardens; the consultations also increase citizens' awareness of the need for preservation. Established in 2011, this unique program focuses on buildings and gardens more than 50 years old.

Recommended properties are screened by a committee and registered in the selection list. The more important registered properties are also included in special acknowledgement list. Consensus and consultation with the property owner is required for registration and acknowledgement. By December 2017, 320 properties had been registered, out of which 90 had been acknowledged. Kyoto City honors these properties through newsletters, a website, and events at the properties.

(2) Intangible Cultural Heritage Connecting Kyoto:

Kyoto has conserved significant intangible properties for many years. The Intangible Cultural Properties Connecting Kyoto program was established to encourage citizens to rediscover and re-acknowledge the value of such properties, with the ultimate goal of passing them down through generations.

Five intangible properties had been selected under this program by December 2017, and Kyoto City conducts and supports various events and promotions for each:

- Food culture of Kyoto
- Culture of Kyoto “Kagai” (traditional hospitality) – see further details below
- Jizobon of Kyoto (traditional events that connect communities and generations)
- Kimono culture of Kyoto (inheritance of tradition and creation of a new kimono culture)
- Confectionery culture of Kyoto



Source: Kyoto City Government

Figure 1.11: Examples of Kyoto’s Intangible Cultural Heritage

Kyoto Kagai: A key example is Kyoto’s culture is the Kyoto Kagai. Kyoto has five districts called ‘Kagai’ – Gion Kobu, Miyagawacho, Pontocho, Kamishichiken, and Gion Higashi – that Geikos and Maikos have fascinated people with their traditional dance for generations. The elegant dancing of Geikos and Maikos are one of the superlative images of Kyoto. In addition to Geikos and Maikos, there are many others involved in Kyoto’s Kagai including at the Okiya (the place where they live), and the Ochaya (the banquet venue), as well as restaurants and the artisans who are engaged in manufacturing the kimono and hair ornaments using prominent craftsmanship.

Moreover, Kagais can represent how the essence of Kyoto culture is concentrated and handed over to future generations. It is a unique example of such a profound experience of both the history and culture of Kyoto. Each Kagai has unique traditions and customs that have been passed down for centuries and thus every district cherishes and respects its own culture. Dance shows and traditional events are held from time and this help demonstrate the pride of the Kagais.

(3) Kyoto Heritage: This new program, whose full name is “Heritages of Kyoto Developed by Towns, People and Their Minds,” was initiated in 2017 to connect groups of cultural properties with a specific theme. The collections are grouped by locality and history, as well as by themes decided by local communities in Kyoto that support cultural heritage, craftsmanship, and spirituality.

Consultation and discussion were undertaken and a special council comprising both cultural heritage experts and citizens selected three themes from a long list:

- “Traditional Culture Thrived and Spread in Kitano and Nishijin Area”
- “Garden Culture Developed in 1,000-Year Capital with Scenic Beauty”
- “Worship and Festivals of Fire Inherited for Generations”

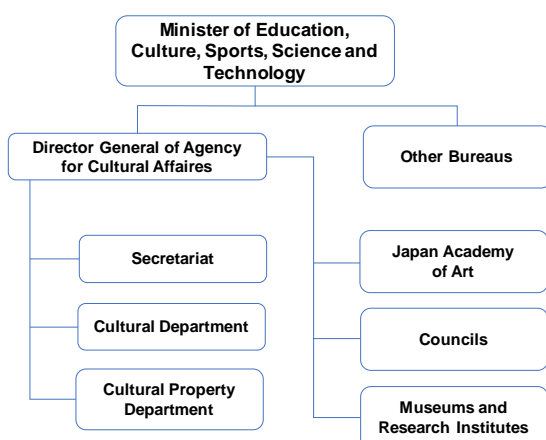
(4) Loan Program for Protection of Cultural Properties: The Kyoto City Government conducts an innovative low-interest loan program for designated or registered heritage owners who have difficulty in financing protection works. The loan amount is up to JPY 50 million and the maximum loan period is 15 years.

(4) Institutional Structures

National Context:

(A) National Agency for Cultural Affairs: The Ministry of Education, Culture, Sports, Science and Technology (MEXT) handles cultural heritage, and within MEXT the Agency for Cultural Affairs is responsible for the preservation of Important Cultural Properties. While bureaus of ministries are usually located in Tokyo, the Japanese Government recently decided to relocate the National Agency for Cultural Affairs to Kyoto by 2021, a decision that suggests the importance of Kyoto within the national context. The Kyoto City Government promoted this relocation not only to benefit Kyoto, but also to support culture and cultural preservation across all of Japan.

In 2017, the Headquarters of Regional Culture Formation was established under the agency to promote culture in Japan.



Source: National Government Website

Figure 1.12: National Agency for Cultural Affairs – Organization Chart

Budget and Subsidy: The Cultural Affairs Agency is managed efficiently, As shown in Table 1.5, the Japanese Government’s budget for cultural affairs

is smaller than that of comparable countries, both in absolute size and as a proportion of the national budget,

Table 1.5: Cultural Affairs Budget Comparison

| Country | Budget (billion yen) | Portion in National Budget |
|---------|----------------------|----------------------------|
| France | 464.0 | 0.87% |
| Korea | 265.3 | 0.99% |
| UK | 199.2 | 0.15% |
| Germany | 178.8 | 0.44% |
| USA | 167.3 | 0.04% |
| China | 121.9 | 0.26% |
| Japan | 103.8 | 0.11% |

Source: Nomura General Research Institute, 2016

The national subsidy for protection of cultural properties is important for Kyoto City. In the annual budget of the Agency for Cultural Affairs, JPY 46.92 billion is allocated to “protection, application and succession of cultural properties.” For major repairs of Important Cultural Properties, the agency subsidizes half of the cost. The remaining cost is covered by the property owners, and some local governments have a supplemental subsidy system.

(B) National Cultural Asset Research Institutes: Through institutes located in Tokyo and Nara, the national government manages a number of cultural sites and facilities, including Kyoto Place Park and many museums.

(C) Engineering Groups for Cultural Properties: To meet the complex technical and human resource demands of restoring more than 2,600 important cultural buildings, there are several engineering associations in Japan that undertake the planning and supervision work needed for the restoration of heritage buildings.

Japanese Association for Conservation of Architectural Monuments: This NPO is categorized as a public interest incorporated association and employs 128 engineers and architects. It has its headquarters in Tokyo and branch offices in Hokkaido, Osaka, and Kyushu.

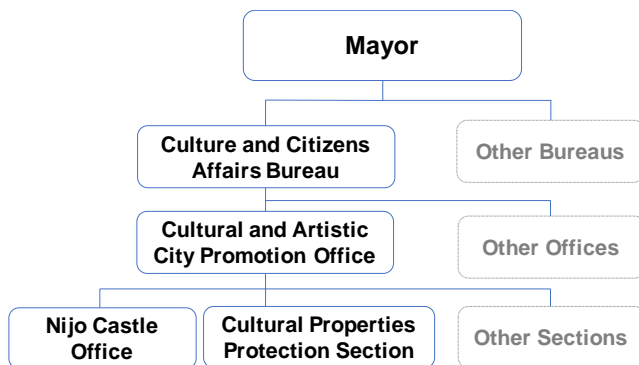
Section of Cultural Property Protection, Kyoto, Nara, and Shiga Prefectures: There are a significant number of cultural properties designated or registered at the national level in Kyoto, Nara, and Shiga Prefectures. To meet the significant restoration demand, prefectural governments assemble in-house engineering teams under the Board of Education Secretariat to undertake planning and supervising work in their jurisdiction.

(D) Cultural Properties Under Direct National Management: In Kyoto and elsewhere in Japan, many cultural properties are managed directly by religious associations, though Kyoto City does still

manage some Important Cultural Properties including Nijo Castle (see case study). In addition, there are some imperial properties such as palaces and villas that are under the authority of the Imperial Household Agency. These include Kyoto Palace, Sendo Palace, Shugakuin Imperial Villa, and the Katsura Imperial Villa.

Kyoto City Context:

Organization: The organization chart for cultural heritage in Kyoto City is shown below. On a day-to-day basis, the Cultural Properties Protection Section handles the city’s tangible and intangible heritage.



Source: Kyoto City Government

Figure 1.13: Cultural Heritage Section, Kyoto City – Organization Chart

In local governments in Japan, the Cultural Heritage Section is normally under an independent board (i.e., not under the mayor). The case of Kyoto is unique, however: since cultural properties have such a significant value and are so embedded in the city’s culture, urban regeneration, local industries, tourism, and annual events, Kyoto’s mayor manages the Cultural Heritage Section.

Cultural Properties Protection Section: As shown in Figure 1.14, Kyoto City’s Cultural Properties Protection Section comprises 29 members of whom 19 are cultural property protection engineers:

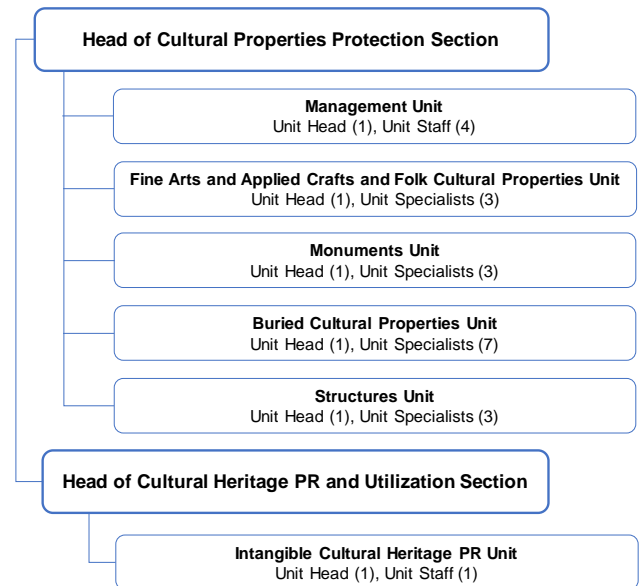


Figure 1.14: Cultural Properties Protection Section – Organization Chart

Some responsibilities of the Cultural Properties Protection Section are described below to suggest their breadth and scope and the critical role the section plays:

- Undertake desk work related to changes in the current status of cultural properties designated by the national government
- Investigate and select cultural properties registered to the national government (mainly structures and monuments)
- Protect Buried Cultural Properties through guidance on land information, properties, and excavations
- Protect and preserve Kyoto City cultural properties designated by or registered to Kyoto City
- Maintain and manage cultural properties that are owned by Kyoto City or for which the city is designated as management body by the national government—e.g., Nijo Castle (see case study)
- Help citizens rediscover, understand, and pass down tangible and intangible cultural heritage.
- Provide subsidy for projects that protect cultural properties designated by Kyoto City – approximately JPY 44 million/year for preservation, repair, maintenance, and management of cultural properties
- Provide subsidy for traditional events – approximately JPY 72 million/year, including for preservation and continuation of Gion Festival and Kyoto Gozan no Okuribi.
- Provision of financing for cultural properties protection projects.
- Publication of books on cultural properties (one book per year)

In addition, the Kyoto Prefectural Government also has groups of experts on cultural heritage (particularly structures) in its Cultural Properties Protection Section, and they collaborate with or complement the Kyoto City Government to protect and pass on cultural properties. When structures designated as a National Treasure or an Important Cultural Property require repair, expert staff of the Cultural Properties Protection Section of the Kyoto Prefectural Government carry out this work (except in the case of Nijo Castle). The partnership between the Kyoto Prefectural Government and Kyoto City Government is indispensable for cultural properties protection.

(5) Main Achievements

(A) Scale of Achievement: In the context of some 3,000 cultural properties in the Kyoto City area designated at national, prefectural, and city level, the city has successfully undertaken cultural heritage preservation and protection works for decades.

(B) Management and Organization Approach: Except for Nijo Castle, World Heritage temples and shrines are not managed or maintained by the city or state. Instead they are managed by individual temple or shrine associations (religious corporations or NPOs). The management and organization approach of Kyoto City – and in particular its Cultural Properties Protection Section – provides an overarching system of policies, strategies, promotion, and technical assistance. The cultural property owners take on the responsibility of maintaining and rehabilitating the cultural heritage assets themselves, with the public sector playing supporting role.

Furthermore, the city undertakes extensive public involvement and engagement initiatives. In turn, these elements foster a self-sustaining process in which the city facilitates, encourages, and guides protection and restoration works. At the same time, NPOs, religious corporations, and communities take the lead in and assume ownership of these efforts.

(C) Intangible Cultural Heritage that connects Kyoto: Kyoto has succeeded in preserving significant intangible properties for many years and actively encourages people to rediscover and re-acknowledge the value of intangible heritage in ensuring a continuing and long-lasting legacy.

(D) Nurturing Civic Pride and Appreciation: Kyoto City does not focus only on projects and physical restoration. Much more than this, the city nurtures civic pride and appreciation through its cultural heritage efforts. Rather than just projecting its heritage assets, the city seeks to help its residents and visitors enjoy, understand, and appreciate the city's cultural heritage. Toward that end, it implements innovative programs that offer learning opportunities for citizens and that enhance civic pride, active involvement, and participation.

1.4 Urban Regeneration – Laws, Policies, Strategies, and Structures



Source: Kyoto City Government

(1) Introduction

Overview: This section documents Kyoto City's best practice in citywide urban visioning, master planning, and urban regeneration. It summarizes relevant national and local laws, policies, strategies, and structures and highlights main achievements, with a focus on Kyoto's urban regeneration of historic districts and preservation of its rich cultural heritage resources. The city's role in enabling regeneration through a legal, planning, and supporting framework is detailed, including ownership by citizens and local businesses and the city's comprehensive support for the preservation of historic Kyo-machiya (historic townhouses).

"Urban regeneration" in Kyoto primarily denotes both conservation of historic elements and Kyoto's own ongoing development. Kyoto City, which wasn't badly damaged in World War II, has well-developed roads and infrastructure and no unutilized land or land in an extremely bad living environment.

The following explanation focuses on how Kyoto's own townscapes have been conserved and how developed areas have been controlled to promote Kyoto's own regeneration since the high economic growth period following World War II.

(2) Laws and Regulations

National Context

The Kyoto City Government is regenerating the city within an overarching national legal framework. Major relevant laws and regulations are briefly explained below.

Urban Planning Act: The first Urban Planning Act was enacted in 1919 and significantly revised in 1968. This act empowers municipalities to take the initiative for the key actions introduced below, with provincial governments coordinating and supporting the municipalities. Major elements include:

(A) City Master Planning: Municipalities decide the direction of urban maintenance, development, and conservation. This direction should be consistent with the guidelines of the prefectural and basic plans of the municipality.

(B) City Plan Districts and Zones: There are 21 districts and zones defined in the act. District use types include residential, commercial, and industrial districts, among others, and the municipality decides the building area ratio and floor area ratio of each district. Other types of districts and zones include building height control districts, fire prevention districts, landscape zones,

parking place development zones, scenic landscape districts, special historic natural features conservation zones, green space conservation districts, and conservation zones for clusters of traditional structures. Municipalities are responsible for making their city plans based on these district and zones.

(C) Urban Facilities: Specific urban facilities shall be stipulated in city plans prepared by municipalities. Examples include transport networks (including roads), parking, green areas, parks and other open spaces, waterways, schools, hospitals, and other educational, cultural, and welfare facilities.

(D) Urban Development Projects: Various projects shall be stipulated as necessary in city plans. Examples include land readjustment projects, new housing and urban development projects, industrial park development projects, and urban redevelopment projects. Project owners do not have to be municipalities, and each project scheme is regulated by relevant acts.

(E) Control of Private Land Development Activities: Land development is discouraged in the urbanization control areas, while well-planned land development is welcome in urbanization promotion areas. Authorities such as prefectures and municipalities are required to examine land development applications for consistency with the district and zone conditions.

Building Standard Act: This 1950 act regulates access roads, plans, structures, seismic and fire safety, a building review council, consistency with acts of city planning, fire prevention, land development, water supply, etc. Building owners should apply for building “confirmation” or approval before construction in order to demonstrate that the architectural planning is consistent with the Building Standard Act and relevant regulations.

Landscape Act Background: The City Planning Act (1919) had a provision on a scenic landscape district system. The Urban Building Act (also 1919) included building height restrictions, such as 19.7m in residential districts and 30.3m in other land use districts. As economic development reached maturity, the concept of value shifted from quantity to quality, and the Kyoto City Government and other municipalities became more concerned with landscape issues. Thus some 500 local governments had established landscape ordinances before the Landscape Act came into force. However, ordinance of local governments were more difficult to enforce when compared to national government regulations.

Promulgation of the Landscape Act (2004): Consequently, the Landscape Act was promulgated in 2004. Based on this act, local governments can establish their landscape plans, including:

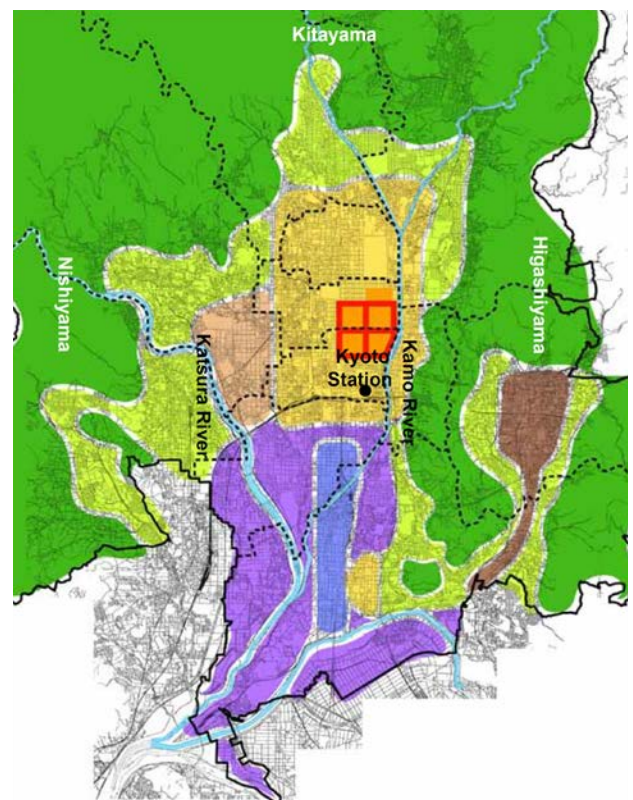
- Area covered by landscape plan
- Landscape policies
- Restrictions of actions
- Policy designating structures and trees of landscape importance
- Restriction of outdoor advertisements

Local governments are expected to establish their own ordinances to supplement this act. Land development permissions and a building certification system can work together with the ordinances to guarantee the landscape plans.

Kyoto City

Background: The City Planning Act and Building Standard Act offer various tools and menus so that each local government can shape its own city development and preservation. The Kyoto City Government is successful in using these tools to preserve traditional features and heritage.

The downtown of Kyoto City is formed by Kyoto basin, which is surrounded by mountains on three sides (north, east, and west) and the Yamashina basin. It is a notable feature of Kyoto’s landscape that mountains are visible from the downtown.



Source: Kyoto City Government

Figure 1.15: Location Context

Kyoto as a Pioneer in Shaping National Policy:

Concerning townscape control, the Kyoto City Government was a pioneer in Japan; it introduced a townscape control system well before the national government was fully aware of this issue.

In 1900, the first mayor of Kyoto City announced a city plan to the city council and stated the importance of preserving the regional functions, culture, scenery, and cultural heritage of Kyoto. After the City Planning Act was established in 1919, the scenic landscape district system was set up in 1930.

Two projects carried out in 1964, the Kyoto Tower construction project and the Narabigaoka development project marred the scenic landscape, therefore sparked protests. The scenic landscape district system could not ban development activities, so the Act on Special Measures concerning Preservation of Traditional Scenic Beauty in Ancient Capitals was established in 1966 through cooperation among Kyoto City, Nara City, and Kamakura City.

In addition, the Kyoto City Government designated Sanneizaka as a special preservation and improvement district in 1972, and Gion Shimbashi as a special preservation and improvement district in 1974. To make it possible to conserve historical townscapes at the national level, Kyoto City in cooperation with 13 other cities took the initiative of proposing a system to the national government. In 1975, the system of preservation districts for groups of traditional buildings was created, enforced by amendments to the Act on Protection of Cultural Properties.

Kyoto City's own landscape ordinance was first enacted in 1972 to launch regulation and guidance on buildings and structures in the urban area, mainly by designating structure control districts in combination with scenic landscape districts. The Landscape Act, which was established in 2004, was inspired and facilitated by the experience of Kyoto City.

Ordinances for Urban Regeneration: Major ordinances of the Kyoto City Government concerning city planning and urban regeneration include:

- Ordinance of Area Detailed Planning
- Ordinance of Building Standards
- Ordinance of Special Use District for Workplace and Residence Coexistence
- Ordinance of Conservation and Utilization of Historic Buildings
- Ordinance for Preservation District of Historic Buildings
- Ordinance of Natural Landscape Preservation

- Ordinance of Scenic District
- Ordinance of Urban Vista
- Ordinance of Urban Townscape
- Ordinance of Outdoor Commercial Board
- Ordinance of Public Parks

The Kyoto City Government has prepared many ordinances and regulations. Some are based on national laws but many are Kyoto City's own. For each area and district targeted for urban regeneration, the city consolidates and applies articles of relevant ordinances and regulations to solve local issues.

(3) Policies and Strategies

National Context:

Overview: Between 1955 and 1973, the rate of annual Japanese economic growth was over 10%. During this high economic growth period, the central government made substantial efforts to develop new infrastructure and new towns. During this period, policy makers became aware that inner cities in major urban areas were suffering from depopulation and loss of traditional townscapes, while suburban areas were being encroached on by unplanned development. A series of policies then followed:

- Act on Special Measures concerning Preservation of Traditional Scenic Beauty in Ancient Capitals, or Ancient Capital Preservation Act (1966)
- Urban Development Act (1968)
 - Permission for land development
 - Urbanization control areas
- Preservation District for Groups of Historic Buildings (new system introduced to Property Protect Act in 1975)
- Act on Vitalization in City Centers (1998)

Execution of National Policy: The central government empowered local governments to apply and impose these regulations based on their own situation. Local governments selected relevant tools from the abovementioned laws, prepared their own ordinances, and executed programs that were consistent with the national framework.

Kyoto City Context

(A) Framework of Urban Regeneration: Enabling Policies, Strategies, and Structures

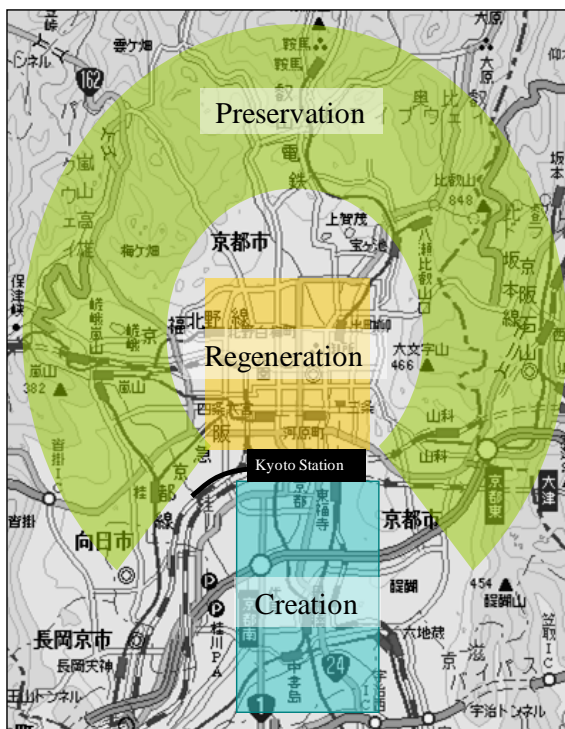
Background: Kyoto has a long history of formulating policies and strategies to promote landscape preservation and urban regeneration. For example, earlier than other cities in Japan, it designated use districts through the City Planning Act and the Urban Building Law in 1919, and it established building height restrictions in 1924. In

1930, Kyoto City set up the first overall landscape conservation system with scenic landscape districts.

In the 21st century, Kyoto and other cities have faced other challenges, including the decline of the city center, aging populations, deterioration of the local environment, traffic issues, outflow of the young educated population, and decline in cultural creativity. Kyoto recognized very early the need for more comprehensive guidance on conservation, revitalization, and urban development. The city was fully aware that it stood at a crossroads: it could either continue to be a city rich in culture and charm, or be consumed by the challenges it faced.

Seeking to address its challenges, in 1991 Kyoto formed the Council for Kyoto City Development on Measures for Land Use and Landscape. The council's role was to develop the basic framework and guidelines to shape city development and landscape in the future.

To pave the way for a new Kyoto City master plan, the council set out conceptual recommendations that divided the city into three regions: preservation of the natural and historical landscape conservation region in the north and three mountainous areas; revitalization and regeneration of the central area; and creative development of and new urban functions in the south.



Source: Kyoto City Government

Figure 1.16: Conceptual City Plan (Scoping)

1993 New Master Plan of Kyoto City: To deliver this three-area framework, the city prepared a

new master plan in 1993. Importantly, the city recognized that it needed to tackle its challenges through three key approaches:

- An overarching vision, plan, and policies (urban frameworks, directions, functions) for the revitalization of Kyoto
- The steady execution of these policies and incremental improvement of infrastructure
- With the plan as a guide, maximum involvement of all local citizens, businesses, and organizations, who were challenged with the question “How can I contribute to Kyoto?”

More specifically, in terms of the relationship between cultural heritage and urban regeneration, it was critical for Kyoto to pass down to future generations the unique natural scenery and cultural heritage that it had developed over the course of 1,200 years. A key policy designed to achieve this goal was the Conservation of Historical Landscape and Creation of Surpassing Urban Landscapes. This policy included:

- Conservation and use of surrounding mountains
- Conservation of historical townscape
- Creation of surpassing urban landscape
- Installation of underground electric cables
- Development and application of a landscape information system

In addition, the plan set out guidelines by district. For example, for the midtown area, in order to improve the area's amenities, the plan sought to furnish an urban space with modern appeal while preserving the historical and cultural heritage. It also aimed to conserve the natural environment and the historical landscape of such areas as Higashiyama (see case study in Chapter 2).

Responding to Emerging Challenges and Background to Forming the 2007 New Landscape Policy: After the high economic growth period, the landscape of Kyoto started deteriorating. Historic buildings such as Kyo-machiya (historic townhouses) disappeared and scenic landscapes were lost due to rapid urbanization and changes in values and lifestyles.



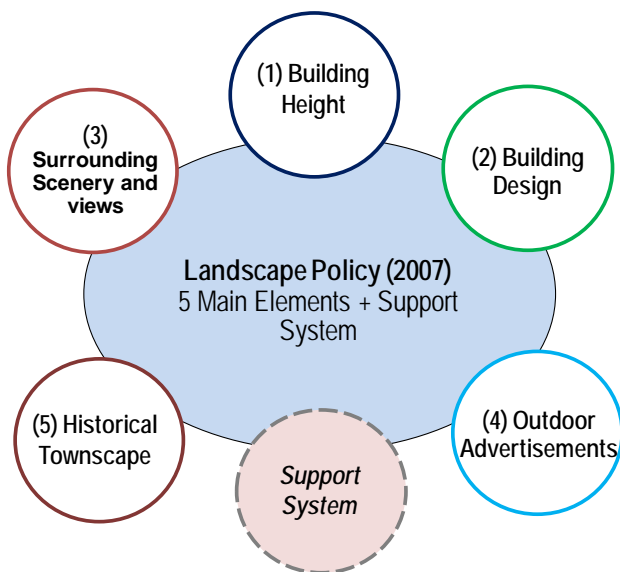


Source: Kyoto City Government

Figure 1.17: Loss of Traditional/Beautiful Landscapes

In response, the Kyoto City Government established the Landscape Planning Council for Kyoto to Shine Beyond Time in 2005 to prepare an advisory report for the city to shape and thoroughly revise its landscape policy. As a result, the New Landscape Policy was established in September 2007.

Kyoto City New Landscape Policy 2007: The New Landscape Policy comprised five main elements and a support system, as shown in Figure 1.18. To implement these measures in Kyoto City, a broad range of city planning restrictions, city ordinances, and other rules were amended in 2007.



Source: Kyoto City Government

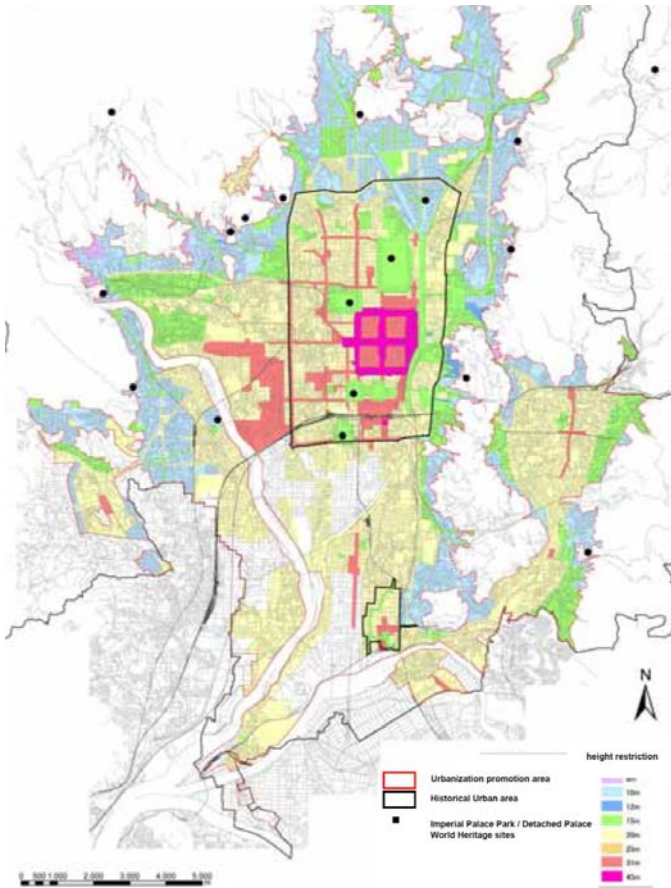
Figure 1.18: Landscape Policy Framework

Detailed explanations of the policy were provided by each ward office, through explanatory sessions for citizens, real estate brokers, architects, etc., as

well as reports in newspapers and questionnaires for citizens.

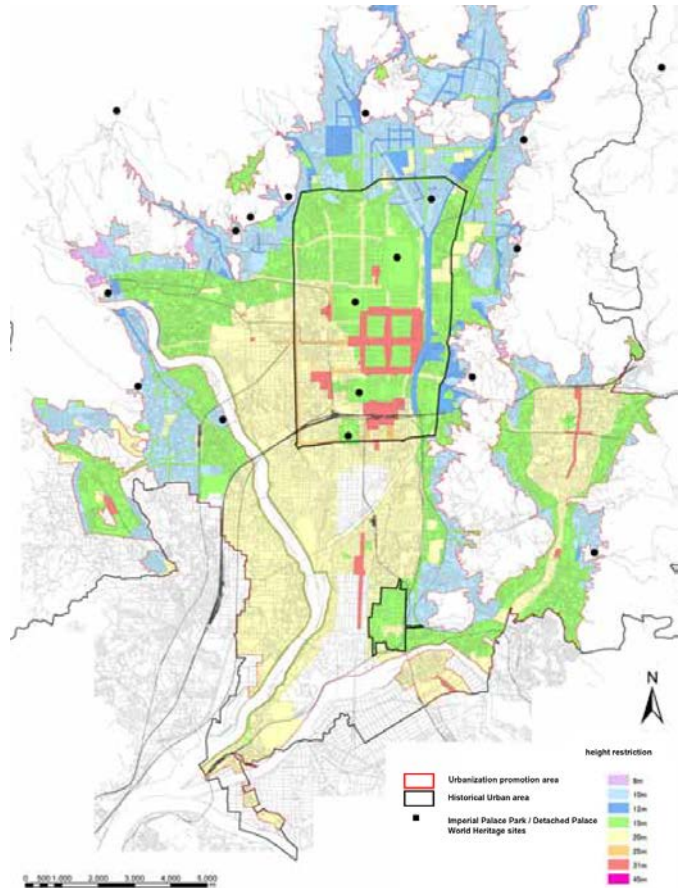
1) Building Height: First, the Landscape Policy brought in stricter building height limits, particularly in the downtown area, to help preserve and recover the unique townscape of Kyoto, including Kyo-machiya. The policy lowered the maximum heights for buildings in historical city areas, in residential areas in the mountains, and in the industrial area (see Figure 1.19). The policy, which had set five maximum heights at 45m, 31m, 20m, 15m, and 10m, was revised to include six height levels of 31m, 25m, 20m, 15m, 12m, and 10m, with 16 classes for varying restrictions. The Kyoto City Government selects the most appropriate height restriction for each district.

(2) Building Design: The policy designated various types of landscape districts with district-specific design codes, and also imposed more detailed design standards and clarifications in line with local characteristics (see Figure 1.20 for design standard illustrations). The approach for each landscape district is carefully planned with a preparatory survey and consultation.



Before the 2007 Landscape Policy

Source: Kyoto City Government



After the 2007 Landscape Policy

Figure 1.19: Before and After the Landscape Policy Building Height Regulations



Districts of Urban Beauty (historic heritage)



Districts of Urban Beauty (downtown)



Districts of Urban Beauty (river bank)

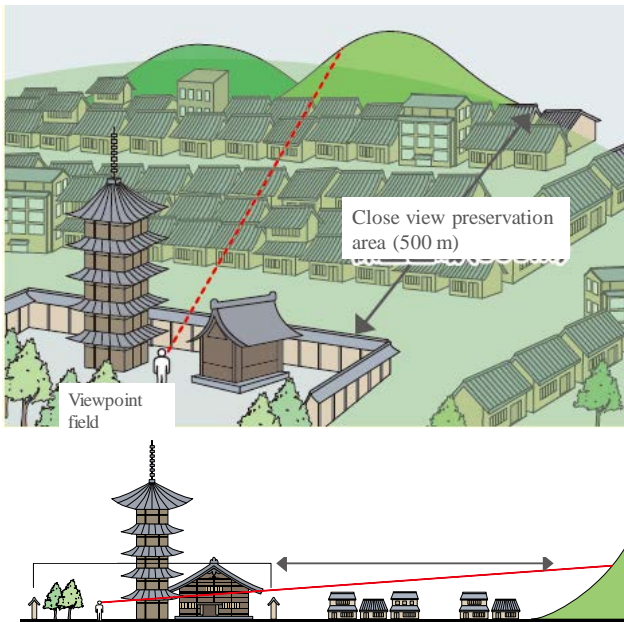


Districts of Urban Beauty (roadside)

Source: Kyoto City Government

Figure 1.20: Building Design Standard Illustrations (Landscape Policy 2007)

(3) Surrounding Scenery and Views: Kyoto's urban and natural scenery boasts excellent views. However, as urban areas spread toward historical assets, including World Heritage sites, such views are in danger of being lost unless new regulations for height controls and design are formed. A committee selected 38 locations for better protection of views, including temple views (14 related to World Heritage sites), street views, waterfront views, garden views, mountain views, and bonfire festival views.



Source: Kyoto City Government

Figure 1.21: Close View Preservation Area

The policy defines the entire visible landscape between the viewer and the target view as the “perspective landscape.” In order to preserve these valuable perspective landscapes, the city established Perspective Landscape Conservation Areas based on the Ordinance on the Creation of Perspective Landscape. This ordinance regulates the height, form, design, and color of buildings in the area. As shown in Figure 1.21, the Close View Preservation Area is a zone where building shape, design, and palette are regulated to preserve the beauty of the view. This is further discussed in the Fire Festival case study in Chapter 2.

(4) Outdoor Advertisement Control: The Landscape Policy also included regulation and ordinance for stricter control over outdoor advertisements to reduce damage to townscape scenery. Restrictions on the display location, size, and color palette for outdoor advertisements were set, and advertisers were required to comply with the new regulation by 2014. Through strong efforts from the business sector, the Kyoto City Government has removed a significant number of signboards to help improve the urban townscape.



Source: Kyoto City Government

Figure 1.22: Outdoor Advertisement Control

(5) Historical Townscape: The final pillar of the Landscape Policy is preserving and improving historical townscapes. The city's Kyo-machiya (historical townhouses) are a crucial aspect of Kyoto's historical building style and lifestyle. The policy provides a framework for Kyo-machiya preservation, restoration, and improvement through use of both district-designated systems and preservation policies for single structures. The Kyo-machiya case is dealt with in detail in the next section of this report.

Support System: To complement the policy, a support system was set up including:

- Support for maintenance and rebuilding of existing condominiums – including an advisor recruitment system and loans for rebuilding
- Support for Kyo-machiya houses, including seismic diagnosis and seismic retrofitting promotion

(B) Comprehensive Support for Preservation of Historic Buildings: The Kyo-Machiya Case

(1) Background and Issues: In addition to its elegant and beautiful townscape, Kyoto also has unique cultural traditions, such as tea ceremonies and flower arranging, and it has an urban residential culture that coexists with natural views. Kyo-machiya are part of Kyoto's unique cultural heritage, and they are now serving as an attractive base for urban living and for various social and creative activities.

Kyo-machiya are traditional wooden frame houses in Kyoto. They date back to the middle of the Heian Era. The prototypical Kyo-machiya that characterize the townscape at the center of today's Kyoto were likely built in the middle of the Edo era (1603 to 1867). Typical Kyo-machiya have two to three stories and line up close to the street. Their frontage is narrow and they extend far back.

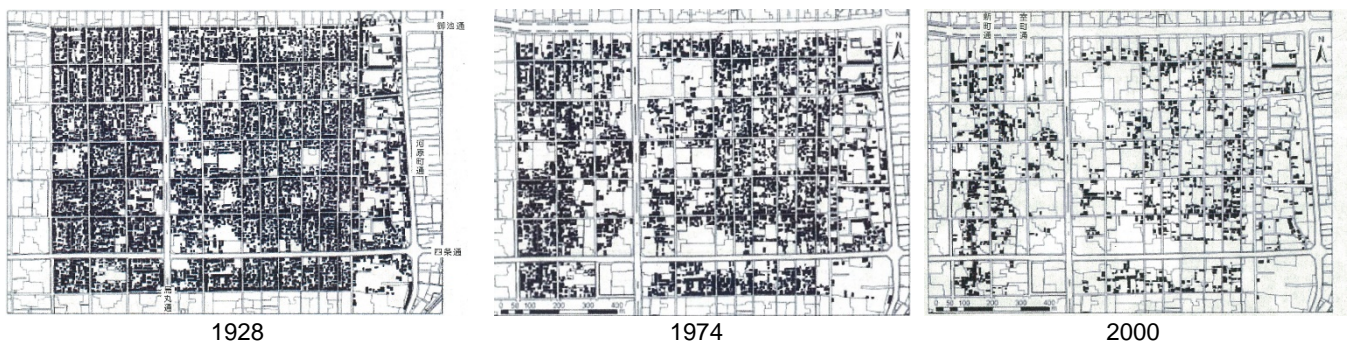
Unlike many cities along Japan's southern coast, Kyoto City did not lose many historic buildings and townscapes in World War II. However, because social systems changed and priority was given to economic efficiency after the war, many Kyo-machiya houses were demolished or lost. (See Figure 1.23.)

To cope with a sharp decrease in the number of Kyo-machiya houses and the loss of the urban residential culture in the postwar era, Kyo-machiya residents, researchers, designers, workmen, etc. began efforts to preserve and reform Kyo-machiya around 1992. Responding to such activities, the Kyoto City Government conducted a survey for the first-term urban development of Kyo-machiya in 1998, established the Kyo-machiya Restoration Plan, and compiled measures to be carried out as part of Action Plan 21 in 2000. Through various measures and projects carried out in cooperation with the Kyoto Center for Community Collaboration, civil activity groups, experts, trade associations, and others, Kyoto has worked to preserve Kyo-machiya. Nonetheless, the loss of Kyo-machiya has continued. Between 2009 and 2016, about 12% (about 5,600) of all Kyo-machiya houses were demolished. It is estimated that at this point, 700 to 800 Kyo-machiya houses are lost every year.

At present, as traditional cultures and lifestyles have been reevaluated in Kyoto, demand for Kyo-machiya has been increasing, and an increasing

number of Kyo-machiya houses have been used for nonresidential purposes. On the other hand, due to a decline in the number of births and the aging of the population, it has become difficult for children and relatives to inherit them. In addition, because it is expensive to maintain or repair Kyo-machiya, owners may have to choose demolition from a limited number of options. Thus the loss of Kyo-machiya houses has continued and is not under control.

According to the results of a survey in 2009, which asked about problems in the preservation of Kyo-machiya, about 74% of respondents cited payment of maintenance and repair expenses and about 70% cited inheritance. According to the results of a survey in 2016, about 46% of respondents reported that they would use the lot for rebuilding a single house after demolishing a Kyo-machiya house, about 15% reported that the lot would be used for constructing an apartment house or a commercial building, and about 17% reported that the lot would be used for an open-air parking lot.



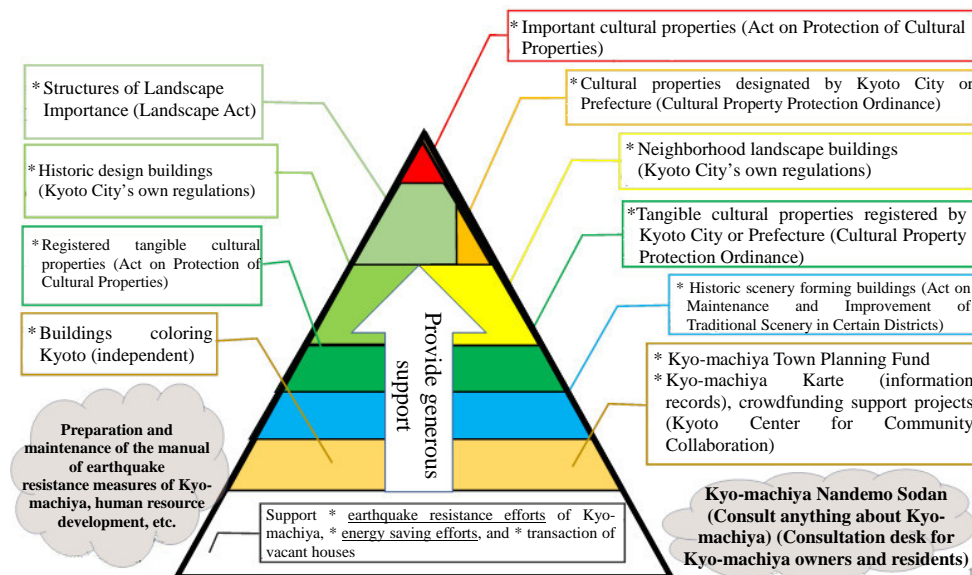
Source: Kyoto City Government / Ritsumei-kan University

Figure 1.23: Decreasing Kyo-Machiya in the Kyoto Downtown

(2) Planning and Policy Framework: When Kyoto City established the Kyo-machiya Restoration Plan in 2000, it began to carry out various restoration measures. Since a new policy for views was established in 2007, it has energetically sought to preserve and restore Kyo-machiya houses and other historic buildings, making full use of related laws, ordinances, and systems. Kyoto is using the following systems to develop rows of historic buildings and individual historic buildings:

- ❖ Subsidies for preserving and repairing historic buildings under the district system:
 - Preservation Districts for Groups of Historic Buildings (Act on Protection of Cultural Properties)
 - Historical Landscape Preservation and Improvement Districts (City Ordinances on the Betterment of Urban Landscapes)

- Community Scenic Betterment Districts (City Ordinances on the Betterment of Urban Landscapes)
- ❖ Townscape Environment Development Project (central government's subsidy project)
- ❖ Subsidy for preservation and repair of individual buildings
 - Designation of "structures of landscape importance" (Landscape Act)
 - Designation of "historical design structures" (City Ordinances on the Betterment of Urban Landscapes)
 - Designation of "historical landscape-forming buildings" (Traditional Scenery Improvement Act)
 - Subsidy project for repair for the use of the Kyo-machiya House Development Fund



Source: Kyoto City Government

Figure 1.24: Comprehensive Support for Preservation of Kyo-machiya

Figure 1.24 shows comprehensive support for preserving and passing on Kyo-machiya houses. This includes not only the district system and designation system described above, but also measures for preserving and inheriting historic buildings under the leadership of Kyo-machiya owners and local people, such as a comprehensive consultation system, smooth fundraising in cooperation with the private sector, fostering of Kyo-machiya experts, and urban development support.

Since the New Landscape Policy was adopted in 2007, the Kyoto City Government has provided comprehensive support for preservation of Kyo-machiya and has had some successes. However, because the number of Kyo-machiya houses is decreasing, a new policy was developed for 2018.

Concretely, in November 2017, the Kyoto City Government enacted the Ordinance for Preservation and Inheritance of Kyo-machiya Houses, which specifies the System for Prior Notification of Demolition. Under this system, the owner of a Kyo-machiya house considering demolition must notify the city government at an early stage, and then be shown a wide range of options for the preservation and utilization of the house. This system aims to preserve and pass on Kyo-machiya. (It is similar to the “demolition delay system” in the U.S. city of Boston, which requires a delay in the planned demolition of a historically important building in order to secure time for considering an alternative plan.)

When the ordinance was enacted, existing systems were improved and a new system for subsidizing repairs was established. In addition, the Kyoto City Government implemented a system for advising owners about how to use houses and – in cooperation with trade associations and civil

activity groups – for matching owners with persons wishing to use houses.

(3) Kyoto Center for Community Collaboration (KCCC): Comprehensive Kyo-machiya Preservation – The Enabling Environment:

Role: In 1997, the Kyoto Center for Community Collaboration (KCCC) was established to support community activities and to promote an optimal landscape and living environment. It acts as a mediator between residents, businesses, and the municipal government to promote community partnerships. KCCC has been given a key role in delivering the enabling environment for Kyo-machiya preservation and inheritance. It uses a bottom-up approach, targeting houses and stakeholders that need the most support. Sample functions are listed below, with key components discussed later in this section:

- **Comprehensive support for the activities of citizens – Kyo-Machiya Restoration**
 - Kyo-machiya consultation
 - Kyo-machiya database
 - Kyo-machiya legacy network
- **Preservation and restoration**
 - The Machiya Machizukuri Fund:
 - Community Development Crowd Funding Support Project
 - Survey of historic building candidates:
 - Kyo-machiya records
 - Funding management
- **Dissemination of information**
 - Urban landscape development workshops and symposium
- **Exchange and cooperative activities**
 - Kyo-machiya inheritance network
 - Cooperation with the World Monuments Fund (Kyo-Machiya Revitalization Project)

- Assignment of experts to provide relevant information, counseling, and other assistance

- **Urban landscape maintenance operation**



Kawabata Kyo-machiya Before Restoration



Kawabata Kyo-machiya After Restoration



Taniguchi/Cafe Kyo-machiya Before Restoration



Taniguchi/Cafe Kyo-machiya After Restoration

Source: Kyoto Center for Community Collaboration (KCCC)

Figure 1.25: Kyo-Machiya Restoration under the Kyo-machiya Development Fund

Consultation and Community Collaboration:

With the overarching objective of passing on Kyo-machiya to the next generation, KCCC provides consultation services on both general and technical matters relating to Kyo-machiya. Consultation is offered in person, over the phone, or via email and is given by expert consultants and specialists – carpenters, architects, and real estate brokers. The public typically ask questions on topics such as these:

- Steps required to begin renovation on Kyo-machiya they own or live in
- Options for their townhouse in the future; recommendations for specialist builders and carpenters
- Advice on how to continue living in their Kyo-machiya
- Advice on how to prepare to pass their property to their heirs

Urban landscape development workshops are also held in collaboration with academicians and experts so that local people can learn about Kyo-

machiya, including how they were constructed, how to maintain and manage them, how to pass them on to heirs or rent them, and how to make them a better place to live in. The seminars focus on issues related to the maintenance of Kyo-machiya and the preservation of their legacy.

People living in Kyo-machiya generally respect and value traditions that have been passed down through generations. For example, as discussed in Chapter 2, there are synergies between the Gion Festival and the Kyo-machiya communities.

Kyo-Machiya Records: Kyo-machiya owners can apply to KCCC with a fee (JPY 35,000) to secure a “Record of Kyo-machiya.” This document confirms the following:

- **Basic information:** Summarizes key information on appearance and design details
- **Cultural information:** Summarizes the local history, historical anecdotes, and

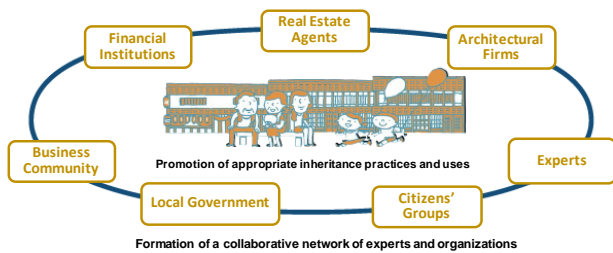
characteristics of the façade and the inner residential space

- **Architectural information:** Summarizes the condition of a building, focusing on degradation level
- **Floor plan**

The purpose of these records is to increase owners' awareness of the value of Kyo-machiya and to encourage better maintenance and management of Kyo-machiya, thereby ensuring their legacy.

Kyo-machiya Database: A 2008–2009 study identified approximately 48,000 Kyo-machiya in Kyoto and gave each an ID number. This information is managed in a Geographic Information System (GIS) database.

Kyo-Machiya Legacy Network: The Legacy Network was established in 2014 in cooperation with 27 member organizations related to the Kyo-machiya legacy. Its goal is to promote the continuation of Kyo-machiya and historic buildings.



Source: Kyoto Center for Community Collaboration (KCCC)

Figure 1.26: Kyo-Machiya Legacy Network

KCCC is the secretariat for the Legacy Network. Benefits for members include networking and knowledge exchange. The diverse expertise of its members allows the network to introduce support systems for the inheritance of Kyo-machiya, grants, and other systems and areas of guidance including architecture, traditional craftsmanship techniques, real estate, law, and finance.

Dissemination: A challenge that KCCC has faced is improving how citizens understand their Kyo-machiya work and how to better and more widely disseminate information. KCCC conducts various symposiums and workshops to both increase knowledge and strengthen capabilities by communicating information about the urban landscape and city planning to residents, professionals, and municipal government officers. It also utilizes social media, including Facebook,

has an English and Japanese website, and produces a newsletter.

Exchange and Cooperative Activities: KCCC works together with various urban planning experts, agencies, and organizations in Japan and internationally to exchange information and support projects. Its cooperation with international historical heritage organizations helps create awareness of Kyoto traditions and promote conservation. For example, KCCC supports the Kyo-Machiya Revitalization Project with the World Monuments Fund (WMF) which includes a series of three phases of restoration support. The related revitalization project to help restore the Shijo Ofune-hoko Machiya for the Gion Festival is discussed in Chapter 2.

(4) Innovative Financing for the Preservation of Kyo-machiya

(A) Overview: Kyo-machiya are disappearing, and with them the traditional townscapes of Kyoto. The total number of Kyo-machiya in Kyoto is approximately 40,000, but every year, the city loses 700-800. To preserve this traditional culture and pass it on to the next generation, Kyoto City and its partners have recently set up several initiatives utilizing innovative financing mechanisms.

(B) Kyo-machiya Development Fund: The Kyoto Center for Community Collaboration established the Kyo-machiya Development Fund in 2005. This fund, initiated with a donation from a donor living in Tokyo and established by further financing from the national government and Kyoto City, aims to promote the preservation, restoration, and utilization of Kyo-machiya using donations from residents, companies, and external supporters. Another important aspect of this fund is that it is complementary to Kyoto City's efforts to preserve Kyo-machiya and the historic urban landscape. The number of Kyo-machiya the local government can support is limited due to budget constraints. Currently, around 3,000 Kyo-machiya are under support by Kyoto City. As illustrated in Figure 1.27, the Kyo-machiya Development Fund provides support to Kyo-machiya at the bottom of the pyramid shown in the figure, attempting to pull them up to a higher category that will be considered for public support by the city.

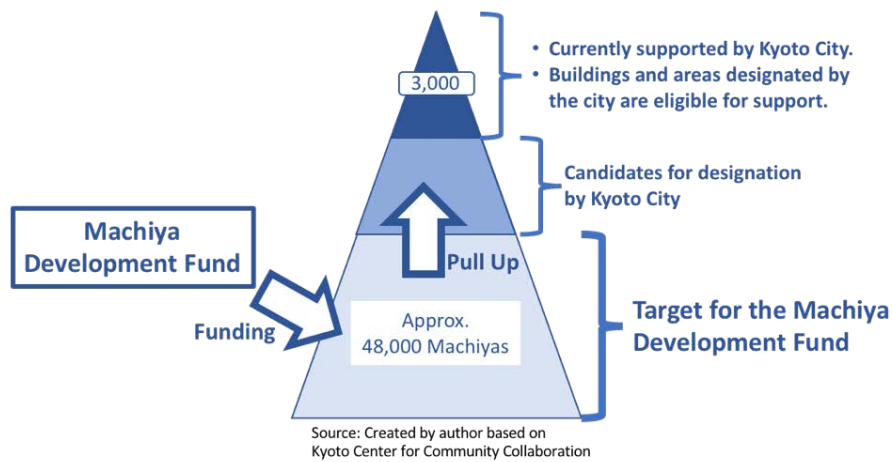


Figure 1.27: Kyo-Machiya Development Fund Support

The Kyo-machiya Development Fund began with JPY 150 million in 2005. By March 2016, the Kyo-machiya Development Fund had supported a total of 76 renovations and restorations of Kyo-machiya. The number of inquiries is increasing and currently stands at around 500 every year.

(C) Kyo-machiya Crowdfunding: In 2016, Kyoto City and the Kyoto Center for Community Collaboration launched a crowdfunding program for Kyo-machiya aiming to tap into a wider range of funding sources. Eligible projects are Kyo-machiya renovations and utilization proposals. Initially, the program provides a maximum of JPY

1 million to cover costs for preparing a crowdfunding proposal. Once the proposal has gathered more than half of the target amount of money, the program fills in the remainder up to JPY 3 million. In fiscal year 2017, Kyoto City announced that the program would accept up to four project proposals. As of March 2018, there is one implemented project that is renovating a Kyo-machiya building into a traditional-style hotel and also creating an open factory next door where visitors can experience the making of traditional goods. The figure below shows an overview of the proposal as displayed on the crowdfunding platform:

| | | | |
|-------------------------------|---|--------------------------------------|------------------------------|
| | Package Price | 54,000 JPY | |
| | Achievement | 6,300,000 JPY | |
| | Supporters | 66 | |
| | Project Owner | Nakakura Co., Ltd. | |
| | Category | Tourism / Accommodation | |
| | Area | Kyoto City, Kyoto | |
| | Open thru | From Oct 28, 2016 To Jan 31, 2017 | |
| | Series | “Tsunagaru” Machiya Fund | |
| Rewards | Supporters with 1-4 packages: One of the below <ul style="list-style-type: none"> • Cultural experience tour • Traditional factory tour • One traditional lunch Supporters with 5+ packages: <ul style="list-style-type: none"> • One free night at Kuraya hotel | | |
| | | | |
| Frontage (Before Restoration) | Frontage (After Restoration) | Interior (Before Restoration) | Interior (After Restoration) |

Source: Securite and Kyoto City Government

Figure 1.28: Modern Kyo-Machiya “Kuraya” – To Pass on to the Next Generation

(D) Kyoto Kyo-machiya Matching Project: MATCH-YA: Some 27 organizations including experts on Kyo-machiya preservation, NPOs, and Kyoto City staff, have joined to form the Kyo-machiya Heritage Network. Their specific initiative is a matching project called “Match-Ya.” Match-Ya is a platform connecting owners of historic buildings, including Kyo-machiya, with potential residents or business owners interested in the utilization of Kyo-machiya. From the supply side, the current situation is that many Kyo-machiya are already unused and empty, and owners are not sure of what they can do with their Kyo-machiya or of whose advice to seek. From the demand side, many business owners are interested in utilizing Kyo-machiya for new businesses and in combining traditional values and modern industries.

By reaching out to Match-Ya, both owners and potential buyers or tenants can access consultation services and support from the Kyo-machiya Heritage Network members in areas such as real estate, law, financing, building regulations, public subsidies, etc. They can also collaborate with designers to create business plans, advertisements, and public relation strategies. If the requirements of the owners and the aspirations of the tenant match, then the Kyo-machiya can be utilized for a new purpose. To date, several successful matchings have already been made.

(E) Special Loan Products for Kyo-machiya: In February 2010, the Kyoto Center for Community Collaboration created and began to issue the aforementioned Kyo-machiya records (also known as “Kyo-machiya Kartes.”) By documenting the uniqueness and value of each Kyo-machiya building in a Kyo-machiya Karte, the correct value was communicated to the owner. Moreover, financial institutions and real estate agents usually had difficulties in raising funds for purchase or repair of Kyo-machiya, because wooden houses have little mortgage value 20 or more years after their construction. This hindered the distribution of Kyo-machiya. Given this situation, the Kyoto Shinkin Bank, a local financial institution, began to offer special loan products for Kyo-machiya with the use of Kyo-machiya Kartes in June 2011 to conserve and utilize Kyo-machiya and leave important Kyo-machiya to future generations. As of December 2015, three local banks have started special loan products for Kyo-machiya.

For example, the Kyoto Shinkin Bank is offering a special housing loan product called “Nokoso Kyo-machiya,” which individuals can use to purchase or repair Kyo-machiya that will be used as a residence. They also offer a loan product called “Ikaso Kyo-machiya,” which is for persons

planning to use Kyo-machiya to develop a business.

As of the end of 2017, the former had made 123 contracts, and the latter had made 7 contracts. These loan products, with the cooperation of Kyoto City and its partners, are expected to further boost the preservation, restoration, and utilization of Kyo-machiya.

(6) Challenges in Urban Living: KCCC recognizes the challenges posed by changes in the urban living environment in Kyoto, including construction of accommodations with an increase in tourists, rapid increase in Minpaku (vacation/short-term rentals), and increase in real estate values, all in the context of the year-on-year decline of Kyo-machiya the decline in local industries, and the shrinking downtown population. However, a key purpose of the comprehensive systems for planning and community support (detailed above) is to make communities in historic areas more resistant to rapid changes and protect the city’s proud tradition and heritage. Specific measures include the aforementioned Kyo-machiya Legacy Network, Kyo-machiya Records, financial support for preservation and maintenance.

Moreover, the overarching purposes of the Landscape Policy 2007 and its sister ordinances and plans are to maintain and pass down “Kyotone-ness,” to better utilize renovated houses for economic and cultural benefit, to pass on to new generations a culture of urban living, and to revitalize local communities and in turn improve the city environment.

(4) Institutional Structures

National Context: Urban regeneration matters are mainly handled by the Ministry of Land, Infrastructure, Transport and Tourism (MLIT). The City Planning Division of MLIT’s National Spatial Planning and Regional Policy Bureau has a Landscape Section that handles townscape policies. MLIT also manages tourism policy at national level.

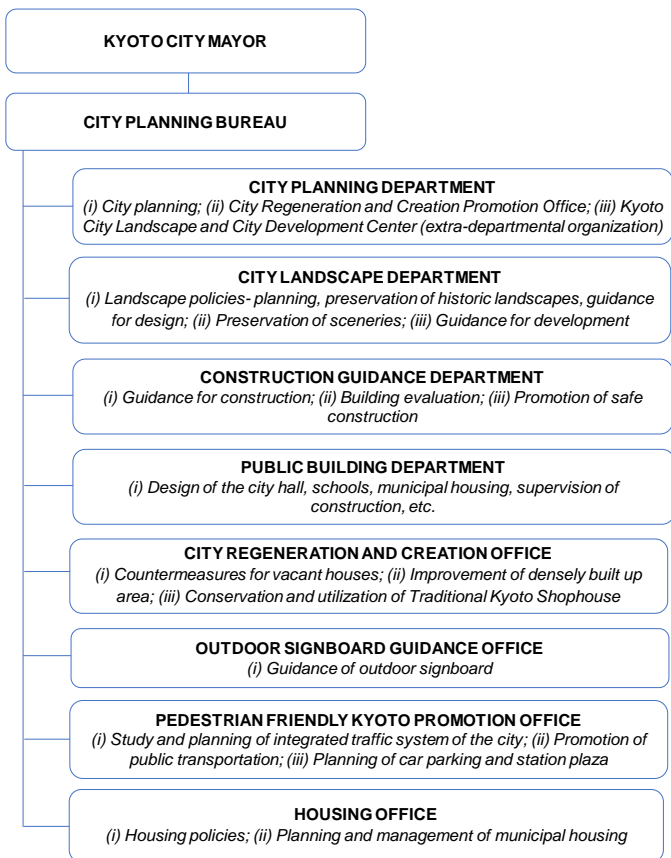
Some exceptional policies are managed by other ministries. The Ministry of Education, Culture, Sports, Science and Technology is promoting the Preservation District for Groups of Historic Buildings, which is an effective tool for the preservation of the historic built environment. There are 117 preservation districts including three in Kyoto City designated by MEXT.

Kyoto City:

City Planning Bureau Organization and Demarcation: In Kyoto City, urban regeneration policy is chiefly carried out by the City Planning Bureau. The structure and jurisdictions of the departments and offices of the bureau are shown in Figure 1.29.

Committees: In order to execute each program or project in a way that is politically neutral and academically justified, the Kyoto City Government sets up many advisory committees with members from academic, civic, and industrial sectors. These committees include, but are not limited to:

- Townscape Examining Committee
- Land Development Examining Committee
- Scenic District Examining Committee
- City Basic Plan Elaboration Council
- Committee for Nijo Castle Conservation and Improvement
- Kyo-machiya Preservation and Improvement Committee



Source: Kyoto City Government

Figure 1.29: Kyoto City Planning Bureau Organization and Demarcation

(5) Main Achievements

(1) Urban Control by the Use of Regulations and Other Means: The Kyoto City Government has achieved urban conservation and development in its own way.

In the high economic growth era, residential areas, industrial areas, and office areas were developed to support a sharp increase in the population, and urban areas expanded both horizontally and vertically.

As Kyoto City is an ordinance-designated city, in the past it removed traditional buildings and constructed modern buildings. On the other hand, plans such as the Kyoto Tower construction plan, which was publicly announced in 1964, caused fierce disputes about the presence of high-rise structures in the landscape.

In 1969, Kyoto City compiled “Urban Development Plan – Kyoto Twenty Years After” to point out some of the strains created by high economic growth and to promote the creation of communities that take care of their residents and are easy to live. In addition, to cope with the tension between conservation and development, Kyoto decided to promote conservation in the northern part of the city and development in the southern part.

The Kyoto City master plan cleverly defines the city under three targets of intervention: “**regeneration**” for the historic city core with old Kyo-machiya and other buildings, “**preservation**” for the surrounding mountainous areas in the north with accumulated temples and shrines and “**creation**” for urban growth and brownfield redevelopment in the south.

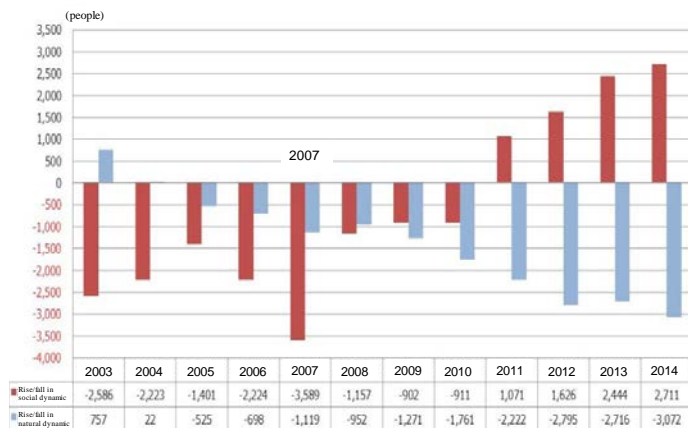
Instead of the conventional urban regeneration project-led approach, Kyoto City has designed a comprehensive system (urban planning system, policy and legal framework, and financial systems). This approach creates enabling conditions that allow households to incrementally update their own houses (in Japan, buildings and land are private assets, so owners are basically free to choose methods for constructing and using their property, and may decide when and how to demolish or reconstruct houses). In this case, it is important for the local government to clarify the development vision of the entire city, to prepare rules and institutional systems to realize it, and to share the vision and rules with citizens and each project owner. KCG elaborated such a plan for Kyo-machiya conservation in the downtown “regeneration area”.

In the regeneration area, the Kyoto City Government regulates the height and design of buildings (to recover those destroyed during the high economic growth period); instead of major development to promote tourism, Kyoto relies on its own townscapes and the urban culture and heritage they represent. Increasing buildings can be harmonized with Machiya townhouses if households or businesses can rebuild their

houses or buildings in the downtown “regeneration area”. In addition, the following steps will help Kyoto City safeguard its cultural heritage legacy or “Kyoto-ness” and improve its city environment: a) households incrementally renew their own houses (Kyo-machiya); b) KCCC’s Kyo-machiya Development Fund (funded by private donations) enables households to renew their houses (Kyo-machiya); c) local financial institutions extend and provide credit to KCCC’s Kyo-machiya Karte records for repair or acquisition of Kyo-machiya; and d) specialist traditional carpenters and experts help households to preserve their Kyo-machiya.

Importantly, this approach helps the city ensure that its cultural heritage legacy, or “Kyoto-ness,” is inherited and as a force against large development project that might generate fundamental change for communities and townscapes.

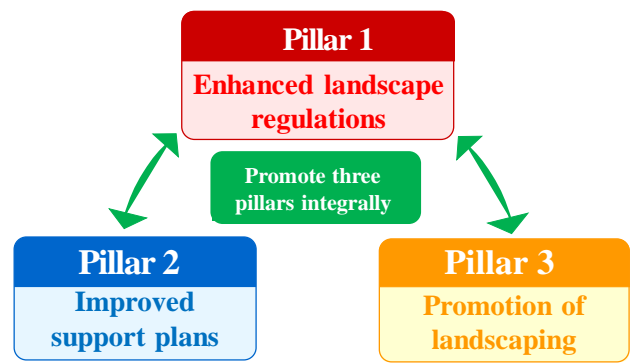
(2) Refinement and Enhancement: While Kyoto has had success using the above approach and the comprehensive New Landscape Policy 2007, the Kyoto City Government continues to re-examine, strengthen, and refine its approach. Figure 1.30 shows that while Japan as a whole has a declining birthrate and aging population, leading to a population decline, in Kyoto the social population has shown large growth since 2007, the year of the major Landscape Policy reform.



Source: Kyoto City Government

Figure 1.30: Kyoto Annual Population Change

However, the current situation may influence the city’s historic landscape, since the shifting of the location of ordinal temples and shrines for urban development purposes plays an important role in landscape planning, with the development of temple or shrine premises, as well as the development of surroundings of temples and shrines, etc.



Source: Kyoto City Government

Figure 1.31: Composition of Concrete Measures (Draft)

Several additional measures to strengthen and refine policy are now being discussed, including these:

- **Enhanced Landscape Regulations:** Expansion of protected surrounding views to include additional areas around and in front of approaches to large-scale temples and shrines not designated as World Heritage sites.
- **Improved support plans:** For example, promotion of the subsidy program for repairing the exterior of temples and shrines important for landscape and establishment of the consultation system
- **Promotion of Landscaping:** Support for landscaping and town planning to help temples and shrines, local communities, and business operators work together; includes better dissemination through workshops, study tours, and involvement of experts.

(3) Civic Pride, Participation, and Consensus Building: The civic pride of Kyoto has been and always will be central to its success. It is a major and unique asset for cultural heritage preservation and urban regeneration, one that helps support sustainable tourism. Kyoto has long provided opportunities for citizens to learn more about their history, culture, and traditions, thus increasing their sense of pride and responsibility.

The Kyoto City Government has been carrying out various programs that would be very challenging to implement without citizens’ agreement and participation. The city has fostered a culture of participation and consensus, and local communities are supporting townscape improvements.

The civic society, consisting of community groups, religious associations, academia, cultural groups, and others, takes a lead role and keeps a careful eye on the development vision of the city and on associated policy interventions. These groups hold the government accountable for planning and

ensuring comprehensive development, which maintains and improves the local economy but not at the expense of residents' livelihoods. In this way, civic pride and community participation involve tangible action and results.

In Kyoto, citizens have a strong understanding of, and are willing to accept, strict landscape regulations, architectural standards, and development rules, which would likely not be the case elsewhere.

Many city governments set up councils or committees as well as facilitating participation of

local people. This further enhances people's civic pride, which is very important social capital for successfully meeting the city's goals.

(4) Pioneer in Shaping National Policy:

Concerning townscape control and preservation of historic areas, the Kyoto City Government is a pioneer in Japan; it introduced a townscape control system well before the national government. In fact, the formation of the Landscape Act was much inspired and facilitated by the experience of Kyoto City.

1.5 Sustainable Tourism – Laws, Policies, Strategies, and Structures



(1) Introduction: Uniqueness of Kyoto

Overview: In recent years Kyoto has received more than 55 million visitors annually, creating an economic ripple effect of around JPY 1 trillion (Kyoto City Government, 2016). Such high visitor numbers present the city with a major management challenge. This section will document how the city has shifted from a past focus on quantity (number of visitors and tourists) to quality (spending and satisfaction). This section also summarizes the steps – physical and institutional – that Kyoto has taken in this regard.

Kyoto's Uniqueness: Sustainable tourism in Kyoto is founded on the city's unique physical, cultural, and citizen assets, as explained below:

Cultural Heritage Assets: One of the unique charms of Kyoto City is the historical heritage, including shrines and temples that have remained unchanged for generations. The city's history stretches back for more than 1,200 years and it includes many shocks and stresses, including natural disasters. As noted, it has 14 UNESCO World Heritage properties and approximately 2,000 shrines and temples that form attractive and unique tourist sites.

Cultural Experience: The tourism experience of the city entails embracing its culture and history.

Compared to many destinations, Kyoto offers a full experience on its own – from arrival in the city to departure, not only because of the destinations themselves, but also because of its cuisine, lodging, landscape etc. The Kyoto City Government and the Tourism Association are seeking to maximize the city's appeal with a focus on experience-based tourism.

The focus on better experience-based tourism sets out in part to address the city's tourism seasonality issues (described in a later section). Kyoto City has supported a shift toward experience-based tourism in close coordination with stakeholders. With the support of the Kyoto City Government, the Kyoto City Tourism Association (KCTA) liaises with intermediaries and stakeholders to coordinate events, develop new approaches, and help stakeholders realize these goals. Experience-based products, such as cooking, wearing local dress, handicraft making, and learning traditional arts, encourage tourists to spend more time and money. In turn, this may facilitate more overnight stays and enhance tourism revenue directly and indirectly. With experience-based products, tourists can share the value of "Kyoto-ness," consistent with the civic pride of the local people.

Kyoto Civic Pride and Resiliency: A major and unique asset for sustainable tourism in Kyoto is

the local's people's pride in the city and its heritage; this sense of civic pride helps support sustainable tourism. The city, its residents, and its tourism industry have also shown resiliency to economic and natural shocks to tourism over the years. Kyoto City was recently chosen as one of the 100 Resilient Cities by the Rockefeller Foundation, and its continued resiliency efforts directly benefit its sustainable tourism plan.

Long History and Foundation of Tourism Planning: Kyoto City has long recognized and demonstrated the importance of tourism planning. The city mentioned the importance of hospitality for visitors and tourists in its Citizen's Charter back in 1956 and introduced a cultural tourism facility tax in the same year. Since 2001 has prepared tourism promotion plans with detailed policies, long-term strategies, and responsive five-year action plans. It has also implemented a comprehensive tourism survey for 60 years. These actions will be discussed in more detail later in this chapter.

(2) Laws and Regulations

National Context

A summary of the main national laws and regulations related to sustainable tourism is presented below:

Table 1.6: Major Acts Relevant to Tourism

| Name of Act | Ministry |
|--|--|
| Hot Springs Act (1948) | Ministry of Environment (MOE) |
| Inns and Hotels Act (1948) | Ministry of Health, Labor and Welfare (MHLW) |
| International Tourism Hotel Development Law (1949) | Ministry of Land, Infrastructure, and Transport and Tourism (MLITT) |
| Licensed Guide Interpreters Act (1949) | Ministry of Land, Infrastructure, and Transport and Tourism (MLITT) |
| Act on Protection of Cultural Properties (1950) | Ministry of Education, Culture, Sports, Science, and Technology (MECSST) |
| Travel Agency Act (1952) | Ministry of Land, Infrastructure, and Transport and Tourism |
| Natural Parks Act (1957) | Ministry of Environment (MOE) |
| Tourism Basic Act (1963) | Ministry of Land, Infrastructure, and Transport and Tourism (MLITT) |
| World Heritage Convention (1972) | Ministry of Foreign Affairs of Japan |
| Landscape Act (2004) | Ministry of Land, Infrastructure, and Transport and Tourism (MLITT) |
| Ecotourism Promotion Act (2007) | Ministry of Environment (MOE) |
| Tourism-based Country Promotion Basic Act (2007) | Ministry of Land, Infrastructure, and Transport and Tourism (MLITT) |
| Act on Leisure Stay in Rural Areas (2009) | Ministry of Agriculture, Forestry and Fisheries (MAFF) |

Based on the provisions of the Tourism-based Country Promotion Basic Act, the Tourism-based

Country Promotion Basic Plan was developed in 2012 and revised in 2017. The specific details of the action plans have been updated in the National Action Program for Realizing Tourism each year since 2013.

Japan has three types of ministerial level meetings related to tourism that are attended by the prime minister, deputy prime minister, or chief cabinet secretary:

- Tourism vision concept meeting supporting Japan of tomorrow (National Action Program for Realizing Tourism with a yearly plan since 2013);
- Ministerial meeting to promote tourism; and
- Special complex tourism facility area development promotion headquarters.

Kyoto City

At the city level, ordinances related to tourism have been enacted as necessary, including the following:

- Ordinance of Vacation Rental (Approval in 2018)
- Ordinance of Lodging Tax (Approval in 2017 and valid from October 2018)
- Ordinance of Bicycle Safety (2010)
- Ordinance of Creation of Culture and Art City (2006)
- Ordinance concerning City Development (2000)
- Ordinance of Tourism, Youth Hostel (1959)
- Ordinance of Tourist Parking Lot (1952)

The two most recent ordinances are summarized below.

(1) Ordinance of Short Term Rentals (2018): Due to the large increase in the number of short-term accommodations, this ordinance is being enacted to protect existing residents and to help avoid a decline in quality of life.

The Kyoto Ordinance of Short Term Rentals is more restrictive than the nationwide rules, which limit the number of nights properties can be rented out to 180 nights per year. In Kyoto's exclusively residential districts, that number will be reduced to 60, and rentals must occur during the winter months (in these residential districts, hotel business is prohibited by the City Planning Act, but short-term rental is allowed.) Owners of the rental properties need to be able to arrive at the property within 10 minutes. The focus on central residential neighborhoods includes areas around key heritage sites such as Rokuon-ji Temple

(Kinkaku-ji Temple) and Nanzen-ji Temple, for example.

Due to the increasing number of tourists and surge in short-term rentals, Kyoto City has faced issues with quality of life for residents and with the experience of tourists, including traffic congestion, overcrowding of public transport, garbage and waste issues, and noise complaints. In particular, Kyoto City’s support center has received a large number of complaints about noise and garbage from residents. The quality of the short-term rentals offered to tourists has also been a concern and does not match well with the city’s objective of increasing quality rather than quantity within its sustainable tourism framework.

In order to solve these issues and better integrate short-term rentals into the local city fabric, Kyoto City has tried to improve the safety and environment for both local residents and tourists through stricter rules.

(2) Ordinance of Lodging Tax (2017): To improve the receiving environment as visitors increase, to mitigate negative impacts on residents (such as crowded transportation), and to polish the attractiveness of the city for tourism promotion, the city decided to begin collecting a lodging tax, as summarized in the table below.

Table 1.7: Rate of Lodging Tax

| Accommodation fee | Tax rate/ person |
|---------------------|------------------|
| Up to J¥19,999 | JPY 200 |
| J¥20,000 – ¥ 49,999 | JPY 500 |
| J¥50,000 and over | JPY 1,000 |

Source: Kyoto City Government

Kyoto City Government expects some JPY 4.5 billion annual revenue from this new taxation. Kyoto City will utilize this revenue to improve tourism infrastructure and facilities such as roads, signage, and toilet facilities in order to raise the satisfaction level of Kyoto residents and visitors alike.

(3) Policies and Strategies

National Context: Outlined below is a brief introduction to the main national policies and strategies related to sustainable tourism, with Figure 1.32 presenting the overarching context of main departments and plans. To guide financial

management and rehabilitation, in 2002 the national government developed its Basic Policies for Economic and Fiscal Policy Management and Structural Reform; to correspond to this reform, the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) developed its Global Tourism Strategy in 2003 to promote inbound tourism. The “Visit Japan” campaign was a key action program of this strategy.

The Visit Japan campaign has increased the number of foreign tourists successfully since 2003. Major efforts implemented by the central government as part of Visit Japan included:

- Targeting selected countries and regions as priority markets;
- Relaxation of visa-issuing conditions; and
- Development of infrastructure such as multilingual infrastructure improvement for foreign tourists.

Based on the Tourism Basic Act (1963), the Tourism-based Country Promotion Basic Act was revised in 2007. The associated Tourism-based Country Promotion Basic Plan (2007; revised in 2012) was formulated as a key overarching plan for the realization of a “tourism nation” based on the Act. From a sustainable tourism point of view, it set out each region’s attractive sightseeing spots and abundant tourism resources, emphasizing the importance of utilizing them effectively to carry out more strategic sustainable regional tourism management.

In order to deliver the Tourism-based Country Promotion Basic Plan, two types of ministerial level meetings formulate each guideline:

- Action Program Toward Realization of a Tourism Nation (2013~2017)
- Tourism Vision Concept Meetings Supporting the Japan of Tomorrow (2016)

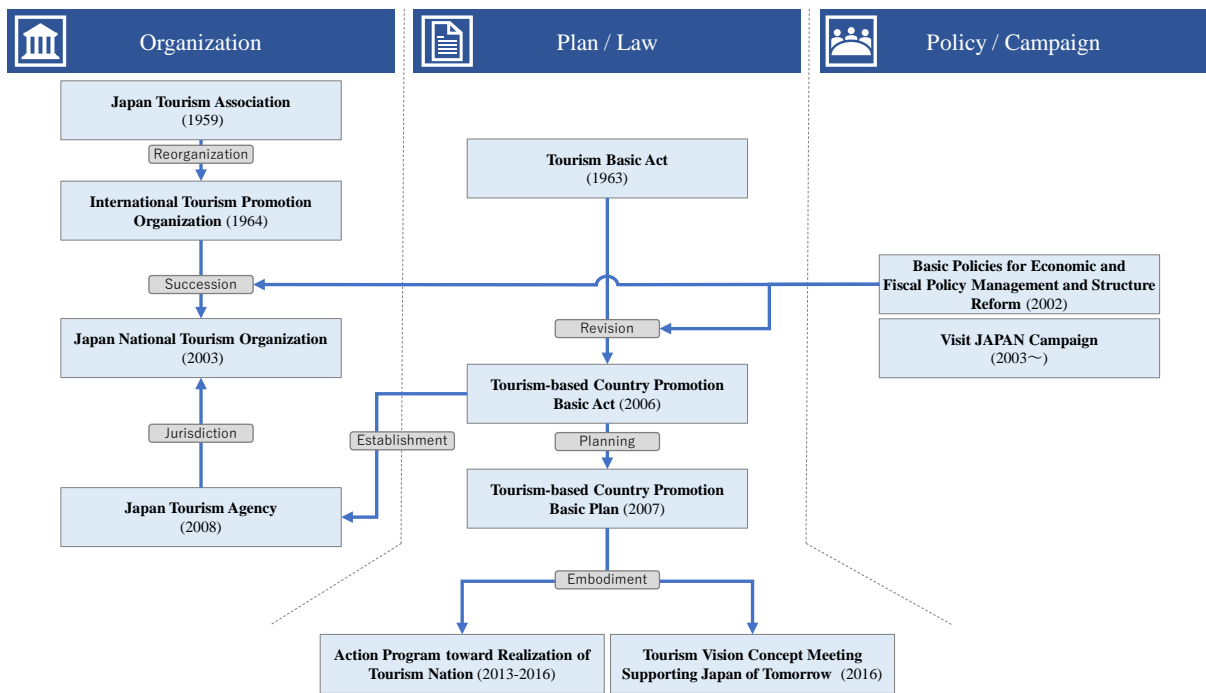


Figure 1.32: Overarching National Tourism Context

Kyoto City

Evolution of Tourism Policy: The first Kyoto City Citizen’s Charter in 1956 declared “We, citizens of Kyoto, welcome travelers warmly.” Since then, tourism has emerged as a critical industry for the city; it had an important role in shaping the Kyoto City master plan in 1993, 2001, and 2010. In order to develop action plans to respond to the master plans, the Kyoto City Government has developed its Tourism Promotion Plans almost every five years, namely in 2001, 2006, 2010, and 2014. Table 1.8 and Figure 1.33 summarize the evolution of these five Tourism Promotion Plans.

Table 1.8: Tourism Policy Evolution

| Year | Name | Main Features | |
|-----------|---|--|--|
| | | Target | # of Project |
| 2001-2005 | Kyoto City Tourism Promotion Plan | 50 million visitors a year | 119 projects (inc. 25 priority projects) |
| 2006-2010 | New Kyoto City Tourism Promotion Plan | | 21 strategic plans/100 promo. plans |
| 2010-2014 | Future: Kyoto Tourism Promotion Plan 2010+5 | Shifting from quantity to quality and improving & securing “quality” | 7 sections 116 projects |
| 2014-2020 | Kyoto Tourism Promotion 2020 Kyoto City MICE Strategy 2020 | High quality of hospitality, beyond giving a positive impression | 4 pillars 191 projects |

Data: KCG

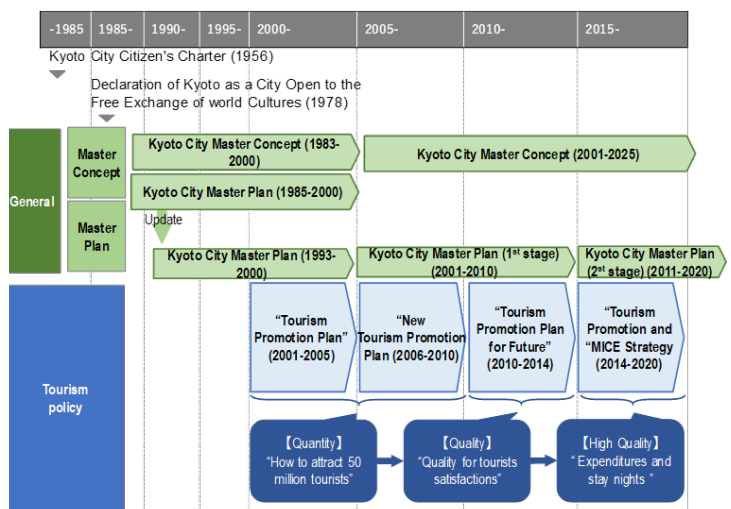


Figure 1.33: Kyoto Tourism Policy Evolution

First Tourism Promotion Plan (2001): The Kyoto City master plan (2001) targeted 50 million tourists (visitors) in Kyoto by 2010, and the first Kyoto City Tourism Promotion Plan was formulated in 2001 to achieve this target. One of the main objectives of setting this target was to mitigate economic depression and recover the economic vitality of the city. The five priority strategies of the 2001 Plan can be summarized as follows:

- **All Season Tourism** – creating tourism attractions to mitigate seasonality:
 - Events (i.e., in Nijo castle); film commission; field museum
- **Increasing Repeat Visitors** – through facilitating a walkable city:
 - Creating walking areas and public buses between main stations and tourist sights

- **Strengthening City Marketing** – securing repeat visitors and creating new tourist markets:
 - Implementing tourism missions in Asia
 - Developing incentive tours
- **Utilizing IT Systems:**
 - Dissemination of information both domestically and internationally
 - Creating a regional structure that can effectively provide information
 - Development of next-generation tourism information systems
- **Providing a Comfortable Environment**
 - Hospitality; convenient and accessible transport system

- **All-season tourism** – Continuation of the first plan focusing on attracting tourists across all seasons; Kyoto summer/winter travel campaigns; restaurant incentives in off-season
- **Improvement of signage and traffic congestion** – “Park and ride” scheme and measures to improve walkability and reduce car use
- **Establishment of information centers for inbound tourists**
- **Promotion of multilingual information** – Including signage and restaurant menus
- **Systems** – Including tourism information and mobile phone services
- **Promotion of international conventions**

Second Tourism Promotion Plan (2006): The second plan, the New Kyoto City Tourism Promotion Plan, included an all-Kyoto approach, which meant focusing on collaboration among stakeholders, including Kyoto Prefecture, Kyoto Chamber of Commerce, Kyoto City Tourism Association, and Kyoto Prefecture Tourism Federation. The plan also included verifiable indicators and prioritized performance-oriented plans and activities. The SWOT analysis of the 2006 plan is shown in Table 1.9.

Third Tourism Promotion Plan (2010): The third plan, called “Future: Kyoto Tourism Promotion Plan 2010+5,” had an accompanying “Kyoto Meetings, Incentives, Conferences and Exhibitions (MICE) Strategy”. This plan proposed the following key items:

Table 1.9: Second Kyoto Tourism Promotion Plan SWOT Analysis (2006)

| Strength | Weakness |
|---|---|
| <ul style="list-style-type: none"> • History of 1200 years, traditional culture and abundant cultural properties • Beautiful natural environment and traditional townscape • Each district is competitive and unique • Supported by senior women who have willingness to spend • Densely populated cities and towns are close-by with good access to Kyoto | <ul style="list-style-type: none"> • Tourist concentration to specific places and in specific seasons • Tourism information does not keep up with demand • Degradation of cultural properties by concentrated tourist activity • Less attractive evening/night tourism • Constrained road network compared to city size. • Overlap of tourism related organizations and roles |
| Opportunities | Threats |
| <ul style="list-style-type: none"> • Kyoto Creation Program as National Strategy • On-going Kyoto boom • Expanding market with retiring baby boomer generation • Effect national program “Visit Japan Campaign” on increasing inbound tourists • Expanding tourism market in China with its economic growth | <ul style="list-style-type: none"> • Endangered traditional townscape • Insufficient tourism industry human resources • Tourism annoyances such as traffic congestion • Intensifying competition with other destinations • Worsening moral and security • Natural disasters and terrorism |

Source: Kyoto City Government

- Long stay promotion
- Walking in Kyoto City and utilization of public transportation
- Citizens’ rediscovery of Kyoto (civic pride)
- Promoting experience tourism
- Increasing the tourist satisfaction rate
- Attracting new tourists and repeaters
- Effective information dissemination
- Targeting the International MICE city (Promoting meetings and incentives, academic conferences, and conventions)

Fourth Tourism Promotion Plan (2014): The fourth stage of planning sustainable tourism was the “Kyoto Tourism Promotion 2020” and “Kyoto City MICE Strategy 2020”, which focused on:

- Human resource development and city planning – Kyoto civic pride and tourism environment maintenance (66 projects)
- Improvement of attractions and attraction method (77 projects)
- Delivering appeal and communication (21 projects)
- MICE strategy (27 projects) - Targeting “Tourism MICE City Where the World Admires”:
 - Targeting a world ranking of 35 in the number of conventions held (the ranking was 55 in 2013, with 43 conventions); and
 - Maintaining domestic first-place ranking in the ratio of foreign participants in conventions.

The Second Plan also formulated a specific action plan to mitigate the problems and challenges revealed by the annual comprehensive tourism survey. The plan included the following

The evolution of tourism challenges and the resulting countermeasures across the four plans demonstrate a shift in Kyoto’s approach from quantity (number of visitors and tourists), to quality (spending and satisfaction), as

summarized in Table 1.10. The specific measures used for delivering quality will be summarized

later in this section.

Table 1.10: Evolution of Tourism Challenges and their Countermeasures

| | Quantity Orientated | | Quality Orientated | |
|----------------|--|---|--|--|
| | 2001-2005 | 2006-2010 | 2010-2014 | 2014-2020 |
| Challenge | Seasonal gap, traffic congestion, few foreign tourists, few multilingual services, lack of IT, information and signage | Seasonal gap, traffic congestion, lack of tourism information functions, few opportunities for citizens | Few tourists who stay longer, better services for foreign tourists needed, more Kyoto civic pride, lack of promotion of experienced-based tourism | Better hospitality for tourists needed, enhancement of Kyoto Civic pride, more special events needed, manners of foreign tourists |
| Solution Ideas | | Events at night to increase tourists in off-season, walking promotion (not car), establish overseas information offices, provide multilingual services, improve signage | Develop seasonal tourism products, improved transport plan, increase foreign tourists, multilingual services (call center), mobile phone services (IT), international conventions, "All Kyoto" approach. | High quality hotels, upgraded signage, new tourism programs and events, 8 languages services, improve IT systems (inc. mobile apps), learning and experiencing opportunities for citizens, MICE strategy |

Source: Based Kyoto City Government Tourism Promotion Plans

(4) Institutional Structures

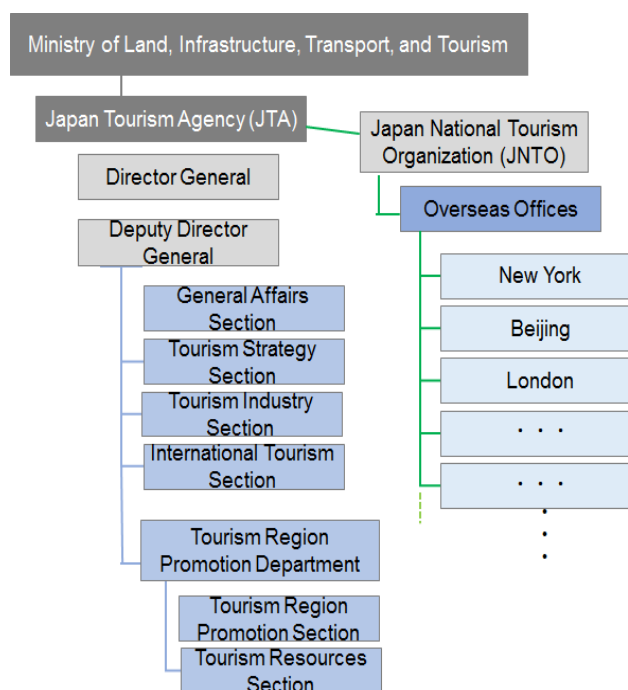
National Context: A brief overview of the main national institutional structures related to sustainable tourism is offered below. The Japan Tourism Agency (JTA) is an organization under Ministry of Land, Infrastructure, Transport and Tourism that manages tourism policy at the national level. It has six sections and promotes the development of local destinations as well as inbound tourism. The Japan National Tourism Organization (JNTO) is an affiliate body with 21 overseas offices in major cities of major target markets.

The JTA coordinates deregulation of visa and immigration procedures, which is said to have been a very effective approach for the Asian market. The agency also handles tourism statistics and manages policies for various licenses. Recently, it deregulated qualification and operation of vacation rentals. Regarding destination development, the agency encourages local governments to improve destinations in coordination with local tourism associations.

Kyoto City:

Overview: The administrative and financial relationship between the Kyoto City Government and the national government is very limited where tourism is concerned. Essentially, there is no joint operation or routine subsidy system between JTA and the Kyoto City Government, except for few pilot projects. However, the Kyoto City Government formulates its tourism development plans and carries them out within the overarching legal and strategic framework prepared by the central government.

Tourism Administration of Kyoto: At the city level, the Tourism MICE Promotion Office handles tourism policy and coordination. The Tourism MICE Promotion Office is under the Industry and



Source: JTA

Figure 1.34: Japan Tourism Agency (JTA) – Organization Chart

Tourism Bureau and its tasks include the following:

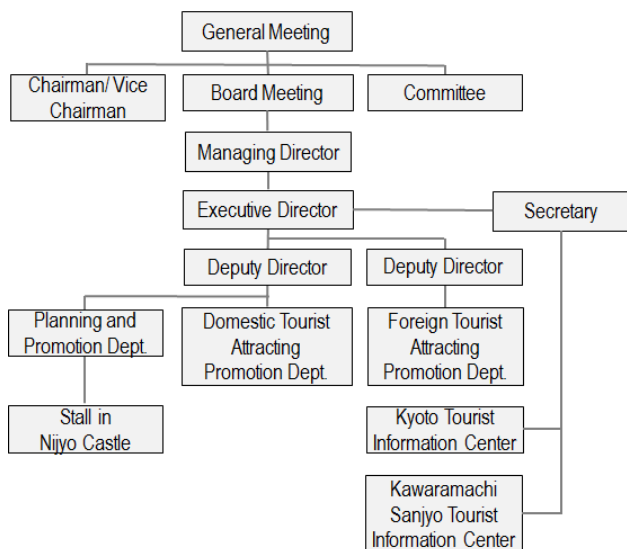
- Protecting and developing tourism resources;
- Managing tourist facilities;
- Promoting tourism (both domestic and overseas);
- Making the city attractive;
- Promoting MICE;
- Promoting dissemination of food culture in Kyoto; and
- Improving the accommodations environment.

Kyoto City Tourism Promotion Council: The Tourism MICE Promotion Office makes important decisions based on advice from the Kyoto City

Tourism Promotion Council, which guides the direction of the tourism promotion. This council consists of some 30 members in the academy, business, arts, tourism, and public administration, as well as some members selected through public subscription.

Kyoto City Tourism Association: The Kyoto City Tourism Association (KCTA) was established in 1960 as an affiliate of the Kyoto City Government, which closely collaborates with KCTA through outsourcing the contraction of surveys, etc. The KCTA has some 1,400 members and charges a membership fee, which is one of the major revenue sources of the organization. Most KCTA members are from the tourism industry and represent a range of subsectors, including tourist agency, operator, accommodation, souvenir, restaurant, facilities, transportation, and other subsectors. In 2017, KCTA was designated as the Destination Management Organization (DMO) of Kyoto. The institutional chart of KCTA is shown in Figure 1.35.

The executives of the association include four officers from the Kyoto City Government who facilitate close collaborate between the city and KCTA. Approximately 60 people work at the office, information centers, cultural property designation management sights, and stalls in Nijo Castle.



Source: Kyoto City Tourism Association

Figure 1.35: Kyoto City Tourism Association – Organization Chart

Kyoto Convention Bureau (KCVB): This bureau was established in 1982 with funding from Kyoto Prefecture, Kyoto City, and Kyoto Chambers of Commerce. KCVB has some 300 patron members and principally carries out three main activities: dissemination of Kyoto culture; promotion of international tourism in Kyoto; and convention (MICE) support.

These MICE efforts facilitate the arrival of groups of high-income tourists. Hosting large MICE events such as COP 3, the Kyoto Convention held in Kyoto International Conference Center, also promotes the reputation of Kyoto. The KCVB coordinates MICE activities across diversified MICE venues, including prominent hotels, the Kyoto aquarium, the Kyoto national museum, Nijo Castle (World Heritage site), Ken-nin-ji Temple, (Buddhist temple with many cultural properties) and many others.

Effective and Efficient Demarcation for Destination Management Organization (DMO):

The Tourism Authority of the Japanese Government registered KCTA as the Destination Management Organization on November 28, 2017. Previously, some functions of prospective DMO, especially inbound tourism management, were carried out by KCVB. After KCTA became the DMO, the following functions were shifted from KCVB to KCTA to avoid duplication:

- Coordination of shopping environment for inbound tourists
- Human resource development of local guides in foreign languages
- Surveys on overnight stay of inbound tourists
- Multi-language call center to support inbound tourists
- Management of official websites for inbound tourists
- Overseas information dissemination
- Exhibitions at overseas tourism fairs
- Support of mass media from overseas

The functions were transferred over a two-year period (2017-18).

Demarcation among tourism organizations is now appropriately coordinated by the Kyoto City Government for increased effectiveness and efficiency.

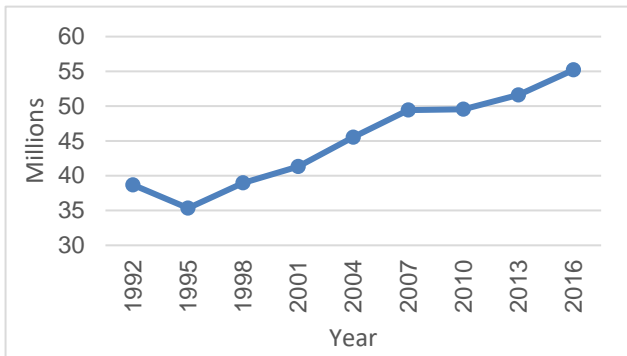
(5) Main Achievements

Overview: Using the results of comprehensive tourism surveys carried out for more than 60 consecutive years, the Kyoto City Government has sought to address tourist dissatisfaction and other challenges in order to achieve sustainable tourism. The Tourism Promotional Plans every five years have focused on these challenges. The biggest policy challenge has been the shift from quantity to quality. A summary of Kyoto City's major tourism achievements is offered below, followed by a section on the specific measures used to determine quality.

(A) Summary of Major Achievements

Verifiable Indicators: Kyoto City Government has undertaken the comprehensive tourism survey since 1958. This survey includes various questions for domestic and inbound tourists on items such as length of stay, expenditure, satisfaction or dissatisfaction, and many others. The survey is conducted in each season. Sample achievements showcased by the survey data are introduced below.

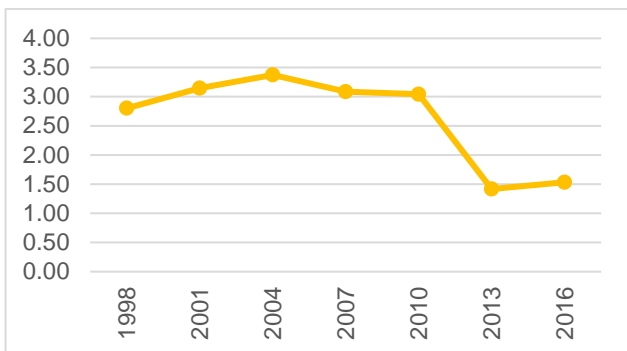
Visitor Numbers: The annual number of visitors to Kyoto City has been around 55 million for three consecutive years since 2014. While the definition of “tourist” by World Tourism Organization (WTO) is “overnight visitor,” the Kyoto City Government counts those who visit but don’t stay overnight as tourists. As per the figure below, between 1995 and 2015, Kyoto experienced an 67% increase annual visitors, with tourism one of the key growth industries in Kyoto.



Source: Kyoto City Government

Figure 1.36: Annual Visitors (Domestic + Inbound)

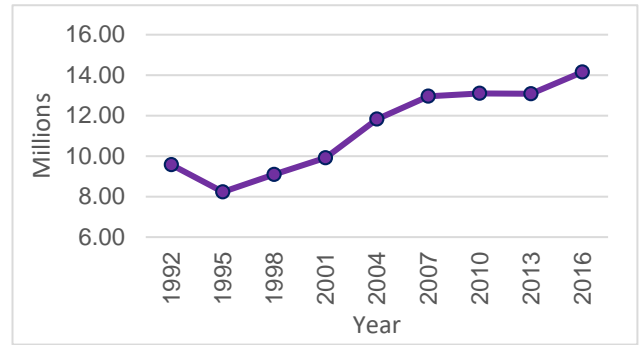
Seasonality: Seasonality is the fluctuation of tourists in a given year. The seasonality ratio is defined as “visitors in lowest month/visitors in highest month.” In Kyoto, this ratio was 3.4 in 1997, indicating a worrying difference between low and peak seasons. However, recognizing this issue, Kyoto City has deployed various initiatives to create attractive tourism programs in the low season, such as Kyoto summer/winter campaigns and special events, and it had successfully reduced the seasonality ratio to 1.5 by 2016.



Source: Kyoto City Government

Figure 1.37: Tourism Seasonality

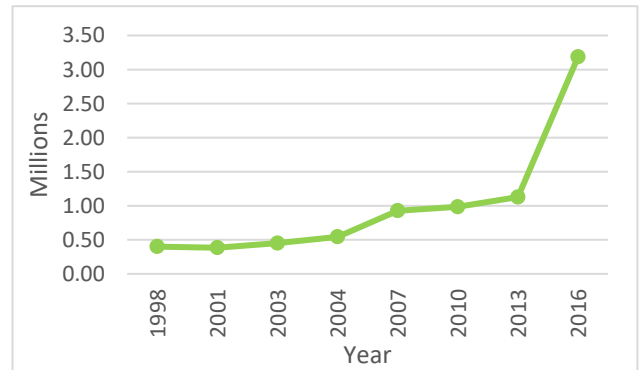
Overnight Stay (Domestic + Inbound): The annual number of overnight visitors to Kyoto City reached a record high of 14.15 million in 2016, a 143% increase from 2001.



Source: Kyoto City Government

Figure 1.38: Overnight Visitors (Domestic + Inbound)

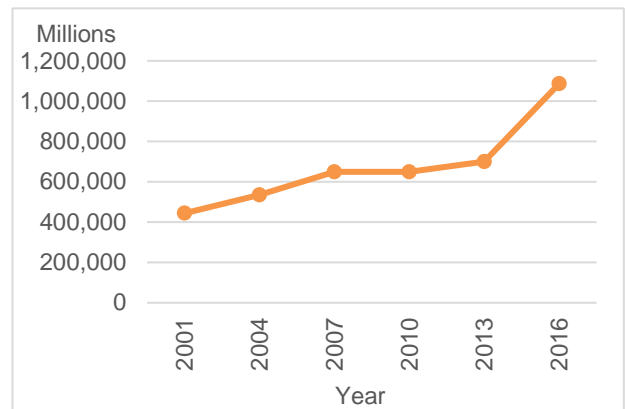
Overnight Stay (Inbound only): The number of overnight inbound visitors reached a record high of 3.18 million in 2016, an increase of 618% from 2011.



Source: Kyoto City Government

Figure 1.39: Overnight Inbound Visitors

Tourist Expenditure: In 2016, the amount of travel consumption was JPY 1,086 billion, exceeding JPY 1 trillion for the first time and showing an increase of 114% from 2010. Thus a key target of the recent Kyoto Promotion Plan 2020 was achieved four years in advance.



Source: Kyoto City Government

Figure 1.40: Tourist Expenditure

According to the Kyoto City Government, the city’s gross municipal product (GMP) in 2014 was JPY

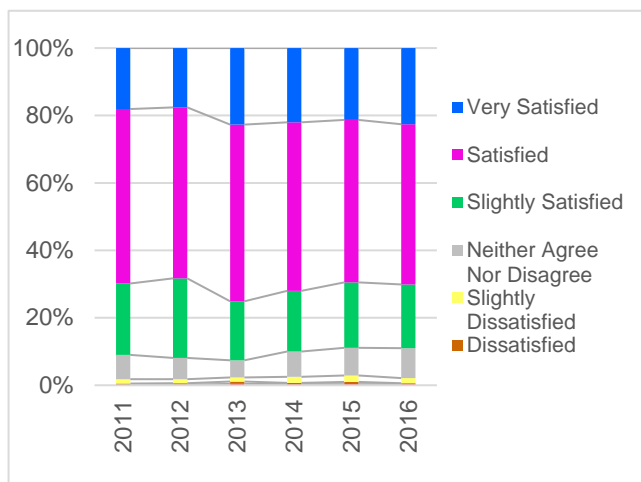
6,163 billion. The Kyoto City Government has supported the tourism business sector to increase the per-trip expenditure of tourists, with approaches such as these:

- Focusing on experience-based tourism programs and products
- Cooperation to increase consecutive nights
- Creating special events (seasonal, shrines and temples, etc.)

Tourist Satisfaction: The Kyoto City Government’s questionnaire survey collates data on tourism satisfaction on items including:

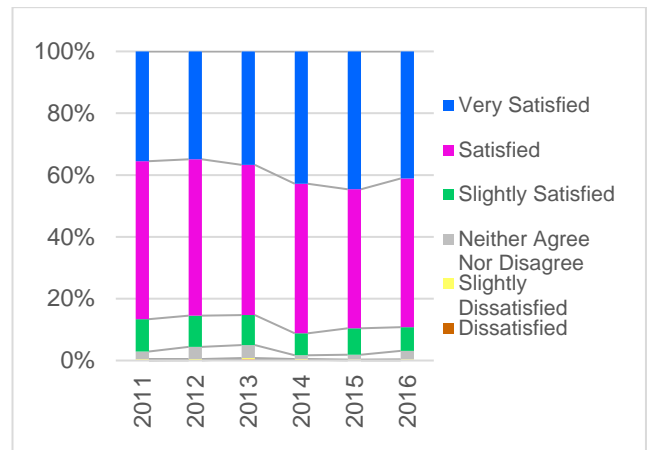
- Heritage
- Nature and landscape
- Traditional culture
- Spiritual calm
- Cleanliness of the town and streetscapes
- Tourist information
- Public transport and traffic

The overall compiled satisfaction results are presented below. Among Japanese tourists, approximately 11% reported an "average" or "less satisfactory" experience. The Kyoto City Government and the Tourism Association responded by focusing on the reasons behind these ratings and made an action plan to help address and respond to this dissatisfied proportion of tourists.



Source: Kyoto City Government

Figure 1.41: Domestic Tourists Satisfaction Survey Results



Source: Kyoto City Government

Figure 1.42: Inbound Tourists Satisfaction Survey Results

The satisfaction level of inbound tourists is much higher than for domestic tourists. The results show that there are very few foreign tourists who reported being dissatisfied or very dissatisfied. Encouraged by this evaluation, Kyoto City Government and the Tourism Association are aiming to target high-end markets.

Residents’ Satisfaction: In addition, Kyoto City has a number of mechanisms to capture residents’ satisfaction as well – including questionnaire surveys, a city phone line and Kyoto City Support Center, and active and engaged community groups. In one resident survey conducted in 2009, Kyoto City surveyed 3,000 local people in regard to tourism. This included sending questionnaires to participants and receiving replies through the post. As noted, the Kyoto City Support Center (including a city hotline to log grievances) has received a large number of complaints from residents about noise and garbage, prompting stricter short-term rental regulations. This is the first effort in Japan to mitigate potential issues caused by increasing vacation rentals.

Aside from littering and noise caused by tourists, residents point to congestion and overcrowding of public transport (buses) and the change in retail options; for example, the Nishiki food market used to be geared toward local customers, but it is now mainly patronized by tourists. Case study 7 profiles some of the annoyances in a historic area of Southern Gion. The Kyoto City Government, KCTA, and local shopping street associations are conducting mitigation measures to address residents’ concerns.

Evaluation by Tourism Magazines: Kyoto City was ranked number one in *Travel + Leisure* magazine’s “World’s Best Cities for Culture” category in 2016; and it was ranked the “World’s Best City” in 2014 and 2015. Furthermore, it was ranked number one in tourist satisfaction for two years in a row (2017 and 2018) by *Wanderlust* magazine.

(B) Shifting from Quantity to Quality – Measures and Approaches

Kyoto has achieved the above successes in part through an important policy shift from a focus on quantity (number of visitors and tourists) to quality (spending and satisfaction). The Kyoto approach to delivering quality rests on two pillars, hard infrastructure (physical) pillars and soft infrastructure (policy, regulations, human resource development) pillars:

Table 1.11: Pillars of Kyoto’s Quality Tourism

| Hard Infrastructure (Physical) | Soft infrastructure (Policy, Regulations, HRD) |
|--|---|
| <ul style="list-style-type: none"> • Increase high quality accommodation • Provide incentives to investors in high end accommodation • PPP models • New visitor information center and services • Better signage • MICE Strategy • Better tourism infrastructure • Diversify tourism products, and move to high-end • Whole of Government approach to improve traffic, urban transport, walking, city infrastructure, safety, food inspection, standards. | <ul style="list-style-type: none"> • Kyoto Pride (seminars etc.) • Human Resource Development (HRD) • Community development • Multinational hospitality • Shift to experience-based tourism • Marketing and promotion strategy and practice • Supporting Kyoto's unique intangible heritage • Supporting Kyoto's creative industry • Gender and youth aspects • Targets to improve tourist satisfaction and increase per-trip spending • DMO Model |

Hard Infrastructure (Physical) Measures:

Increasing High-Quality Accommodations:

Several luxury accommodations have recently been built in Kyoto to provide high-quality services:

- Four Seasons Kyoto (2016)
- Suiran Hotel Kyoto: The Luxury Collection (2015)
- The Ritz-Carlton Kyoto (2014)

Providing Incentives to Investors in High-End Accommodation:

To promote revitalization of the economy and local community development, Kyoto City institutionalized procedures to open accommodation facilities in certain urban and mountainous areas where hotels and inns were restricted; the goal was to attract high-end accommodation facilities offering high-quality services.

Kyoto City developed an accommodation facility expansion and attraction policy in 2016 and established a professional consultation desk for accommodation business in 2017. This policy and

service will encourage further expansion of the high-end hotel industry.

Public-private partnership (PPP) Models: The main role of Kyoto City Government is to coordinate between the public and private sectors, and in particular to cooperate with private enterprises. For the off-season, the “Kyoto Summer/Winter Travel” program has created seasonal campaigns and events with public and private transportation and travel agencies. The “Kyoto Restaurants Winter Special” provides special restaurant menus in February in collaboration with the food industry.

Kyoto City is collaborating with the travel information site TripAdvisor to develop various materials for *The Insiders’ Guide to Kyoto*, published to promote Kyoto and disseminate educational material to tourists on manners and behavior. Kyoto City has also partnered with the gourmet information search site Gurunavi.



Source: Kyoto City Tourism Association

Figure 1.43: Private Sector Partnerships - TripAdvisor

Tourist Information Center and Services: In addition to the main tourist information center (known as “Kyo Nabi”) located in Kyoto Station, which provides services in many languages, all 7-Eleven convenience stores and all Starbucks coffee shops serve as part of a “Kyoto Machinaka Tourist Information” network. This approach has helped deliver more convenient and friendly environments for tourists.



Source: Kyoto City Tourism Association

Figure 1.44: Kyoto Tourist Information Center

The Kyoto City Government is preparing to roll out a new information system that uses a two-dimensional code. If visitors take a photo of the code at a cultural property site, their smartphone receives specific information on that site. This system will be applied to the cultural properties designated or registered by the municipality. Each site has been equipped with an explanation board. This new system will enhance and supplement conventional information services. It will be implemented across 200 locations in Kyoto over the next two years and will be available in five languages—Japanese, simplified and traditional Chinese, Korean, and English.

Improved Signage: A major project for the installation of simple and easy-to-understand tourism information signboards (in both Japanese and English) has been delivered and maintained across 400 locations since 2011. This project has helped promote walking routes, increased tourist satisfaction, and helped reduce private car use.

MICE Strategy: Kyoto City's MICE strategy, developed in 2010, recognizes the need to attract MICE events that can improve the branding and reputation of Kyoto, increase civic pride, have a beneficial effect on the economy, and improve the quality of Kyoto as a tourist destination. Rather than a pure increase in visitors, the MICE strategy seeks to target higher-spending tourists (as part of the shift from quantity to quality). Policies and projects to enhance MICE in Kyoto include:

- Utilize subsidy systems:
 - Provide funding to cover expenses for large-scale international conferences with more than 500 attendants (up to JPY 10 million)
 - Provide funding to cover expenses associated with Kyoto gifts and souvenirs utilizing traditional industrial products as well as events such as dancing, tea ceremony etc. (up to JPY 300,000)
- Invite internationally recognized hotels
- Utilize the World Heritage site of Nijo Castle and other temples and shrines as event and reception venues
- Promote ROHM Theatre Kyoto (Kyoto Kaikan) (opened in January 2016)
- Promote reunions and wedding parties/ceremonies
- Invite the International Council of Museums (ICOM 2019)
- Promote efforts to expand and improve the Kyoto International Conference Center

The website of the Kyoto Convention & Visitors Bureau provides full information about the size of meeting facilities and meeting rooms at hotels, including capacity, various supports and services, and trends in tourism products. Three facilities in Kyoto City can accommodate more than 2,000 people, and two hotels with conference rooms can accommodate more than 500 people.

In 2016, Kyoto hosted 269 international conferences with 26,339 international and 172,839 domestic participants. Among them, 14 events attracted more than 500 overseas participants, and three events attracted more than 1,000 participants. Kyoto is a very popular international conference venue, second only to Tokyo in Japan.

Improving Tourism Infrastructure: A major challenge in Kyoto is traffic congestion. The city is prioritizing sustainable transportation modes, with a focus on walkability. For example, walking tours, programs, and events for both Japanese and foreign tourists (some provided by citizen volunteer guides) are helping reduce private car use. More accessible public transport is being delivered through better mobile phone applications providing public transport information for tourists. A second issue is free Wi-Fi for tourists. The Kyoto City Government and partners have introduced the "KYOTO Wi-Fi" service offering all tourists easy access to free, 24-hour Wi-Fi.

Whole Government Approach: The Kyoto City Government formulates comprehensive and integrated plans across disciplines to improve traffic, urban transport, pedestrian walkways, city infrastructure, safety, food inspection, standards etc. One example is its "Walking City, Kyoto" strategy incorporating the sustainable transport, tourism, land use planning, education, and health sectors.

Diversifying Tourism Products and Moving to High End: Kyoto City is creating diversified tourism products to better address the balance between peak and off-peak periods of the day. For instance, there are morning sightseeing programs (such as Zen meditation) and morning events in shrines and temples, as well as sightseeing programs at night (such as lit-up views). These products have increased the total number of tourists.

The major light-up event is called "Hanatouro" (paper lantern light-up), and every year it has dramatically increased tourist numbers. Moreover, the number of tourists who want a more cultural tourism experience, such as renting and wearing a kimono or walking in the city, has been increasing for both Japanese and foreign tourists.

Soft Infrastructure Measures:

Kyoto Civic Pride: Kyoto City has provided education opportunities for citizens to learn more about their history, culture, and traditions, thus increasing their sense of pride and responsibility. More directly, the city is encouraging various programs for experiencing Kyoto cuisine and traditional culture with local families.

“All Kyoto” is the human resource development plan for Kyoto citizens that seeks to prepare appropriate personnel for sustainable tourism, thus increasing the number of tourists and enriching the travel experience. “Kyoto Machi Bika Daisakusen” (Kyoto City Great Beauty Strategy) is a collaborative cleaning event involving all citizens, business operators, and city officers.

Human Resource Development: “Kyoto City Visitor’s Host” is a system of certifying guides who not only have good language skills but also have knowledge about culture, traditions, and attractions in Kyoto City. To gain the certification, participants need to undertake 45 hours of training, have knowledge of hospitality and guiding skills, and sit an oral examination. This system seeks to enhance tourist satisfaction and the quality of Kyoto tourism.

It is also important for the city to establish and attract the best education institutes of tourism management in order to enhance human resources in the tourism industry. For instance, an MBA in tourism and hospitality management has recently been established by the Graduate School of Management of Kyoto University.

Community Development: Kyoto City takes an enabling and not a lead role in community development. Under this approach, Kyoto citizens create sustainable tourism activities based on Kyoto civic pride. However, the relationships and balance between different stakeholders are crucial – and a sensitive issue in Kyoto. The role of the Kyoto City Government is to listen to different ideas and collect information from stakeholders, and then adjust and develop sustainable tourism plans.

Multinational Hospitality: Kyoto City provides a “Kyoto Official Travel Guide” for overseas visitors in 13 languages, and a 24-hour multilingual call center in five languages. In addition, the magazine *Kyoto Recommends* an audio guide for mobile phones, and menus in restaurants are available in English. In regard to the tourist shopping environment, tax-free shops increased nearly eightfold between 2004 and 2017. To improve transport accessibility, foreigner-friendly taxis and better public transportation maps in English have recently been rolled out.

Shift to Experience-based Tourism: The Kyoto City Tourism Association promotes an extensive calendar of events to tourists and tourism industries six months in advance. Examples of experience programs are shown below.



Nishijin Brocade and Japanese-Style Confectionery



Wearing Kimono and Walking in the City

Source: Kyoto City Tourism Association

Figure 1.45: Examples of Kyoto’s Experience-Based Tourism Activities

Marketing and Promotion: Kyoto City has 11 overseas information centers worldwide. Each center offers tourist information about Kyoto City, analyzes trends in the international travel market, and carries out marketing and promotion.

Kyoto City will further develop tourism marketing and promotion in the future by utilizing tourism analytical skills cultivated from decades of experience. Sample marketing and survey and analysis projects include:

- Strengthening of regional statistics collection and analysis in Kyoto city
- Visitor questionnaires for visitors to cultural property special events
- Access analysis of tourism home pages and social networking site (SNS) related to Kyoto City

Supporting Kyoto’s Intangible Heritage: As demonstrated in this report, Kyoto City has many important intangible heritage assets, including festivals, performing arts, local cuisine, cherry-blossom viewing, and autumn leaf viewing. Based on these assets, different types of tourism products are created. An excellent example is the provision of premium-seat tickets for major festivals to travel agencies, which offer special

tours for foreign tourists who wish to view a festival with an English guide.

Supporting Kyoto's Creative Industry:

Traditional crafting techniques cultivated over a long history have evolved into an innovative modern industry. The Ordinance of Kyoto City Traditional Industry Revitalization Promotion was enacted in 2005 in order to revitalize traditional industries and support the culture of Kyoto. In addition, various programs are available for learning Kyoto traditional crafting techniques and culture as part of the city's effort to promote experience-based tourism.

Gender and Youth Aspects: Kyoto City has focused on attracting students on school excursions, and around 10 million students have visited Kyoto in the past 10 years. The aim is that students who visit Kyoto on school excursions will visit again with their families and friends as repeat visitors in the future. The number of female tourists has increased and has accounted for more than 60% of total tourists since 2003.

Targets to Improve Tourist Satisfaction and Increase Per-trip Spending:

Kyoto City has successfully utilized the results of its tourism surveys to directly shape and develop its Tourism Promotion Plans, with the analysis of results a key input. The database of the comprehensive tourism survey, which includes data from 2001 and after, is a very useful tool to set future targets for sustainable tourism.

Destination Marketing Organization (DMO):

The Kyoto City Tourism Association (KCTA) was registered as DMO by JTA in 2016. In 2016, KCTA strengthened the system of the tourism association secretariat, in part by adding staff to handle marketing. KCTA will further strengthen its structure and functions in order to promote both domestic and international tourism, secure the financial base, and develop strategies to deal with various Kyoto City challenges related to tourism.

For the purpose of strengthening the marketing function, KCTA has appointed specialized staff (people who have engaged in marketing survey and analysis work) to collect and analyze data, develop attractive content, and enhance promotion. In addition, it will set up a new tourist information/guide kiosk, a school excursion consultation window, etc., for the convenience of tourists.

(6) The Future

Pressing questions for Kyoto today include Kyoto's strategy to deal with rapidly increasing tourism (will the city continue tourism promotion or put a cap on visitors), how the city will disperse these visitors while simultaneously maintaining

visitor satisfaction levels (and keeping them as repeaters), and how it will reconcile this conflict while securing the livability of its citizens. While Kyoto continues to make its best effort to comprehensively address these issues, this report attempts to illustrate some key strategic directions for the city as well as the historical, cultural, regulatory, and institutional mechanisms that are inherent to the Kyoto approach.

With the surge in the number of overnight visitors, Kyoto is facing swelling costs in tackling such issues as crowded hotels and buses and in improving public transportation systems. However, introduction of any kind of lodging tax has been slow, represented by the careful, and relatively late, introduction of a lodging tax in October 2018. In addition, due to the large increase in the number of tourists and surge in short-term accommodations, an Ordinance of Short Term Rentals (2018) is now in place, which is more restrictive than the nationwide rules. It seeks to limit the renting out of residential properties to protect existing residents and avoid a decline in their quality of life.

The lodging tax aims to provide quality services and infrastructure, ensure environmental sustainability, and contribute to local economic development. With 50 million visitors a year to Kyoto, the city could become a mass tourism destination if such measures are not carefully put in place. The tax reflects Kyoto City's view that the city should be a good place to live and a good place to visit, and that both residents and visitors should bear the cost of good infrastructure and a good environment.

The introduction of a lodging tax and enhanced regulation of short-term rentals are steps in the right direction to keep the focus on quality of tourism (i.e., quality of service, tourist satisfaction and spending) instead of quantity (i.e., focus on number of arrivals). Based on lessons learned from international experiences, these are inevitable steps for Kyoto; they may reduce the number of visitors, but should result in higher spending and tourism receipts.

From the outside, it appears that Kyoto is striving for a delicate balance: it seeks to ensure a manageable increase in tourist numbers – through broadening the spectrum of services provided, and shifting from affordable to higher-end, higher-quality tourism – while also seeking to ensure that quiet residential neighborhoods are not disturbed and reducing tourism annoyances in and around destinations (e.g. tourism manners and behavior, public transport congestion etc). The government appears to have taken a bold step toward introducing a stronger beneficiaries-pay principle, i.e., moving away from primarily relying on the civic pride of Kyoto citizens to maintain the quality

of the attractions and the services, toward a more standard approach that allows the tourists themselves to pay the costs for the enhanced quality of services provided.

However, there is no doubt that Kyoto's civic pride has been and always will be central to its success. It is a major and unique asset for cultural heritage preservation and urban regeneration in Kyoto, one that helps support sustainable tourism.

2 Case Study Examples

2.1 Overview

Chapter 1 acquainted readers with the evolution of Kyoto's urban regeneration, cultural restoration, and tourism development over the course of several decades, particularly its best practice in overarching policies, strategies, and structures.

Chapter 2 will examine a series of eight case studies, two framed through the lens of cultural heritage conservation of World Heritage sites (WHSs) within integrated Site Management Plan topics, and six framed through the lens of cultural heritage protection, residents' activities, urban regeneration, and contributions to sustainable tourism.

The first two cases are cultural heritage sites included in the "Historic Monuments of Ancient Kyoto," which were inducted into the UNESCO World Heritage List in 1994. These cases highlight cultural heritage restoration of World Heritage sites and are structured into consistent subsections for ease of comparison and comprehension. Following an overview and historical background, the subsections follow the good Site Management Plans methodology, including conservation plans, visitor management plans, and institutional arrangements, and concluding with lessons learned:

- **Case Study 1: WHS Nijo Castle**
- **Case Study 2: WHS Kiyomizu-dera Temple**

The other six case studies are framed through the lens of cultural heritage protection, residents' activities, urban regeneration, and contribution to

sustainable tourism. The locations include historic areas, including areas surrounding WHSs which showcase how such areas can be developed in a comprehensive manner relevant to the livelihoods of residents, community collaboration, heritage legacy, and local economic growth. Other examples cover semi-brownfield areas and authentic cultural districts. In addition to these, two unique cases of intangible heritage are also presented.

- **Case Study 3: Higashi-yama** (Surrounding area of case study 2, WHS Kiyomizu-dera Temple)
- **Case Study 4: Downtown Area** (Kyo-Machiya or historic townhouse regeneration)
- **Case Study 5: Intangible Heritage – Gion Festival** (festival located in the downtown area of case study 4)
- **Case Study 6: Kyoto Station West Area Redevelopment** (semi-brownfield)
- **Case Study 7: Southern Gion Area** (authentic cultural district)
- **Case Study 8: Intangible Heritage – Gozan-no-okuribi Festival** (Five Mountains Fire Festival)

These six cases are structured into consistent subsections, broadly including scoping, planning, financing, and implementation. Outcomes and impacts are also discussed in a final section to highlight lessons learned. However, the intangible heritage case studies follow a slightly simpler structure.

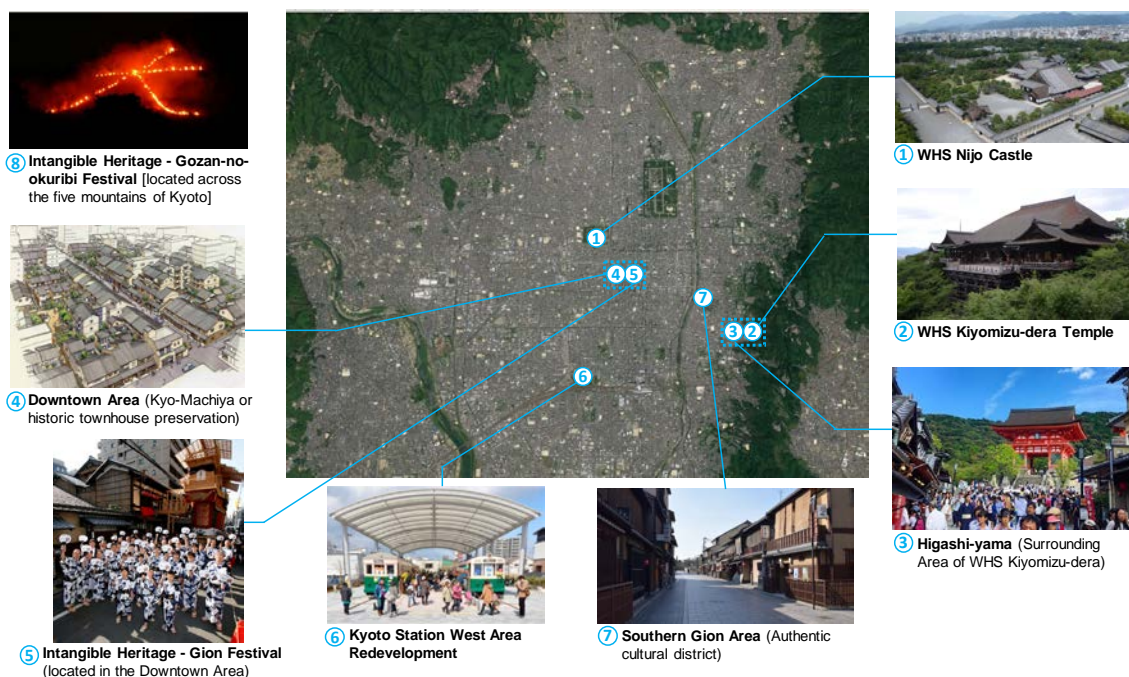


Figure 2.1: Locations of the Eight Illustrated Cases

2.2 Case 1 – WHS Nijo Castle



(1) Overview and History

History: Nijo Castle was originally opened in 1603 by Ieyasu Tokugawa, the founder of the Tokugawa Shogun Government. This government lasted for 265 years (1603-1868). Ieyasu Tokugawa placed his government in Edo (currently Tokyo), although Kyoto was also a strategic location, given the presence of the imperial family there. Many historic figures visited this castle, including Emperor Mizu-no-o and many feudal lords. In 1867 the last shogun announced his willingness to return political power to the emperor (restoration of imperial rule). Ownership of the castle shifted to the new Meiji Government, and the property was an imperial villa from 1894 until it was granted to Kyoto City in 1939.

In 1940, the property was open to the public. In 2003 the castle marked its 400th anniversary. Renowned in Japan and abroad, Nijo Castle is a proud symbol of Japan and the Kyoto City Government, which have made significant efforts to ensure this important heritage is preserved.

Location: Nijo Castle is located in downtown Kyoto, just half a mile from the former Imperial Palace (see Figure 2.2). At its periphery is built environment. Convenient access is provided by subway, with Nijo Castle Station nearby.

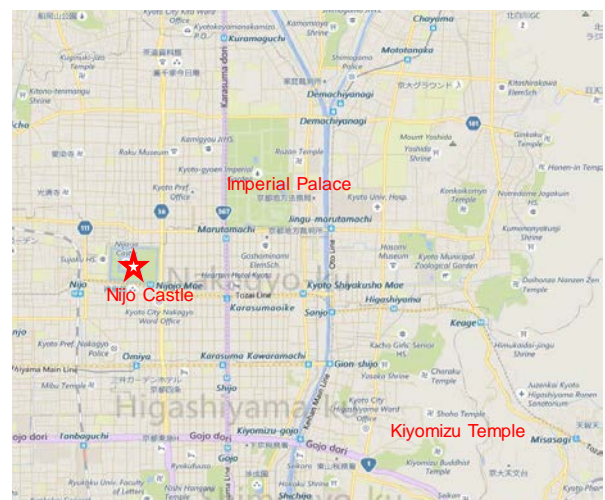


Figure 2.2: Location of WHS Nijo Castle



Figure 2.3: WHS Nijo Castle Aerial View

Unlike many prominent temples, Nijo Castle formed the lodging and fortress for shogun and high-ranking samurai officers. This castle did not develop commercial aggregation as a temple town would. Even now the castle is somewhat isolated from the surrounding environment. The total area of the castle is 275,000m²; 8,000m² are occupied by buildings.

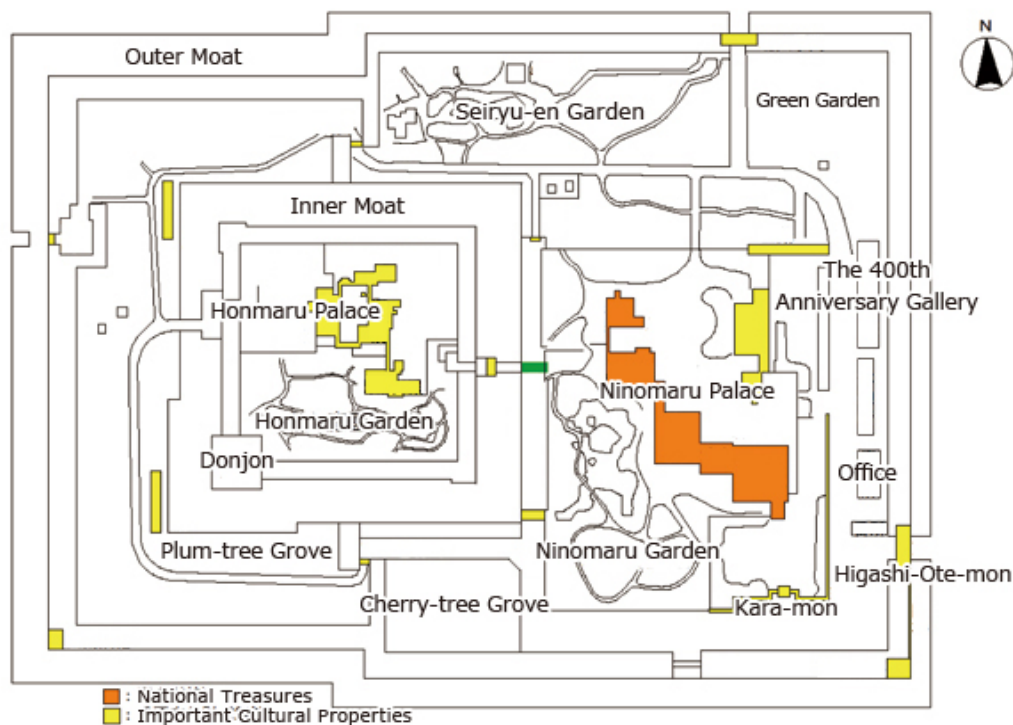
Cultural Heritage Properties: Nijo Castle in its entirety has been designated a Special Historic Site; the Honmaru Palace (main enclosure), the Ninomaru Palace (secondary enclosure), and the paintings within are registered as National Treasures and Important Cultural Properties. The

garden is designated as a Special Place of Scenic Beauty. Moreover, Nijo Castle was registered as a World Heritage site in 1994. Designated or registered cultural properties areas are listed and shown below.

Table 2.1: Nijo Castle Cultural Properties

| Year | Designation or Registration |
|------|---|
| 1952 | 6 buildings as National Treasure 22 buildings as Important Cultural Property |
| 1953 | Ninomaru garden as Special place of scenery |
| 1982 | 1016 door paintings as Important Cultural Property |
| 1994 | Whole property registered as World Heritage |

Source: Kyoto City Government



Source: Kyoto City Government

Figure 2.4: Nijo Castle Site: National Treasures/Important Cultural Properties

(2) Site Management Plan

(2a) Conservation and Restoration Plan

Long Term Restoration Plan and Recent Restoration Examples: Since many traditional buildings are mainly made of wood, clay, and paper, preventing degradation is a challenge. Upon recognizing the need for fundamental restoration of the castle, the Kyoto City Government prepared a detailed plan and cost estimation for full-scale restoration to commence in 2011 and continue through 2030. This is the first major repair work since the castle was built and represents a massive investment in the castle's future.

This Long-Term Restoration Plan 2011-2030 has an estimated total cost of at least JPY 10 billion, and therefore places a tremendous burden on

municipal finances. Financing of the restoration works is detailed later in this section.

Table 2.2: Nijo Long Term Restoration Plan

| Batch / Buildings | Year |
|---|---------|
| 1 Karamon | 2011-13 |
| 2 Higashi-Otemon (Eastern Main Gate) | 2014-16 |
| 3 Ban-Sho (Guard House) | 2015-17 |
| 4 Hon-Maru-Goten (Main enclosure palace) | 2017-21 |
| 5 Nino-Maru-Goten (Palace of Second enclosure) and Other 14 designated heritage buildings | +2022 |

Source: Kyoto City Government

Profiled below are summaries, including before and after photos, of two of the recent restoration works: Karamon Gate (2011-13); and Higashi-Otemon (Eastern Main Gate) (2014-16).



Source: Kyoto City Government

Figure 2.5: Karamon Gate Before Restoration



Source: Kyoto City Government

Figure 2.6: Karamon Gate After Restoration

(1) Restoration of Karamon Gate: The restoration of Karamon Gate was the first subproject of the Long-Term Restoration Plan and took place in 2011-13. The gabled roof structure has thatching of cypress bark and the whole structure is supported by two main pillars and four supporting pillars. It is adorned with an abundance of engravings and ornamental metal fittings.

As shown in Figure 2.5 and Figure 2.6, the roof required major conservation works. Specifically, the restoration, led by Kyoto City Government's Nijo Castle Office, included:

- Repair of the decorative metal hardware;
- Roof thatching with cypress bark; and
- Repair of 37 engravings with 11,400 pieces of gold foil.



Source: Kyoto City Government

Figure 2.7: Higashi-Otemon Gate Before Restoration



Source: Kyoto City Government

Figure 2.8: Higashi-Otemon Gate After Restoration

(2) Restoration of Higashi-Otemon (East Main Gate): Semi-overhaul works as part of the Long-Term Restoration Plan for Nijo Castle were undertaken in 2014-16. The last major repair work before this was replacement of roof tiles in 1950.

The Higashi-Otemon Gate's roof is constructed of tiles in hip-and-gable fashion, with gables of latticework, and the ridge of the roof is adorned with shachihoko (a traditional dolphin-like fish).

The process for the 2014-16 restoration works is summarized in Table 2.3. The total cost of the works was JPY 463 million, and the duration was 31 months. Figure 2.7 and Figure 2.8 show the gate before and after the restoration.

Table 2.3: Process Summary: Higashi-Otemon Gate Major Restoration Works

| Activity | Timing |
|--|------------------------------|
| 1 Subsidy Application to Agency of Cultural Affairs | July, 2014 |
| 2 Approval of Subsidy Application/ Starting of works | September, 2014 |
| 3 Visit and review by Restoration Committee | 3 times since November, 2014 |
| 4 Visit and guidance by Agency of Cultural Affairs | 3 times since November, 2014 |
| 5 Guidance of Registered Skill Holders | When necessary |
| 6 Completion of works | March 2017 |

Source: Kyoto City Government

Specifically, the restoration led by Kyoto City Government's Nijo Castle Office included:

- Enforcement of understructure including seismic resilience;
- Repairing of timber structures;
- Repainting work of gypsum-plaster walls;
- Recovering of metallic decoration with gold foil; and
- Replacement of roof tiles (85% of the 24,500 tiles were replaced).



Source: Kyoto City Government

Figure 2.9: Higashi-Otemon Gate Roof Restoration

As shown in Figure 2.10 below, a temporary roof cover was used to protect the structure during the semi-overhaul construction. Since Higashi-Otemon Gate provides the main access to Nijo Castle, visitor passage was enabled throughout the restoration works.



Source: Kyoto City Government

Figure 2.10: Higashi-Otemon Gate During Restoration

Storage and Exhibition of Paintings: There are over 3,600 screens in the National Treasure Ninomaru Palace, and 1,016 of those were designated Important Cultural Properties in 1982. To protect them from fluctuations in temperature and humidity or ultraviolet rays, paintings were replaced with replicas; the originals were preserved in the exhibition and storage house on the castle premises and periodically put on view.

Visitors to the exhibition and storage house are charged an entrance fee in addition to the castle admission fee.



Source: Kyoto City Government

Figure 2.11: Nijo Castle Artwork

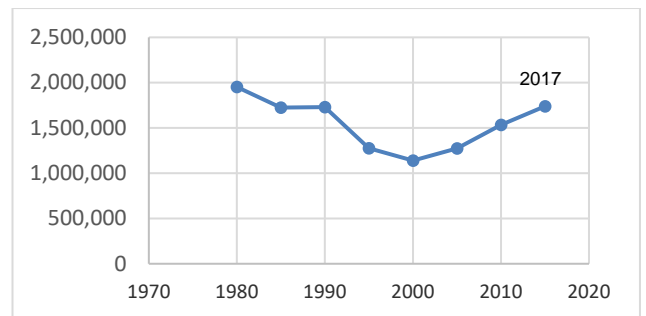
Financing of Restoration Works: The national government provides a large subsidy for the restoration works. In Japan, the cost of restoring designated National Treasures and Important Cultural Properties is shared equally by the owner and the National Treasury.

In order to supplement funding for Nijo Castle, a donation program has been established by the Kyoto City Government. By April 2018, the program had collected JPY 548 million. Donors gain privileges in accordance with their donation amount, with benefits including income tax exemption, admission passes (valid for 1-10 years), letters of appreciation, and guided tours to closed areas of the castle.

The Kyoto City Government also leverages revenues from its Nijo Castle MICE Program. This program rents castle buildings and gardens for MICE events; due to the significant historical and cultural value of the location, rental fees are higher than for many other spaces in the city.

(2b) Visitor Management Plan

Visitor Numbers: Nijo Castle has been open to the public since 1940.

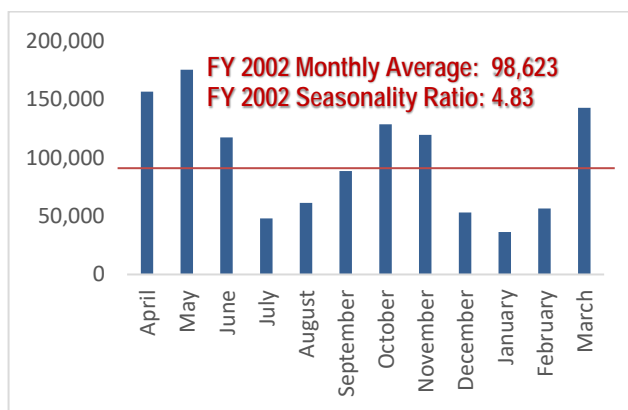


Source: Kyoto City Government

Figure 2.12: Trend of Visitor Numbers

Before 2017, the largest number of visitors was 2,114,754 in 1970. After that, the number continued to decrease, reaching a low of 1,139,440 in 2000. However, it has since increased to reach 2,439,079 in 2017, exceeding the high of 1970.

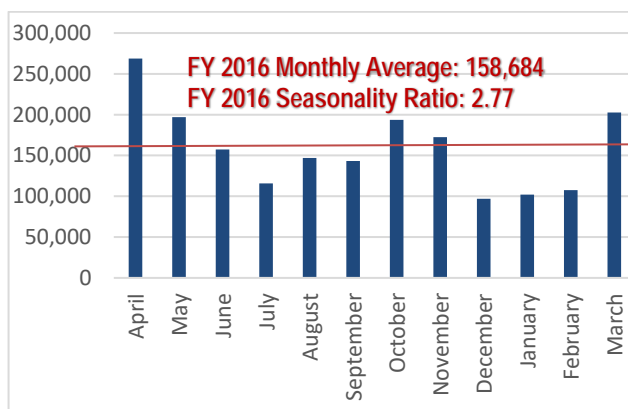
Visitor seasonality at Nijo Castle for 2002 and 2016 is compared below; the two graphs show average visitor numbers and seasonality ratios. In FY2002, Nijo Castle received 1,187,622 visitors, with a monthly average of 98,623. The most-visited month that year was May (175,365 admissions) and the least-visited January (36,273 admissions), giving a seasonality ratio of 4.83.



Source: Kyoto City Government

Figure 2.13: Visitor Seasonality in FY 2002

However, by FY2016 the average monthly visitors had increased to 158,684. The most-visited month was April (268,769 admissions) and least-visited month was December (96,871 admissions), giving a lower seasonality ratio of 2.77. This change indicates that Nijo Castle not only succeeded in attracting more visitors, but also achieved better balance and distribution across the seasons. Measures that have contributed to this improvement are described below.



Source: Kyoto City Government

Figure 2.14: Visitor Seasonality in FY 2016

Tourist Promotion Campaigns: To attract more visitors, particularly in the off-season, Nijo Castle holds various events. Two of these events help

spread visitors throughout the busy day, including into the evening:

- Cherry Blossom (Sakura) Festival: Lighting up of cherry trees from the end of March to the middle of April; operation hours extend to 9:30 pm.
- Castle Festival: Various events designed to display the charms of cultural properties

Control of Visitor Numbers and Flow:

Overview: The Nijo Castle Management Office does not impose any specific restrictions on visitors to directly manage appropriate numbers at peak times. Nijo Castle is some 27 hectares in size, which is large enough to accommodate thousands of visitors. Nijo Castle receives more than 20,000 visitors per day in peak season, though organized tourist groups typically visit Nijo Castle for only 1.0-1.5 hours on average.

While visitor numbers are not restricted, the Kyoto City Government has taken a number of comprehensive mitigation measures to address visitor flow and carrying capacity challenges, including the following examples:

(1) Queuing Area Management: Four ticketing counters are located beside the main gate, and tickets are sold manually with no online advanced ticketing system. At busy times, visitors need to wait 20-30 minutes to buy a ticket, sometimes causing long queues and disorganization at the entrance/ticketing area and narrow sidewalk.

To mitigate this problem, in 2015 the Kyoto City Government prepared a development improvement plan to expand the front square of Nijo Castle and maximize space, improve flow and organization, and create a more pleasant waiting environment (Figure 2.15). This project also aims to improve the outer appearance of the cultural heritage.



Source: Kyoto City Government

Figure 2.15: Nijo Castle Front Square Plan

Figure 2.16 and Figure 2.17 show the visitor entrance/queuing area and parking/drop-off area before and after changes to improve visitor flow and capacity. The Kyoto City Government has also moved bus parking away from the entrance to improve views of the castle for waiting visitors and to reorganize the parking area.

(2) Parking and Access Management: The parking spaces located to the east, south, and northwest

of Nijo Castle can accommodate 21 buses and 140 cars in total. Bus parking used to be in front of the main gate, but the Kyoto City Government moved it further away so that arriving and waiting visitors can now enjoy a view of the front of the castle premises.

The Kyoto City Government promotes public transport access to Nijo Castle via city buses and the subway to help mitigate traffic congestion.



Source: Kyoto City Government

Figure 2.16: Entrance/Queuing Area: Before and After Visitor Flow Improvements



Source: Kyoto City Government

Figure 2.17: Parking/Drop-off Area: Before and After Visitor Flow Improvements

(3) Visitor Flow Management: The most crowded area in the castle is Ninomaru Palace, the closest building to the main gate, while the rest of the site is less congested. The Kyoto City Government places staff in the congested area to help manage visitor flow and help guide visitors to quieter areas.

beside the large rest area. However, when a big group arrives at the main gate the facilities are crowded. Disabled toilet facilities are available at three locations.

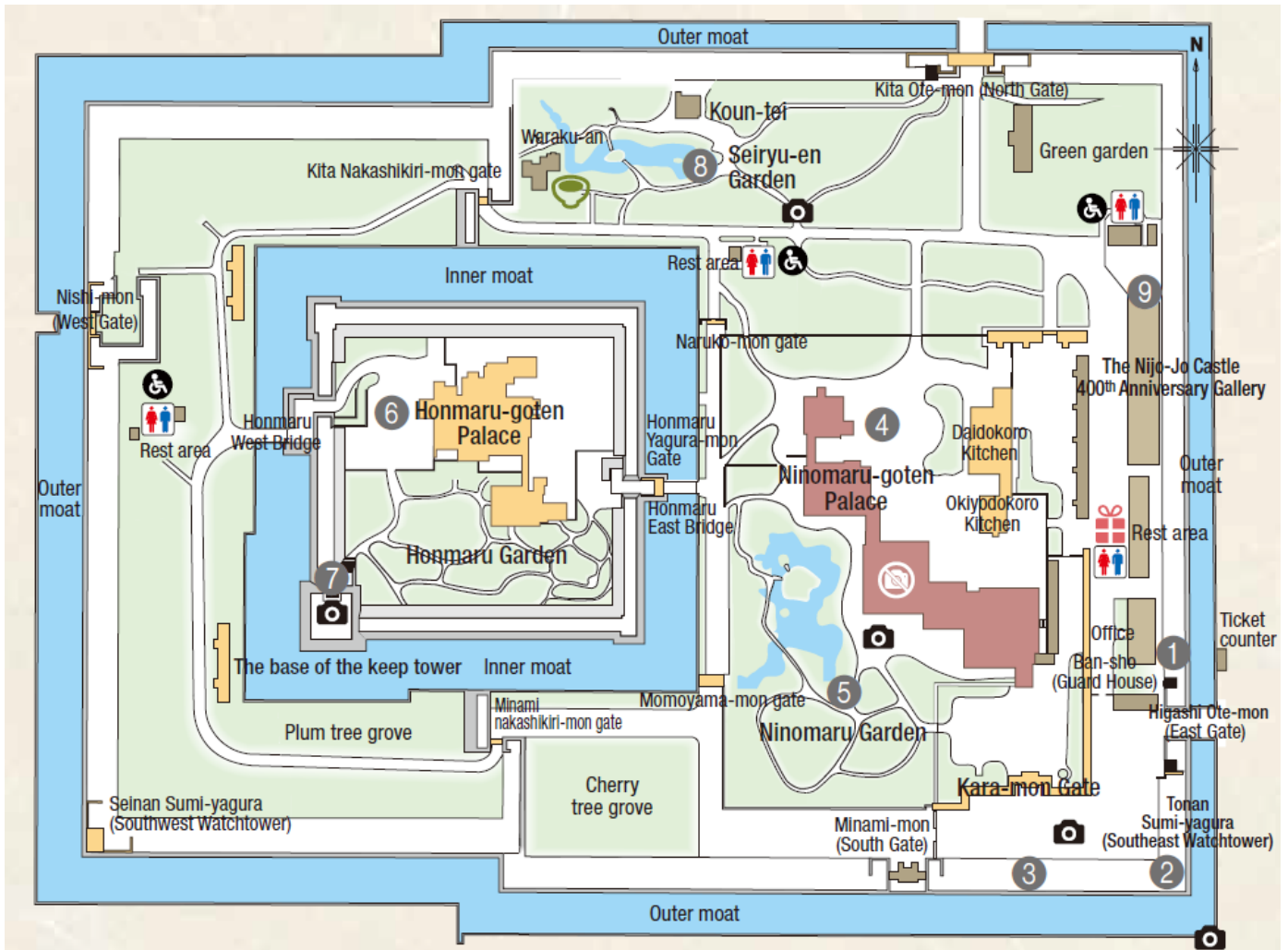
The prohibition against photography in Ninomaru Palace also helps improve visitor flow (and at the same time protects the door paintings). A future measure by the Kyoto City Government which is coming into effect in April 2019 is adding a separate charge for visiting the busy Ninomaru Palace buildings; this would both help manage flow and raise additional funds for restoration.

Information Services: The following are provided:

Facilities: A site and facilities plan is shown in Figure 2.18, and key elements are described below

- **Tour Guides:** Japanese guides (JPY 1,000) and English-speaking guides (JPY 2,000) are available at the comprehensive Information Center just behind the main gate.
- **Audio Guide Unit:** Audio guides are rented out at the visitor service office for JPY 500 and are available in six languages (Japanese, Chinese, Korean, English, French, and Spanish).
- **Brochures:** Information leaflets including details on Nijo Castle's history, major buildings, gardens, and facilities are also available in seven languages.

Toilets: Visitor toilets are located at four locations across the site, with the largest block located



Source: Kyoto City Government

Figure 2.18: Facility Guide Map of Nijo Castle

Other facilities:

- **Signage:** Recommended visitor routes are indicated with signage in Japanese and English.
- **Benches and trash bins:** There are 37 benches on the castle property, some designed by students who won a competition. There are 13 trash bins located at the toilet areas and along the main tour route.
- **Rest Area:** The rest area includes a tea shop, souvenir shop, lunch space, and coin lockers.
- **Baggage Storage and Coin Lockers:** For a fee, visitors can store bags next to the Information Center and at the rest area; there are also paid coin lockers next to the ticket counter and at the rest area.
- **Wheelchairs:** Electric wheelchairs can be borrowed free of charge at the Information Center.

Safety management:

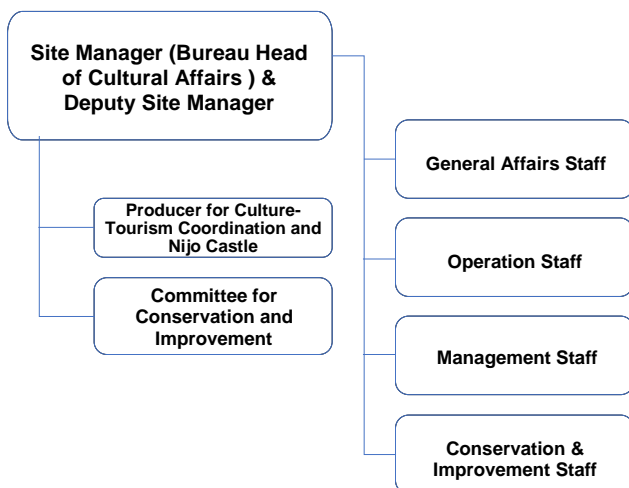
- Disaster Management: The management office conducts disaster drills periodically, so in case of fire or earthquake, office staff can guide visitors for safe evacuation.
- Safety During Restoration Work: Higashi-Otemon Gate, which is the front entrance, was recently restored. Temporary roofs were built over the structures to protect gates from wind and rain during the repair. During the construction of the temporary roofs, the management office set a detour route to prevent visitors from going through the gate (Kita-Otemon Gate was used as a temporary entrance). Once the temporary roofs were in place, visitors were able to use the regular route, but the detour route was used again during the removal work.

(2c) Institutional Arrangements

Nijo Castle Management Office: Nijo Castle is the only WHS managed and maintained by the Kyoto City Government. As shown in Figure 2.19, the Nijo Castle Office is under the Cultural and Artistic City Promotion Office, which has the same status as the Culture Protection Section.

There are 27 full-time staff and three temporary staff working at the Nijo Castle Office, including staff for operations, maintenance, and restoration, among them four building restoration experts, four painting restoration experts, and five gardening experts (as of March 31, 2018).

Kyoto City Government's bureau chief in charge of culture also serves as the director of Nijo Castle. In addition, there is a weekly coordination meeting of the Cultural Heritage Officers of Kyoto City Government regarding Nijo Castle's management, and a representative of the Nijo Castle Office attends this meeting to provide information and consult on issues for the property.



Source: Kyoto City Government

Figure 2.19: Organization Chart of Nijo Castle Office

In-house Teams for Restoration work: Uniquely compared to other municipalities, the Kyoto City Government has a group of in-house building conservation experts at the Nijo Castle Office. For the restoration work on the two gates described above, this in-house team handled planning, preparation of drawings, contract management, and supervising.

Aside from Nijo Castle, the cultural heritage properties in Kyoto are not under the Kyoto City Government but are managed by private or religious organizations. Restoration works of these properties are managed by the expert team of the Kyoto Prefectural Government.

Academic Committee: In 2013, the Nijo Castle Preservation and Improvement Committee was formed. Its nine members are experts in historic preservation and serve as an advisory team on Nijo Castle for the Kyoto City Government. Major restoration work is planned and implemented with their technical and academic guidance.

Financial System: The Nijo Castle Office is part of the Kyoto City Government fiscal system and does not have a separate account. This means the revenue of Nijo Castle goes directly to the Kyoto City Government account. The Nijo Castle management budget is likewise allocated from the Kyoto City Government's account.

Ticketing and Revenue: Nijo Castle is managed under an ordinance prepared for it, and ticket admission price changes must be approved by the Municipal Council.

In fiscal year 2016, the total revenue of Nijo Castle was some JPY 900 million, so over a 20-year period revenues could amount to around JPY 18 billion. The 20-year restoration plan for the castle is estimated to cost over JPY 10 billion. The Kyoto City Government shares 50% of the cost with the national government (i.e., each pays JPY 5 billion), suggesting effective financial management on the part of the city government.

Table 2.4: Nijo Castle Admission Prices

| Category | Fee/ person (JPY) |
|---|-------------------|
| General Admission | 600 |
| Middle/High School Student | 350 |
| Primary School Pupil | 200 |
| Primary School Pupil (Kyoto City) | Free |
| Over 70 years old | Free |
| Persons with disability certificate, etc. | Free |

Source: Kyoto City Government

Socioeconomic Impact: In terms of socioeconomic impacts, the large-scale (US\$10 million) restoration of this heritage complex offers some benefits: it has helped invest in jobs and particularly in local skills, such as specialist traditional carpenters. Nijo Castle also provides the area with a pleasant and educational place to experience cultural heritage, adding cultural value.

In terms of economic benefits for the local area, Kyoto City is now putting more of a focus on capturing the potentially significant spillover effects of tourism for local economic development in the area. Nijo Castle has traditionally been somewhat isolated from the surrounding area, but the Kyoto City Government set up the Nijo Castle Neighborhood Revitalization Council in September 2017 with the goal of bringing economic benefits to the surrounding area. The council publishes a map and pamphlet showing shops, restaurants, and tourism spots around the

castle and is involved in other efforts to promote Nijo Castle neighborhood revitalization.

(3) Lessons Learned

(1) Long Vision and Plan for Restoration: The Kyoto City Government prepared a Long-term Restoration Plan (2011-2030). Wooden heritage structures need regular repair, and long-term planning and implementation of restoration work is therefore essential for efficient heritage protection. The Kyoto City Government also has its own in-house restoration experts and an expert advisory committee to facilitate smooth and high-quality restoration works.

This long-term plan, which requires frequent restoration activity, develops human resources for future efforts. For example, in the past, staff tended to underestimate the time needed for designing, planning, and implementing earthquake resilience measures, causing delays. However, with the knowledge gained through experience, such measures are now planned and incorporated more smoothly.

(2) Revenue Management and Meeting High Restoration Costs: The Kyoto City Government has demonstrated strong revenue management in its effort to secure the required more than JPY 10

billion for the 20-year restoration period. Specifically, it has collected admission fees, added fees for special museums, set up a donation program, procured MICE rental space income, offered seasonal events programming, and secured national subsidies. Examples of MICE and promotional events for revenue generation at Nijo Castle include a summer breakfast program in the WHS, space rental for wedding ceremonies and meetings, and exhibitions, festivals, and Japanese tea ceremonies.

(3) Dealing with Visitor Flow Challenges: Nijo Castle has faced difficulties with visitor flow, including queuing congestion and a poor waiting/entrance environment. However, as described above, incremental improvements have been delivered through a clear plan. A holistic approach addressing traffic management, visitor management, parking, entrance fees, waiting area environment, and visitor views has helped mitigate the issues. The plan to take further measures for improving services, such as introduction of advance tickets and electronic tickets, are under consideration.

2.3 Case 2 – WHS Kiyomizu-dera Temple



Source: Kyoto Prefectural Government

(1) Overview and History

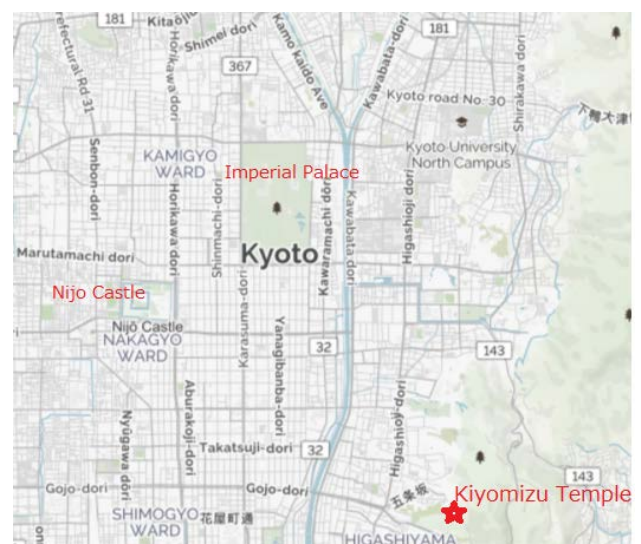
History: Founded in the eighth century, Kiyomizu-dera Temple is one of the oldest temples in Kyoto. Over the 12 centuries since the start of the Heian Period, Kiyomizu-dera Temple has been a sacred place for the worship of the deity Kannon, represented in the material work by the unique grandeur of the temple buildings and scenic surroundings. As a holy place where Kannon's great compassion prevails, the temple has long been open to citizens of all classes.

Kiyomizu-dera Temple is an integral part of Japanese culture, mentioned in many early and more recent literary works. History books and literature describe how large numbers of people have enjoyed visiting Kiyomizu-dera Temple throughout its history.

Since the temple's original construction, most of the buildings have been repeatedly destroyed by major fires. Thanks to the assistance of the temple's faithful, they were rebuilt time and time again. Most of the present buildings were reconstructed in 1633.

Location and Overview: Kiyomizu-dera Temple is located in the ward of Higashi-yama, literally meaning "Eastern Mountains." Kiyomizu-dera Temple covers an area of 130,000m² on the

slopes of Mt. Otowa. The temple buildings are laid out in an inverted L-shape and are arranged to make the best use of limited and constrained space.



Source: Google Base

Figure 2.20: Location of Kiyomizu-dera Temple

The temple receives 5 million visitors annually. The stage of the main building has an excellent view over the town, and allows visitors to see natural and seasonal attractions such as cherry blossoms and autumn leaves, as well as religious events. The surrounding town is bustling with

narrow streets and hundreds of shops and restaurants.

The temple's property management and ownership are under the Kiyomizu-dera Temple Association (a religious corporation). The temple has more than 30 buildings and monuments, and many of them are designated or registered as cultural property by the national, prefectural, or municipal government.

The main building was reconstructed in 1633 after a fire disaster. In 1994, Kiyomizu-dera Temple was registered as a component of "Historic Monuments of Ancient Kyoto" in UNESCO World Heritage.

(2) Site Management Plan

(2a) Conservation and Restoration Plan

Restoration Overview: For heritage buildings such as those at Kiyomizu-dera Temple, which are made of wood, clay, tile, and tree bark, deterioration is inevitable, and restoration and repair works are required. Kiyomizu-dera Temple is typically subject to three levels of restoration works:

a) Routine Repair: The Kiyomizu-dera Temple Association undertakes routine repairs for minor defects and covers all necessary costs. However, even such small repair work must be reported to the national government through the municipal authorities.

b) Mid-term Restoration and Repair: For semi-overhaul, including partial disassembly and bark thatched roof repair, work is typically required every 30 to 40 years.

c) Large-scale Overhaul Restoration: Every 150 to 300 years, a complete dismantle and reconstruction is required. Roof tiles require replacement every 100 years. In addition to the financial burden of an overhaul restoration, the availability of traditional materials, techniques, and skills is a big issue.

Key Restoration Techniques and Examples of Recent Restoration Works

Discovering and Restoring the Original Design: Significant efforts have been made to check the original design of each building and the changes in the design over time. When dismantling and disassembly restoration is undertaken, the disassembled parts are carefully examined and analyzed.

If the heritage study reveals that the current structure is a result of significant modification and not the original, heritage engineers prepare

drawings of the original construction to help in restoring the building to its original state.

One recent example is the restoration work on the Amida Hall (Amida-do) roof. The Amida Hall is a building dedicated to Amitabha Tathagata. When a survey was undertaken for dismantling and repair, it was discovered that before the current tiled roof structure (see Figure 2.21), there used to be a thatched roof with cypress bark.



Source: Kyoto Prefectural Government

Figure 2.21: Amida Hall Before Overhaul Restoration (Modified Tiled Roof)

To return the building to its original condition (see Figure 2.22 below), the Kiyomizu-dera Temple Association along with the Kyoto Prefectural Government undertook major restoration works

This involved the traditional craft of restoring the hiwadabuki roof covered in cypress bark to protect the building from rain and wind. The cypress bark is peeled from a cypress tree by an expert craftsman using a special technique called "motokawashi," which involves climbing the tree with ropes and peeling the bark. The hiwadabuki roof is then built by being covered with pieces of cypress bark, which are shifted into place little by little.



Source: Kyoto Prefectural Government

Figure 2.22: Amida Hall After Overhaul Restoration (Original Thatched Roof)

Enhancing Seismic Resistance: For all major restoration projects, every targeted building undergoes diagnosis to assess the level of



Amida-do Exterior – Before Restoration



Amida-do Exterior – After Restoration



Amida-do Interior – Before Restoration



Amida-do Interior – After Restoration



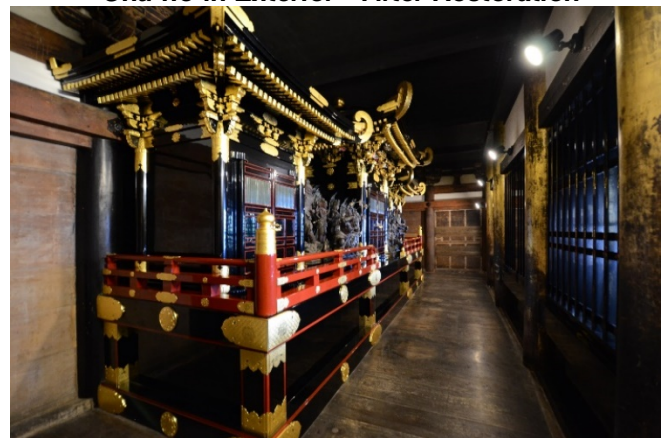
Oku-no-in Exterior – Before Restoration



Oku-no-in Exterior – After Restoration



Oku-no-in Interior – Before Restoration



Oku-no-in Interior – After Restoration

Source: Kyoto Prefectural Government

Figure 2.25: Examples of Restoration Works at Kiyomizu-dera Temple (Before and After)

(2b) Visitor Management Plan

Visitor Numbers: According to the Kiyomizu-dera Temple Association, the temple received 6 million visitors in 2016. The Temple Association currently estimates that this number is likely to drop to 5 million in 2018 due to the restoration works (in part because some visitors might think the temple is closed). On a typical peak-period day the temple receives 25,000 visitors; in the autumn, when evening viewing is allowed, this can rise to 40,000 visitors per day.

Even at the busiest times, as a religious site the temple cannot close its doors to visitors; but it does employ various measures to help manage visitor flow, access, and seasonality (spreading the peak), as described below.

Visitor Flow Management: The temple has a precinct of 130,000m² and can disperse visitors to many highlights across the premises. A one-way circuit helps to ensure a smooth flow of visitors. The circuit route is some 4m wide and can accommodate significant numbers of visitors.



Source: Kyoto Prefectural Government

Figure 2.26: Kiyomizu-dera Temple Site Illustration

Since the temple is located in a hilly area, there used to be many steps spread across the temple site. It took the temple 10 years to complete a flat/accessible circuit route convenient for wheelchairs as well as vulnerable pedestrians. Since every feature, including road gap and step, is a part of the cultural heritage, any change in the original form needs to be approved by authorities.

On the approach to the temple, the narrow streets of Highashi-yama in effect manage a steady flow of visitors. This historical town (profiled in a later case study) has many souvenir shops selling Kyoto dolls and Kiyomizu pottery in front of traditional houses. Some shops operate workshops in their backyards where they produce traditional crafts. Furthermore, the temple town, as the buffer zone and entrance to the WHS temple, is able with its narrow bustling streets to absorb crowds and aid the carrying capacity of the site overall.



Figure 2.27: Kiyomizu-dera Temple Narrow and Bustling Approach Streets

A Shop Owners and Business Society meets on a monthly basis, and the Kiyomizu-dera Temple Association works closely with its members. The society has good relations with tour operators and can provide the temple with useful information on tour operator patterns and issues. In turn, the temple provides the society with information on the restoration works and events.

The Kiyomizu-dera Temple Association deploys 10 attendants to help manage pedestrian and vehicle flow, more during special events. The Temple Association also has one in-house staff member in charge of pedestrian and traffic control planning; this person works closely with local businesses to establish and reconfirm the busy times and locations in order to position attendants in optimal locations.

Access Management: There is no train or subway station nearby. Individual tourists use city buses or taxis, and groups of visitors come on organized bus tours. The Kyoto City Government offers car parking but this is not sufficient in peak season. The parking currently includes spaces for 55 buses and 59 private cars across three parking lots. Parking is a serious challenge for the temple, and innovative measures are being considered to address it, such as having certain days for buses only.

More strategically, Kyoto City is promoting the city's walkability. As there are significant heritage clusters in Higashiyama ward, especially around the Kiyomizu Temple area, the Kyoto City Government has developed various mechanisms to assist with walkability in the area, including a well-planned and controlled townscape, traffic control, high-grade pavement, signage, and toilet facilities. If the Higashiyama area as a whole can better absorb tourists, it can help reduce visitor concentration at prominent tourist spots.

Peak Period and Seasonality Management:

Management of Community-led Night Viewing:

The temple's policy allows seasonal night viewing, which is managed not by the temple staff but by the temple town community. Nighttime ticket booth operation, safety, attendants, and equipment operation is managed by a community volunteer group while the temple staff goes home. Shops in the temple town open their business in accordance with this temple night shift. The temple town community does not receive any portion of the admission fee for the seasonal night shift.

The solidarity between the temple and stakeholders of the nearby town(s) in Higashiyama is mutually beneficial. While the admission fee to the temple is small, visitors spend much more in the area for food and drink, souvenirs, and tourist attractions. Both parties work together and maximize the local economic benefits.

Off-season Events: Winter is off-season for Kyoto's tourism industry, so Kiyomizu-dera Temple participates in initiatives led by Kyoto City and its affiliates that seeks to encourage visitors during the winter in order to reduce the gap between the high season and low season. Two examples of winter programming include:

- "Kyoto Winter Journey Campaign": Parts of the temple usually kept closed are opened for visitors.
- Annual events in winter: Frequent events are held in December-February, with event information disseminated across different media.

Ticketing:

History of Admission Charge: Many temples in Japan have parishioners or dedicated temple supporters. They financially support the temple while the temple preaches to them and holds funerals or memorial services for their family members. However, some famous temples, including Kiyomizu-dera, do not have parishioners. Throughout its history, Kiyomizu-dera has survived through the patronage of prominent

figures as well as through money provided by visitors (donations). It is common practice in Japan for visitors praying at temples and shrines to give a monetary donation in offering boxes.

Until 1950, admission to Kiyomizu-dera was free. Then the catastrophic Typhoon Jane hit Kyoto and Kiyomizu-dera, damaging many of the temple's building and forcing the temple to borrow money to recover from the devastation. For the first time in its history, the temple introduced an admission fee system, of JPY 10 per person. As a result of collecting admission revenue, the temple was able to pay back its debt. The Kiyomizu-dera Temple Association then set up a dedicated emergency fund to prepare for future shocks and stresses, and it still maintains and replenishes this fund to this day.

Admission Charge and Total Amount: The current admission ticket fee is JPY 400 for adults and JPY 200 for children. No group reductions or other exemptions or discounts are available. Approximately 10% of visitors who come to Kyoto also visit Kiyomizu-dera. Thus if Kyoto receives 60 million visitors per year, the temple can expect around 6 million visitors per year. Annual admission revenue is some JPY 2 billion. After subtraction of management and operation costs, the temple can replenish its restoration and emergency funds.

Fire Prevention and Safety Measures: Fire prevention and safety is a critical challenge for Kiyomizu-dera Temple. Historically the temple has suffered from large-scale fire damage over 10 times. Over a long period of time, a comprehensive fire prevention system has been developed that is also unobtrusive for visitors, as profiled below:

Water Tank and Hydrant Pipe: A water tank with a volume of 600 tons is located on the rear hill of the temple, and a hydrant pipe network of 4km is drawn from the water tank to the heritage buildings. This system has town engine pumps that work without electric power supply. Another water tank – with a volume of 1,500 tons and belonging to the Kyoto City Government – is located nearby to the south of the temple. This Kyoto City Government hydrant system can be connected to the temple piping.

Fire Engine Access: There is one access road to the temple for fire engines (parallel to the main and narrow busy shopping street). However, access has been a challenge in the past, as the final 10m to the temple were steep steps. These were converted to a road slope to provide better access. Access for fire engines was also improved by widening the route. The Kyoto Prefectural

Government is looking to widen other access routes to the site in the future.

Lightning Rods: Lightning strikes to the heritage structure are common, so lightning rods are used and maintained to prevent fire damage.

Roof Sprinklers: Some of Kiyomizu-dera Temple's major heritage buildings have roofs thatched with cypress bark, which easily catches fire. These buildings are equipped with specialized roof sprinklers.

Local Security Brigade and Drill: The temple together with the **Shop Owners and Business Society** organizes a volunteer security brigade. Periodically the security brigade undertakes drills for firefighting, visitor evacuation, and first aid.

Disaster Management and Safety Measures: Earthquakes have done substantial damage to the temple land and buildings in the past. When major conservation works are undertaken today, the target building structures are diagnosed in detail from a seismic risk/strength perspective. If the strength is not sufficient, structural enhancement is planned, first utilizing conventional methods and then if needed adapting more modern technologies so they can be concealed.

The groundwork of traditional buildings is made of tamped earth and gravel, with the foundation stones simply laid on the basement and the pillars placed on the foundation stones without binding. With this traditional method, there is a high chance of sinkage, and strong winds can damage the pillars. Thus, as part of the conservation work of the Nio-mon Gate (Two Deva Kings Gate) that is exposed to strong winds, whilst maintaining the original traditional methods, minimum contemporary improvements were introduced - reinforced concrete was adapted to the groundwork for measures against wind, and foundation stones and wooden pillars were then fixed with steel connectors.

This temple is built in a hilly area, where heavy rains and earthquakes can lead to landslides that damage property and endanger human lives. In response, the Temple Association and local communities manage and take care of steep slopes and take care of forest management on the rear mountains to help mitigate the issue.

(2c) Institutional Arrangements

Kiyomizu-dera Temple Association: The temple's property management and ownership is under the Kiyomizu Temple Association, which is a religious corporation with eight monks and around 100 full-time and part-time staff. Ten staff

are assigned to the Temple Association Office, with the rest deployed on site. Their task demarcation is flexible, and the Temple Association does not define departments and sections as such. Tasks include property maintenance, external relations, religious and tourist events, ticketing, visitor management, and attending. At top-level management, three monks as temple executives oversee all aspects.

Higashi-yama Area Stakeholders: Kiyomizu-dera Temple Association undertakes consultation with key stakeholders in the town area (Higashi-yama). Three notable examples include:

- Consultation with citizens living on the surrounding mountainside who carry out regular maintenance of the mountainside buffer zone (citizen led).
- Consultation with local businesses through the local Shop Owners and Business Society, who assist with monitoring of visitor numbers and flow and with management issues and mitigation.
- Community-led management of night viewing (as earlier described).

Kyoto Prefectural Government: The Kyoto Prefectural Government has had a relationship with the temple for more than 120 years. Its role is chiefly twofold:

- **Restoration Technical Assistance:** Long-term restoration planning, in-house design and engineering, and supervision of contractors
- **Restoration Financial Management:** Subsidy application to central government, the Prefectural Government's financial support, and appropriate price management of contractors, etc.

In 2008, following the preparation of the Long-Term Restoration Plan (2008-2018), the Kyoto Prefectural Government set up a dedicated site office for the series of restoration works. The number of stationed government staff ranges from 2 to 10 heritage conservation experts/engineers, depending on the requirements of the current works.

Furthermore, from time to time the Temple Association pays for additional contracted technical expertise to support the Kyoto Prefectural Government when the volume of restoration works is very large.

Operations and Maintenance: Day-to-day maintenance work of the heritage buildings is carried out by an in-house carpenter, with the temple covering all costs. Cleaning of the premises and heritage buildings is also

undertaken by temple staff. In addition, school excursion groups sometimes offer voluntary cleaning services. Other operations and maintenance measures around fire and disaster management have been described above.

(3) Lessons Learned

(1) Decentralized Ownership and Legacy: The temple's property management and ownership are under the Kiyomizu-dera Temple Association (religious corporation), not the city or prefectural government. The temple's monks and staff have a strong sense of ownership and dedication to the site, which drives their excellent management and restoration of more than 30 buildings and monuments. Alongside other local stakeholders of the temple, including temple town residents and the Kyoto Prefectural Government, the legacy and traditions of Kiyomizu-dera Temple dating back over 1,200 years are being carefully passed down to future generations.

(2) Long-Term Planning and Preparation: Ongoing restoration works are based on a comprehensive 10-year plan (2008-2018) that is supported by the Agency for Cultural Affairs, part of the national government. A shift has been effected from piecemeal restoration to a more comprehensive approach. The temple's heritage structures need regular and specific intervals of skilled repair and restoration; therefore long-term planning and implementation of restoration work is essential for efficient heritage protection. The Kyoto Prefectural Government also has its own in-house restoration experts to advise, support, and supervise works, which contributes to smooth and high-quality restoration.

(3) Collaboration with the Public Sector: The temple keeps a close relationship with relevant local and national authorities, including the Kyoto Prefectural Government and the Agency for Cultural Affairs, particularly to deliver successful restoration works. However, there have been some challenges; for example, the temple wanted to set up a barrier-free accessible visitor route on the site using universal design, but this took many years of negotiation and approvals until it was finally completed.

(4) Tourism Effects and Socioeconomic Impacts: Kiyomizu-dera Temple and its temple town in Higashi-yama are close allies. Together,

they address disaster risk management and handle nighttime visitor operations. The temple town, as the buffer zone and entrance to the WHS temple, absorbs crowds to aid the carrying capacity of the site. The shopping area of the temple increases tourism expenditures and contributes to the economic growth of the city. This will be further explored in the next section, Case 3 – Higashi-yama (surrounding area of WHS Kiyomizu-dera).

In terms of socioeconomic impacts, the large-scale restoration works at this heritage site offer some benefits: they have helped invest in jobs, particularly in local skills such as specialist traditional carpenters. The cultural value and social benefits of the preservation of Kiyomizu-dera Temple heritage include conserving this important site for future generations and providing a pleasant and educational place to experience local cultural heritage. Many school children visit the site each year.

The benefits of investing in heritage for livability, job creation, and local economic development in the temple town area include spillover effects of tourism on local economic development; these will be further discussed in the Higashi-yama case study. The many tourists moving through the narrow streets of the temple town help to maintain jobs in the area's shops and restaurants. Close cooperation of the local community through the Temple Town Association helps maintain a balance of benefits for both visitors and residents.

The association is active and supports historic preservation, a sense of community, and local identity. The cultural value of the historic area and WHS is embraced and cherished. A good balance is thus maintained between the livelihoods of residents, community collaboration, heritage legacy, and local economic growth.

(5) Fire Prevention and Safety Measures: Fire prevention and safety is a critical challenge for Kiyomizu-dera Temple. Historically the temple has suffered from large-scale fire damage over 10 times. Over a long period of time, a comprehensive fire prevention system has been developed that is also unobtrusive for visitors.

2.4 Case 3 – Higashi-yama (Surrounding Area of WHS Kiyomizu-dera Temple)



Source: <https://www.klook.com/zh-TW/activity/632-kyoto-backstreet-cycling/> Temple Town View from Kiyomizu-dera Temple

(1) Overview

Introduction and Linkage with Kiyomizu-dera Temple:

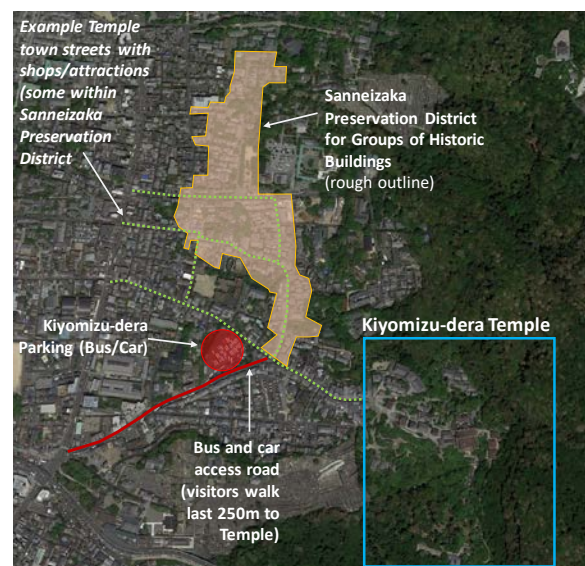
Case 3 focuses on the town area surrounding the WHS Kiyomizu-dera Temple (Case 2) in Higashi-yama. With the temple receiving up to 40,000 visitors per day in the busiest season and some 5-6 million visitors per year, the temple town and the surrounding area hold great importance. The close relationship between the temple town and Kiyomizu-dera Temple – in terms of socioeconomic benefits, cultural heritage, and urban regeneration as well as community collaboration – will be discussed.

The area itself is an important historical townscape. It lends itself to study because of the comprehensive way that townscape conservation and management around the WHS are handled – that is, in a way that relates to the livelihoods of residents, community collaboration, heritage legacy, and local economic growth.

Location: The area of Higashi-yama, literally meaning “East Mountains,” holds a cluster of historic temples and shrines. The WHS Kiyomizu-dera Temple itself is located on the eastern hillside of Higashi-yama. On the approach to the temple, the narrow streets of the Higashi-yama area in effect manage a steady flow of visitors. Furthermore, the temple town, as the buffer zone and entrance to the WHS temple, has narrow

bustling streets that absorb crowds and aid the carrying capacity of the site overall.

Figure 2.28 outlines the location of the area of focus near the WHS Kiyomizu-dera Temple, including the narrow streets of the temple town area with many shops and attractions. It also shows the Sanneizaka district designated as a “Preservation District for Groups of Historic Buildings,” which will be profiled in more detail in this section.



Source: Google Earth base map

Figure 2.28: Higashi-yama (Surrounding Area of WHS Kiyomizu-dera)

(2) Scoping

Vision and Importance: This case study focuses on the area in the vicinity of the WHS Kiyomizu-dera Temple to better understand a key example of Kyoto City's conservation of the environment around its most important cultural heritage sites as well as townscape. Kyoto has long sought to protect the area's heritage value, including its surrounding landscape, and to conserve and improve the townscape of the temple town. The proud and rich heritage and dignity of Kiyomizu-dera Temple must be maintained in line with sustainable prosperity of the temple town. To achieve this sensitive balance, stakeholders – including the Kiyomizu-dera Temple Association, Temple Street Association, businesses, residents, tour operators, tourists, and Kyoto City Government – have cooperated for the good of all.



Source: Temple Street Association

Figure 2.29: View from the Temple town

Back in 1993, the new master plan of Kyoto City set out an overarching vision, plan, and policies for the revitalization of Kyoto. More specifically, in terms of the relationship between cultural heritage and urban regeneration, it was critical for Kyoto to pass down to future generations the unique natural scenery and cultural heritage that it had developed over the course of 1,200 years. A key policy designed to achieve this goal was the Conservation of Historical Landscape and Creation of Surpassing Urban Landscapes. This policy included conservation of the area's historical townscape, including Higashi-yama.

Key planning and policy initiatives of the Kyoto City Government recognize the importance of Higashi-yama and its Kiyomizu-dera Temple town in maintaining, preserving, and shaping the area, as described in the next section.

(3) Planning

Overview: The temple town in Higashi-yama surrounding the WHS Kiyomizu-dera Temple falls under the integrated and holistic planning and policy approach adopted by Kyoto City for conserving historic urban landscapes using

tailored policy tools. One such tool is the comprehensive 2007 Landscape Policy, which covers building height, design of buildings, surrounding scenery and views, outdoor advertisements, and historical streets.

The various policies and regulations that help conserve this important historic townscape, which lies in the shadow of a showpiece WHS, are introduced below:

(A) Land Use Zone: The temple town area is designated as “2nd Residential District” whose accepted land uses are residences including apartments, shops (less than 10,000m²), offices, public facilities, some amusement facilities, factories (less than 50m² if motorized equipment is used), garages (less than 300m²), and others. Prohibited land uses are cinemas, theaters, nightclubs, storehouses for storage businesses, and others. Buildings are regulated with the following conditions:

- Building coverage ratio: maximum of 60%
- Building floor ratio: Not more than 200%
- Building height: Not more than 12m

(B) Surrounding Scenery and Views: To protect the views of natural and historic scenery in Higashi-yama within 500m of the WHS Kiyomizu-dera Temple, the temple town is designated as a “Surrounding Scenery and View Area.” This ensures strict regulations for design are used (Figure 2.30).



Source: Kyoto City Government

Figure 2.30: WHS Kiyomizu-dera Temple View Preservation Control Area (500m from Temple)

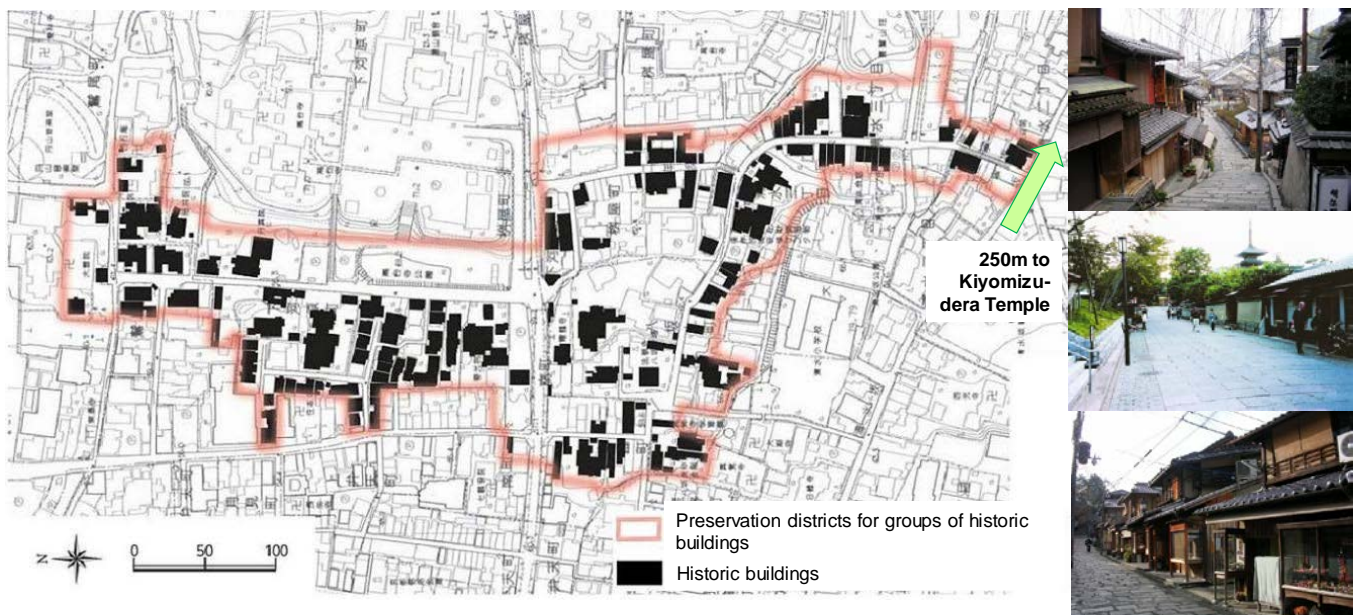
This ordinance regulates the form, design and color of buildings in a 500m buffer zone visible from the Kiyomizu-dera Temple premises.

(C) Landscape District Design Standards: The temple town area is designated as an “Aesthetic

Landscape District (Historical Heritage).” This designation is used to ensure the conservation of townscapes in WHS urban environments and their vicinity, and includes building design regulations fine-tuned with the local characteristics.

(D) Preservation Districts for Groups of Historic Buildings: The Sanneizaka area of Higashi-yama is designated as a Preservation District for Groups of Historic Buildings. This preservation system was first defined by the Cultural Property Protection Act and Kyoto City ordinance (1972) of the same name, with the Sanneizaka district designated in 1976.

In order to develop the needed preservation policy and design codes, the Kyoto City Government prepared the Plan for Sanneizaka Preservation District of Historic Buildings, which includes a subsidy scheme for conservation works. Sanneizaka is one four such preservation districts; the others are Gion Shinbashi (Kagai), Saga Torii Moto (Shrine Town), and Kami Gamo (Shrine Town). The historic buildings of Sanneizaka are shown in Figure 2.31.



Source: Kyoto City Government

Figure 2.31: Sanneizaka, Higashiyama: Preservation Districts for Groups of Historic Buildings

(E) Special Restriction District for Outdoor Advertisements: The Sanneizaka area also became designated as a Special Restriction District for Outdoor Advertisements. The goal was to ensure that outdoor advertisements considered the local characteristics of the area.

(F) Kyoto City Project of Underground Electric Cables: Like buildings and advertisements, power cables and utility poles have a great impact on historic townscapes. Kyoto City thus deployed a Power Pole Elimination Plan, with priority given to areas with perspective landscapes, such as the vicinity of the World Heritage sites and historical landscape preservation areas. Electric poles were eliminated from the Ninenzaka and Sanneizaka districts of Higashi-yama.

(G) Monitoring and Inspection – Field Survey Report (2014): In 2014 the Kyoto City Government undertook a townscape field inspection survey analysis for 61 cultural property areas/locations (prominent temples and shrines), including the temple town area of Higashiyama.

A field survey was undertaken, including a photo survey, to better understand the area in terms of core heritage, view from the heritage site and entrance point, old and new buildings in the buffer zone, etc. A map and aerial photo survey were undertaken in order to compare images over a 100-year period and showcase stages of development.

City plans and policies for the area were monitored and inspected, including land use designations, building height, building type, view preservation, and scenic control.

The information fed into review meetings of a technical panel that dealt with issues and problems and identified any required additional measures for preserving the historic landscape. As a result, it was found that a large number of sites could affect the streetscape on Kiyomizudera Temple Street even within the scope of regulation.

(4) Financing and Implementation

(A) Organization: The key Higashi-yama area stakeholders include:

- **Temple Town Association**, a society of shop owners and businesses that assist with monitoring of visitor numbers and flow and with managements issues and mitigation.
- **Citizens of the temple town** who maintain and conserve their buildings.
- **Citizens of the surrounding mountainside**, who carry out regular maintenance of the mountainside/buffer zone.
- **Kiyomizu-dera Temple Association**, as described in the previous case study including the collaboration for Community-led Night Viewing Management.
- **“The Society Full of Passion for the Ancient Capital,”** an association organized by local residents for the preservation of the Masuya-machi area; these efforts are mostly covered by Preservation Districts for Groups of Historic Buildings at Sanneizaka, as discussed above. The Kyoto City Government registered this association as a local townscape promotion council, and the association elaborated a local townscape plan in 2013. Anyone wishing to develop land or construct a building must consult this association before submitting any application to the city.

(B) Disaster prevention: The Kiyomizu-dera Temple Association and the Temple Town Association have a Joint Security Brigade to safeguard and protect the heritage assets and visitors. The brigade conducts regular drills. The forest-covered mountains to the north, east, and south of the temple, which used to be temple property, were recently transferred to the central government. Good conservation of forest land is important to prevent landslides, and the Temple Association with volunteer groups takes care of this land.

(C) Visitor Management: As introduced in the Kiyomizu-dera Temple case study, the temple town area has an important role to play in visitor management and carrying capacity, with some examples provided below:

- **Traffic/Pedestrian Control:** When the temple town is extremely crowded, Kiyomizu-dera Temple and the Temple Street Association dispatch 10 attendants to help manage pedestrian and vehicle flow, more during special events, at the major points of the temple town.

- **WHS Carrying Capacity:** The temple town, as the buffer zone and entrance to the WHS temple, absorbs crowds and aids the carrying capacity of the site. The temple town community also assists with nighttime visitor operations.
- The Temple Street Association also promotes manners education for visitors and handles solid waste management in the area.

(D) Walkable City: More strategically, Kyoto City is promoting the city’s walkability. In the autumn sightseeing season, traffic is regulated throughout the city. Visiting by car is restricted, and the number of cars running between the central area and the periphery is controlled by park-and-ride. As there are significant heritage clusters in Higashiyama ward, especially around the Kiyomizu Temple area, the Kyoto City Government has developed various mechanisms to assist with walkability in the area, including a well-planned and controlled townscape, traffic control, high-grade pavement, signage, and toilet facilities. If the Higashiyama area as a whole can better absorb tourists, it can reduce visitor concentration at prominent tourist spots. The Kyoto City Government promotes walking tours or pilgrimage trips to famous spots using city bus to gain access. Signage and maps of visiting routes, available in printed form, online, and via apps, are tools used to help facilitate walking tours.

(E) Townscape Conservation: The Kyoto City Government provides the policy and regulatory framework for controlling the townscape and buildings. Thus most of the city’s costs for the temple town conservation are related to administrative work, including applications, examinations, inspections, surveys, permissions, and confirmations.

However, for the important heritage areas in Preservation Districts of Groups of Historic Buildings such as Sanneizaka, the Kyoto City Government provides a financial and technical support scheme. Improving and repairing building facades and roofs would be subsidized at 80% of its cost up to JPY 6 million per application. In the last 10 years, this subsidy scheme has provided between JPY 25 million to JPY 40 million per year.

(5) Outcomes and Impact

Historic Preservation: The Kiyomizu-dera Temple town, scattered with many small temples, shrines, and historic heritage in its niche corners and pockets, is a very rich cultural heritage asset for the city. The landscape regulation concepts for the temple town seek not only to avoid disturbing the townscape around the temple, but also to

conserve and improve the temple town's "Kyoto-ness" as a heritage area itself.

Tourism Revenue and Socioeconomic Impact:

If the tourism businesses in the WHS Kiyomizu-dera Temple buffer zone (temple town area) were solely dependent on the temple and made no effort to improve their value and input to cultural heritage, tourists' expenditure in this area would be much smaller overall. For example, admission to the temple is JPY 400 per adult and one hour is sufficient time to visit the standard circuit. But, tourists stay much longer and spend more in the buffer zone, renting kimono (at around JPY 4,000), eating a meal, or shopping for souvenirs.

The Kyoto City Government Tourism Survey 2017 found that admission fees (JPY 67 billion) as a share of the total tourist expenditure of Kyoto (JPY 1,086 billion) is just 6.23%. The Kiyomizu temple town looks to take full advantage of this leverage effect. The large number of tourists moving through the narrow streets of the temple town suggests the significant spillover effects of tourism on local economic development and on maintaining jobs in the local shops and restaurants.

The area promotes and maintains localized cultural industries that are very important for the temple town, with many souvenir shops selling Kyoto dolls and Kiyomizu pottery in front of traditional houses. Some shops operate their workshops in their backyards where they produce traditional crafts. A careful balance is needed, and the income for local businesses has not led to a scrap-and-build type of development to maximize revenue. Instead, the Temple Town Association is active and supportive of historic preservation, sense of community, and local identity. The cultural value of the historic area and WHS is embraced and cherished. This maintains a good balance between the livelihoods of residents, community collaboration, heritage legacy, and local economic growth.

Dispersing Visitors and Managing Carrying Capacity:

As discussed, since the temple town itself is a unique and popular tourist zone in addition to the WHS temple, it carries a large number of tourists within its narrow streets and corner areas. The buffer zone accommodates many more visitors than the core heritage zone. This mitigates severe visitor concentrations at the WHS. In the temple town area, motor vehicles are restricted at the last part of the approach road to the temple, which facilitates smooth and managed visitor flow up to the site entrance.

(6) Lessons Learned

(A) Local Ownership and Joint-working: The area itself is an important historical townscape. It lends itself to study because of the comprehensive way that townscape conservation and management around the WHS are handled – that is, in a way that relates to the livelihoods of residents, community collaboration, heritage legacy, and local economic growth. Again, Kyoto City Government provides the overarching regulations, laws, and policies, while the local community, through the Temple Town Association, takes a proactive role in landscape conservation and traditions. The association is a strong partner of the Kyoto City Government, and the two work together to ensure community-led urban regeneration and preservation, WHS site management, visitor management, and disaster risk management.

(B) Monitoring of Regulation Compliance: The temple town of Kiyomizu-dera Temple has been preserving its own historic townscape for decades. Even so, the Kyoto City Government continues to closely monitor and survey the area in a collaborative way for compliance with its regulations on land use, building height, building coverage ratio, floor area ratio, and building design. This monitoring confirms compliance or highlights gaps or issues that need to be addressed.

(C) Sustainable Business Prosperity: The temple town is crowded with 5-6 million visitors per year. Without a strategic mindset and holistic focus on the legacy of "Kyoto-ness," the city could be at risk of larger investments in larger shops, restaurants, and hotels to secure maximum profit. This approach can be found elsewhere in Japan and around the world. However, in the temple town area, business owners fully recognize the importance of preservation and heritage and the contribution they make, and therefore do not attempt to earn more money at the cost of damaging the unique townscape. This demonstrates big-picture thinking and strong civic pride.

(D) "Walkable Kyoto": The Kyoto City Government is promoting walkability, and the temple town area is a good example of this in practice. Kiyomizu-dera Temple has limited city parking for tourists coming by bus or car. Even these tourists need to walk the last 250m to the temple. The temple town is not just an approach or buffer zone but is a tourist zone itself packed with historic townscapes, shops, and restaurants. The walkable nature of the area helps absorb tourists and mitigates overcrowding at the WHS. Furthermore, the longer tourists stay in the temple town area, the greater the contribution to tourism revenue and local economic benefits.

2.5 Case 4 – Downtown Area



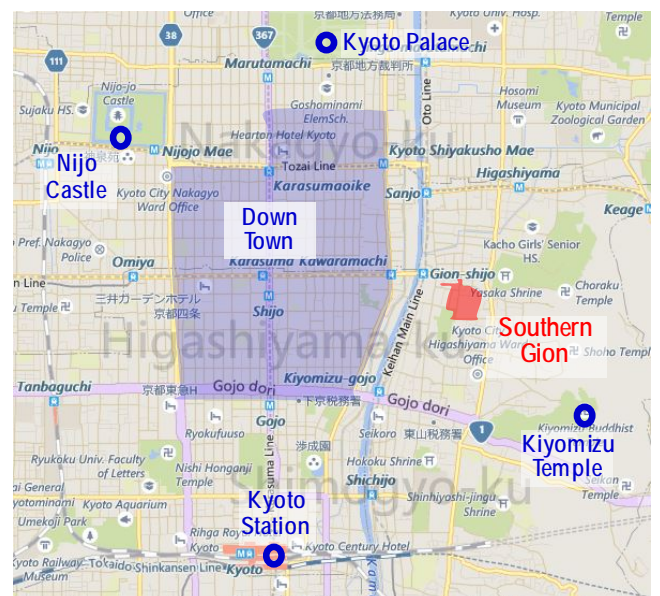
Source: Kyoto City Government

(1) Overview

Introduction: The case study of Kyoto's Downtown will profile how the urban regeneration and preservation of a historical area with many Kyo-machiya has been approached comprehensively and in a way that is related to the livelihoods of residents, community collaboration, heritage legacy, and local economic growth.

Location and History: The Downtown area is part of Naka-gyo (literally Central Kyoto) and Shimo-gyo (literally Lower or Southern Kyoto), close to the Imperial Palace, Nijo Castle, and Gion Kagai. The land area is approximately 152 ha.

This area has been the business center of Kyoto from medieval times. Traditional Kyoto communities have always had a meeting place, and in 1869, communities established 64 primary schools as facilities attached to their meeting places. These were the first primary schools in Japan. The Meiji Imperial Government issued a School Order to establish primary schools in 1873.



Source: Google base

Figure 2.32: Downtown Location Map

(2) Scoping

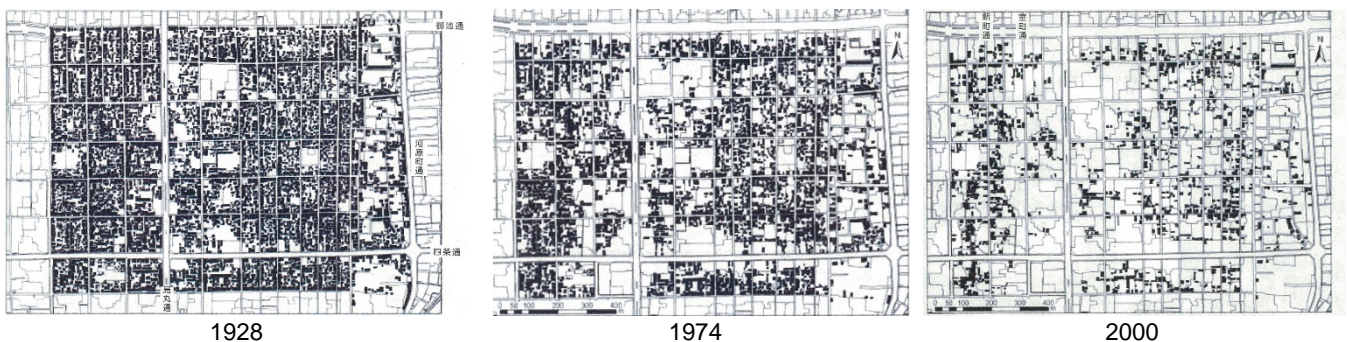
Development Pressures and Changes: Rapid economic growth after World War II facilitated a scrap-and-build type of urban development in Downtown Kyoto. During the economic growth era, policy makers became aware that the Downtown was suffering from depopulation and loss of historic buildings such as Kyo-machiya.

Figure 2.33 and Figure 2.34 help illustrate how many of the historic Kyo-machiya were lost or replaced with modern buildings. With this trend, and without sufficient countermeasures, the identity of the city – its “Kyoto-ness” – was eroding rapidly. For example, building height was limited along the major roads to 45m, which allowed 15-story buildings.

Population also showed significant change. Population of the Downtown in 1995 was just approximately 40% of that of in 1955. This drastic decline and issues helped motivate the city to deliver a step-change in urban restoration and protection as described in Chapter 1, with a key focus on the Downtown.

Core Efforts and Programs: Chapter 1 introduced the comprehensive and holistic efforts made by the city for urban regeneration and presentation. Programs particularly relevant for the Downtown area will now be summarized, including:

- Building height control
- Workplaces and residence coexistence
- Kyo-machiya preservation



Source: Kyoto City Government / Ritsumei-kan University

Figure 2.33: Decreasing Kyo-Machiya in Kyoto Downtown



Source: Kyoto City Government / Ritsumei-kan University

Figure 2.34: Development & Building Height Pressures on Kyo-Machiya, Downtown

(3) Planning

Kyoto City Master Plan (2012-2025): The Downtown has an important position in the Kyoto City master plan, which aims to improve the area’s attractiveness to create a vivid city center. The Kyoto City master plan has development concepts for 13 districts, including the Downtown, which is called the “District of Workplace and Residence Coexistence.” This concept for the development of the Downtown is described below.

Downtown Workplace and Residence Coexistence Plan (1998): The Kyoto City Government formulated a “Downtown Workplace and Residence Coexistence Area Guide Plan”

back in 1998. This was a comprehensive concept plan for downtown revitalization that required the collaboration of many city government departments and stakeholders. It included eight approaches to achieve the prospective livable town:

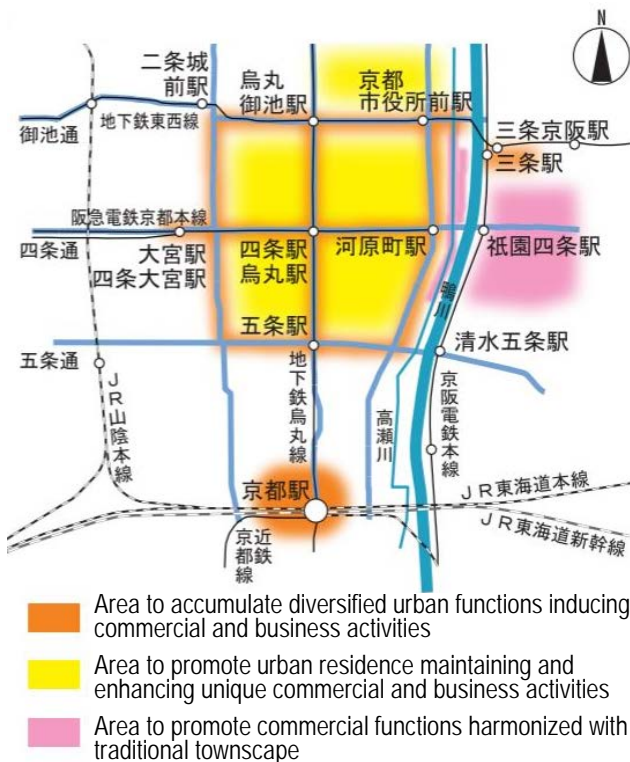
- Practical use of “Detailed District Plan with Stakeholders’ Collaboration” scheme
- Development of a Kyo-machiya conservation system
- Regeneration of neighborhoods
- Securing of attractive townscape
- Securing of routes for walking
- Unique style of downtown habitation
- Improvement of disaster countermeasures

- Institutional building of downtown

To realize this plan, the Kyoto City Government established a “Conservation and Regeneration of Downtown Committee,” which met seven times from January 2001 to April 2002 to discuss the following topics:

- Direction of new historic townscape of Kyoto;
- Preferable environment for downtown habitation; and
- Policies for conservation and regeneration.

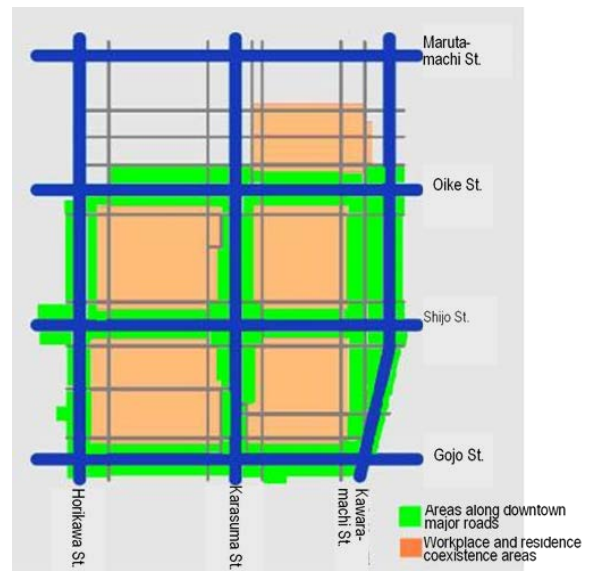
The recommendations submitted by the committee included stricter height control, imposition of townscape control, application of a special (mixture-type) use zone, and others. This comprehensive policy has since been supported by relevant schemes, examples of which are described below.



Source: Kyoto City Government

Figure 2.35: Downtown Development Concept – Kyoto City Master Plan

Building Height Control: The 2007 Landscape Policy brought in stricter building height limits, particularly in the Downtown, to help preserve and recover the unique townscape of Kyoto, including its Kyo-machiya. The policy lowered the maximum heights for buildings in historical city areas, including the Downtown, as shown in figure 2.36.



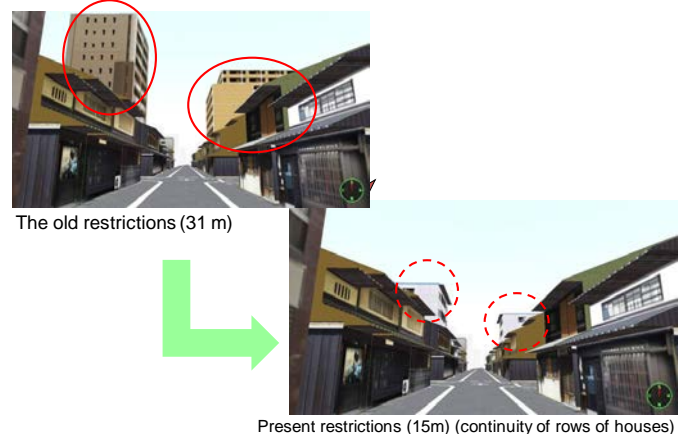
Source: Kyoto City Government

Figure 2.36: Stricter Building Height Controls in the Downtown

The green areas of the above figure are the areas alongside major roads in the business area, where the height limit was reduced from 45m to 31m. The orange areas in the figure are classified as the “Workplace and Residence Coexistence Areas.” Here the stricter controls reduced the limit from 31m to 15m. For example, when an existing 10-story apartment building or a 31m building needs reconstruction in the future, only a 5-story reconstruction is permitted.

These strict changes can be said to impact on individuals’ property rights, and in the Downtown there were some fierce objections. But the city conducted close consultation with stakeholders, and the regulation was finally imposed with the consensus of citizens.

As suggested in the figure below, the stricter building height controls in the historic Downtown play an important part in preserving the historic landscape by allowing for better harmonizing with the Kyo-machiya buildings.



Source: Kyoto City Government

Figure 2.37: Stricter Building Height Control Simulation in the Historical Downtown Area

Kyo-machiya Conservation in the Downtown:

Overarching Planning and Policy Framework: The conservation of Kyo-machiya in the Downtown benefits from the overarching planning and policy framework put in place by Kyoto City Government. As discussed, through the 2007 Landscape Policy and related ordinances, laws, and policies, the city established a strong and comprehensive framework for preservation of its historical townscapes, including Kyo-machiya. Moreover, the Kyoto City Government also provides a comprehensive supporting system alongside the legal and policy framework, including financial, technical, and consultation support; private sector participation; and measures to help Kyo-machiya owners and local people took a lead, to ensure that the historical buildings' legacy will continue.

Kyoto Center for Community Collaboration (KCCC): As discussed, KCCC has been given a key role in delivering the enabling environment for Kyo-machiya preservation and legacy, and it is very active in the Downtown area. It uses a bottom-up approach, targeting houses and stakeholders that need the most support. A reminder of KCCC's functions – which greatly benefit the Downtown – is given here:

- **Comprehensive support for the activities of citizens – Kyo-Machiya Restoration**
 - Kyo-machiya consultation
 - Kyo-machiya database
 - Kyo-machiya legacy network
- **Preservation and restoration**
 - The Kyo-machiya Machizukuri Fund:
 - Community Development Crowd Funding Support Project
 - Survey of historic building candidates:
 - Kyo-machiya records
 - Funding management
- **Dissemination of information**
 - Urban landscape development workshops and symposium
- **Exchange and cooperative activities**
 - Kyo-machiya inheritance network
 - Cooperation with the World Monuments Fund
- **Urban landscape maintenance operation**
 - Assignment of experts to provide relevant information, counseling, and other assistance

Examples of Kyo-machiya that have been renovated in the Downtown under the Kyo-machiya Development Fund are shown in the figure below (before and after the restorations).



Hachimanyama Kyo-machiya Before Restoration



Hachimanyama Kyo-machiya After Restoration



Kobayashi Kyo-machiya Before Restoration



Kobayashi Kyo-machiya After Restoration

Source: Kyoto Center for Community Collaboration (KCCC)

Figure 2.38: Kyo-Machiya Development Fund Restoration Examples, Downtown

Challenge in Urban Living: KCCC recognizes the challenge posed by changes in living environment for urban residents in Kyoto, including construction of accommodations with increase in tourists, rapid increase in minpaku or vacation rentals, and increase in real estate values, all in the context of the year-on-year decline of Kyo-machiya, the decline in local industries, and shrinking downtown population. However, a key purpose of the comprehensive systems for planning and community support detailed above is to make communities in historic areas more resistant to various rapid changes and protect the city's proud tradition and heritage. Specific measures include the aforementioned Kyo-machiya Legacy Network, Kyo-machiya Records, financial support for preservation and maintenance, and consultation and collaboration with local communities.

Moreover, the overarching purposes of the Landscape Policy 2007 and its sister ordinances and plans are to maintain and pass down "Kyotone-ness," to better utilize renovated houses for economic and cultural benefit, to pass on to new generations a culture of urban living, and to revitalize local communities.

(4) Financing and Implementation

Downtown Workplace and Residence Coexistence Areas: Local residents know the issues of their neighborhood better than government officers, so the Kyoto City Government dispatches experts to consult with communities. The city also uses subsidies to encourage residents to improve the area. The Kyoto City Government has been working on its policy for the Downtown using a variety of schemes, including:

- (a) Livability
 - Promotion of Kyo-machiya
 - Effective use of dead-end alleys
 - Human townscape that attracts tourists
 - Livable environment for each generation
- (B) Economy
 - Regeneration of traditional industries
 - Fostering urban venture corporation
 - Fixing and accumulation of diversified human resources
 - Promotion of urban business in connection with tourism
- (C) City planning
 - Application of the District Plan
 - Practical use of existing building stocks
 - Conservation and promotion of attractive townscape
 - Promotion of community participation for decision making
- (D) Disaster prevention

- Improvement of buildings against fire and earthquake
- Securing evacuation routes
- Installing equipment
- Disaster drills with participation of the community

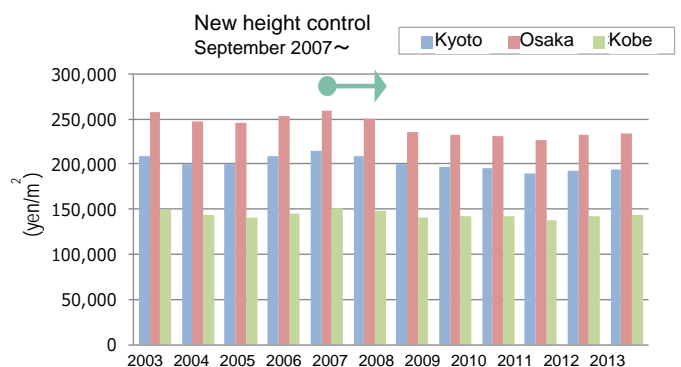
Building Height Control: This control is implemented by law and regulation however, the city does make careful preparations, such as inquiries to the City Planning Council, public hearings, and explanation meetings. Therefore necessary costs are related to administration only.

Kyo-machiya Conservation: The Kyo-machiya fund (originally JPY 150 million) to support renovation of the traditional houses in the city was set up by KCCC. This fund subsidized 80 Kyo-machiya renovations over the last 10 years at a cost of JPY 126 million. Many examples can be found in the Downtown area. In addition, many Kyo-machiya have been renovated with residents' own funds or bank loans. The Kyoto Shinkin Bank has a specific loan program for Kyo-machiya and has made some 130 contracts.

Gion Festival: As profiled in the next section (Case 5 – Gion Festival), the communities of the Downtown area have festival floats for the prestigious Gion Festival. Traditional Kyo-machiya designs have been applied to some of the Cho Kaisho, or community meeting places, in which these floats are stored and Shinto rituals are performed. KCCC funding was received for some of these projects.

(5) Outcomes and Impact

Stricter Height Control Impact on Land Prices: There was much debate about the potential impact of the stricter building height regulations. As shown in the graph below, the result since the new height control rules were implemented in 2007 has been largely neutral. Compared with Osaka and Kobe, the large cities in the nearby prefecture, land prices in Kyoto did not show a negative trend.



Source: Kyoto City Government

Figure 2.39: Land Price Trend

Kyo-Machiya Preservation and Value: Preservation and conservation of Kyo-machiya in the Downtown area has vastly improved in recent years. Because wooden houses more than 20 years old would normally have no value in financial institutions or in the real estate business, and because they cannot be used as security for purchasing or repairing Kyo-machiya, fundraising has been difficult, and the distribution and repair of Kyo-machiya has been hindered. However, this trend has been changing over the last five years. Kyo-machiya are now much more appreciated, and living in or operating Kyo-machiya is becoming more desirable. In fact, the demand for Kyo-machiya is becoming so high that finding a quality property to buy or rent is more difficult. The price of premises with Kyo-machiya has been rising both for those properties facing a wide road and those facing a narrow back road. With the value of Kyo-machiya widely and well recognized, conservation of this town heritage can now be achieved on a commercial basis as well as based on civic pride. This is a result of extensive efforts by Kyoto City Government and many relevant civic groups.

Socioeconomic Impacts: The case study of Kyoto's Downtown shows how the urban regeneration and preservation of a historical area with many Kyo-machiya has occurred through a comprehensive approach, one related to the livelihoods of residents, community collaboration, heritage legacy, and local economic development.

The planning framework for the area prioritized approaches seeking to achieve a more livable downtown and regenerate neighborhoods. The objectives of improving the livability of the downtown include enhancing it as a place where people of all generations like to visit, meet, live, work, and invest, linking heritage conservation and local economic development

For local economic development, key components included regeneration of traditional industries, fostering of urban venture corporations, and job creation, including promotion of urban business in connection with tourism. Promotion of localized cultural industries has also been important; it has generated opportunities for commercial initiatives, business expansion, and employment growth as well as providing increased incomes and widespread community benefits.

In some cases, adaptive reuse of historic buildings (Kyo-machiya) in this central location,

rather than their demolition and replacement with modern structures, has helped maintain the heritage of the area as well as developing and maintaining traditional industries. KCG's support for conserving Kyo-machiya has helped residents' efforts to improve their historic housing and also to support job creation and retention.

Downtown communities benefit from the cultural value and social benefits of restoring clusters of historic buildings, which include conserving heritage for future generations, strengthening the community's identification with its history, providing a pleasant and educational place to experience local cultural heritage, promoting community development, and maintaining traditional skills (e.g., specialist carpenters, etc.).

(6) Lessons Learned

Comprehensive Approach for Downtown Revitalization: Many cities are suffering from a declining downtown area. The Kyoto City Government confronted the challenge with careful and comprehensive preparation across urban, economic, and welfare policies. From the urban planning side, stricter height control and Kyo-machiya conservation are two major example efforts. However, the city recognizes the ongoing challenge and the need for continued effort.

Synergies with Cultural Heritage and Tourism: Kyoto is leveraging its cultural assets to deliver preservation and conservation as well as increase tourism and promote economic regeneration in the Downtown. It is doing this through a community-led approach that harnesses the civic pride arising from living in or operating a historic Kyo-machiya building.

Furthermore, as will be profiled in the next case study, the Downtown area is delivering synergies between urban regeneration and cultural heritage through the intangible heritage of the Gion Festival. This festival, a historic and prestigious activity carried out by local communities, has helped provide a focus point for successful community collaboration and the restoration of Kyo-Machiya in preserving the area's historic buildings, streetscape, and culture for future generations. In this way, local communities are directly supporting townscape improvement, and local events and the Kyo-machiya contribute to the identity of the area and the festival.

2.6 Case 5 – Intangible Heritage: Gion Festival



Source: Kyoto City Government

(1) Overview and History

In addition to temples and shrines, intangible heritage such as religious events and festivals are an important component of the identity of Kyoto City. One such example is the Gion Matsuri (Gion Festival), which takes place annually in Kyoto and is known as one of the three most important ritual festivals in Japan – alongside the Tenjin Festival in Osaka and the Kanda Festival in Tokyo.

The history of this event dates back to AD 869, when natural disasters and epidemics were common, and a ceremony to purify evil spirits was held. Then, during the medieval era, the festival became bigger, with parades of dozens of festival floats mounted with a symbolic weapon, establishing the festival as a popular attraction. During the Azuchi-momoyama Era (mid-16th century to early 17th century), merchants and their communities became more prosperous and in turn started decorating the festival floats with imported items such as luxurious carpets from Belgium.

The Gion Festival takes place during the whole month of July each year, with a series of services and events. The highlight of the festival is the float parade, which is conducted on July 17 and July 24. Each of the 33 communities in downtown Kyoto prepares its own float and participates in

the parade. These communities play a pivotal role in maintaining the festival's legacy.

(2) Planning

Traditional Procedures

As the Gion Festival is a traditional religious event, there is a strong desire to continue conducting the festival in a traditional way. Furthermore, many efforts are made to help ensure that the inheritance of this intangible heritage event is handed down to the next generation. Routine plans for the smooth implementation of the event in a traditional way include:

(a) Core Religious Services: Since the Gion Festival is a one-month-long ceremony dedicated to the Gion God, the Yasaka Shrine takes ownership of and conducts the religious part of the festival.

(b) Storage and Fabrication of Festival Floats: Each of the 33 communities in the Gion Festival area has its own storage house to store, assemble, and disassemble its float. The Gion Festival floats are important heritage items themselves, with various antique decorations. Handling skills have been passed down from generation to generation in each community. As noted, Kyoto City has a long history of

constructing and repairing temples and shrines using local carpenter groups with specialist skills, and these carpenters also work on the Gion Festival floats.

Operations

Operations and Planning Team: Some 180 person-days of work are required on two separate days for the operation of each float. Mobilization of this kind of volunteer power is a significant issue for the Downtown communities due to year-on-year population decrease. There are two teams necessary for operation of each float, namely the puller group and the art performance teams. Each float has a performance stage or pavilion as a part of its structure. Traditional music groups made up of 40-50 musicians are assigned to play on each float stage.

The performance team requires training in traditional music, and each community makes significant efforts to deliver these skills to the resident volunteers. Community pride is developed, and the sound of traditional music from early practice sessions in the Downtown signals the arrival of summer season. The float puller or navigation team requires a large physical team, and some communities suffering from decreasing population cannot recruit sufficient volunteers for the navigation team within their community. For this reason, the navigation team often includes outside volunteer groups formed for the Gion Festival.

Power and Telephone Cables: Festival floats are so high (25 meters) that cables that cross the parade route are dangerous and prevent float passage. Therefore, one to two months before the festival, the preservation union together with the Kyoto City Government undertakes site surveys to assess the route for any issues and then negotiates with power and telephone companies for appropriate countermeasures.

Revival of Ofune-hoko Float (Shijo-cho Ofune-hoko Preservation Association): The original Ofune-hoko in Shijo-cho was set up in 1441 according to an article in "Gionsha-ki," (Gion Shrine Records) or is said to have already existed in 1422. Ofune-hoko has a long history from before the Onin War. It is said that the original Ofune-hoko was destroyed by fire together with other Yamahoko festival floats in the Onin War (1467).

Ofune-hoko was again destroyed by fire in Tenmei no Taika (Fire of Tenmei: 1788) except for the sacred mask of Empress Jingu, and it was reconstructed in 1804 as a more gorgeous float. The existing objects for decoration and gold offerings were prepared after this. However, due

to the Kinmon incident in 1864, most parts of the float were destroyed by fire, and it became a resting float after that.

Starting in 1997 with the revival of Ohayashi (festival music), there was movement toward reviving the float, specifically the resumption of "Imatsuri" by displaying the Empress Jingu statue undamaged by fire, Daikinpei (gold offerings) to decorate the bow, and production of the big rudder, Mizuhiki (decorative Japanese paper), Mae-kake (front dorsal), Ushiro-kake (rear dorsal), etc. using sophisticated weaving and stitching techniques. In 2012, the float appeared in the procession with a Karabitsu. In 2014, for the first time in 150 years, the Ofune-hoko could finally move in the procession again, thanks to the enthusiasm of residents in Shijo-cho and the cooperation of many people.

Integration with Urban Regeneration: Kyo-Machiya Revitalization

The KCCC undertook Kyo-machiya legacy network in the context of the Gion Festival, demonstrating the success of Kyoto City in combining urban regeneration, cultural heritage, and community collaboration:

(a) Funeboko Gion Festival Meeting Place (2007): Through the Kyomachiya Development Fund, KCCC helped restore and repair the Funeboko-cho Kaisho meeting place belonging to the Funeboko Preservation Association.



Source: Kyoto Center for Community Collaboration

Figure 2.40: Funeboko Kyo-machiya during Gion Festival

This building forms an important community base for Funeboko-cho during the Gion Festival. The building is also used as rehearsal space for musicians who practice the festival music throughout the year. A key objective of the restoration work, completed in 2007, was to help preserve the building to ensure the survival of this important historical location and its role in the Gion Festival for future generations.

(b) Shijo Ofune-hoko Float Machiya (2017): Each of the 33 communities involved in the Gion Festival parade has its own float storage building. In a recent scheme (2016-17) under the Kyo-Machiya Revitalization Project – specifically an international collaboration between Shijo-cho Ofune-hoko Preservation Association, Kyo-machiya Council, Kyoto Center for Community Collaboration, and World Monuments Fund (WMF) – another Gion Festival hub was restored.

This collaborative restoration project aimed to repair, develop, and raise awareness of the Shijo Ofune-hoko Float Machiya as a traditional cultural hub of the Gion Festival.

In addition, the Kyoto City Government designated the building as a historical scenic formation building, and subsidized the repair of its exterior. This is a case in which local residents, the public sector, and the private sector cooperated to repair an important regional hub.



Source: Shijo-cho Ofune-hoko Preservation Association

Figure 2.41: Shijo Ofune-hoko Float Machiya

The now-restored building serves not only as a place for Gion Festival rituals and as a float storage facility, but also as a community centerpiece throughout the year. This case helps demonstrate how the intangible heritage Gion Festival has provided a focus point for successful community collaboration and the restoration of Kyo-Machiya in preserving the area's historic buildings, streetscape, and culture for future generations.

(3) Financing

The Kyoto City Government allocates a large level subsidy for the Gion Festival. In 2017 the Kyoto

City Government provided the Gion Festival Preservation Union with JPY 21 million for maintenance, including repair of floats and relevant equipment, as well as another JPY 36 million toward the operation of the festival. Furthermore, the national government provides an additional subsidy to the Gion Festival Preservation Union.

Cost items include maintenance and repair of floats and decorations, costumes, musical instruments, part-time staff, garbage collection, and refreshments for the float staff. The local communities themselves shoulder financing for the festival. Due to the population decrease in the downtown area, the burden per family is increasing.

In 2017, the Gion Festival Preservation Union attempted to gather donations by crowdfunding through the Internet to cover the increased cost of the number festival attendants. The target amount was JPY 3 million. More than 1,000 people made donations, and the total amount received was some JPY 14 million. The union will continue this successful funding operation.

(4) Implementation

Coordination and Institutional Arrangements: In addition to providing a financial subsidy for the Gion Festival, the Kyoto City Government also supports the festival through safety and waste management and as a consultation point for Gion Festival stakeholders. Each of the 33 communities has a float operation group that belongs to the Floats Preservation Society for effective coordination of the parade. Subsidies and donations are addressed to the Floats Preservation Society, which coordinates each aspect of the parade in cooperation with local communities, Kyoto City Tourism Association, Kyoto City Government, and the police.

Operations - Safety and Traffic Management: Safety is one the biggest concerns of the preservation union or festival operator. The Kyoto City Government and the preservation union cooperate to monitor safety and place appropriate event staff for traffic management and pedestrian guidance. Solid waste management is another issue. The Kyoto City Government supports the preservation union with garbage collection to maintain security and a pleasant visitor environment.



Source: Kyoto City Government

Figure 2.42: Gion Festival - Yamahoko during the Evening Pre-event

For three nights before the float parade days, floats are exhibited in the community. To handle the huge crowds, major boulevards such as Karasuma Street and Shijo Street are closed to vehicular traffic. The streets are then taken over with night stalls, local people, and visitors. This evening pre-event is also a very popular attraction, which draws some 300,000 observers.

Traditional Folding Screen Festival: Traditionally, prosperous families and merchants have owned folding screens decorated with paintings. As part of the Gion Festival, local residents and visitors can enjoy the exhibition of these screens at nearly 20 locations across the Downtown area during the Byobu-matsuri (traditional folding screen festival). This joint exhibition of traditional art demonstrates the cultural level of the communities in downtown.

(5) Outcomes, Impacts, and Lessons Learned

(a) Intangible Heritage Legacy and Civic Pride:

The Gion Festival has long been part of the Downtown area's traditions and history, only interrupted from time to time due to shocks and stresses such as war and epidemics. Community floats, which were discontinued for many years, were then recently revived. This history and the resiliency of the festival create civic pride as well as faith that the float parade will continue for another 1,000 years.

(b) Synergies between Urban Regeneration and Cultural Heritage:

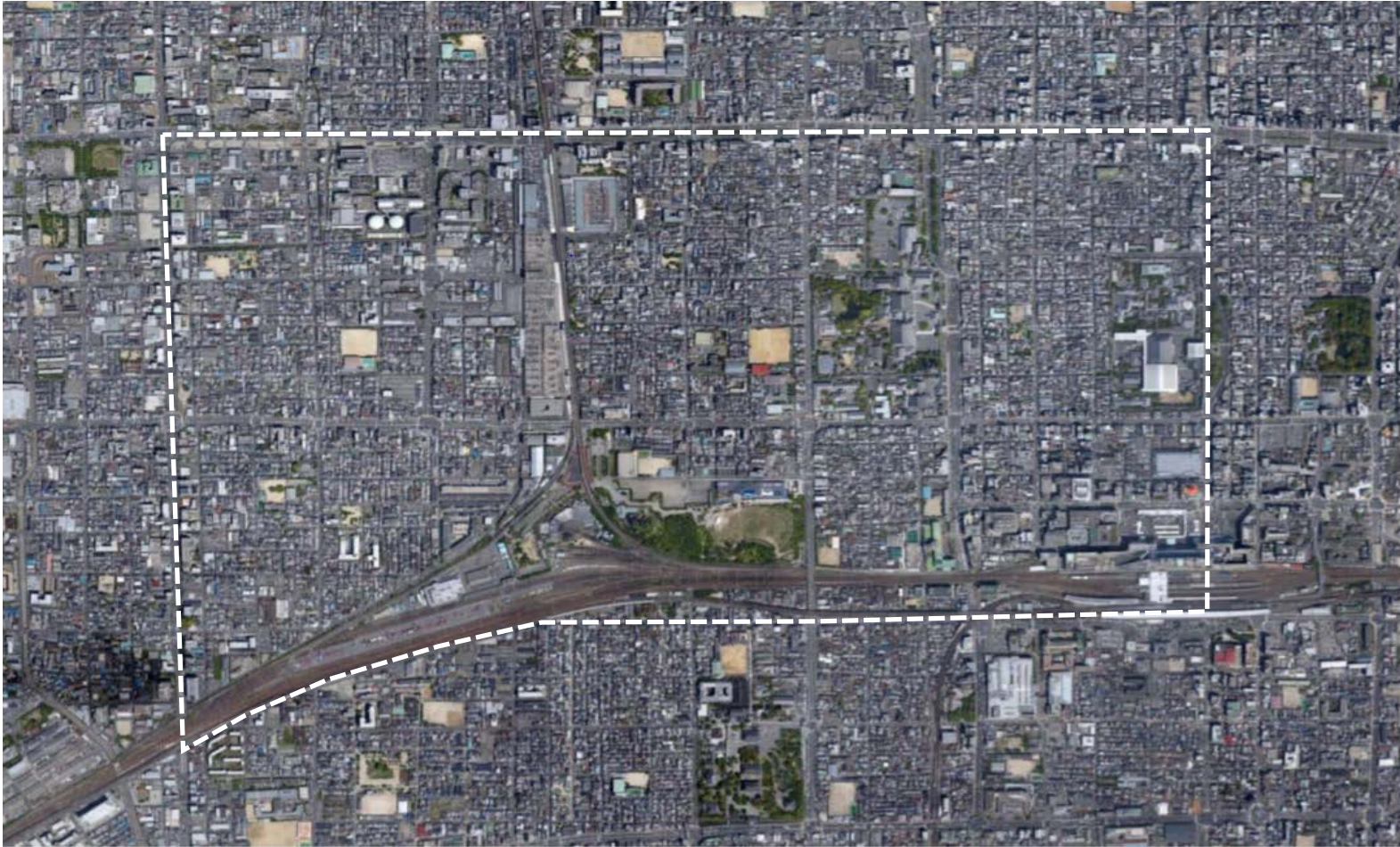
This case demonstrates how the intangible heritage Gion Festival has helped provide a focus point for successful community collaboration and the restoration of Kyo-Machiya in preserving the area's historic buildings, streetscape, and culture for future generations. Local communities directly support townscape improvement and local events, and the Kyo-machiya contribute to the identity of the area and the festival.

Planning and implementation of the annual Gion Festival involves a lot of money, labor, and coordination efforts on the part of the Kyoto Downtown communities. The success of the Gion Festival is thus a barometer to measure the vitality of these communities. The Kyoto City Government and local communities collaborate to maintain and improve the livability of the downtown.

(C) Contribution to Sustainable Tourism: While tourism is not the main objective of this event, the Gion Festival is recognized as having a strong impact on tourism in the Downtown. According to police figures, the float parade attracts 887,000 visitors each day.

Furthermore, Kyoto's tourism industry has traditionally had two off-seasons (peak of summer and winter), so the Gion Festival helps summer tourism to reduce peak fluctuations. The festival attracts significant numbers of domestic and international tourists, and those who attend the evening pre-events are more likely to require an overnight stay and contribute more to revenues.

2.7 Case 6 – Kyoto Station West Area Redevelopment



(1) Overview

The Kyoto Station West Area Redevelopment project has sought to revitalize the area to the west of the Kyoto Station around Umekoji Park. This area of Kyoto was historically part of the former capital of Japan – Heian-kyō – so has longstanding cultural significance. Kyoto City purchased about 12 ha of the previous cargo train operation field of Umekoji Station and began to develop Umekoji Park in 1992 to mark the 1,200th anniversary of the transfer of the capital to Heian-kyō. The park opened in 1995 as a new local nucleus for attracting people.

However, since this park and surrounding area was not well coordinated and since revitalization projects were being implemented in a piecemeal way, the Kyoto City Government set out to use the park area as catalyst for change. It established a plan to revitalize the whole Kyoto Station West area as well as a method for realizing this plan in cooperation with the private sector and a wide range of stakeholders.

The core zone of the project area is Umekoji Park, which includes an aquarium, railway museum, several plazas, and forest and garden areas. In the vicinity of this park there are seven shopping streets, the first market of the Kyoto City Central

Wholesale Market, a Kyoto food culture museum called “Ajiwai Kan,” and the Kyoto Research Park. Nearby are a range of regional resources including Ryukoku University Museum, Shimabara Kagai, Mibu-dera Temple, Nishi-Honganji Temple (World Heritage site), Higasi-Honganji Temple, and Toji Temple (World Heritage site).

This case study will highlight key successes of the project, particularly the conversion of underutilized assets into productive assets, excellent multi-stakeholder coordination, private sector participation, and the Kyoto City Government’s integration of individual projects into a well-organized area-wide plan. Importantly, this case study also demonstrates collaboration and synergies between cultural heritage, urban regeneration, and sustainable tourism.

(2) Scoping

Developing the Concept and Future Vision

In 2015, the Kyoto City Government formulated the Kyoto Station West Area Revitalization Plan. The plan set a long-term vision for 20-30 years and for the 1,300th anniversary of the transfer of the capital to Heian-kyō; it also set specific shorter-term immediate measures for the next 10. The concept integrated completed, ongoing, and

planned projects in one vision; defined prospective outputs, approaches, and activities; and indicated how the revitalization of the whole area would contribute to all stakeholders.

The vision centers on creating an area of the city that “connects diverse regional resources and creates new and revitalized activity in Kyoto.” The focus is on:

- Livability
- Business efficiency
- Creating new customers

This project demonstrates strong scoping (extraction of policy issues) both in terms of future potential and in terms of understanding the area’s unique history and DNA. For the Kyoto City Government, the western area of Kyoto Station was important because of its history: it was an area that had served ancient urban functions as part of the former capital of Japan. Central to the city’s vision is capturing and utilizing the cultural history of the area alongside showpiece projects such as a new railway station and the first central wholesale market in Japan, and locating companies with advanced technologies.

The Kyoto City Government understood the importance of steady momentum for revitalization and incremental growth. Rather than seek to realize the plan immediately, it interlinked the plan with a large program of project components generating synergistic effects.

(3) Planning

Comprehensive Redevelopment Plan

The 2015 Kyoto Station West Area Revitalization Plan included a multi-pronged strategy, with the overarching concept shown below:

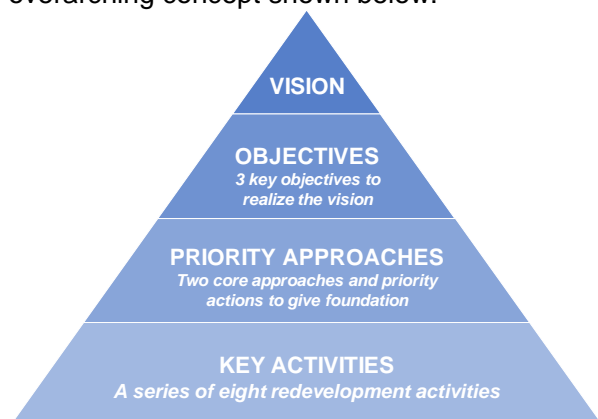


Figure 2.43: Kyoto Station West Area Redevelopment - Concept Strategy

Vision: The program vision was set out to lead the plan – “Area creating new vitality by connecting diversified area resources.”

Objectives: To help realize the vision, three main characteristics of the area were identified:

- An area where all residents live in peace and enjoy culture
- An area that creates new business and prosperity
- An area where all generations gather and enjoy.

Core Approaches: The plan then used two core approaches to frame the key activities and serve as a foundation:

- Prioritize public transport provision and accessibility, including delivering and integrating a new Japan Rail (JR) station and associated public transport network improvements, as well as maximizing the concept of “Walkable Kyoto.”
- Develop mechanisms for collaboration and cooperation by a diverse range of stakeholders to ensure the success of the revitalization plans.

Key Activities and Components

Outlined below are the eight key activities of the plan. These include a diverse range of projects, project owners, and partnerships.

(i) Livable Urban Area: Efforts have been made to enhance convenience by constructing a new JR station and improve residential environments by making parks barrier-free. Utilization of unoccupied houses was also part of this component.

(ii) Umekoji Park as Recreation Core: To strengthen the park’s function, the plan calls for holding events for environmental education in the park, as well as promoting recreation activities, placing staff able to speak foreign languages, and improving facilities for visitors.

(iii) Leading Food Culture of Kyoto and Japan: The revitalization of the area sought to maximize Kyoto’s intangible heritage – Japanese cuisine – by enhancing the function of the central wholesale market, a distribution base for food, and by promoting Kyoto food culture using the market as well as a Kyoto food culture museum.

(iv) Revitalization of Shopping Streets: This critical component aims to attract residents, visitors, and tourists and to contribute to local community development by utilizing vacant shops and creating spaces where people can enjoy walking.

(v) Creation of New Businesses – Kyoto Research Park (KRP): This activity facilitates accumulation of research institutes around KRP.

(vi) Promotion of the Railway: This activity includes the opening of the biggest railway museum in Japan (in spring of 2016), as well as

promotion of the area as a railway tourist attraction, including the Umekoji Park Tram Square:



Source: Kyoto City Government

Figure 2.44: Kyoto Railway Museum and Umekoji Park Tram Square

(vii) Creation of New Area Resources and Succession of Historic and Cultural Heritage: Part of the premises of the central wholesale (food) market is being redeveloped as a new hotel and commercial complex to attract visitors and tourists; in addition, tourist locations are being connected using advanced information and communication technology in order to promote historical and cultural resources.



Source: Kyoto City Government

Figure 2.45: Virtual Reality Sightseeing, Kyoto Station West Area

For example, to help increase numbers of new and repeat visitors, virtual reality historical sightseeing routes will be developed and historic events will be reproduced by means of ICT.

(viii) Strategic Use of Unused or Under-used Land: Effective utilization of unused or under-used land and improved streetscapes will contribute to the revitalization of the area. This activity, which will pay careful attention to local characteristics to ensure harmony with the surrounding landscape, is a good example of how the Kyoto City Government is turning underutilized assets into productive assets.

(4) Financing

As this urban regeneration project is large in scale and complex, it requires immense resources to be planned and implemented properly. Therefore, the Kyoto City Government has sought partnerships with the private sector, to share both the costs and also the risks and technical capacities. The Kyoto City Government has deployed a combination of internal and external funding sources, policy and regulatory tools, and strategic partnerships with the private sector, among other strategies for financing the Kyoto Station West Area urban regeneration vision.

The costs of individual projects under the program umbrella are financed from various public and private sector sources:

- Public sector construction and operation
- Public-private partnerships (PPPs)
- Private sector construction and operation

Table 2.5: Station West Subprojects - Public Sector Construction & Operation

| | |
|---|--|
| Umekoji Park | |
| Project Owner: | Kyoto City Government (KCG) |
| Construction Period: | 1992 Beginning of development of a park in the previous cargo train operation field of Umekoji Station 1994 Used as a venue for "National Urban Greening Fair Kyoto" 1995: Opened |
| Land Area: | 137,129m ² |
| Jurisdiction in KCG: | Southern Area Green Management Office and Green Policy Promotion Department, Construction Bureau, |
| Financing: | KCG purchased the previous cargo train operation field of Umekoji Station and developed the park also by the use of national-treasury subsidies (national expenditure covered about a half). |
| Kyoto City Central Wholesale Market (Facilities Redevelopment Project) | |
| Project Owner: | Kyoto City Government (KCG) |
| Construction Period: | March 2014 (basic planning) to 2029 (estimated year for completion of development) |
| Floor Area: | Floor area: 105,000m ² , Land area: 178,200m ² |
| Jurisdiction in KCG | 1 st Market, Kyoto City Central Wholesale Market, Industry and Tourism Bureau |
| Notes: | This market opened in 1927. A project for redevelopment of facilities is in progress. (The fisheries building is repaired; the fruits building is entirely repaired.) |
| Financing: | 60 billion yen for the project is financed by |

| | |
|--|--|
| | <i>municipal bonds, national-treasury subsidies, and use fees.</i> |
|--|--|

Source: LCG, Website of the Organizations

Table 2.6: Station West Subprojects - PPP (land, construction, operation)

| | |
|---|---|
| Kyoto Aquarium | |
| Project Owner: | ORIX real estate Co., Ltd. |
| Construction Period: | Opened in March 2012 |
| Floor Area: | 10,974m ² |
| Jurisdiction in KCG: | Southern Area Green Management Office and Green Policy Promotion Department, Construction Bureau, |
| Notes: | Park facility defined by Urban Park Act. Entrance fee is JPY 2,050. |
| Financing: | 100% from the private sector |
| Kyoto Railway Museum | |
| Project Owner: | JR East Japan |
| Construction Period: | Opened in April 2016 |
| Land Area (Floor area): | 30,016m ² (Floor area: 30,314m ²) |
| Jurisdiction in KCG: | Southern Area Green Management Office and Green Policy Promotion Department, Construction Bureau, |
| Notes: | Park facility defined by Urban Park Act. Admission fee is J¥1,200 per adult. 1.5 million visitors in the first year. |
| Financing: | 100% from the private sector |
| New Railroad Station (between Kyoto and Tanba-guchi Station of JR Sagano-line) | |
| Project Owner: | JR West Japan |
| Construction Period: | September 2017-Spring 2019 (Under construction) |
| Land Area (Floor area): | 1,000m ² under the girders of elevated railroad Plus platforms |
| Jurisdiction in KCG: | Construction Bureau, Road Construction Section |
| Financing: | Construction cost is JPY 4.9 billion. Shared with JR West Japan (JPY 1.9 billion.), KCG (JPY 1.5 billion) and the National Government (JPY 1.5 billion). |
| New Vivid Zone of Kyoto City Central Wholesale Market | |
| Project Owner: | STARTS Corporation Co., Ltd. |
| Construction Period: | Under construction until fiscal year 2020 (scheduled) |
| Land Area: | Land area 4,000m ² |
| Jurisdiction in KCG: | Project Promotion Section, General Planning Bureau |
| Financing: | KCG makes 60 years land lease contract for J¥30 million rent per year. 1 st and 2 nd floors are for commercial facilities centering on restaurants. 3 rd -8 th floors are for hotel with 200 rooms. KCG induced hotel business by changing Urban Plan and eased the floor area ratio preferably for hotel business. |
| Kyoto Food Culture Museum (named "Ajiwai-kan") | |
| Project Owner: | KCG, Kyoto Prefecture (management has been outsourced to the private sector) |
| Construction Period: | Pre-opened in December 2012 Opened in April 2013 |
| Land Area (Floor area): | Approx. 1,000m ² |
| Jurisdiction in KCG: | 1st Market, Kyoto City Central Wholesale Market, Industry and Tourism Bureau |
| Notes: | Museum occupies the third floor of a private-sector building in the central wholesale market. Activities include exhibition, seminar, and cooking school concerning food culture of Kyoto. Annual |

| | |
|------------|--|
| | visitors count some 35,000 persons. No charge for admission. Rental fees are charged for the cooking classroom and the cooking laboratory. |
| Financing: | KCG (market special account) and Kyoto Prefecture pay charges for rental of facilities and management expenses. |

Source: LCG, Website of the Organizations

Table 2.7: Station West Subprojects - Private Construction & Operation

| | |
|----------------------------|---|
| Kyoto Research Park | |
| Project Owner: | Kyoto Research Park Co., LTD. |
| Construction Period: | 1989, eastern area opened, gradually expanded until 2010, 9 th building opened |
| Land Area (Floor area): | Land area: 56,000m ² Floor area: 146,300m ² (15 buildings) |
| Jurisdiction in KCG: | This research Park is private company and no KCG department is in charge of this. One KCG research institute is a tenant here. |
| Notes: | As of December 2016, 400 tenant organizations with 4,400 workers. Tenants include 21 international organizations from 9 countries and areas. Research institute tenants include; <ul style="list-style-type: none"> • Kyoto Prefecture Small Medium Enterprise Technology Center • Kyoto Industry 21 Foundation • Kyoto Invention Association • Japan External Trade Organization /JETRO • Advanced Science, Technology & Management Research Institute of KYOTO /ASTEM • Japan Science & Technology Agency /JST Kyoto City Industrial Technology Research Institute (Data as of December 2016) |
| Financing: | 100% from the private sector |

Source: LCG, Website of the Organizations

(5) Implementation

Organization: Kyoto Station West Area Revitalization is an umbrella program, under which there are many subproject interventions and promotion programs. The Kyoto City Government is leading program coordination and implementation:

(a) Future Concept Development Committee: The Kyoto City Government established a Future Concept Development Committee with diverse stakeholder members to prepare the draft concept and vision of the plan. Following an additional public consultation program, the plan concept was finalized to ensure buy-in.

(b) Program Joint Council: For program implementation, the Kyoto City Government organized the Kyoto Station West Area Joint Council, with 19 stakeholder members, in March 2016. The Kyoto City Government's role includes acting as Joint Council secretariat and providing budget for the activities of the committee.

(c) Activity and Interest Groups: The Kyoto City Government encourages activity and interest groups focused on sub-areas or specific topics to take a lead role under the coordination of the program Joint Council.

For example, an activity group named the “Kyoto Umekoji Connects Everybody Project” has been set up. It includes 45 member organizations – private companies, community groups, shopping street associations and the museum. Their intention is to generate vital activities Kyoto Station and Umekoji Park.

Through the program Joint Council, Kyoto City Government supports some parts of the program activities that can contribute to the vitalization of the entire Kyoto Station west area.

Promotion and Dissemination: Through the program Joint Council, Kyoto City Government operates a Kyoto Station West Area website and distributes area and program news, information on events, maps, and recommended walking routes. The “Kyoto Umekoji Connects Everybody Project” also maintains and manages a website to promote events and activities such as photo contests, the “circus of the sun and stars” festival, and the winter light festival. Together with this event information, printed area maps are intensively distributed. These coordination and dissemination activities are raising awareness and promoting the area.

(6) Outcomes and Impact

Outcomes: A prominent outcome of this program is the establishment of soft structures for the promotion of the area-wide revitalization plan and the generation of synergy effects from the many component projects, stakeholders, and partnerships. Once stakeholders recognize the positive aspects of the collaboration and promotion activities, they have actively organized and financed themselves and taken a lead. The Kyoto City Government is successfully regenerating one of the most important target areas in the city and mitigating uneven city development.

Socioeconomic Impact: Kyoto Station West Area is one of the four parts of the city that was identified for reorganization and revitalization. By connecting relevant individual interventions in an integrated plan and concept alongside strong promotion, the area is now a busy quarter making an accelerated contribution to local economic development and livability.

This program targets local economic development and revitalization by connecting various area facilities (such as cultural heritage assets, shops,

customer facilities, new businesses, a new railway station, and accessible public transport connections), generating synergy effects between them, and conducting promotional events. These measures aim to increase local economic development and socioeconomic benefits for businesses, restaurants, cafés, and shops by rejuvenating the area to attract increased visitors, while also improving key infrastructure and amenities to benefit local households. More specifically, this program is revitalizing old shopping streets, and Kyoto Research Park will create and develop new businesses. This is part of the strategy to transform the area from an isolated area on the town outskirts to an urban core.

The local economy will also benefit from tourism, which will be an additional source of revenue for the area and provide an economic payoff to the original investment. The heritage restoration and promotion should also boost tourism. For example, this program area includes various cultural properties, such as Nishi and Higashi Honganji Temple, Toji Temple, Mibu Temple, and the Sumiya building (now a museum) in the Kagai. With this program, more visitors will appreciate these heritage assets. Other visitor attractions are an aquarium, railroad museum, food culture museum, Buddhism museum, etc.

(7) Lessons Learned

(1) Urban Regeneration Supporting Tourism, Cultural Heritage, and Community Development: By making cultural heritage (including intangible heritage) and sustainable tourism core components of the comprehensive urban regeneration plan, synergies between these components are generated. Urban regeneration and revitalization of the area are supporting tourism and cultural heritage (museums, traditional, shopping streets, markets, hotels, etc.) and together are fostering community development.

(2) Coordination and Integration: The Kyoto City Government understands the importance of creating steady momentum for revitalization and incremental growth. It has made great efforts to coordinate and integrate numerous completed, ongoing, and planned projects and bind them into one area-wide program with a clear vision. The aim is that this approach will foster long-term benefits, partnerships, and resilience.

(3) Community Empowerment: The Kyoto City Government seeks to revitalize the program area for the benefit of local stakeholders and the city as a whole. However, it rarely claims ownership of the program, but instead entrusts decision making to the Joint Council comprising local stakeholders

and leaves area promotion activities in the hands of newly organized local business and activity groups. Local people thus take the lead themselves, with the Kyoto City Government acting as an enabler, facilitator, and supporter.

(4) Benefit-Based Cost Sharing: The new railway station is under construction with cost sharing between the Kyoto City Government, central government, and the railway company (JR West); each party's share is around a third. This new station will deliver benefits for each party:

- The Kyoto City Government gains more inhabitant tax revenue;
- The central government gains more personal and corporate income tax revenue; and
- JR West increases its fare revenue.

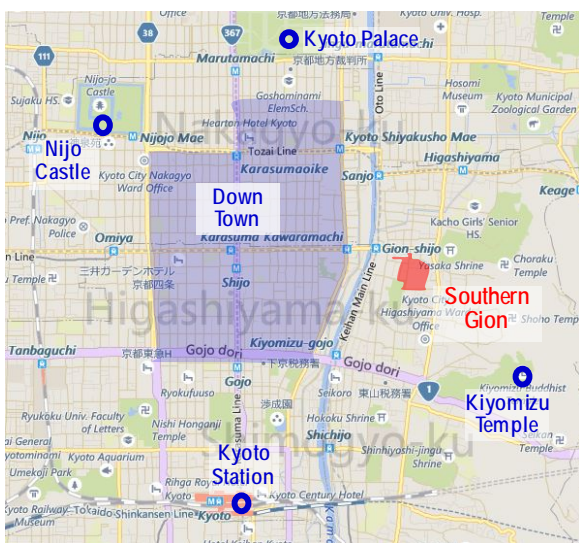
Before undertaking major projects, the Kyoto City Government carefully considers who will benefit from the project, and then leverages these findings to closely involve prospective beneficiaries.

2.8 Case 7 – Southern Gion Area



(1) Overview

Introduction: The following case study profiles the Southern Gion area, an authentic cultural district with a long history of urban regeneration, where the community led efforts to hand down traditions and customs, ensure good residential and commercial environments, and preserve the atmosphere of Gion—while coordinating all these goals with tourism through the active work of the Southern Gion Community Association. From the Downtown area of Kyoto City, Southern Gion is located to the east, just beyond the Kamo River and not far from the WHS Kiyomizu-dera Temple.



Source: Googlebase

Figure 2.46: Southern Gion Location Map

History: The Southern Gion area has been home to the Yasaka Shrine for hundreds of years and was developed as a Kagai. Kyoto has five districts called ‘Kagai’ – Gion Kobu, Miyagawacho, Pontocho, Kamishichiken, and Gion Higashi – that Geikos and Maikos have fascinated people with their traditional dance for generations. The elegant dancing of Geikos and Maikos are one of the superlative images of Kyoto. It still is home to Geikos and Maikos today: young girls who wish to become Geikos and Maikos leave their homes to live in an Okiya and learn performance skills, manners, and customs. A significant monument in the Southern Gion area is the Kennin-ji Temple, established in the 13th century as the oldest Zen sect Buddhist institute. Major fire and civil war, which occurred just before the establishment of the modern Meiji Government in 1868, destroyed much of the wider area of Kyoto and Gion. The new Government took the devastated land, where it was later redeveloped as a town with the Ochaya (banquet venue with Geikos and Maikos) and a specific townscape characterized by Kyo-



Source: Kyoto City Kanko Navi

Figure 2.47: Geiko and Maiko Performance

Kagais have been designated as one of the “Intangible Cultural Heritages that Connect Kyoto” by the Kyoto City Government.

(2) Scoping

Southern Gion Community Association: The Southern Gion Community Association takes an intensive lead role in Southern Gion’s historic and cultural preservation and conservation activities. The association was established in 1996 to preserve the historical townscape of the district. The district contains five neighborhoods, and all residents are association members. They are active in many areas, for example:

Townscape Control: The association concluded a “townscape agreement” and examines applications for building repairs and improvement works. The Kyoto City Government has also established special townscape regulations for this area as well as subsidy programs. The association and Kyoto City Government closely cooperate with each other to control the townscape and offer guidance.

Control of Business Types: To hand down town traditions and culture, the association helps shape the type of businesses present in the area. For example, it tends to avoid cheaper-end businesses that would further increase tourist flow in the district, such as rental kimono (Japanese costume), rickshaw, rental bicycles, and convenience stores.

Disaster Management: The association’s activities include installing equipment such as security cameras, fire extinguishers, and burglar alarms. In addition, especially because wooden buildings account for a large portion of the area’s building stock and there are many narrow alleys, the association installs fire hydrants and voluntarily conducts regular fire drills and firefighting drills.

Tourist Education and Manner Improvement: Challenges in Southern Gion include an unwelcome increase in the number of tourists and tourists’ nuisance behaviors. The association cooperates with universities to conduct statistical surveys about tourists and disseminates educational materials and guidance, including tourism information posters with “dos and don’ts.” Some volunteer activities from members include street cleaning to remove chewing gum from the stone pavement.

Support of Kyoto City Government: The association has implemented very effective activities for townscape conservation and improvement, which the Kyoto City Government supports. For example, the Kyoto City Government adapts various regulative schemes in

response to suggestions by the association that reflect the wishes of local residents. Local residents (association members) observe the city landscape and heritage policy rules and frameworks, but feel the brunt of so many visitors to their area. Many of the townscape and building regulations are not something imposed from the top down, but were actually requested by residents seeking to ensure the area is preserved for future generations.

(3) Planning

(A) Community Initiatives

The Southern Gion Community Association is very active in managing the district. Residents here come to agreements on fire prevention, property rights, cleanliness, outside signage, parking, building design, and business types. The association has prepared a community rule book of 40 pages. If an undesirable type of business plans to move to the area, the community association objects to the application. The community has a strong sense of solidarity and civic pride and is proud to maintain the distinguished traditions of the area. The association helps facilitate the Kyoto City Government policy and regulations framework, as explained below.

(B) Townscape Preservation Policy and Planning

Overview: Chapter 1 has already explained the city’s role in enabling regeneration through a legal, planning, and supporting framework, with citizens and local businesses taking ownership, including through the city’s comprehensive support for the preservation of historic Kyo-machiya (historic townhouses). The Kyoto City Government has prepared many ordinances and regulations. For each area and district targeted for urban regeneration, suitable articles within relevant ordinances and regulations are consolidated and applied to solve local issues.

As also noted, Kyoto City provides the townscape preservation policy and planning framework, but it is the Southern Gion Community Association that delivers and shapes the policy at the local level.

This section will focus on some of the specific measures and locally relevant policies that have been adopted in Southern Gion.

General City Planning (Use District): In the overall city plan, the Southern Gion area is designated as a Commercial District with control of the land coverage ratio (80%) and building floor ratio (400%). In the Commercial District, there are few restrictions on land use types according to

type of industry. In the building height control zone, the building height is limited to 15m.

District Plan: However, in agreement with the local community, the Kyoto City Government has imposed additional regulations in the form of the District Plan:

- Land use – Adult businesses, nightclubs, Karaoke premises, etc. cannot operate in the district.
- Minimum lot size – A building lot should be more than 80m² in order to prevent re-division of premises.
- Road setback – The district is exempt from the building code’s road setback rule. Under the code, buildings must be set back 2m from the road center to secure 4m of road width. The outer wall of the building is lined up at almost 1.35m from the center of the road. Without the exemption, the townscape would change due to the setback, but the exemption preserves the intimate and delicate streetscape of Southern Gion.

Historical Landscape Preservation and Adjustment District:

Definition: In 1992, Southern Gion (14.1ha) was designated as a “Historical Landscape Preservation and Adjustment District” based on the City Ordinance on the Betterment of Urban Landscapes. The following three areas have been designated:

- Gionmachi-minami (Southern Gion)
- Gionnawate-Shinmonzen area
- Kaminokyo-Kokawa area

These areas have townscapes with many historic buildings and need conservation. Southern Gion has many Kyo-machiya that convey Kyoto's historical building style and lifestyle, and their preservation, exterior repair, and improvement are aided and supported.

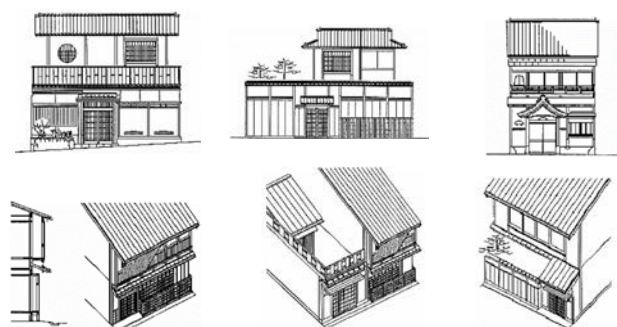
The Historical Landscape Preservation and Adjustment Districts differ from the Preservation Districts of Historic Buildings in that removal or construction of buildings is allowed. Southern Gion has adopted the system for handing down traditional styles and townscape while also allowing the renewal of buildings on a daily basis as a city.



Figure 2.48: Narrow Street of Traditional Kyo-machiya Townscape

Construction Works in the District: In Southern Gion, as a Historical Landscape Preservation and Adjustment District, any changes to the exterior of buildings requires the mayor’s permission in advance and the change should meet the requirements of the local conservation and improvement plan and the local standards. In case the building is to be demolished, the mayor is to be notified 30 days prior to the commencement of the work.

Conservation Measures: In Southern Gion, as a Historical Landscape Preservation and Adjustment District, traditional buildings including Kyo-machiya are supposed to be renovated and preserved to retain their original styles. Those historical buildings that have lost their original styles are now being gradually renovated under the aforementioned guidelines. To this end, the city partly covers the cost of the renovation necessary to conserve the traditional styles. This regulation has a scheme of subsidy; significant conservation or improvement work in the designated district can get financial support of up to JPY 6 million. Furthermore, this regulation stipulates detailed design of the buildings with design guidance illustrations:



Source: Kyoto City Government

Figure 2.49: Illustrations of Design Guide

Kyoto City Ordinance on Fire Prevention: Fire prevention regulations are eased for this district. The original policy that related to wooden townscapes (Kyoto City Ordinance on Fire Prevention, enacted in 2002) has been lifted in the

designated areas such as Southern Gion to allow traditional facades to be preserved. Such areas were originally “Sub-Fire Preservation Zones,” where it was difficult to preserve traditional designs of wooden buildings, since it was necessary to use fireproof materials for roofs, outer walls, and fittings. However, the ordinance includes specifications for securing a fireproof function while utilizing the traditional design. In addition, new fire prevention standards are established for traditional buildings while taking account of the fire prevention capacity of the local community.

Kyoto City Project of Underground Electric Cables: Kyoto City deployed a Power Pole Elimination Plan with priority given to areas with perspective landscapes such as the vicinity of the World Heritage sites and historical landscape preservation areas. Under this plan, electric poles were eliminated from the Southern Gion area as shown in Figure 2.50. In fact, back in 1999-2000, the pipes for water, sewage, and gas as well as telephone and power lines were consistently put underground in the area.



Source: Kyoto City Government

Figure 2.50: Underground electric Cables – Southern Gion Before and After

(4) Financing and Implementation

Management of Community Association: Based on community consensus and rules, the community association cares intensively for the historic neighborhood in line with the landscape and historic preservation legal, policy, and planning framework.

Kyoto City Government Control: Kyoto City Government secures the traditional townscape of Southern Gion with overarching regulations, laws, and policies, such as procedures for reporting a building change (Ordinance of Urban Area Townscape Improvement) and building confirmation (Building Standard Act), as well as with some subsidies.

Donations for Townscape Improvement: The Southern Gion Community Association receives financial support from donors. For example, the Japan Racing Association (JRA) (horse racing), which operates a betting shop in the area, is an association member and has provided financial support to the community. This support enables

the community association to upgrade road pavements and, equip security cameras, fire extinguishers, and burglar alarms in the district.

(5) Outcomes and Impact

Keeping the Character of the Area: The Southern Gion area has long been a famous entertainment district, with traditional Japanese Kagais a key part of the area’s local economy. The Community Association, with assistance from the Kyoto City Government, has sought to preserve the traditional townscape and industries while discouraging low-end tourism. In turn, the aim is for the Southern Gion area to sustain its status and traditions and support its long-term local businesses. This community aims to maintain business traditions rather than pursue new business opportunities that depart from the character of the area. Quality of life issues for residents (influx and effects of tourists) were discussed above, and mitigation measures have been put in place by the active Southern Gion Community Association to address these challenges.

Traditional Townscape: As a result of efforts by the community association, this district successfully maintains and preserves its status as an authentic cultural district and historic townscape.

Addressing Challenges: However, the Southern Gion area and the Community Association still face many challenges in ensuring that this success is maintained. Two examples are introduced below.

Tourist Impact and Etiquette: With its prominent traditional townscape, famous heritage assets such as the Yasaka Shrine and Kennin-ji Temple, and convenient public transport access, the Southern Gion area becomes extremely crowded with tourists. The influx of tourists creates some challenges for Southern Gion Community Association, including distribution of traffic flow, security issues, cleanliness, orderliness of the area etc. As a “Kagai”, it is home to businesses that target high-end guests and accept only customers who have an introduction from a regular patron. Many businesses in Southern Gion do not regard most tourists as their customers. To assist with keeping the authentic nature of the district, the Community Association places signboards to help teach proper etiquette.



Source: KCG

Figure 2.51: Tourist Behavior Signboards

Aging Managers: Although a group of traditional teahouses has been left as a red-light district in the area, the number of teahouses has been decreasing due to aging managers. Some buildings are handed down after a change in the type of business, and some corporations succeed in the teahouse business, but it is necessary to continue to carry out some measures to help ensure teahouses are conserved.

(6) Lessons Learned

(A) Authentic Cultural Heritage and “Kyoto-ness”: The Southern Gion district provides an example of a town enabling, maintaining, and enhancing its identity – in this case, its “Gion-ness.” This is not done on behalf of tourists. Although the number of tourists has sharply increased, control has been exerted to carefully protect some forms of business from too great a decline. This has been delivered in part from the understanding and attitudes of local people in the area of how to hand down “Gion-ness,” which has been protected throughout the long history.

Recently, “Lacia Kyoto” (small shop) opened after repairing a Kyo-machiya along Hanamikoji Street. In addition, the eminent Daimaru Matsuzakaya Department Store commemorated the 300th anniversary of its foundation and used a Kyo-machiya for opening a seasonal pop-up store, which deals in Hermes, Hublot, and other world brands.

This approach ensures that both the Southern Gion and wider Kyoto City authentic cultural heritage legacy, or “Kyoto-ness,” is preserved and passed on to the next generation.

(B) Community-led Townscape Preservation of Traditions and Townscape: The case study of the Southern Gion area has showcased a long history of an authentic cultural district where the community led efforts to hand down town traditions and customs, create good residential and commercial environments, and preserve the atmosphere of Gion, all through the active work of the Southern Gion Community Association. Again, Kyoto City Government provides the overarching regulations, laws, and policies, while the local community, through the association, takes a proactive and leading role in preserving the townscape and continuing the traditions.

(C) Tailoring and Refining Policies for the Local Context: The Kyoto City Government has prepared many ordinances and regulations. For each area and district targeted for urban regeneration, suitable articles within relevant ordinances and regulations are consolidated and applied to solve local issues. In this way, the city adapts, tailors, and refines various regulative schemes in the Southern Gion area to suit the local context while still meeting the overarching goals.

As Southern Gion’s historic townscape includes Kyo-machiya on very narrow streets, many modern urban planning rules and regulations would come into conflict with preserving the traditional townscape. The Kyoto City Government therefore carefully refines the approach where applicable.

For example, fire prevention regulations have been eased for this district to allow the traditional wooden facades of the buildings and narrow streets to remain, while substituting other countermeasures against fire. The Kyoto City Government considered uses various technologies and systems for repair in case of a fire. In addition, it installs fire hydrants and regularly carries out large-scale fire drills in each community. In this way, it avoids nationwide uniform fire prevention measures by adopting its own fire prevention specifications and systems, and by evaluating the community’s fire preparedness.

2.9 Case 8 – Intangible Heritage: Gozan-no-okuribi Festival



Source: Kyoto City Government

(1) Overview and History

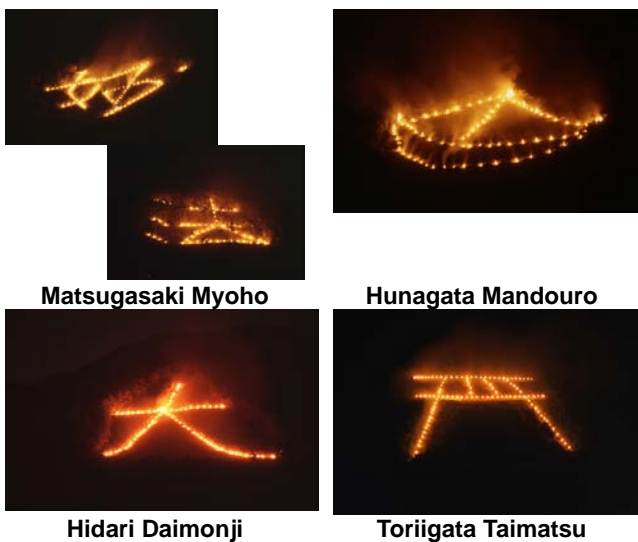
The Fire Ritual of the Five Mountains event, or “Gozan no Okuribi,” takes place on August 16 every year. This event is registered as Intangible Folklore Property of Kyoto City. It is closely connected with “Kyoto-ness,” or the civic pride of Kyoto citizens in terms of tradition, community, tourism, and townscape control.

The Kyoto valley is surrounded by mountains on three sides (to the west, north, and east) and bonfires or “Daimonji” are lit on five mountains, encompassing an area of some 20km west to east, and 5km north to south.

(2) Planning

Operations, Maintenance, and Safety Planning

Local people and preservation groups have taken the lead on operations and maintenance duties, handing the skills and knowledge down from generation to generation. Preservation groups and a large community of stakeholders make significant efforts to prepare for and implement the ritual.



Source: Kyoto City Government

Figure 2.52: Bonfires of the Gozan no Okuribi

According to Japanese traditional beliefs, the spirits of ancestors visit the home of their descendants during the Obon period (August 13 to 16). Local people construct five giant bonfires on the mountains around the city to guide the ancestors’ spirits back to heaven. The origin of this ritual is not well known, but during the Edo Era (1603-1868) this event practiced, and 10 figures were lit on the mountains.



Source: Kyoto City Government

Figure 2.53: Gozan no Okuribi Preparations

In the case of the “Daimonji” bonfires themselves, there are 75 fire stacks in total, which are placed in rows to form each symbol’s shape. Both setting up the bonfires and maintaining the fire stacks are important tasks for the preservation groups. Each year some 1,000 people are involved on the mountainside in the operation of each bonfire, including volunteers who carry firewood and prepare fire stacks, as well as the fire brigade.

Fire disaster prevention is clearly a key issue and a demanding task. For example, grass areas and bushes around each fire location are cleared to prevent the surrounding area from being ignited by the bonfire.

Traffic Control and Viewing Areas

There are a number of prominent places to best observe the bonfires. Some areas such as Shimogamo Shrine south and the Kamo-gawa River area become so very crowded that traffic and/or pedestrian control is imposed. In fact, police figures suggest that 100,000 people observe the event each year. However, many observers enjoy the spectacle from rooftops or by joining hotel and restaurant observation programs with dinner included.

Connection with Landscape Policy and Townscape Control

Overview: Historically, Kyoto City planning and policy has helped conserve the Gozan Five Mountains area by restrictions and rules conserving historic landscapes, and therefore helped directly secure Gozan no Okuribi through landscape policy and townscape control measures, many of which have been described above. Two prominent policy milestones in the context of the festival are summarized below:

Expansion of Landscape Regulated Areas (1996): Following the series of policy measures set out in 1991 and 1992 by the Council for Kyoto City Development on Measures for Land Use and Landscape, discussions then turned to wider issues around the conservation of natural and historical landscapes, including those on the mountains surrounding Kyoto City and their foothills.

In 1995 the area of the Historical Features Special Conservation District was almost doubled to cover most of the mountainous areas surrounding the Kyoto basin, including the area for the Gozan no Okuribi festival.

New Kyoto City Landscape Policy (2007): As earlier discussed, Kyoto City’s Landscape Policy includes more comprehensive measures for “the

preservation of perspective and borrowed landscape,” including enacting the Kyoto City Ordinance on the Creation of Perspective Landscape for the first time in Japan. This ordinance stipulates standards governing structures to protect visible views between the viewing spot and the object to be viewed – for instance, the view of Mt. Daimonji (a Gozan no Okuribi area) from the Kamagawa River:

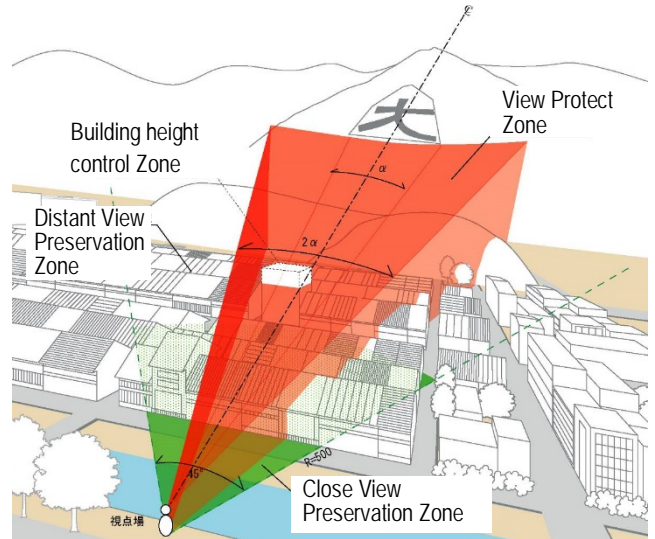


Figure 2.54: Landscape Policy “View Preservation” Concept

More specifically, this system contains four different zones to control building height and design to secure the sight of the Gozan no Okuribi as well as suitable design of the buildings.

- **View Protect Zone:** To prevent blocking out a view from viewpoint field to visual object, true heights that buildings must not exceed are set.
- **Distant View Preservation Zone:** Standards are set for the color of exterior walls and roofs so as not to damage the quality of the perspective landscape.
- **Close View Preservation Zone:** Building within 500m of the designated viewpoint to the direction of the bonfire should be carefully considered so that the façade and roof design do not disturb the townscape.

(3) Financing

(a) Subsidy: The Kyoto City Government allocates subsidy for the Gozan no Okuribi event. In 2017 the event received a subsidy of JPY 9.3 million for the event itself and an additional JPY 6.6 million for maintenance (repairing the fire stacks).

(b) Self-financing of the Preservation Groups: Preservation groups bear a lot of the implementation cost, and the labor of operating the bonfires is considered an honorable duty of the family from generation to generation. The groups construct and maintain the fire stacks, purchase firewood, carry it up the mountains,

ignite the firewood as part of the Buddhist ceremony, and take care of the site until primary extinguishment.

(c) Event Revenue: As the five bonfires can be seen from a wide range of locations across the valley, no fee is charged. To mark the significance of this Buddhist ceremony, preservation groups sell wooden plates called “Goma-gi” for approximately JPY 300 each. People write their names on these plates and wish on them, and the traditional belief is that people will gain happiness by burning the wooden plate in the bonfire as part of a Buddhist ritual. The Daimonji Bonfire Preservation Group sells 15,000 plates each year.

(4) Implementation

Institutional System: Bonfires on the five different mountains are operated by their own bonfire preservation groups. Each group is connected to a specific temple, and traditional duties are enthusiastically passed on from generation to generation. The five preservation groups belong to the Federation of the Five Mountains Bonfire. The federation is responsible for coordination of the following:

Timing Coordination: Lighting times of the different bonfires was not coordinated until 1963, when the tourism industry requested synchronization.

Acceptance of Subsidy: The federation receives subsidy from the Kyoto City Government and delivers funds to the five-member groups.

Appeal for Cooperation: To ensure smooth implementation of the event, the federation in cooperation with the Kyoto City Government and the police announces and disseminates requests

for cooperation from citizens, for example: a) restrictions on climbing the bonfire mountains; b) restriction on drones for photography; and c) reductions in outdoor lighting during bonfire periods.

(5) Outcomes, Impact, and Lessons Learned

(a) Event and Cultural Heritage Legacy: This annual event successfully continues a tradition that is hundreds of years old. In turn, it contributes to the historical reputation and civic pride of Kyoto and promotes cooperation among preservation groups, local people, city government, and other agencies.

(b) Tourism Effects and Impacts: As noted, police figures suggest that 100,000 people observe the event each year. Since the event finishes around 9 pm, many visitors require an overnight stay in Kyoto City, thus contributing increased tourism revenue. Furthermore, the event takes place during the hot summer off-peak season, and so the event helps mitigate seasonality fluctuations.

(c) Townscape Control: Finally, Gozan no Okuribi provides a unique example of an intangible cultural heritage event that is integrated into townscape control and landscape policy, which help it flourish, and that is supported by the local community. Generally speaking, such strict building height and design control policies could cause issues with the local population, but in Kyoto, heritage and traditional customs create such strong civic pride that the policies are a success

3 Summary of Lessons Learned from Kyoto's Experience

3.1 Lessons Learned and Suggested Actions

(1) Cultural Heritage

Lesson 1) Take a Long-term Strategic Planning, Management, and Organization Approach Delivering Cultural Property Restoration

Kyoto City is home to 14 well-conserved UNESCO World Heritage properties and many old cultural properties. These sites have been conserved or redeveloped with the utmost consideration for historical authenticity. Except for Nijo Castle, World Heritage temples and shrines are not managed or maintained by the city or state. Instead, they are managed by individual temple or shrine associations (NPOs). The management and organization approach of Kyoto City, and in particular its Cultural Properties Protection Section, provides an overarching system of policies, strategies, promotion, and technical assistance, while much of the conservation, operations, and maintenance is carried out by the owners. In the case of the WHS Kiyomizu Temple, the central and prefectural governments support the temple's efforts and have prepared a long-term plan of subsidy allocation and technical assistance. Furthermore, various efforts for fundraising with seasonal events, light-up events, and special campaigns are made for improved revenue generation.

Suggested Action 1-1: Cultural heritage property owners prepare a long-term restoration plan with realistic costs

Suggested Action 1-2: Public sector coordinates subsidy and technical assistance in longer term

Suggested Action 1-3: Cultural heritage property owners make effort to improve revenue generation

Lesson 2) Leverage and Foster Citizens' Sense of Responsibility for and Ownership of Their City's Cultural Heritage

Citizens of Kyoto recognize the importance of cultural heritage in their city. For them, the tangible and intangible cultural properties are essential parts of their environment and life. For the maintenance and promotion of cultural properties, the public sector respects the role of property owners and encourages them to take needed actions rather than taking the lead itself. The city conducts extensive initiatives to involve and engage the public. In a successful process, the city facilitates, encourages, and guides protection and restoration works, while NPOs and communities take the lead and assume ownership.

Suggested Action 2-1: Help cultural property owners to maintain and repair their assets

Suggested Action 2-2: Involve citizens in activities to promote cultural heritage assets

Suggested Action 2-3: Open cultural heritage to the public with attractions and events

Lesson 3) Foster Linkage of Culture with Urban Regeneration, Sustainable Tourism, and Kyoto Promotion

Since cultural heritage is embedded in the entire city, the city's culture or "Kyoto-ness" is linked with many other policies such as urban regeneration, sustainable tourism, promotion of the city, and in turn economic development. The various events and festivals organized for enjoying and understanding Kyoto culture can encourage tourists to become repeat visitors. Kyoto's brand can attract not only tourists, but also MICE events, universities and research institutes, and investment for enhanced industry.

Suggested Action 3-1: Manage city planning to maximize the value of cultural heritage

Suggested Action 3-2: Let tourists enjoy many aspects of cultural heritage for repeat visits

Suggested Action 3-3: Apply city brand originating in history and culture to MICE, industry, university, etc.

(2) Urban Regeneration

Lesson 1) Support System-Led Approach for Conservation and Urban Regeneration

The Kyoto City Government has carried out urban conservation and development in its own way. Instead of the conventional urban regeneration project-led approach, Kyoto City has designed a comprehensive system (urban planning system, policy and legal framework, and financial systems) as well as the system's enabling conditions. In the regeneration area, the Kyoto City Government regulates the height and design of buildings (to recover those destroyed during the high economic growth period); instead of major development to promote tourism, Kyoto relies on its own townscapes and the urban culture and heritage they represent. Increasing buildings can be harmonized with Kyo-machiya townhouses if households or businesses can rebuild their houses or buildings in the downtown "regeneration area". In addition, the

following steps will help Kyoto City safeguard its cultural heritage legacy or “Kyoto-ness” and improve its city environment: a) households incrementally renew their own houses (Kyo-machiya); b) KCCC’s Kyo-machiya Development Fund (funded by private donations) enables households to renew their houses (Kyo-machiya); c) local financial institutions extend and provide credit to KCCC’s Kyo-machiya Karte records for repair or acquisition of Kyo-machiya; and d) specialist traditional carpenters and experts help households to preserve their Kyo-machiya.

Suggested Action 1-1: Prepare a clear supporting framework of laws, policies, and strategies in close consultation with NPOs, project owners, academia etc. This collaboration needs a core organization like the aforementioned KCCC.

Suggested Action 1-2: Provide supporting systems with both technical and financial support

Suggested Action 1-3: Enhance and foster participation to enable community-led townscape preservation

Lesson 2) Ensure Good Coordination to Leverage Public and Private Sector Partnerships

The civic pride of Kyoto has been and always will be central to its success. It is a major and unique asset for cultural heritage preservation and urban regeneration in Kyoto, one that helps support sustainable tourism. Kyoto has long provided education opportunities for citizens to learn more about their history, culture, and traditions, thus increasing their sense of pride and responsibility.

The civic society, consisting of community groups, religious associations, academia, cultural groups, and others, takes a lead role and keeps a careful eye on the city’s development vision and the associated policy interventions. It holds the government accountable for planning and ensuring comprehensive development that maintains and improves the local economy but not at the expense of people’s livelihoods. In this way, civic pride and community participation involve tangible action and results. For its part, the government benefits from citizens’ deep understanding and willingness to adopt strict landscape regulations, architectural standards, and development rules, which would likely not be the case elsewhere.

Suggested Action 2-1: Encourage and allow civic society to take a lead role and keep a careful eye on the city’s development vision and the associated policy interventions

Suggested Action 2-2: Encourage and allow NPOs, private sector, and private banks to support traditional townscape elements like Kyo-machiya. For this kind of coordination, a core organization like KCCC is important.

Suggested Action 2-3: Coordinate various projects under united themes to achieve synergy effects (refer to Kyoto Station West case study)

Lesson 3) Adopt a Comprehensive and Detailed Approach to District Planning – Refine, Enhance, Monitor

The Kyoto City Government has prepared many ordinances and regulations. For each area and district targeted for urban regeneration, suitable articles within relevant ordinances and regulations are consolidated and applied to solve local issues. In this way, the city adapts, tailors, and refines various regulative schemes in different areas to suit the local context while still meeting the overarching goals. Although Kyoto has demonstrated success using the above approach and its comprehensive Landscape Policy 2007, the Kyoto City Government continues to re-examine, strengthen, and refine its approach.

Suggested Action 3-1: Tailor and refine policies for the local context (refer to Case Study 7 – Southern Gion)

Suggested Action 3-2: Prepare diversified tools and enhanced policies for historic districts

Suggested Action 3-3: Survey and monitor regulation compliance in consultation with local communities to spot issues and ideas for improved policies

(3) Sustainable Tourism

Lesson 1) Promote Policy Change from Quantity to Quality

Each year Kyoto receives more than 55 million visitors, creating an economic ripple effect of around JPY 1 trillion (Kyoto City Government, 2016). Such high visitor numbers present the city with a major management challenge. Kyoto has helped achieve its sustainable tourism successes by shifting the focus of its tourism policy from quantity (number of visitors and tourists) to quality (spending and satisfaction).

Suggested Action 2-1: Ensure quality aspects are prioritized in tourism policy and planning

Suggested Action 2-2: Plan and deliver quality through hard infrastructure (physical) measures

Suggested Action 2-3: Plan and deliver quality through soft infrastructure (policy, regulations, human resource development) measures

Lesson 2) Formulate Long-Term Tourism Promotion Plans with Measurable Indicators and Tailored Action Plans for Sustainable Tourism Development

To plan for successful outcomes, long-term and short-term policies and strategies are necessary. The experiences in Kyoto show the value of setting logical indicators as targets based on analysis of surveys. This approach has been useful to make tourism promotion planning clearer and more persuasive, with tailored action plans every five years. Moreover, Kyoto City has verified the results applying the PDCA (Plan-Do-Check-Act) approach to clarify and solve issues and challenges. With survey results collected in a database, it has been possible to understand and develop solutions for tourists' reports of dissatisfaction. From the government perspective, laws and regulations can support the tourism environment and local people.

Suggested Action 2-1: Utilize the database of tourism surveys to understand the issues and challenges in improving tourism development

Suggested Action 2-2: Set clear targets with indicators and details to formulate the tourism strategies and planning for both the long-term and short-term

Suggested Action 2-3: Review tourism policy and make regular tailored action plans to respond to changes, challenges, and issues

Lesson 3) Enhance Community and Private Sector Involvement and Empower Civic Pride

The active involvement of local people and businesses is crucial for sustainable tourism development to succeed. The case of Kyoto City has highlighted use of a bottom-up approach to tourism development starting from the community level; collaborative efforts by government, public and private sectors, the academy, and local people can lead to effective and efficient approaches. While the relationship and balance between different stakeholders are important and sensitive issues, the role of the government is to communicate with various stakeholders and collect information from them. Furthermore, by providing educational opportunities and developing human resources, the government can build local capacity, offering local people knowledge and experiences related to their culture, history, and city. These instill civic pride and promote community development.

Suggested Action 3-1: Create and implement educational opportunities for local people to enhance their knowledge and experiences of their culture, history, and city

Suggested Action 3-2: Increase opportunities for stakeholders' involvement in tourism development and promote a collaborative approach to promote sustainable tourism

Suggested Action 3-3: Establish a collaboration mechanism between the city and the tourism association

3.2 Conclusion

This report has presented Kyoto's experience and its main achievements in preserving and developing tangible and intangible cultural heritage; in urban regeneration of historic districts; and in sustainable tourism development. The report sets out key policy, planning, and institutional arrangements at the city level and links to the national level that enabled this process. It also presents specific lessons learned and actions suggested by the analysis of eight case studies, and it identifies some of the key future challenges and pressing questions the city faces. Finally, it demonstrates how the linkages and interrelationships between cultural heritage, urban regeneration, and sustainable tourism create synergies that have allowed Kyoto City to prosper.

The principles and guidelines presented above have their limitations. They are based on the best practices and lessons learned from case studies of successful Kyoto initiatives on cultural heritage, urban regeneration, and sustainable tourism. Despite their limitations, these case studies and lessons learned can convey to relevant professionals – those working in urban regeneration, cultural heritage restoration, and tourism development – the possibilities and challenges that lie before them.

Kyoto City is indeed a unique case, but the report includes various elements and lessons that are applicable for many cities around the world facing similar issues. We hope that this report will serve as a useful reference for practitioners and researchers who believe that integrating cultural heritage, urban regeneration, and sustainable tourism can facilitate local economic development, promote community development, and preserve and enhance a city's diverse assets as a lasting legacy for future generations.



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