

ROUTLEDGE CONTEMPORARY JAPAN SERIES

# Heritage Conservation in Japan's Cultural Diplomacy

Heritage, national identity and national  
interest

 Natsuko Akagawa

ROUTLEDGE  


# Heritage Conservation in Japan's Cultural Diplomacy

Heritage, national identity and national  
interest

Natsuko Akagawa



 **Routledge**  
Taylor & Francis Group  
LONDON AND NEW YORK

740.7

First published 2015  
by Routledge  
2 Park Square, Milton Park, Abingdon, Oxon OX14 4RN

and by Routledge  
711 Third Avenue, New York, NY 10017

*Routledge is an imprint of the Taylor & Francis Group, an informa business*

© 2015 Natsuko Akagawa

The right of Natsuko Akagawa to be identified as author of this work has been asserted by him in accordance with sections 77 and 78 of the Copyright, Designs and Patents Act 1988.

All rights reserved. No part of this book may be reprinted or reproduced or utilised in any form or by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying and recording, or in any information storage or retrieval system, without permission in writing from the publishers.

*Trademark notice:* Product or corporate names may be trademarks or registered trademarks, and are used only for identification and explanation without intent to infringe.

*British Library Cataloguing in Publication Data*

A catalogue record for this book is available from the British Library

*Library of Congress Cataloguing in Publication Data*

Akagawa, Natsuko.

Heritage conservation and Japan's cultural diplomacy: heritage, national identity and national interest / Natsuko Akagawa.

pages cm. – (Routledge contemporary Japan series; 53)

Includes bibliographical references and index.

1. Japan—Cultural policy. 2. Japan—Relations. 3. Cultural diplomacy—Japan. 4. Cultural property—Protection—Japan. 5. Historic preservation—Government policy—Japan. 6. Nationalism—Japan. 7. National interest—Japan. 8. Geopolitics—Japan. I. Title.

DS843.A335 2014

363.6'90952—dc23

2014000801

ISBN: 978-0-415-70762-6 (hbk)

ISBN: 978-1-315-88666-4 (ebk)

Typeset in Times New Roman  
by Wearset Ltd, Boldon, Tyne and Wear



Printed and bound in Great Britain by  
TJ International Ltd, Padstow, Cornwall

# Heritage Conservation and Japan's Cultural Diplomacy

Japan's heritage conservation policy and practice, as deployed through its foreign aid programmes, has become one of the main means through which post-World War II Japan has sought to mark its presence in the international arena, both globally and regionally. Heritage conservation has been intimately linked to Japan's sense of national identity, in addition to its self-portrayal as a responsible global and regional citizen.

This book explores the concepts of heritage, nationalism and Japanese national identity in the context of Japanese and international history since the second half of the nineteenth century. In doing so, it shows how Japan has built on its distinctive approach to conservation to develop a heritage-based strategy, which has been used as part of its cultural diplomacy designed to increase its 'soft power' both globally and within the Asian region. More broadly, Natsuko Akagawa underlines the theoretical nexus between the politics of heritage conservation, cultural diplomacy and national interest, and in turn highlights how issues of heritage conservation practice and policy are crucial to a comprehensive understanding of geo-politics.

*Heritage Conservation and Japan's Cultural Diplomacy* will be of great interest to students, scholars and professionals working in the fields of heritage and museum studies, heritage conservation, international relations and Asian/Japanese studies.

**Natsuko Akagawa** is Assistant Professor of Asian Studies in the School of Social Sciences at the University of Western Australia.

## Routledge Contemporary Japan Series

- 1 A Japanese Company in Crisis**  
Ideology, strategy, and narrative  
*Fiona Graham*
- 2 Japan's Foreign Aid**  
Old continuities and new directions  
*Edited by David Arase*
- 3 Japanese Apologies for World War II**  
A rhetorical study  
*Jane W. Yamazaki*
- 4 Linguistic Stereotyping and Minority Groups in Japan**  
*Nanette Gottlieb*
- 5 Shinkansen**  
From bullet train to symbol of modern Japan  
*Christopher P. Hood*
- 6 Small Firms and Innovation Policy in Japan**  
*Edited by Cornelia Storz*
- 7 Cities, Autonomy and Decentralization in Japan**  
*Edited by Carola Hein and Philippe Pelletier*
- 8 The Changing Japanese Family**  
*Edited by Marcus Rebick and Ayumi Takenaka*
- 9 Adoption in Japan**  
Comparing policies for children in need  
*Peter Hayes and Toshie Habu*
- 10 The Ethics of Aesthetics in Japanese Cinema and Literature**  
Polygraphic desire  
*Nina Cornyetz*
- 11 Institutional and Technological Change in Japan's Economy**  
Past and present  
*Edited by Janet Hunter and Cornelia Storz*
- 12 Political Reform in Japan**  
Leadership looming large  
*Alisa Gaunder*
- 13 Civil Society and the Internet in Japan**  
*Isa Ducke*
- 14 Japan's Contested War Memories**  
The 'memory rifts' in historical consciousness of World War II  
*Philip A. Seaton*

- 15 Japanese Love Hotels**  
A cultural history  
*Sarah Chaplin*
- 16 Population Decline and Ageing in Japan**  
The social consequences  
*Florian Coulmas*
- 17 Zainichi Korean Identity and Ethnicity**  
*David Chapman*
- 18 A Japanese Joint Venture in the Pacific**  
Foreign bodies in tinned tuna  
*Kate Barclay*
- 19 Japanese–Russian Relations, 1907–2007**  
*Joseph P. Ferguson*
- 20 War Memory, Nationalism and Education in Post-War Japan, 1945–2007**  
The Japanese history textbook controversy and Ienaga Saburo's court challenges  
*Yoshiko Nozaki*
- 21 A New Japan for the Twenty-First Century**  
An inside overview of current fundamental changes and problems  
*Edited by Rien T. Segers*
- 22 A Life Adrift**  
Soeda Azembo, popular song and modern mass culture in Japan  
*Translated by Michael Lewis*
- 23 The Novels of Oe Kenzaburo**  
*Yasuko Claremont*
- 24 Perversion in Modern Japan**  
Psychoanalysis, literature, culture  
*Edited by Nina Cornyetz and J. Keith Vincent*
- 25 Homosexuality and Manliness in Postwar Japan**  
*Jonathan D. Mackintosh*
- 26 Marriage in Contemporary Japan**  
*Yoko Tokuhiro*
- 27 Japanese Aid and the Construction of Global Development**  
Inescapable solutions  
*Edited by David Leheny and Carol Warren*
- 28 The Rise of Japanese NGOs**  
Activism from above  
*Kim D. Reimann*
- 29 Postwar History Education in Japan and the Germanys**  
Guilty lessons  
*Julian Dierkes*
- 30 Japan-Bashing**  
Anti-Japanism since the 1980s  
*Narrelle Morris*
- 31 Legacies of the Asia-Pacific War**  
The Yakeato generation  
*Edited by Roman Rosenbaum and Yasuko Claremont*
- 32 Challenges of Human Resource Management in Japan**  
*Edited by Ralf Bebenroth and Toshihiro Kanai*
- 33 Translation in Modern Japan**  
*Edited by Indra Levy*

- 34 Language Life in Japan**  
Transformations and prospects  
*Edited by Patrick Heinrich and Christian Galan*
- 35 The Quest for Japan's New Constitution**  
An analysis of visions and constitutional reform proposals 1980–2009  
*Christian G. Winkler*
- 36 Japan in the Age of Globalization**  
*Edited by Carin Holroyd and Ken Coates*
- 37 Social Networks and Japanese Democracy**  
The beneficial impact of interpersonal communication in East Asia  
*Ken'ichi Ikeda and Sean Richey*
- 38 Dealing with Disaster in Japan**  
Responses to the Flight JL123 crash  
*Christopher P. Hood*
- 39 The Ethics of Japan's Global Environmental Policy**  
The conflict between principles and practice  
*Midori Kagawa-Fox*
- 40 Superhuman Japan**  
Knowledge, nation and culture in US–Japan relations  
*Marie Thorsten*
- 41 Nationalism, Political Realism and Democracy in Japan**  
The thought of Masao Maruyama  
*Fumiko Sasaki*
- 42 Japan's Local Newspapers**  
Chihōshi and revitalization journalism  
*Anthony S. Rausch*
- 43 Mental Health Care in Japan**  
*Edited by Ruth Taplin and Sandra J. Lawman*
- 44 Manga and the Representation of Japanese History**  
*Edited by Roman Rosenbaum*
- 45 Negotiating Censorship in Modern Japan**  
*Edited by Rachael Hutchinson*
- 46 EU–Japan Relations, 1970–2012**  
From confrontation to global partnership  
*Edited by Jörn Keck, Dimitri Vanoverbeke and Franz Waldenberger*
- 47 Japan and the High Treason Incident**  
*Edited by Masako Gavin and Ben Middleton*
- 48 Diplomacy in Japan–EU Relations**  
From the Cold War to the post-bipolar era  
*Oliviero Frattollilo*
- 49 Sound, Space and Sociality in Modern Japan**  
*Edited by Joseph D. Hankins and Carolyn S. Stevens*
- 50 Japanese Femininities**  
*Justin Charlebois*
- 51 Japan's Foreign Aid to Africa**  
Angola and Mozambique within the TICAD process  
*Pedro Amakasu Raposo*

**52 Internationalising Japan**

Discourse and practice

*Edited by Jeremy Breaden,  
Stacey Steele and  
Carolyn S. Stevens*

**53 Heritage Conservation and  
Japan's Cultural Diplomacy**

Heritage, national identity and  
national interest

*Natsuko Akagawa*



**for mama, papa, tako, relatives and everyone who has had an  
impact on my life**

# Figures

3.1	Development of Japanese heritage conservation system, history and Japanese identity	54
3.2	Schematic diagram of cultural properties	56
3.3	Ise Shrine precincts in 2013	76
4.1	Overview of ODA and new JICA	89
4.2	Organisational framework of JCIC-Heritage	100
4.3	Organisational chart of UNESCO activities	103
7.1	Plaque commemorating 'the project for improving the surrounding area of My Son sanctuary'	151
7.2	Structure in the Hue citadel destroyed during the Vietnam War	153
7.3	Main Gate (Ngo Mon) restored during 1990–2	156
7.4	Site of Can Chanh Palace	162
7.5	Framework of international cooperation between Vietnam and Waseda, Japan in Hue	165
7.6	Nha Nhac Theatre restored during 1998–2001	169
7.7	Nha Nhac performers	170

# Tables

1.1	Three types of power	26
2.1	Analysis of <i>Nihonjinron</i>	39
3.1a	Number of cultural properties listed by the National Government (as of 1 December 2013): Designation	57
3.1b	Number of cultural properties listed by the National Government (as of 1 December 2013): Selection	58
3.1c	Number of cultural properties listed by the National Government (as of 1 December 2013): Registration	58
4.1	ODA policy towards humanitarian security aid that became the focus for Prime Ministers Koizumi (2001–6), Abe (2006–7) and Fukuda (2007–8)	90
7.1	Japan's Aid for the Complex of Hue Monuments	155
A.1	Comprehensive table of all international assistance in and around the Complex of Hue Monuments	191
A.2	Major universities involved in large-scale international cooperation for heritage conservation	196

# Boxes

4.1	Development of ODA in Japan	87
4.2	UNESCO/Japan Funds-in-Trust under the Ministry of Foreign Affairs	109
4.3	UNESCO/Funds-in-Trust under the Ministry of Education, Culture, Sports, Science and Technology of Japan	110–111

# Preface

This book demonstrates how Japan's heritage conservation policy and practice, as deployed through its foreign aid programmes, became one of the main means through which post-World War II Japan sought to mark its presence in the international arena, both globally and regionally. Japan's involvement in heritage conservation has been intimately linked to its sense of national identity and that Japan's national interest was reflected in its use of cultural heritage has been an important element in its self-portrayal as a responsible global and regional citizen. Building on its historically significant and distinctive approach to conservation and the rich scope of its national heritage protection system, Japan has developed a heritage-based strategy, which it has used as part of its cultural diplomacy, designed to increase its 'soft power' both globally and within the Asian region.

This focus on Japan's use of cultural heritage as an element of its cultural diplomacy is contextualised by exploring the evolution of the heritage conservation movement in Japan since the Meiji restoration as well as Japan's positioning in Asia prior to and after World War II and particularly following the end of the Cold War. The Nara Conference on Authenticity (1994) and the appointment of Matsuura Koichiro as the Director-General of UNESCO (1999–2009) are two specific examples that reflect Japan's influence at a global level. During Matsuura's term in office, the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (2003) (the '2003 Intangible Cultural Heritage Convention') was adopted. Seen in retrospect, the Convention represents Japan's principal contribution to the global heritage system. It parallels the Nara Document on Authenticity, Japan's main contribution to the international heritage discourse.

Regionally within Asia, and especially in East and Southeast Asia, many heritage sites with iconic value for national identity have received major heritage conservation funding from Japan. In this book, Japan's involvement in cultural heritage conservation projects in Hue, Socialist Republic of Vietnam, is used as a case study to examine in detail the role that heritage has played in Japan's cultural diplomacy within the region. This case study, based on fieldwork undertaken in Japan, Vietnam and Thailand, reveals how Japan has contributed to the conservation of Vietnam's heritage and shows that this was supported by the

Japanese Government as a form of cultural diplomacy. It also reveals how such practice impacted on the direction of Vietnamese official policies towards enhancing that nation's cultural identity.

An examination of existing publications shows that a comprehensive study exploring the evolution of Japanese heritage conservation policy and practice in relation to Japanese national identity and foreign policy has not been undertaken. This study seeks to fill that gap. In an era where global cooperation has become increasingly important for humanitarian, security and economic reasons, Japan used its strength in the heritage field to allow it to exercise a significant degree of influence in its immediate region and also more generally in the evolving global discourse on the principles and practice of heritage conservation.

More broadly, the study establishes the theoretical nexus between the politics of heritage conservation, cultural diplomacy and national interest. Thus, it demonstrates that issues of heritage conservation practice and policy extend beyond the provenance of heritage practitioners, heritage policy-makers and scholars, to fall legitimately within the wider study of geo-politics. In addressing the political dimension of heritage as a key issue of contemporary concern in the field of heritage studies, this innovative integrated framework could therefore provide a model for an understanding of the role of heritage in other countries.

# Acknowledgements

I am grateful to scholars, researchers, government officials, site managers and anonymous supporters in Thailand, Vietnam, Japan and elsewhere around the globe, whose cooperation, informal conversations and openness have always been my source of inspiration and insights that I could never capture from literature alone.

I would like to express my gratitude to my colleagues at The University of Western Australia, where I am currently Assistant Professor, for their encouragement and to the International Institute for Asian Studies and Leiden University for their generous support in awarding me with a Fellowship to complete the manuscript for this book.

My appreciation to Alfred Deakin Professor William Logan, Associate Professor Michele Langfield, Dr Joost Coté, Alfred Deakin Professor David Walker, Professor Herb Stovel, Professor William Chapman, Dr Tiamsoon Sirisrisak, Professor Hugh O'Neil, Professor Katherine Darian-Smith, Dr Kate MacNeill, Professor Máiréad Nic Craith, Dr Helaine Silverman, Dr Laurajane Smith, Professor David Simpson, Winthrop Professor Krishna Sen, Winthrop Professor Susan Broomhall, Winthrop Professor Philip Mead, Dr Richard Engelhardt and Professor Michael Herzfeld for their constructive advice. Thank you also to my former colleagues at Deakin University, Monash University, Melbourne University and La Trobe University.

Thank you my friends, for your inspirations, support, comfort and encouragements. I am truly grateful. Thank you, Linda, David, Jacqueline, Margaret B., Sue R., Lu-Chin, Alberto, Ivy, Yiqing and all of my dear friends.

Finally, I would like to express my appreciation to my family – my parents, brother and relatives – for their encouragement and dedicated support.

# Abbreviations

ACCU	Asia/Pacific Cultural Centre for UNESCO
ASEAN	Association of Southeast Asian Nations
EIHCAP	Establishment Initiative for the Intangible Heritage Centre for the Asia-Pacific
FY	Fiscal Year
HMCC	Hue Monument Conservation Centre
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites
IIRC	ICOMOS International Wood Committee
JBIC	Japan Bank for International Cooperation
JEXIM	The Export–Import Bank of Japan
JICA	Japan International Cooperation Agency
JNTO	Japan National Tourism Organisation
LDP	Liberal Democratic Party
MEXT	Ministry of Education, Culture, Sports, Science and Technology
MOCST	Ministry of Culture, Sports and Tourism
MOFA	Ministry of Foreign Affairs
NFUAJ	National Federation of UNESCO Associations in Japan
NHK	Nippon Hoso Kyokai
NIT	Nippon Institute of Technology
ODA	Official Development Assistance
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OSH	Outrage at state humiliation
OTCA	Overseas Technical Cooperation Agency
SCAP/GHQ	Supreme Commander of the Allied Powers/General Headquarters
SEAMEO–SPAFA	Southeast Asian Ministers of Education Organization Regional Centre for Archaeology and Fine Arts
SPAB	Society for the Protection of Ancient Buildings
TICAD	Tokyo International Conference on African Development



xx *Abbreviations*

UNESCO	United Nations Educational Scientific and Cultural Organisation
UNHCR	Office of the United Nations High Commissioner for Refugees
UNITAR	United Nations Institute for Training and Research
WFUCA	World Federation of UNESCO Clubs and Associations