

## **Kanezaki Fishing Harbor Improvement Project Heritage Impact Assessment Report (Draft)**

The Kanezaki Fishing Harbor Improvement Project is an expansion project to be carried out on a fishing harbor that already exists within the buffer zone of the Sacred Island of Okinoshima and Associated Sites in the Munakata Region. The project will have no negative impact on the historical or cultural value, landscape, Outstanding Universal Value or related attributes of this property.

### **1. Overview**

- This document is a heritage impact assessment report created by Munakata City for the Kanezaki fishing harbor improvement project, which is located within the buffer zone of the Sacred Island of Okinoshima and Associated Sites in the Munakata Region.
- An ICOMOS evaluation report notes that for the Kanezaki fishing harbor improvement project it is necessary to conduct a heritage impact assessment and submit the evaluation results to the World Heritage Committee prior to the commencement of construction.<sup>1</sup>In addition, a decision of the World Heritage Committee (Draft Decision: 41COM 8B.19\_4e) recommends that it is necessary to conduct a heritage impact assessment for any project plan that may affect the Outstanding Universal Value or related attributes of the property<sup>2</sup>.
- The Kanezaki Fishing Harbor Improvement Project is an expansion of work on the fishing harbor that Munakata City is carrying out from 2002 to 2022. The large-scale construction of a loading dock, which has not yet commenced but is scheduled to start in August 2019, has raised concerns about its impact on the landscape. Therefore the Council for Preservation and Utilization for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region convened a

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<sup>1</sup>“The most significant development projects concern the improvement of the Kanezaki fishing harbour in Munakata City and a new photovoltaic facility. ICOMOS considers that it would be advisable that Heritage Impact Assessments be prepared for these projects and the results submitted to the World Heritage Committee before any decision is taken with regard to their final implementation.” ICOMOS, Sacred Island of Okinoshima (Japan) No 1535, Advisory Body Evaluation, WHC/17/41.COM/INF.8B1, 2017, P.144 <https://whc.unesco.org/archive/2017/whc17-41com-inf8B1-en.pdf>

<sup>2</sup> 4. Recommends that the State Party gives consideration to the following: e) Developing specific HIAs for planned projects that may impact on the Outstanding Universal Value and the attributes of the property, and submitting their results to the World Heritage Committee and ICOMOS for review before any final decision is taken with regard to their approval and implementation.

group of academic and other experts to study the impact of this improvement project, and their assessment of its effects on this heritage property are as follows.

- The Kanazaki Fishing Harbor Improvement Project is related to the second of the five attributes of Outstanding Universal Value of this property, the attribute of the “Open views from Kyushu and Oshima towards Okinoshima” which is part of the “Worship of Okinoshima that retained its sacred status.”  
The project has no effect on this attribute because it does not inhibit the view from the main island of Kyushu toward Okinoshima.
- No archaeological sites having to do with ancient historical harbors or rituals have been identified within the planned construction site, so there is no impact on the historical or cultural value of the property.
- The height and color of the loading dock to be constructed have been planned with consideration of the surrounding landscape.
- This improvement project contributes to the sustainable development of fisheries, a key industry in the region, and will have a positive impact on the value of the property as a “cultural tradition that continues to the present day.”
- Therefore, the Kanazaki Fishing Harbor Improvement Project does not have a negative impact on the Outstanding Universal Value or related attributes of this heritage property.

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### 3. Introduction

#### 1) Name

Sacred Island of Okinoshima and Associated Sites in the Munakata Region

#### 2) Component properties and coordinates

ID No.	Name of the component part	Region / District	Coordinates of the central point	Area of nominated component of the property (ha)	Area of the buffer zone (ha)	
					Land	Sea
1	Okinoshima	Oshima, Munakata City	N 34° 14' 42" E 130° 6' 20"	68.38	717.23	75,068.36
2	Koyajima	Oshima, Munakata City	N 34° 13' 53" E 130° 6' 42"	1.89		
3	Mikadobashira	Oshima, Munakata City	N 34° 13' 54" E 130° 6' 50"	0.15		
4	Tenguiwa	Oshima, Munakata City	N 34° 13' 56" E 130° 6' 51"	0.19		
5	Okitsu-miya Yohaisho, Munakata Taisha	Oshima, Munakata City	N 33° 54' 32" E 130° 25' 41"	0.24	3,577.89	
6	Nakatsu-miya, Munakata Taisha	Oshima, Munakata City	N 33° 53' 50" E 130° 25' 54"	1.50		
7	Hetsu-miya, Munakata Taisha	Tashima, Munakata City	N 33° 49' 47" E 130° 30' 51"	11.27		
8	Shimbaru-Nuyama Mounded Tomb Group	Katsuura, Fukutsu City	N 33° 49' 3" E 130° 29' 10"	15.31		
Total area (ha)				98.93		79,363.48

#### 3) Component sites affected

- None

#### 4) Information used for Heritage Impact Assessment

- Japan (2016)  
Nomination Dossier, the Sacred Island of Okinoshima and Associated Sites in the Munakata Region
- Fukuoka Prefecture, Munakata City, Fukutsu City (2016)  
Comprehensive Preservation and Management Plan for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region

#### 5) Author of Heritage Impact Assessment Report

- Munakata City

#### 6) Subject of Heritage Impact Assessment

- Preservation and Utilization Council of the Sacred Island of Okinoshima and Associated Sites in the Munakata Region

#### **4. The value of heritage and its preservation and management methods**

##### **1) The Outstanding Universal Value of the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Located 60 km off the north-western coast of Kyushu Island, the Island of Okinoshima is an exceptional repository of records of early ritual sites, bearing witness to early worship practices associated with maritime safety, which emerged in the 4th century AD and continued until the end of the 9th century AD, at a time of intense exchanges between the polities in the Japanese Archipelago, in the Korean Peninsula, and on the Asian continent. Incorporated into the Munakata Grand Shrine (Munakata Taisha), the Island of Okinoshima continued to be regarded as sacred in the following centuries up until today.

The entirety of the Island of Okinoshima, with its geomorphological features, the ritual sites with the rich archaeological deposits, and the wealth of votive offerings, in their original distribution, credibly reflect 500 years of ritual practices held on the Island; the primeval forest, the attendant islets of Koyajima, Mikadobashira and Tenguiwa, along with the documented votive practices and the taboos associated with the Island, the open views from Kyushu and Oshima towards the Island, altogether credibly reflect that the worship of the Island, although changed in its practices and meanings over the centuries, due to external exchanges and indigenisation, has retained the sacred status of Okinoshima.

Munakata Taisha is a shrine that consists of three distinct worship sites – Okitsu-miya on Okinoshima, Nakatsu-miya on Oshima, and Hetsu-miya on the main island of Kyushu, all of which are located within an area that measures some 60 kilometers in breadth. These are the living places of worship that are linked to ancient ritual sites. The form of worshipping the Three Female Deities of Munakata has been passed down to the present day in rituals conducted mainly at the shrine buildings and safeguarded by people of the Munakata region. Okitsu-miya Yohaisho, built on the northern shore of Oshima, has functioned as a hall for worshipping the sacred island from afar. The Shimbaru-Nuyama Mounded Tomb Group, located on a plateau overlooking the sea that stretches out towards Okinoshima, is composed of both large and small burial mounds, bearing witness to the lives of members of the Munakata clan, who nurtured a tradition of worshipping Okinoshima.

(Excerpt from the statement on Outstanding Universal Value from the World Heritage Committee resolution)

## 2) Outstanding Universal Value Attributes of the Sacred Island of Okinoshima and Associated Sites in the Munakata Region

Attribute 1	Attribute 2	Attribute 3	Attribute 4	Attribute 5
500 years of ritual practices held on Okinoshima	Worship of Okinoshima that retained its sacred status	Worship of the Three Female Deities of Munakata, which has been passed down to the present day	Worship of a sacred island from afar	Witness to the lives of those who nurtured the tradition of worshipping Okinoshima
Component site	Component site	Component site	Component site	Component site
Okinoshima	Okinoshima Koyajima Mikadobashira Tenguiwa	Munakata Taisha Okitsu-miya Nakatsu-miya Hetsu-miya	Munakata Taisha Okitsu-miya Yohaisho	Shimbaru- Nuyama Mounded Tomb Group
Features	Features	Features	Features	Features
<ul style="list-style-type: none"> <li>• Geomorphological features</li> <li>• Ritual sites with rich archaeological deposits</li> <li>• Wealth of votive offerings</li> </ul>	<ul style="list-style-type: none"> <li>• Primeval forest</li> <li>• Attendant islets of Koyajima, Mikadobashira and Tenguiwa</li> <li>• Documented votive practices</li> <li>• Taboos associated with Okinoshima</li> <li>• Open views from Kyushu and Oshima towards Okinoshima</li> </ul>	<ul style="list-style-type: none"> <li>• Three distinct worship sites located within an area that measures some 60 kilometers in breadth</li> <li>• Living places of worship linked to ancient ritual sites</li> <li>• Shrine buildings</li> </ul>	<ul style="list-style-type: none"> <li>• Hall for worshipping Okinoshima, built on the northern shore of Oshima</li> </ul>	<ul style="list-style-type: none"> <li>• Mounded tomb group located on a plateau overlooking the sea that stretches out towards Okinoshima</li> <li>• Large and small burial mounds</li> </ul>

Please note: The site is not visible from the Kanazaki fishing harbor, but its location is related to the attribute of the “Open views from Kyushu and Oshima towards Okinoshima” which is part of the “Worship of Okinoshima that retained its sacred status.”

### 3) Delineation of the buffer zone and methods for its preservation and management

- **Delineation of the buffer zone**

A buffer zone has been delineated that surrounds all component parts of the property in order to prevent any adverse effect on the Outstanding Universal Value of the property. Taking into consideration the surrounding natural landforms such as the sea, hills and rivers that are visible from each component part of the property, as well as each site's administrative boundaries, an area of 79,363.48 ha has been designated as the buffer zone that encompasses the entire property, including all its component parts. The purpose of the buffer zone is threefold:

- 1) To conserve the views among component parts, and also the views of the sea.
- 2) To conserve the setting, including the natural terrain, and uses of the sea and land that form an integral environment together with the property area itself.
- 3) To encompass the area where other historical and cultural elements closely related to the property are distributed.

- **Management policies for sub-zones of the buffer zone**

Sub-zones:Area between Oshima and Kyushu

- Conservation of the views of the main island of Kyushu from the summit of Mt. Mitakesan.
- Control of the construction of offshore structures that would disrupt ocean views.

Sub-zones:Area surrounding Hetsu-miya(Kyushu)

- Conservation of landscape around the component part (Hetsu-miya).
- Conservation of visibility of the Tsurikawa River from the area of the Shimotakamiya ritual site at Hetsu-miya.
- Coordination to avoid disrupting the daily life of local communities.

- **Protective designations within the buffer zone**

Roads connecting one component part of the property with another, as well as ports, harbors, and related facilities, have all been designated as Public facilities of Landscape importance under the Landscape Act, and efforts are made accordingly to protect the landscape by establishing policies and standards for landscape development.

(Excerpt from the “Comprehensive Conservation and Management Plan for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region”

### 4) Positional relationship between buffer zone and Kanezaki

The Kanezaki fishing harbor, which is the subject of this heritage impact assessment, is located at the northern end of Kyushu, within the buffer zone of Sacred Island of Okinoshima and Associated Sites in the Munakata Region.

### 5) History of Kanezaki

According to one historical record (the *Shoku nihongi*), in 767 *Munakata-no-Ason Fukatsu*, chief administrator of the Munakata district, received a promotion from the state for having constructed a harbor at Kanezaki, and today Kanezaki is still the most

important base for the fishing industry in the Munakata region. Kanezaki's fishing fleet also plays an important role in transferring the portable shrine by sea during the Miare Festival, which symbolizes a living cultural tradition that has been passed down to the present day. During the festival, a large fleet of several hundred boats surround one boat that carries the female deities Tagorihime of Okitsu-miya and Tagitsu-hime of Nakatsu-miya to Konominato harbor, where Ichikishimahime on Hetsu-miya awaits them. Thus Kanezaki is important as a place that speaks of the relationship between the people of the Munakata region and the sea that has existed since ancient times, and has historical and cultural elements that are closely connected to this property (corresponding to the delineation of the buffer zone, which is described in section 3).

#### **6) Preservation of the Kanezaki fishing harbor landscape**

The Kanezaki fishing harbor has been designated as an important fishing harbor according to the Munakata City Landscape Plan, and the landscape regulations and guidelines are being monitored through procedures for obtaining permission and applications concerning the position, height, and morphological design for new construction on the fishing harbor.

##### **Munakata City Landscape Plan**

##### **Standards of Permission for Important Fishing Ports for Landscape**

When beginning a new project at an important fishing ports for landscape, we shall apply to the administrator and receive permission after considering the following matters.

(1) Position and height.

- Position and scale should not affect views of the property from key observation points.

(2) Morphological design

- Avoid excessive decoration and establish a morphological design that harmonizes with the surrounding natural landscape, historical and cultural resources, and public facilities.
- The color of the structure should be in harmony with the surrounding landscape, and it should be made of a material that can withstand aging and be properly maintained.

## **5. Overview of development project**

### **1) Project name**

Kanezaki Fishing Harbor Improvement Project

### **2) Entity conducting project**

Department of Fisheries Promotion, Industry Promotion Division, Munakata City

### **3) Project location**

Kanezaki, Munakata City, Fukuoka Prefecture

### **4) Project timeline**

- Timeline of entire project: 2002-2022
- Timeline of loading dock construction
  - Design = August 2019 – March 2020
  - Construction = August 2019 – March 2022

### **5) Project content**

This project consists of expansion work on the Kanezaki fishing harbor, which is located within the buffer zone at the northern tip of the main island of Kyushu. For the safety of fishing boats, we are improving mooring facilities and harbor facility sites related to breakwater, seawall, and harbor improvement functions. The construction of the loading dock and improvement of its periphery is planned for the near future (as a facility to sort landed fish in a sanitary manner).

### **6) Purpose of loading dock construction**

The Kanezaki fishing harbor is currently having problems with hygiene and work efficiency because landed fish are being processed a loading area without proper roof covering. Therefore the aim is to improve the reliability and safety of marine products as well as the work environment of local fishermen by constructing a new loading dock.

### **7) Project scale (planned future construction)**

- ① Levee (L=45m)
- ② Wharf (L=120m)
- ③ Wind barrier (L=200m)
- ④ Road (L=383m)
- ⑤ Parking lot (A=1,230 m<sup>2</sup>)
- ⑥ Levee removal (L=56m)
- ⑦ Loading dock (site area=3,390.00 m<sup>2</sup>, building area=2,500 m<sup>2</sup>, maximum height 5m)

## **6. Assessment of the impact of development and modification**

- 1) The Kanezaki Fishing Harbor Improvement Project is related to the second of the five attributes of Outstanding Universal Value of this property, the attribute of the “Open views from Kyushu and Oshima towards Okinoshima” which is part of the “Worship of Okinoshima that retained its sacred status.” Okinoshima is not visible from the Kanezaki fishing harbor, however; and from the point on the main island of Kyushu from which there is a clear view of Okinoshima (the peak of Mt. Yugawa), Kanezaki fishing harbor is not within the field of view, so the project has no effect on this attribute of the property.
- 2) No archaeological sites or artifacts having to do with ancient historical harbors or rituals have been identified within the planned construction site of the Kanezaki Fishing Harbor Improvement Project, so this project has no impact on the historical or cultural value of the property.
- 3) Construction of the loading dock and the improvement of its surroundings that are scheduled to begin are intended to enhance and reinforce the existing fishing harbor, and will not significantly change the current fishing harbor landscape. In addition, the building height is the minimum necessary for a loading dock, and its color will be a subdued tone that will blend in with the existing breakwater. Because this site is some distance away from each point of view specified in the “Comprehensive Preservation and Management Plan,” it will be difficult to detect with the naked eye the change from before to after development is carried out. The above points suggest that there will be no effect on the landscape of the property.
- 4) The continuation of the fishing industry, the lifeblood of the region, is a foundation that supports the “cultural tradition that continues to the present day”<sup>3</sup> that is a core value of this property, and a series of fishing harbor improvements, including this construction project, contribute to the sustainable development of the fishing industry.
- 5) The Preservation and Utilization Council for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region consists of academic experts and convenes studies of this property by experts, and the assessment of this group is that the project in question will have no negative effect on the Outstanding Universal Value of this property or its attributes.

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<sup>3</sup> World Heritage Committee Decisions (Draft Decision:41COM 8B.19)

**Criterion (iii):**

The Sacred Island of Okinoshima is an exceptional example of the cultural tradition of worshipping a sacred island, as it has evolved and been passed down from ancient times to the present.

## 7. Review process

### ▪ **Munakata City Landscape Advisor Meeting**

Members:

NAKAMA Koichi (landscape engineering), HITAKA Keiichiro (urban planning), SHIBATA Hisashi (landscape engineering), TSUCHIYA Jun (architecture)

Date: Tuesday, October 23, 2018

### ▪ **Subcommittee on Preservation and Management of Component Sites, Experts Meeting for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Members:

NISHITANI Tadashi (archaeology), HATTORI Hideo (medieval history), KAWAKAMI Nobuyuki (architectural history), SHIGEFUJI Teruyuki (archaeology)

Dates: Friday, October 12, 2018; Thursday, December 13, 2018; Friday, February 22, 2019

### ▪ **Subcommittee on Buffer Zone Conservation, Experts Meeting for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Members:

SUGIMOTO Masami (landscape architecture), KINDA Akihiro (historical geography), NAKAMA Koichi (landscape engineering), HITAKA Keiichiro (urban planning), OMORI Yoko (urban planning)

Dates: Friday, October 12, 2018; Thursday, December 13, 2018; Friday, February 22, 2019

### ▪ **Experts Meeting for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Members:

NISHITANI Tadashi (archaeology), SATO Makoto (ancient history), SUGIMOTO Masami (landscape architecture), MIWA Karoku (archaeology), KINDA Akihiro (historical geography), INABA Nobuko (architectural history), OKADA Yasuyoshi (architectural history), MIZOGUCHI Koji (archaeology)

Date: Friday, March 15, 2019

### ▪ **Field Investigation Conducted by Experts Meeting for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Members:

NISHITANI Tadashi (archaeology), SUGIMOTO Masami (landscape architecture)

Date: Thursday, March 28, 2019

### ▪ **Experts Meeting for the Sacred Island of Okinoshima and Associated Sites in the Munakata Region**

Members:

NISHITANI Tadashi (archaeology), SATO Makoto (ancient history), SUGIMOTO Masami (landscape architecture), MIWA Karoku (archaeology), KINDA Akihiro (historical geography), INABA Nobuko (architectural history), OKADA Yasuyoshi (architectural history), MIZOGUCHI Koji (archaeology)

Date: Friday, May 31, 2019

## **8. Conclusion**

The Kanezaki Fishing Harbor Improvement project is an extension of the fishing harbor that Munakata city is carrying out from 2002 to 2022. The large-scale construction of a loading dock, which has not yet commenced but is scheduled to start in August 2019, has raised concerns about its impact on the landscape.

Although Kanezaki Fishing Harbor Improvement Project is related to the second of the five attributes of Outstanding Universal Value of this property, “Worship of Okinoshima that retained its sacred status,” the project has no effect on this attribute because it does not inhibit the view from the main island of Kyushu toward Okinoshima.

The scheduled construction of the loading dock and the improvement of its surroundings are intended to enhance and reinforce the existing fishing harbor, and will not significantly change the current fishing harbor landscape. In addition, the height, color, and other features of the loading dock have been designed with the landscape in mind, and it will be difficult to detect the change from before to after development is carried out, so the construction will have no negative effect on the landscape of the property.

No archaeological sites having to do with ancient historical harbors or rituals have been identified within the planned construction site, so there is no impact on the historical or cultural value of the property.

The continuation of the fishing industry, the lifeblood of the region, is a foundation that supports the cultural tradition that continues to the present day which is a core value of this property, and a series of fishing harbor improvements, including this construction project, can be assessed as contributing to the sustainable development of the fishing industry.

Therefore the Kanezaki Fishing Harbor Improvement project does not have a negative impact on the Outstanding Universal Value or related attributes of this compound heritage property.

## **9. Works cited**

- Japan, 2016, Nomination Dossier, The Sacred Island of OKINOSHIMA and Associated Sites in the Munakata Region
- Japan, 2016, Additional Information, November 14, 2016, Part1-71.80
- Fukuoka Prefecture/Munakata City/Fukutsu City, 2016, Comprehensive Preservation and Management Plan, The Sacred Island of OKINOSHIMA and Associated Sites in the Munakata Region

## **10. Drawings and photographs**

Figure 1: Location map

Figure 2: Kanezaki fishing harbor improvement area

Figure 3: Okinoshima visible range map

Figure 4: From the peak of Mt. Yugawa toward Okinoshima

Figure 5: Planned construction locations

Figure 6: Ground plan for the Kanezaki Fishing Harbor Improvement Plan

Figure 7: Illustrations of planned loading dock and elevations

Figure 8: Computer graphic of planned completion of Kanezaki Fishing Harbor Improvement Project

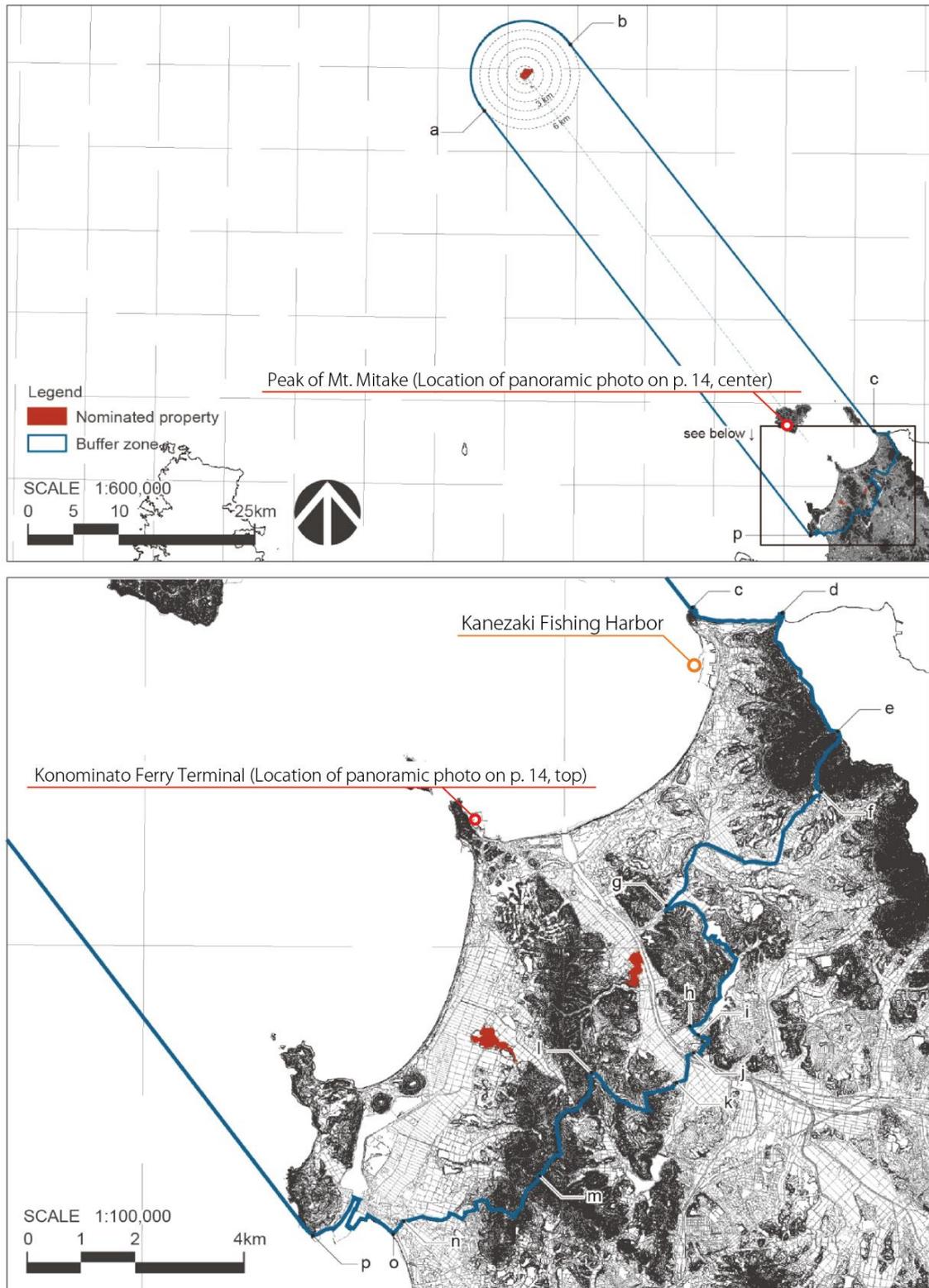


Figure 1. Location map

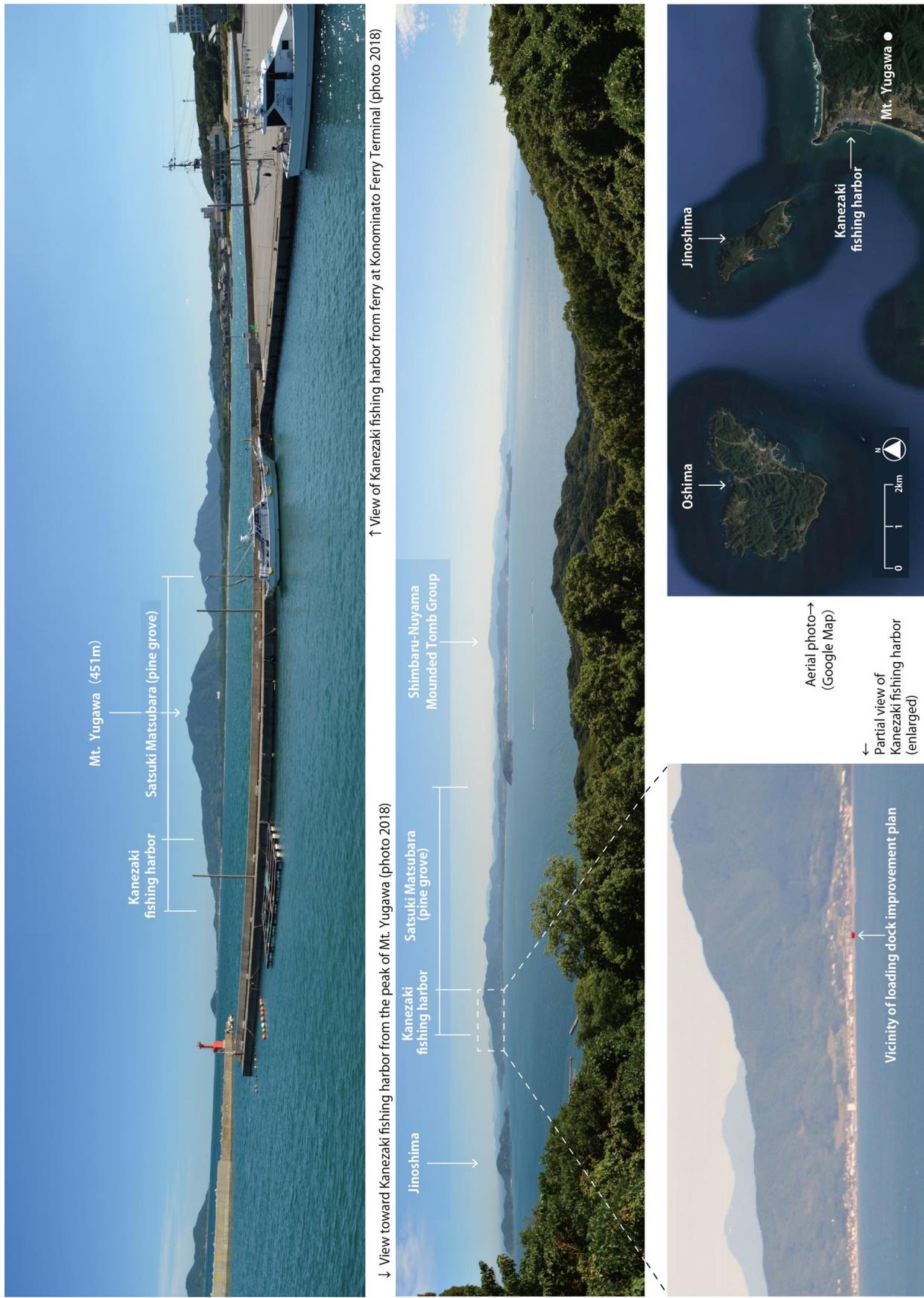


Figure 2. Kanazaki fishing harbor improvement area



Figure 3. Okinoshima visible range map

※ To identify the visible range of Okinoshima, the topography was reproduced based on elevation data (digital terrain model), and a visual analysis diagram was created. Since visible range in this diagram does not account for trees or buildings, it includes some locations where Okinoshima cannot be seen because the view is obscured by trees or other obstacles.

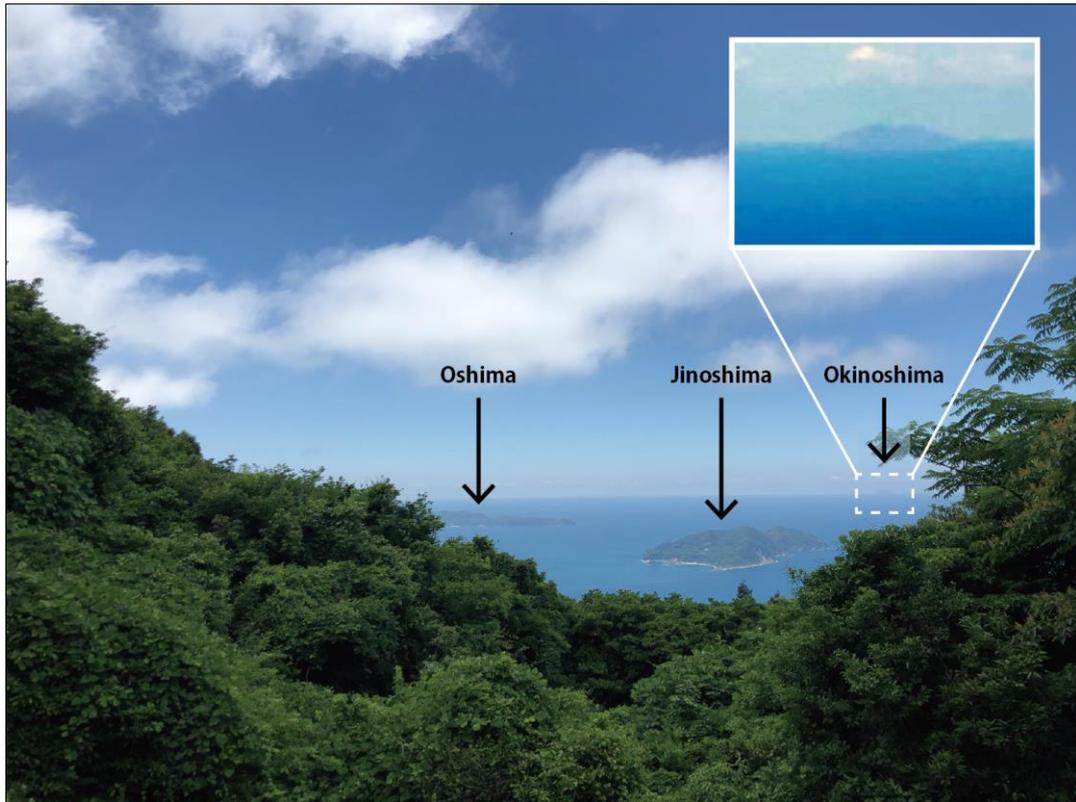


Figure 4. From the peak of Mt. Yugawa toward Okinoshima (photo 2019)



Figure 5. Planned construction locations

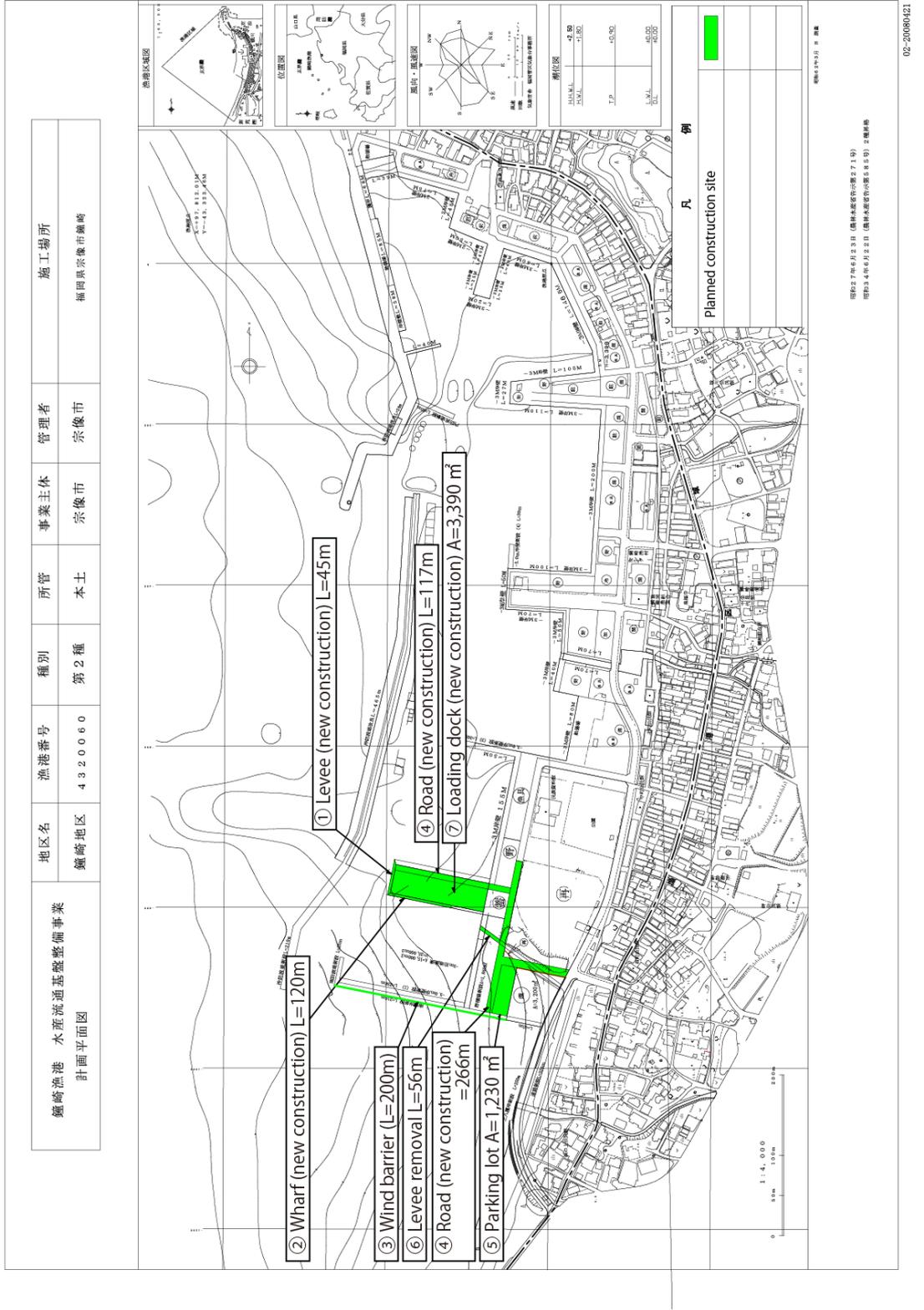


Figure 6. Ground plan for the Kanazaki Fishing Harbor Improvement Project

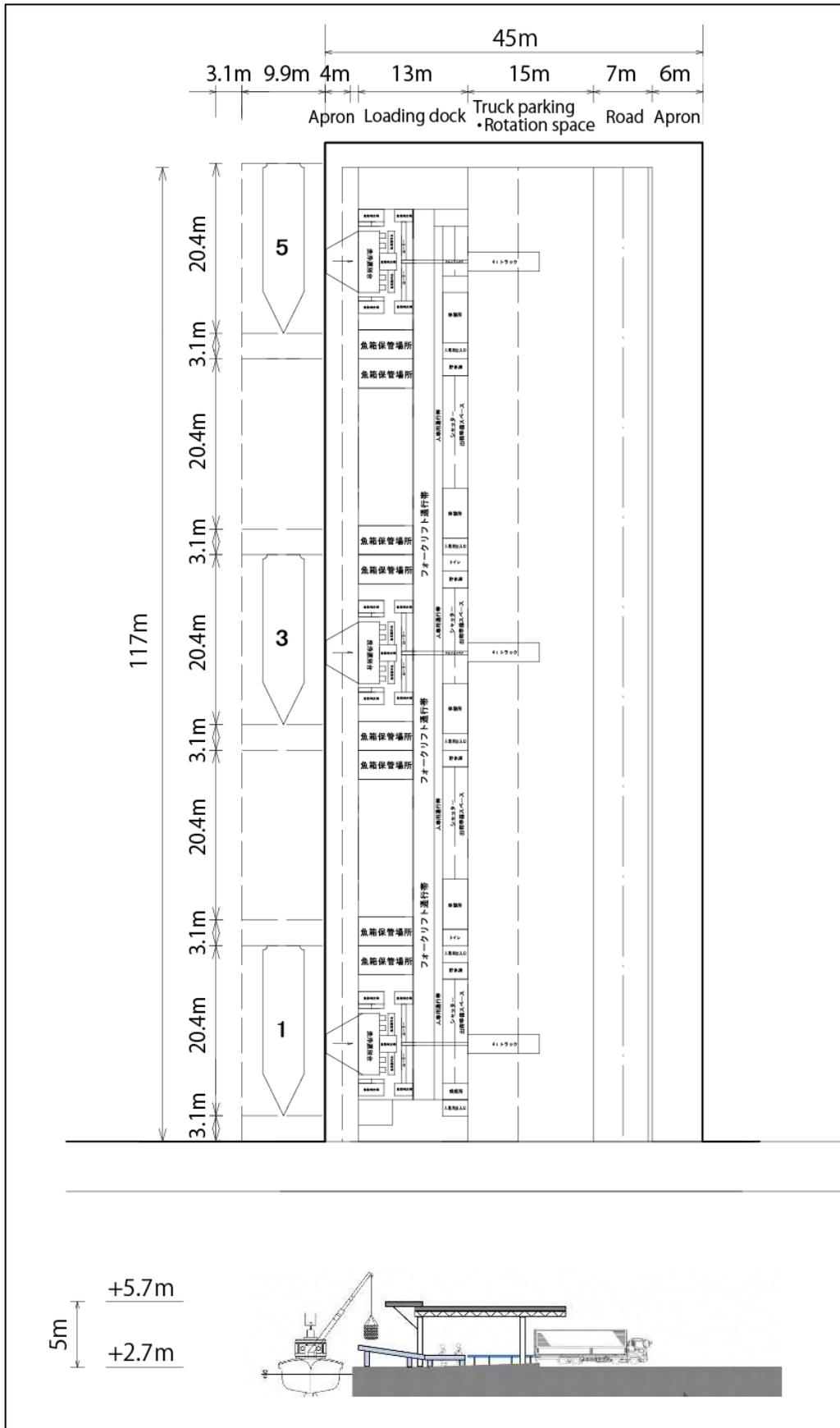


Figure 7. Illustrations of planned loading dock and elevations



Figure 8. Computer graphic of planned completion of Kanezaki Fishing Harbor Improvement Project (areas in red are planned construction sites)