

Shiretoko Ecotourism Strategy (Provisional Translation)

Shiretoko Natural World Heritage Site
Joint Committee on Appropriate Use and Ecotourism

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Shiretoko Ecotourism Strategy: Contents

1. Introduction.....	1
2. Purposes of the Strategy.....	1
3. Current Situation and Challenges.....	2
(1) Current Situation and History of Tourism and Ecotourism	
(2) Current Challenges	
(3) Expected Challenges	
4. Existing Laws, Systems, and Rules.....	3
5. Basic Policies.....	4
(1) Basic Principles	
(2) Required Perspectives in Promoting Tourism Use Including Ecotourism	
6. Targets of the Strategy.....	7
(1) Strategy Target Areas	
(2) Strategy Target Activities	
7. Values of Shiretoko That Should Be Protected.....	7
(1) Values of Nature	
(2) Values of Human-Nature Relations	
(3) Values Obtained from Extraordinary Experiences	
8. Future Goals.....	9
(1) Conservation of Natural Environment in the Property and Enhancement of its Values	
(2) Offering High-Quality Nature Experiences that are Specific to Shiretoko to International Tourists	
(3) Establishment of Sustainable Local Communities and Economy	
9. Implementing Measures.....	9
(1) Use control	
(2) Making Rules to Comply with and Due Instructions	
(3) Dissemination of Relevant Information	
(4) Training Guides and Encouraging Guided Tours	
(5) Utilization of Cultural Assets, etc.	
(6) Return of Profits	
(7) Maintenance of Facilities	
(8) Monitoring	
10. Implementing System of the Strategy.....	11
(1) Policy-Making Procedures Regarding Tourism Use Including Ecotourism	
(2) Structure and Operation of the Joint Committee	
11. Review Method and Period.....	13

1. Introduction

Based on the Management Plan for Shiretoko Natural World Heritage Site, the Shiretoko Ecotourism Strategy will be the basic policy regarding tourism use including ecotourism in Shiretoko, in coordination, collaboration, and agreement with all stakeholders of Shiretoko Natural World Heritage Site (hereinafter referred to as 'Property'). Tourism use of Shiretoko will be conducted based on the Strategy and all stakeholders are required to adhere to what is agreed upon in the discussions.

Shiretoko Peninsula is a habitat for rare species such as Blakiston's fish-owl (*Ketupa blakistoni blakistoni*), *Viola kitamiana*, and so on, and is also an important area for salmonids, marine mammals such as Steller sea lion (*Eumetopias jubatus*) and whales, seabirds, and migratory birds. In addition, it has been highly evaluated and inscribed on the World Heritage List, since its marine productivity is high due to nutrient salts brought about by sea ice and the ecosystems of sea areas and land areas are closely related to each other.

The natural environment in the Property is blessed with values that are unparalleled in the world and its conservation is an important issue. However, these values of the natural environment need to be shared by many people. In fact, the Property and its neighboring areas are visited by approximately 1.8 million tourists, mountain-climbers, anglers, sea kayakers, and so on every year, and they enjoy ecotourism and sight-seeing.

However, since its main use style is passing-by tourism by mass-tourism, tourism use in Shiretoko has been focusing on specific natural scenic spots, causing traffic jams, trampling of vegetation, conflicts with brown bears (*Ursus arctos*), and other issues. In addition, while the boom at the time of world heritage inscription has passed by, which has led to a decrease in the number of tourists to Shiretoko, the number of foreign tourists has been increasing. Furthermore, the tourism style is shifting from passing-by tourism to tailored tourism for individual and group tourists. Therefore, it is required to respond to diverse needs through programs and services to be provided.

One of the factors behind this challenge is lack of a basic policy and agreements regarding tourism use of the Property including ecotourism. In order to respond to these challenges and changes, it is necessary for the community as a whole to promote a method of tourism use that enables both conservation and more enjoyment of primeval nature in the Property, as well as measures to make tourists enjoy and learn about nature in much deeper ways, based on the Strategy.

2. Purposes of the Strategy

The Strategy aims to make all stakeholders inside and outside the Property share the common future goals

and a method to achieve the goals through local initiatives, in order to conserve the natural environment and to enhance its values, to provide tourists with high-quality nature experiences that are specific to Shiretoko, and to establish a sustainable local community and economy, by promoting tourism use of Shiretoko including ecotourism.

3. Current Situation and Challenges

(1) Current Situation and History of Tourism and Ecotourism

The actual tourism use of Shiretoko started in 1964 when it was designated as a National Park. The number of tourists to Shiretoko increased by the Shiretoko boom, through a hit of ‘Shiretoko Ryojo (a popular Japanese song about travelling to Shiretoko)’, the opening of Shiretoko Crossroad, and the issue of deforestation of Natural Forests, and so on. The Shiretoko Crossroad, a nature conservation movement on the deforestation issue of natural forests, and its later development became nationwide hot issues, which has had an impact on the creation of Shiretoko’s image. Most of the tourists to Shiretoko were from outside Hokkaido even in those days. Many tourists used fixed-routed buses and chartered buses until the 1970s, while private cars became popular in the 1980s.

Shiretoko was inscribed on the World Heritage List in 2005, and now approximately 1.8 million tourists visit the Property and its neighboring areas every year (as of 2010). In recent years, experience-type tourism use, such as climbing, trekking, sea kayak and whale watching, has been increasing, resulting in diverse use forms of the Property. However, the main tourism use has been focused on short-term visits to Shiretoko-Goko Lakes, Frepe Waterfall, and Shiretoko Pass, as well as tourist sightseeing ships in the sea off Utoro.

The original form of ecotourism was observed in the customer services that youth hostels provided to their guests in the late 1970s. Later on, the Shiretoko Nature Foundation actively started interpretation and guidance on nature. In the 2000s, guide businesses increased in earnest and eco tours have been implemented in Shiretoko-Goko Lakes, Lake Rausu, Frepe Waterfall, Ponhoro Swamp, and so on. In addition, various sightseeing ships are operated, including ones from Rausu Port for whale/bird-watching and from Utoro Port for watching wildlife such as brown bears.

From 2001, as an initiative for ecotourism, various stakeholders, such as the Kushiro Nature Conservation Office of the Ministry of the Environment, Shari Town and Rausu Town, started to consider appropriate use of Shiretoko National Park and prepared a basic plan and rules for its utilization, etc. In 2004, the Shiretoko Ecotourism Association was established by local relevant organizations and the Shiretoko Nature Guide Association was established by local guide operators.

In 2010, the Kushiro Nature Conservation Office of the Ministry of the Environment, Hokkaido Regional Forest Office of the Forestry Agency, and Hokkaido Prefectural Government established 'Joint Committee on Appropriate Use and Ecotourism (hereinafter referred to as the 'Joint Committee') comprising experts, relevant administrative organizations, and local organizations, for the purpose of integrating former activities as well as consider the promotion of ecotourism, etc.

(2) Current Challenges

- Concentration of tourism use on specific period of time and areas
- Lack of an integrated basic policy and means of reaching agreements regarding tourism use including ecotourism
- Optimization of vehicle use and establishment of traffic system considering the environment
- Establishment of, and public awareness on, the way of dealing with wildlife such as brown bears, birds of prey, and so on
- Public awareness on rules and manners, patrols to control violations, and establishment of an instruction system
- Human waste treatment, soil erosion, and devastation of vegetation on trails, etc.
- Responses to diversified needs of tourism use and to multi-languages for increasing foreign tourists
- Improvement of hospitality and eco tour rates in the entire community
- Occurrence of accidents in the apical areas and mountainous areas, marine disasters, incidents by brown bears, and so on

(3) Expected Challenges

- Decrease of tourists due to population decrease, the traffic system, changes in values and perspectives, and so on
- Changes in tourism resources due to environmental changes, such as decrease of sea ice because of climate change
- Shortage of human resources for ecotourism due to population decrease in local communities
- Impacts on wildlife with the expansion of the period and areas of tourism use
- Increase in troubles between tourists and brown bears

4. Existing Laws, Systems, and Rules

In terms of sharing information on existing laws, systems and self-imposed rules with relevant stakeholders, as well as promoting tourism use including ecotourism, it is necessary to carefully consider the consistency with them. Appendix 2 shows those main laws, systems and rules.

5. Basic Policies

(1) Basic Principles

Tourism use, including ecotourism, in Shiretoko will be promoted on the basis of the following three principles.

- Conservation of the natural environment in the Property and enhancement of its values
- Offering high-quality nature experiences that are specific to Shiretoko to international tourists
- Establishment of sustainable local communities and economy

(2) Required Perspectives in Promoting Tourism Use Including Ecotourism

- Local initiatives, autonomy, sustainability

In order to conserve the natural environment in the Property and establish a sustainable local community and economy, it is desirable for local stakeholders that have lived in Shiretoko and utilized its nature to spontaneously make commitment to the promotion of tourism use through the local initiatives.

Vis-a-vis local initiatives, relevant administrative organizations will provide integrated support to them, in close coordination among themselves, through the operation of laws, systems and respective projects.

In addition, when tourism use including ecotourism is promoted, it is also necessary to make sustainable contributions to the local community and its economy through efforts such as increasing repeaters through raising their satisfaction and procuring services from the local community, etc.

- Sharing, collaboration, coordination, and network

When tourism use, including ecotourism, is promoted in Shiretoko, it is necessary for diverse actors to coordinate and collaborate, in order to examine plans, make rules, manage and control, and provide high-quality nature experiences to tourists. Especially in Shiretoko, where guided tours are active and play important roles in providing high-quality nature experiences and conserving the natural environment, it is important to train guides and to coordinate and collaborate with guide business operators. In addition, since operators of sightseeing ships and sea kayaks also play similar roles, it is required for the land areas and the sea areas to coordinate with each other for both use and conservation.

Stakeholders will ensure close coordination and information sharing, by utilizing the Joint Committee and the network of volunteers across the country.

- Conserving the natural environment

In order to conserve the natural environment, tourism use will be limited within the environmental capacity of natural ecosystems. For this end, characteristics such as vulnerability of ecosystems in respective areas and utilization conditions including the number of tourists will be fully considered to examine concrete measures to be taken.

Tourism use must not have a significant impact on natural ecosystems, such as shrinking of habitats of wildlife, reduction of their reproductive rates, changes in their living environments by being used to humans, and decrease of habitats for alpine plants. Specific types of tourism use particularly in wetlands and alpine zones where the restoration of vegetation is difficult and those targeting rare species such as Blakiston's fish-owl should be considered carefully, since these types of tourism use could have a significant impact on ecosystems even if the number of participants is small. Therefore, it is needed to establish relevant rules based on both local agreements and experts' knowledge, and to set utilization systems based on relevant laws. In addition, in order to maintain the primeval characteristics of the Property, limiting development of facilities and setting the period of use and number of users will be considered. Meanwhile, it is also important to scatter and diversify tourism use, for the purpose of preventing any impacts that the concentration of excessive tourism use might have on the natural environment.

- Promoting public understanding on natural ecosystems

It is important to raise public awareness on the natural values of Shiretoko, mechanisms of its ecosystems, and ecologies of wildlife, through the utilization of guides, for providing high-quality nature experiences. The promotion of understanding on the natural ecosystems will enable the public to know relevant rules that are required in coming in contact with nature, as well as to enhance their awareness of the conservation of the natural environment.

Shiretoko is one of the rare and precious areas in Japan in which the primeval natural environment is conserved, and effective public awareness activities could be implemented. In addition, it is expected that opportunities are offered so that visitors can challenge primeval nature by themselves and realize and feel its remarkable values.

- Respecting local cultures and historical backgrounds

Since ancient times in Shiretoko, Ainu people have lived with their own livelihoods such as hunting, fishing, plant collection, etc. and have nurtured their own culture in which they valued rich nature and worshiped Blakiston's fish-owls, brown bears, killer whales (*Orcinus orca*), and so on, as their *Kamuy* (divine being in Ainu mythology). In addition, management of fishing grounds started in the 19th

century, which developed into the current diverse forms of fishery. With regard to promoting tourism use including ecotourism, these cultural and historical backgrounds that have been developed in contact with nature will be taken into full consideration. Appropriate consideration is especially needed for fishing activities.

- Self-responsibility and sharing of management responsibilities

Principles in accessing the natural environment include understanding possible risks that exist within the natural environment, taking actions based on our own judgements, and taking responsibilities for any accidents or damages as a result. Since this principle of self-responsibility has led to proper tourism use and enabled diverse forms of tourism, it is necessary to actively raise awareness of tourists.

With regard to promoting eco tours, it is necessary to inform tourists of full information regarding safety and risks as well as to provide them with due preparation for their security in advance, according to types of eco tours that are implemented.

When any accident takes place due to defects of facilities, those who manage the facilities will bear the responsibility. When a higher level of management is required due to an increase of tourists, not only will those who manage the facilities bear heavier responsibilities, but relevant administrative organizations may also be required to take responsibility for any accidents that are caused even by natural substances other than facilities. In such cases where heavier responsibilities are expected, it is necessary for those who promote tourism to share management responsibilities in order to expand effective management and use opportunities.

- Enhancing the values of the Shiretoko Brand

Shiretoko is a natural World Heritage. In addition to this, it is an area where natural conservation has been carried out since ancient times. There are many Shiretoko lovers around the country, and many tourists visit Shiretoko because they are attracted by Shiretoko's brand as a natural World Heritage. It will be possible to connect economy and environment in a positive circle, by promoting tourism use in a way to raise the values of the Shiretoko Brand including the Property and its neighboring areas, such as an introduction of a mechanism enabling part of the profits that are obtained from tourism use to be returned to the local nature and society, etc.

Some products, such as fishery products, have already established their own brand values. It is required to raise the Shiretoko Brand as a whole, without undermining individual brand values, in terms of the production of agricultural and fishery products as well as consolidation of social

infrastructure, etc.

- Practicing adaptive management

With regard to promoting tourism use including ecotourism, relevant administrative organizations and those who promote tourism use will conduct the monitoring of possible impacts that tourism use may have on the natural environment as well as tourists' satisfaction, etc. The Joint Committee will assess and, according to the monitoring results, review methods of utilization and management.

6. Targets of the Strategy

(1) Strategy Target Areas

Target areas include the Property and areas where tourism use may have an impact on the natural environment of the Property.

(2) Strategy Target Activities

Tourism use including ecotourism that is the target of the Strategy refers to all sightseeing and nature experience activities in which tourists enter the target areas.

7. Values of Shiretoko That Should Be Protected

(1) Values of Nature

In Shiretoko, tourists can observe and feel the unique ecosystems, where nature in rich sea areas represented by sea ice in the southern limit of the northern hemisphere and nature in primeval land areas that are left in an integrated way from sea coasts to alpine zones circulate in turn through rivers and wildlife. In addition, the diversity of fauna and flora, as well as the way of living of large-size wildlife and rare species, are precious values of ecotourism that can be observed only in Shiretoko. Here are some representative examples.

- Activities and natural beauty of the earth that can be observed in complicated and steep geographical features made by volcanic activities and erosions, a number of waterfalls, hot springs, and fumaroles, etc.
- Vertical distribution of diverse vegetation from shallow seas to ridgelines, unique coastal plants, wetland plants, and alpine plants, including endemic species and threatened species
- Rich marine biota in the south boundary of northern hemisphere sea ice where many species live, including phytoplankton and zooplankton, seaweeds, fishes, seabirds, pinnipeds, and whales. The observed species are varied from sea angels (*Clione*) to sperm whales (*Physeter macrocephalus*)
- Rivers where life cycles can be observed through natural spawning by chum salmon (*Oncorhynchus keta*), pink salmon (*Oncorhynchus gorbuscha*), and Dolly Varden (*Salvelinus*)

malma)

- The primeval fauna supported by fertile seas, rivers, and forests, the natural fauna, and large-size wildlife and rare species such as the brown bear, sika deer (*Cervus nippon yesoensis*), white-tailed eagle (*Haliaeetus albicilla*), and Blakiston's fish-owl

(2) Values of Human-Nature Relations

In Shiretoko, human culture and livelihoods that have been nurtured by nature exist and are still active. The value of Shiretoko lies in the numerous ancient ruins that have been left to inform us of how people lived in the past. In addition, it is also one of the values of Shiretoko that relevant activities have been continuing to nurture and utilize the existing natural environment blessed by its nature. Here are some representative examples.

- Ruins of pit dwellings in each period of time since the Jomon Era and remnants of old buildings such as the Chashi Ruins that have remained across Shiretoko Peninsula, and names of places and folklore that tell us about Ainu Culture
- Remnants of buildings and assets of the modernization period that have existed in the remaining sites of agricultural development and mine development, and that inform us of the history of people's activities during the modern period
- Stationary trap net fishery that are arranged with Shiretoko mountain range in the background, fish-luring torches that light up straits, scenery of fishery activities at fishermen's lodge and fishing ports, and interactions with people who coexist with nature
- The activities of the "Shiretoko 100 Square-Meter Movement" that seeks to regain original ecosystems through civic participation, initiatives to promote coexistence with wildlife such as brown bears, and activities to protect rare species

(3) Values Obtained from Extraordinary Experiences

Shiretoko, originating from 'Shirietoku' in the Ainu language meaning a tip of the land, is one of the rare areas in the country where there remains a frontier of primeval nature which has refused to be developed and utilized, due to its rough and precipitous natural features. Its unique atmosphere and experiences obtained from visiting there are also precious values for ecotourism unique to Shiretoko. Here are some representative examples.

- Tranquility, solitude, and a sense of mystery that are obtained from a wide space of nature without people, artificial substances, and artificial light
- A sense of achievement and attainment that visitors are able to obtain from entering deep nature and challenging their own competencies
- A sort of tension and a sense of life that visitors are able to obtain from the existence of brown bears with a high density

- Exotic atmosphere of the Okhotsk area that has a resemblance to nature relating to the Kuril Islands and Kamchatka that is different from other Japanese main Islands

8. Future Goals

(1) Conservation of Natural Environment in the Property and Enhancement of its Values

- All tourism use will be limited within the environmental capacity of the natural ecosystems.
- Ratios of ecotourism based on the Strategy will be improved.

(2) Offering High-Quality Nature Experiences that are Specific to Shiretoko to International Tourists

- The number of repeaters will be increased by enhancing tourist satisfaction.
- The types and number of eco tours utilizing the natural environment that is unique to Shiretoko will be improved.

(3) Establishment of Sustainable Local Communities and Economy

- In addition to increasing locally initiated eco tours, local procurement of services will be increased to enhance local consumption.
- The number of eco tours that introduce a redistribution mechanism of profits will be increased.

9. Implementing Measures

(1) Use control

Setting the utilization systems based on relevant laws and controlling the use through relevant rules will be done, according to purposes, such as the conservation of the natural environment, ensuring tourist security, maintenance of primeval nature, enhancement of added values, and so on. It is envisaged to include various measures, such as the guidance of a small number of users by limiting the number and access, the guidance to specific users by obligating prior application and notification as well as guide accompaniment, limiting areas and the period of time in which tourism use is permitted, the introduction of a shuttle bus system, etc. When use control is implemented, it will be easy to obtain information from tourists.

(2) Making Rules to Comply with and Due Instructions

Rules will be made for tourists as well as for those who promote tourism use such as tour planners and guides to comply with, according to purposes such as the conservation of the natural environment, ensuring tourist safety, consideration for local culture and lives, etc. In particular, with regard to the use of the vulnerable natural environment, due rules need to be made on the basis of expert knowledge in accordance with local consensus. It is necessary that relevant administrative organizations coordinate among themselves to establish patrolling and instructing systems, as well as

to obtain cooperation from guide operators and so on, to make the rules be complied. In addition, since compliance of the rules will lead to good quality nature experiences, it is required that the established rules be widely opened and conveyed to the public, and that stakeholders will confirm compliance of the rules.

(3) Dissemination of Relevant Information

For the purpose of increasing locally initiated eco tours and announcing relevant rules to comply with, the dissemination of information will be conducted towards tourists and the media, etc. When disseminating information, value enhancement of the Shiretoko Brand will be taken into consideration. Some examples include active dissemination about the consideration for natural ecosystems in eco tours, disseminating information by integrating logos and images, and so on. In addition, the level of satisfaction and the ratio of local consumption will be enhanced, by sharing the information on activities between the Shari Town side and Rausu Town side of Shiretoko, as well as between land areas and sea areas, and by disseminating information of Shiretoko as a whole. Meanwhile, since foreign tourists are increasing, the dissemination of information needs to be done in multi-languages, including English, etc.

(4) Training Guides and Encouraging Guided Tours

By training and recommending guides, various services offered to tourists, including good-quality nature experiences that are unique to Shiretoko and information dissemination regarding local cultures and industries, are expected to be enhanced. Furthermore, multifaceted effects can also be expected, such as the conservation of the natural environment through instructions regarding how to interact with wildlife, how to prevent tourists from losing their steps on walkways, as well as the management of the Property through accident prevention, patrolling and collecting information, and so on. It is important to promote public understanding of natural ecosystems, by utilizing the primeval natural environment in Shiretoko, and by promoting the values of nature, its mechanisms, the significance of its conservation, etc. In order to enhance tourist satisfaction, ideals and rules should be made familiar to them, and the knowledge and techniques of guides need to be enhanced.

(5) Utilization of Cultural Assets, etc.

Shiretoko features a history of our ancestors living based on various livelihood activities. Remnants relating to Ainu culture, modern coalmine development, and post-war development, as well as old houses still remain, and many historical documents have been conserved with regard to the post-war development and settlement, etc. In addition, especially on the Rausu side, many residents seasonally settled at fishermen's lodges across the tip of the Peninsula for kelp gathering. These cultural assets will be used for diversifying and scattering tourism use. In addition, it is necessary to consider the

establishment of eco tours in coordination with industries such as agriculture and fishery, and the implementation of volunteering activities by tourists as well. Meanwhile, when the cultural assets are utilized and introduced, their conservation needs to be considered.

(6) Return of Profits

A mechanism will be considered to return the profits obtained from tourism use to local nature and society, for the purpose of conservation of the natural environment and enhancement of brand value. In addition to direct return of profits, other types of return, such as the transfer of knowledge and information, the promotion of information dissemination, and so on, are also encouraged.

(7) Maintenance of Facilities

Bearing appropriate use in mind, standards of management and maintenance will be considered to conduct the necessary maintenance of facilities. Annual plans will be set for maintenance that is to be implemented according to the plans. When preparing maintenance plans, sustainable management systems will also be established. The maintenance of facilities will be promoted to take measures for ensuring safety, to implement management activities, to announce relevant information, to scatter tourism use, to conserve and restore the natural environment, to optimize traffic access, and so on. Meanwhile, it is necessary to restore, conserve, and utilize unused facilities.

(8) Monitoring

In order to carry out adaptive management, relevant administrative organizations and those who promote tourism use will conduct monitoring as to impacts on the natural environment that tourists may cause such as trampling on vegetation, tourist satisfaction and comments, their needs and behavioral changes, etc. Not only survey methods but also inspection methods and systems need to be considered.

10. Implementing System of the Strategy

(1) Policy-Making Procedures Regarding Tourism Use Including Ecotourism

- Mechanism regarding suggestions to and approvals from the Joint Committee

Anyone can freely make proposals, such as starting new tourism use in Shiretoko, preparing new rules, and so on, at the Joint Committee. As for contents of suggestions, they need to be approved twice, at the time of proposal and the time of decision, in the Joint Committee. When the content at the time of proposal is approved, the proposer organizes an examination group to examine the details. The results of this examination will then be re-approved at the Joint Committee. Suggested contents will be examined in terms of whether or not they are in line with the direction of the Strategy and the purposes, as well as whether or not the members of the examination group are appropriate. At the

time of decision, detailed results of the consideration in the examination group will be evaluated and re-judged as to whether or not they are prepared for the future purposes of the Strategy, as well as whether or not they are in accordance with the planned contents corresponding to the basic policies.

When making proposals at a Joint Committee, preliminary consultations may be carried out at the city offices of Shari town and Rausu town as to the validity of suggested contents, necessary procedures, and so on.

- Establishment of Examination Group

The examination group needs to include all related local organizations that bear relevance to the proposed contents. It is also desirable for those who have no direct interest, such as members of the Appropriate Use and Ecotourism Working Group to participate as observers, etc., to ensure fair judgements.

- Respect for proposals that are approved in the Joint Committee

In order to appropriately promote suggestions that are approved in the Joint Committee, relevant administrative organizations will provide assistance through the operation of laws, systems, various projects, and so on. As for related local organizations, they are requested to cooperate in terms of the promotion of tourism use approved by the Joint Committee, as well as the compliance with rules, etc.

- Coordination system with various legal systems and other plans

A Joint Committee may not approve any suggestions that deviate from existing laws, etc. or any suggestions that lack consideration for practices carried out by existing activities. Representatives of administrative organizations in charge of related laws and implementing bodies of existing activities are required to explain the purport and contents of laws, etc. and practices at the Joint Committee.

(2) Structure and Operation of the Joint Committee

The Joint Committee comprises experts (Appropriate Use and Ecotourism Working Group, Shiretoko Natural World Heritage Site Scientific Council), related local organizations and relevant administrative organizations (Appropriate Use and Ecotourism Subcommittee, Shiretoko Natural World Heritage Site Regional Liaison Committee), and the Secretariat (Appendix 4).

As to the advisability of an approval for a given suggestion in the Joint Committee, both related local organizations and relevant administrative organizations will make a decision. However, expert advice from scientific perspectives should be respected at the Joint Committee. The chair of the Joint Committee will be selected from experts.

11. Review Method and Period

Reviews of the Strategy will be conducted for every 10 years in general, based on the status of tourism use including ecotourism based on the Strategy, respective monitoring results, changes in social environment, and so on. Assessments and reviews will be implemented at the Joint Committee.

Shiretoko Ecotourism Strategy Appendices

Contents

Appendix 1: Historical Developments Regarding Tourism Use and Ecotourism

Appendix 2: Summary of Existing Laws and Systems

- (1) Main Laws and Systems Regarding Conservation of the Natural Environment and Fishery Resources
- (2) Main Laws and Systems Regarding Tourism and Ecotourism
- (3) Main Laws and Systems Regarding Use of Facilities, and so on
- (4) Voluntary Rules Regarding the Property
- (5) Map of Protected Areas

Appendix 3: Existing Plans Regarding Appropriate Use and Ecotourism

- (1) Basic Concept for Appropriate Use of Shiretoko National Park
- (2) Basic Plan for Appropriate Use of the Apical Region of the Shiretoko Peninsula in Shiretoko National Park
- (3) Basic Plan for Appropriate Use of the Central Region of the Shiretoko Peninsula in Shiretoko National Park
- (4) Plan for Appropriate Use of the Utilization Management Zone in Shiretoko-Goko Lakes
- (5) Shiretoko Ecotourism Promotion Plan
- (6) Shiretoko Ecotourism Promotion Implementation Plan

Appendix 4: Joint Committee Members

Appendix 5: Ideas Regarding Solutions for Respective Issues

- (1) Apical Region
- (2) Central Region
- (3) Sea Areas
- (4) Neighboring Areas
- (5) Entire Peninsula

Historical Developments Regarding Tourism Use and Ecotourism

Before and after the designation as Shiretoko National Park	
1952	Development of Mt. Rausu Trail (Iwaobetsu-Mt. Rausu)
1953	Development of Mt. Rausu Trail (Rausu hot spring-Mt. Rausu)
1958	Start of bus operation after the opening of the Prefectural Highway Utoro-Shari Line
1960	Development of the traverse route (Rausudaira-Mt. Iou)
Early 1960s	<p>Since the roadways up to the trailhead were not sufficiently maintained, only a limited number of mountain lovers challenged Mt. Rausu.</p> <p>The number of climbers increased, since the roadways were paved, a hotel was built at the trailhead, a mountain lodge was transferred, and it was designated as the National Park in 1964 and its name became famous as one of the untrodden mountains across the country.</p>
1960s to 1970s	<p>Main tourists were young people such as students. Since this era, characteristics became tourists from outside Hokkaido (60%) and summer-season tourism (from June to September: 88%). Transport means that the tourists used were mainly fixed-routed buses and chartered buses until 1970, while private cars started to increase from the early 1970s. In 1973, bus users accounted for 73% and private car users were 24%.</p>
1962	Commencement of the construction work for Shiretoko Forest Road (Opening in 1969)
1963	Commencement of the construction work for the Development Road Utoro-Rausu Line (Shiretoko Crossroad)
1964	<p>Designation as Shiretoko National Park</p> <p>Shiretoko Peninsula round sightseeing ships went into service</p>
1966	<p>Appointed National Park Manager in Rausu</p> <p>Completion of Shiretoko-Goko Lakes walking trails</p>
1967	<p>Development of Mt. Iou Trail (Shiretoko Forest Road-Mt. Iou-Rausudaira)</p> <p>Development of Rausu Lake Trail (Mt. Rausu Trail-Rausu Lake)</p> <p>The All Japan Mountaineering Sports Festival, with the aim of 'safe climbing and conservation of nature at the central highland of Shiretoko Peninsula blessed by nature that is untrodden and unexplored', was organized in main courses such as Mt. Rausu-Mt. Iou ranges. Approximately 600 executive members and players participated. This triggered attraction of climbers.</p> <p>The 'Rest House' was completed halfway up the Sightseeing Tower called 'Bokyo-dai'.</p>
1970	Shiretoko Museum was opened

The 1st Shiretoko Boom

1971	A hit of the song 'Shiretoko Ryojo' by the singer Tokiko KATO, and the tourism boom
1974	Establishment of the "Shiretoko Charter" by Shari Town and Rausu Town for the 10th anniversary of Shiretoko National Park
1977	For the purpose of protecting the abandoned agricultural lands from overdevelopment and restoring forests, the 'Shiretoko 100 Square-Meter Movement' started by the initiatives of local residents and governments.
1978	Opening of Shari Town Shiretoko Museum Completion of the open-air hot spring 'Kuma no Yu'
1979	Initiation of various nature observation sessions by Shari Town Shiretoko Museum
Late 1970s -1980s	In addition to inter-high school athlete competitions across Hokkaido and neighboring district competitions being successively held, including the use of traverse routes of mountain ranges and Mt. Iou, there were various forms of use such as high school out-school training, town residents mountain climbing associations, and training camps for climbing societies and mountain trekking of universities, etc. The number of climbers also steadily increased, because of increases in individual tours and arranged tours by travel companies.
1980	The issue of Shiretoko conservation (Shiretoko Crossroad and National Forest logging plan) and its later development became a nationwide hot issue, with an effect of widely disseminating the values and attractions of Shiretoko. The image of Shiretoko as a place where 'primeval nature exists and is conserved' was established.

The 2nd Shiretoko Boom

1980	Opening of Shiretoko Crossroad The number of users of the National Park increased to around 2.4 million persons, by the open of the Shiretoko Crossroad (National Road No. 334) that connects the two towns. The use of private cars became mainstream, and hotels in Utoro that used to close mainly during the winter season started to operate throughout the year. Designation of Onnebetsudake Wilderness Area
1982	Designation of Shiretoko National Wildlife Protection Area
1983	Opening of Rausu Visitors Center
1984	Limit the entrance in the entire district of Shiretoko Cape for recreation purposes, by the 'Mutual Agreement Regarding An Instruction for Use Regulations in Shiretoko Cape District'

1986	The issue of logging of Shiretoko National Forest was covered by national media
1988	Opening of Shiretoko National Park Nature Center
1990	Designation of Vessel Exclusion Zone for the entry of horses and vehicles including snow mobiles in Shiretoko National Park Designation of Shiretoko Forest Ecosystem Reserve
1991	Opening of Shiretoko National Park Administration Office in Utoro
1993	Started a survey regarding the World Heritage in the Department of Environmental Conservation, Shari Town
1994	Taking an opportunity of the 30th anniversary since the designation of Shiretoko National Park, Rausu Town and Shari Town started to consider their initiatives for inscription on the World Heritage List
1997	The achievement of the goal amount of donations by the 'Shiretoko 100 Square-Meter Movement' and the start of a new movement '100 Square-Meter Forest Movement Trust'
1999	Start of regulations of private cars between Shiretoko-Goko Lakes and Kamuiwakka Opening of the Michi-no-Eki (Roadside Rest Areas) 'Shiretoko Rausu'
Late 1990s	Numerous climbers visited Mt. Rausu thanks to the booms of 100 Famous Japanese Mountains as well as guided climbing
2001	The Committee on the Basic Concept for Appropriate Use of Shiretoko National Park was established (and transferred to the Committee on the Promotion of Appropriate Use of Shiretoko National Park in 2004) Charging parking fees started for Shiretoko-Goko Lakes
2002	The Shiretoko World Heritage Inscription Promotion Council of Rausu Town was established
2003	The All Hokkaido Interactive Climbing Festival of the Hokkaido Mountaineering Federation was held, where many climbers participated from all Hokkaido The Shiretoko Natural World Heritage Candidate Site Regional Liaison Committee was established (currently the Shiretoko Natural World Heritage Site Regional Liaison Committee).
2004	The Japanese Government submitted the nomination documents of Shiretoko to UNESCO for inscription on the World Heritage List Shari Town and Rausu Town applied for ecotourism model projects by the Ministry of the Environment The Shiretoko Nature Guide Association was established The Shiretoko Natural World Heritage Candidate Site Scientific Council was established (currently the Shiretoko Natural World Heritage Site Scientific Council) The Shiretoko Ecotourism Association was launched

The Shiretoko World Natural Heritage Candidate Site Management Plan was formulated

The Basic Plan for Appropriate Use of the Apical Region of the Shiretoko Peninsula in Shiretoko National Park was formulated

Inscription of Shiretoko on the World Heritage List

2005	<p>Shiretoko was inscribed on the World Heritage List</p> <p>The Basic Plan for Appropriate Use of the Central Region of Shiretoko Peninsula in Shiretoko National Park was formulated</p> <p>More than 10,000 climbers visited Shiretoko</p> <p>The Shiretoko Ecotourism Association formulated the Shiretoko Ecotourism Promotion Plan</p> <p>The marine areas of Shiretoko National Park were expanded from 1 km to 3 km of the coast</p> <p>Commencement of construction of the elevated wooden footpaths of the Shiretoko-Goko Lakes</p>
2006	<p>Opening of the Hokkaido Prefectural Road Shiretoko Park Rausu-Tenguiwa Tunnel</p> <p>The number of visitors to the Michi-no-Eki “Shiretoko Rausu” exceeded 1 million</p> <p>Requested visitors to voluntarily refrain from entering the Apical Region of the Shiretoko Peninsula</p> <p>Started shipboard eco tours (experiences to observe fishery, etc.) off the coast of Rausu</p>
2007	<p>Opening of the Shiretoko World Natural Heritage & Shiretoko National Park Rausu Visitor Center</p> <p>The Shiretoko Ecotourism Association formulated the Shiretoko Ecotourism Guidelines</p> <p>The Multiple Use Integrated Marine Management Plan for Shiretoko World Natural Heritage was formulated</p> <p>Opening of the Michi-no-Eki ‘Utoro Shirietoku’ and ‘Shari’</p> <p>The renewal of JR Shiretoko Shari Station (renovation of the station building and new construction of the tourism center)</p> <p>The Shiretoko Ecotourism Association formulated the Shiretoko Ecotourism Promotion Implementation Plan</p>
2008	<p>The Shiretoko Rausu Tourism Association signed an agreement with Sapporo International University for tourism promotion</p> <p>A decision was adopted regarding the conservation state of Shiretoko in the 32nd meeting of the World Heritage Committee</p> <p>Points of Consideration and Prohibited Activities in the Use of the Apical Region of</p>

2009	<p>Shiretoko Peninsula, Shiretoko National Park was formulated</p> <p>Commencement of winter season trial use for Shiretoko-Goko Lakes</p> <p>Opening of the Shiretoko World Heritage Center in Utoro</p> <p>Opening of Rusa Field House in Rusa area</p> <p>The Management Plan for Shiretoko Natural World Heritage Site was formulated by the Ministry of the Environment, Forestry Agency, Agency for Cultural Affairs, and Hokkaido Prefectural Government</p>
2010	<p>The Points of Consideration and Prohibited Activities in the Use of the Central Region of the Shiretoko Peninsula, Shiretoko National Park was formulated</p> <p>The number of users of the Michi-no-Eki 'Utoro Shirietoku' exceeded 1 million</p> <p>The Committee on the Promotion of Appropriate Use of Shiretoko National Park was transferred to the Joint Committee on Appropriate Use and Ecotourism for Shiretoko Natural World Heritage Site</p> <p>Opening of the elevated wooden paths (the entire length of 800 m up to Lake Ikko) of the Shiretoko-Goko Lakes</p> <p>The number of users of the Shiretoko World Heritage Center and Rausu Visitor Center exceeded 100,000</p>
2011	<p>The operation of the Utilization Management Zone System started in Shiretoko-Goko Lakes</p> <p>Opening of the Shiretoko-Goko Lakes Field House and the Park Service Center</p> <p>Opening of Rausu Museum</p> <p>The re-start of use of Kamuiwakka-Mt. Iou Trailhead by a trial operation of road special use system</p>
2012	<p>The Policy for the Protection and Management of Brown Bears in Shiretoko Peninsula was formulated</p>

Summary of Existing Laws and Systems

(1) Main Laws and Systems Regarding Conservation of the Natural Environment and Fishery Resources

(i) Nature Conservation Act

- Onnebetsudake Wilderness Area

A “Wilderness Area” is a zone of the land that maintains wilderness without impacts caused by human activities and possesses a certain integrity. The Minister of the Environment designates and manages those areas where conservation of the natural environment is especially needed as Wilderness Areas based on “Nature Conservation Act”. With regard to this zone, the neighborhood of Mt. Onnebetsu was excluded from Shiretoko National Park and was designated as “Onnebetsudake Wilderness Area” in 1980. In the Wilderness Area, any activities that may cause impacts on the conservation of the natural environment in this site, such as: constructing, reconstructing, or expanding buildings or other structures; capturing animals and collecting plants; collecting fallen branches; and setting or making bonfires, and so on, are prohibited. This excludes special cases such as academic research purposes.

*Related Use Forms: (2)

(ii) Natural Parks Act

- Shiretoko National Park

A “National Park” protects excellent natural scenic areas and contributes to public health, recreation, edification through promoting utilization, and conservation of biological diversity thereof. The Minister of the Environment designates and manages the area based on the “Natural Parks Act”. The entire area that was designated as “Shiretoko National Park” in 1964 was included in the World Heritage property. The following respective areas are designated based on protective regulatory plans for National Parks and various activities are regulated according to this zonal classification. The “Special Zone” is an important area for the protection and use of the park, and requires permission from the Minister of the Environment for such activities as constructing, reconstructing, or expanding buildings or other structures, and felling trees or bamboo, etc. The “Special Protection Zone” is an area to strictly protect core parts of the park, and is more strictly protected thorough the requirement of permission from the Minister of the Environment in terms of: constructing, reconstructing, or expanding buildings or other structures; felling trees or bamboo; capturing animals and collecting plants; collecting fallen leaves and branches; setting or making bonfires, and so on. The “Ordinary Zone” requires notification to the Minister of the Environment for such activities as land reclamation, and so on. In addition, pedestrian walkways

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

and visitor centers have been established on the basis of facility use plans for National Parks to conserve the natural environment and promote its proper use.

*Related Use Forms: (1) (2)

- Utilization Management Zone for Shiretoko-Goko Lakes

A “Utilization Management Zone” is a limited area to use as a park and is designated within the Special Zone, on the basis of park plans to maintain scenic beauty and landscapes of Natural Parks into the future, in addition to the promotion of their appropriate Use. In cases where park users enter the designated zone, park users are required to obtain permission from the Minister of the Environment or any relevant organizations that are authorized by the Minister of the Environment. It is a system that was established by the revision of the Natural Parks Act in 2002. Meanwhile, park plans are roughly categorized into regulatory plans and facility plans, focusing on use aspects and protection aspects respectively. The Utilization Management Zone is positioned as a “Use Regulation Plan”. Other than this, the “Use Regulation Plan” includes “Optimization of Private Car Use (‘My Car’ Regulation)” that regulates the use of automobiles within parks, etc. This system was introduced in Shiretoko-Goko Lakes in 2011.

*Related Use Forms: (1) (2)

(iii) Laws Regarding Control Management of National Forests

- Forest Ecosystem Reserve

The purposes of a “Forest Ecosystem Reserve” include the maintenance of natural environment comprising forest ecosystems, the protection of flora and fauna, conservation of genetic resources, development of forest maintenance and management techniques, contribution to academic research, through conserving areas where primeval natural forests representing Japanese forest zones exist in considerable quantity. A Forest Ecosystem Reserve is an area that is defined and managed by “Guidelines for Establishment and Administration of Protected Forests” on the basis of the “National Forests Administration and Management Bylaw” that stipulates details regarding the formulation of plans for concrete control management according to areas, in a process where the Forestry Agency manages National Forests according to plans based on the “Act on the Administration and Management of National Forest”. Based on this system, central areas of Shiretoko Peninsula were set as the “Shiretoko Forest Ecosystem Reserve” in 1990, and was expanded further to the neighborhood of Mt. Onnebetsu that is the west side of Shiretoko Crossroad in 2004.

*Related Use Forms: (1) (2)

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

(iv) Forest Act

- Conservation Forest

A “Conservation Forest” is a forest conservation system based on the Forest Act, whereby either the Minister of Agriculture, Forestry and Fisheries or the Governor of the prefecture designates forests that are necessary for specific public purposes such as water catchment, preventing disasters including landslides, conserving living environments, and so on. In Conservation Forests, forest owners are obligated to execute acts of omission and commission, for the purpose of securing conservation functions by its conservation and the implementation of proper maintenance. On the other hand, relevant measures are undertaken, such as tax exemptions, and so on, according to the degree of restriction on private rights.

*Related Use Forms: (1) (2)

(v) Wildlife Protection and Hunting Management Act

- Shiretoko National Wildlife Protection Area, Shiretoko Special Protection Zone

A “National Wildlife Protection Area” is an area that is designated by the Minister of the Environment based on the “Wildlife Protection and Hunting Management Act”, with regard to zones that are regarded as important for protecting wildlife from international and national perspectives to protect wildlife. Both Shiretoko National Wildlife Protection Area and Shiretoko Special Protection Zone that were designated in 1982 based on this law overlap with the World Heritage property. In addition to “Wildlife Protection Areas” in which hunting is prohibited, important areas for reproduction are designated as “Special Protection Zones” where a certain level of development activities are regulated. As zonal areas that required more protection control, part of the Special Protection Zone (Rusha area) has been designated as a “Special Protection Designated Zone”. In the “Special Protection Designated Zone”, activities such as collecting plants other than wood and bamboo, capturing animals, collecting fallen leaves and branches, taking dogs and other animals that may be harmful to other wildlife, photographing, recording, and so on, are prohibited.

*Related Use Forms: (2)

(vi) Act on Conservation of Endangered Species of Wild Fauna and Flora

- National Endangered Species of Wild Fauna and Flora

“National Endangered Species” are endangered species of wild fauna and flora that live or grow in the country, and are specified by government ordinances based on the “Act on Conservation of Endangered Species of Wild Fauna and Flora”. Among animals living in the World Heritage property, birds such as the Blakiston's fish-owl (*Ketupa blakistoni blakistoni*), Steller's sea eagle

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

(*Haliaeetus pelagicus*), white-tailed eagle (*Haliaeetus albicilla*), and so on, are designated as National Endangered Species, and it is prohibited to capture, kill or wound, transfer, etc. these species.

*Related Use Forms: (2) (5)

(vii) Act on Protection of Cultural Properties, Hokkaido Cultural Properties Protection Regulation

- Natural Monument

A “Natural Monument” is designated by the Minister of Education, Culture, Sports, Science and Technology, on the basis of “Act on Protection of Cultural Properties”, for the purpose of conserving important flora and fauna, including their habitats, breeding sites, places of origin and natural habitats, as well as minerals, including sites of the land where unique natural phenomena take place, among the ones that are regarded as academically highly valuable in our country. Among animals living in the World Heritage property, birds such as the Blakiston's fish-owl (*Ketupa blakistoni blakistoni*), Steller's sea eagle, black woodpecker (*Dryocopus martius*), and so on, and one type of insect (*Vaciniina optilete*) have been designated as Natural Monuments. When an action is to be carried out that will change the status of a Natural Monument or cause an impact on its conservation, permission shall to be obtained from the Director General of the Agency for Cultural Affairs. In the World Heritage property, “Rausu Geyzer Hot Spring” is designated as a “Prefectural Natural Monument” by Hokkaido Prefecture, based on the “Hokkaido Cultural Properties Protection Ordinance”. When an action is to be carried out that will change its status or cause an impact on its conservation, it is required to obtain the permission from the Hokkaido Board of Education.

*Related Use Forms: (1) (2) (5)

(viii) Fishery Act, Act on the Protection of Fishery Resources, Act on Preservation and Control of Living Marine Resources

- Regulation of Sea Fisheries Adjustment in Hokkaido, Regulation of Inland Fisheries Adjustment in Hokkaido

As for fishery resources, fishermen and fishery associations have autonomously initiated to manage the resources, to regulate the use of resources, and to control proliferation of resources, etc., in addition to various regulations such as the “Fishery Act”, “Regulation of Sea Fisheries Adjustment in Hokkaido” and “Regulation of Inland Fisheries Adjustment in Hokkaido” on the basis of the “Act on the Protection of Fishery Resources”. As for chum salmon (*Oncorhynchus keta*) and pink salmon (*Oncorhynchus gorbuscha*) that are major marine resources in Shiretoko Peninsula, fishing inside the sea and inland waters is regulated based on these relevant laws.

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

As to walleye pollocks (*Gadus chalcogrammus*), the maximum figures that are allowed for fishing are set every year to control the fishing quantity, on the basis of the “Act on Preservation and Control of Living Marine Resources”. In addition to this, fishermen and fishery associations have spontaneously undertaken resources management by utilizing various surveys, etc.

*Related Use Forms: (5)

(ix) License System for Boat Fishing of Autumn Salmon

In the marine area, mainly in Utoro area of Shari Town, boat fishing of autumn salmon became popular and the number of leisure anglers increased. Along with this, there were concerns about impacts on resources of autumn salmon, troubles in fishing grounds and fishery ports, maritime accidents, and so on. Therefore, according to the direction by the committee, since 1989, boat fishing of autumn salmon has been completely prohibited in specific sea areas and during specific periods, and only those who are approved by the committee are allowed to conduct boat fishing of autumn salmon, for the purpose of coordinating leisure fishing and the fishery industry as well as establishing the order for leisure fishing and rules for anglers. The committee refers to Abashiri Sea Zone Fishery Coordination Committee, an organization that was established on the basis of the Fishery Act and deals with fishery related matters mainly in zones of either Abashiri Sea Zone or sea areas.

*Related Use Forms: (5)

(ix) Shari Town Anti-Littering Ordinance

This ordinance aims, by prohibiting littering behavior, at conserving natural landscapes of the Shiretoko World Heritage property and promoting the beautification of the local environments, to enhance the living environments for the town’s residents. Littering refers to behavior such as abandoning or leaving, without due cause or reason, empty cans, including empty cans, empty bottles, plastic bottles, other containers that include their substances and caps, wrapping papers, cigarette ends, residues of chewing gum, paper waste, plastic bags, dog and cat mess, fish that were caught and their remnants, human waste and toilet paper.

*Related Use Forms: (1) (2) (3) (4) (5)

(2) Main Laws and Systems Regarding Tourism and Ecotourism

(i) Ecotourism Promotion Act

The Ministry of the Environment established the Ecotourism Promotion Council in 2003 to consider relevant measures to promote the dissemination and establishment of ecotourism. One of

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

those measures was the “Ecotourism Promotion Model Project” whereby related ministries including the Ministry of the Environment provide assistance to initiatives dealing with ecotourism promotion by utilizing characteristics of model districts. Shiretoko was selected as an implementing district, and the model project was implemented during the three years from 2004 to 2006.

The “Ecotourism Promotion Act”, which came into force in 2008, is a law to set a comprehensive framework to promote appropriate ecotourism considering the conservation of the local natural environment and utilizing local creativity, and has been under the responsibilities of the Minister of the Environment, the Minister of Land, Infrastructure and Transportation, the Minister of Agriculture, Forestry and Fisheries, and the Minister of Education, Culture, Sports, Science and Technology.

This law enables municipalities to organize committees and those committees to prepare overall concepts for ecotourism promotion as well as to promote ecotourism. In addition, municipalities are able to apply for the authorization of their overall concepts from responsible ministers, and authorized overall concepts shall be disseminated by the Government of Japan and taken into consideration for various permissions. Furthermore, municipalities are able to designate specific natural tourism resources that need to be protected based on the overall concepts, which enables prohibiting stains and damages, limiting the number of users, and so on.

*Related Use Forms: (1) (2) (3) (4) (5)

(ii) Act on Promotion of Tourists’ Visits and Stays through Development of Tourism Areas

- Shiretoko Tourism Areas

A ‘Tourism Area’ refers to an integrated area combining touristic sites that are closely related in nature, history, culture, and so on. It is an area where those touristic sites collaborate among themselves to be able to respond to stay-type tourism for more than two nights and three days and to intend to enhance their attractions as touristic destinations. It is certified by the Minister of Land, Infrastructure, and Transportation. Certified tourism areas are able to receive comprehensive assistance, such as subsidies from the Government, for projects to enhance the tourism areas that are positioned in the plan. Respective projects to enhance tourism areas include relevant projects, such as development of experience-type programs, enhancement of the secondary transportation, improvement of attractions of accommodation facilities, strengthening of dissemination of tourism information, and so on. The “Shiretoko Tourism Area” was certified in 2009, where the four towns in the neighborhood of Shiretoko Peninsula collaborate and aim at

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

realizing coexistence between the natural environment that has been registered as a World Heritage and tourism, as well as realizing a tourism area comprising various types of tourism such as nature experience and stay throughout the year.

*Related Use Forms: (1) (2) (3) (4) (5)

(3) Main Laws and Systems Regarding Use of Facilities, and so on

(i) Road Traffic Act

This law was issued to enhance the road networks, to contribute to the traffic development, and to promote public welfare, by stipulating relevant matters relating to specification and certification of routes, management, structures, and conservation of those routes, classifications of cost burdens, and so on. Other than road managers, those who conduct construction work relating to a given road by self-expenses, as well as those who set some facilities on the road and use the road for a consecutive period of time, including temporary tents, shop signboards, banner-flags, sunshades, and so on, shall apply to and be certified by the road managers (the Minister of Land, Infrastructure, and Transportation, Hokkaido Prefectural Government, or designated cities and municipalities).

In addition, it is decided that passing by the road is prohibited or restricted by defining sections, in order for the road managers to conserve road structures or avoid traffic risks. However, with regard to the use of closed sections (Kamuiwakka-Mt. Iou Trailhead) of the Hokkaido Shiretoko Park Line, only climbers who understand the risks of fallen stones during a period of time from June to September and submit a “Special Use Application for the Closed Sections” are allowed to enter on foot. Other than this, as for the use of and passing by roads during the winter period in which roads are closed, it shall be possible on foot and on skis and snowshoes, for the purpose of rescue activities for human lives at the time of disasters and any emergency, management activities of agriculture, forestry, and fisheries, local promotion, tourism promotion, and social education, taking application procedures according to stipulations in administrative regulations regarding road use during the winter period in closed sections in Shari Town.

*Related Use Forms: (1) (2)

(ii) Road Traffic Act

It was established to aim at preventing traffic risks, securing traffic safety and smooth movements, and contributing to the prevention of any obstacles caused by road traffic.

When the Prefectural Public Safety Commission recognizes the necessity for the above purposes, it may install traffic signs or road signs and manage them, according to what is stipulated by relevant

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

ordinances, for the purpose of traffic control, prohibiting pedestrians or vehicles from passing by, and other kinds of traffic regulations.

As for Hokkaido Prefectural Road Shiretoko Park Line (Shiretoko-Goko Lakes-Kamuiwakka), the construction work to prevent rockfalls was completed in FY2010. Currently, the Hokkaido Kitami District Public Safety Commission has been implementing regulations to stop traffic movements of large size vehicles, since there are roads with steep slopes and weak shoulders, as well as narrow roads and bridges. During congested periods, including the 1st-25th of August and the 15th-24th of September, people can use the road only in the daytime and on shuttle buses.

In addition, those who install certain facilities on the road and use the road for a consecutive period of time, such as temporary tents, shop signboards and sunshades, etc. shall make an application to the road managers and apply for “road use permission” from the head of the police station in charge of the district and gain approval accordingly.

*Related Use Forms: (1) (2)

(iii) Road Transportation Act

The purposes of the Road Transportation Law include promoting the appropriate and reasonable operation of road transportation businesses, securing transportation safety, protecting benefits of road transportation users, and comprehensive development of road transportation. The law provides for businesses involving passenger transportation such as taxis and buses, as well as automobile road businesses such as toll roads, etc. As to free-of-charge transportation for pick-ups that accommodation facilities and specific business operators listed in the Ecotourism Promotion Law provide to their guests and tour participants, an official notice of 2011 clarifies the scope of businesses not requiring permission for passenger transportation businesses that are stipulated in the Road Transportation Law.

*Related Use Forms: (1) (2) (3) (4) (5) (Business contents according to specific business operators)

(iv) Act on Development of Fishing Ports and Grounds, Hokkaido Prefectural Decree on Management of Fishing Ports

Based on the “Act on Development of Fishing Ports and Grounds”, the Hokkaido Prefectural Government as the managing authority of fishing ports shall establish the “Hokkaido Prefectural Ordinance on Management of Fishing Ports”, and according to this decree, conduct proper maintenance, conservation, and operation of fishing ports, and maintain and manage other fishing ports, in addition to conducting necessary research and study and preparing statistical material for

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

the development of fishing ports. Fishing ports per se are built as the base for fisheries to accommodate fishing ships that are used for fishing productive activities. However, according to stipulations in “Hokkaido Prefectural Ordinance on Management of Fishing Ports”, the use of pleasure boats is allowed in some fishing ports, within a permissible scope that there are no impacts on fishing productive activities. When a pleasure boat, etc. uses a fishing port, it is required to obtain permission from the head of the municipality that the fishing port is located in. Vessels that are able to use fishing ports with permission, other than fishing vessels, include motor boats, engine-driven yachts, leisure boats, sightseeing ships, power rubber boats, and vessels for construction work, and such vessels must be those that have undergone vessel inspection and have received a certificate and documents proving completion of inspection. Note that vessels that are not allowed to use fishing ports, in principle, include water auto-bicycles, row boats, non-powered rubber boats, canoes, sea kayaks, and small size vessels with a length of less than three meters and with an engine output smaller than 1.5 kilowatts.

*Related Use Forms: (3) (4) (5)

(v) Seacoast Act

Those who are responsible for seacoast management shall designate “Seacoast Conservation Zones”, based on the Seacoast Law, to protect seacoasts from damages such as seacoast encroachment, etc. In “Seacoast Conservation Zones”, relevant facilities to protect the coast shall be installed, including levees, breakwaters, revetments, parapet walls, buffers, etc. In addition, permission must be obtained from seacoast managers when any facilities or workpieces other than seacoast protection facilities are installed and the given Seacoast Conservation Zone is occupied. In the Shiretoko World Natural Heritage Site, Seacoast Conservation Zones have been designated in Rausu Town as well as in Shari Town.

*Related Use Forms: (3) (4) (5)

(vi) Food Sanitation Act

It aims at preventing sanitary damages caused by food and drink, and thereby protecting national health, through establishing necessary regulations and other measures with regard to public sanitation for securing food safety. It stipulates sanitation issues regarding food and drink, covering food items, additives, equipment, containers and wrapping, etc. Those who wish to run food businesses such as restaurants that have a significant impact on public sanitation need to apply for permission from local governments, etc. In principle, even when providing an unspecified large number of people with food items by arranging simple facilities at temples’ events and festivals, a food business permit is required. As to any events for a short-term period

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

with public purposes, such as residential festivals and bazaars at industrial festivals, normal business permits are not required, but notifications need to be submitted to responsible health centers. Some health centers provide guidance to those who operate businesses.

*Related Use Forms: (1)

(4) Voluntary Rules Regarding the Property

(i) The Ministry of the Environment Kushiro Nature Conservation Office

- Points of Consideration for Use of the Central Region of the Shiretoko Peninsula

Since negative impacts that excessive and concentrated use have had on natural environments started to be apparent in some centers of use in the central area of Shiretoko Peninsula, relevant manners were compiled to conserve Shiretoko and pass it to the next generations in a sustainable and positive way.

*Related Use Forms: (1) (2) (5)

- Points of Consideration for Use of the Apical Region of the Shiretoko Peninsula

Issues to be noted and prohibited points were defined with regard to nature conservation and mitigating risks for those who enter the apical area for coastal trekking use, shore kayaking use, use of mountaineering clubs, and use of salmon and sea trout fishing at the mouth of the river on the coast, as well as regarding the use of sea areas by power vessels.

*Related Use Forms: (2) (3) (4) (5)

(ii) Shiretoko Ecotourism Association

- Shiretoko Ecotourism Guidelines

It was formulated to make common rules that shall be complied by nature guides and guide operators, to maintain and enhance the quality of guides by sharing the rules in local communities, to recommend the implementation of guided tours that have taken measures towards safety management and conservation of the natural environment, and to attract the attention of general users.

*Related Use Forms: (2)

(iii) Shari Forest Service Station, Shibetsu Forest Service Station, Abashiri Coast Guard Security Headquarter Department, Rausu Coast Guard Security Headquarter Department, Abashiri Sub-Prefecture Office, Nemuro Sub-Prefecture office, Shari Town, Rausu Town, Utoro Fishery Cooperative Association, Shiretoko National Park Administration Office

- Mutual Agreement Regarding An Instructions for Use Regulations in Shiretoko Cape District

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

It was established to control the entrance of visitors for recreation purposes, in order to conserve the natural landscape of the entire area of Shiretoko Cape, which is a habitat for precious plant communities and various wildlife.

*Related Use Forms: (3)

(iv) Shiretoko Nature Guide Association

- Shiretoko Local Rules “Sea Ice (Ryuhyo)”

These rules were made for guide operators that conduct nature experience tours utilizing sea ice, in order to continue valuable experiences of sea ice and to prevent accidents caused by sea ice.

*Related Use Forms: (4)

- Shiretoko-Goko Lakes Guidelines

Relevant matters that will be kept in mind by guides who currently use Shiretoko-Goko Lakes were compiled, including activities at plan stages, before taking strolls, and within walkways when guiding in Shiretoko-Goko Lakes.

*Related Use Forms: (2)

(v) Rausu Recreational Fishing Association

- Self-imposed Rules

In Rausu Sea, which is designated as a National Park and inscribed on the World Heritage List, not only related laws and regulations but relevant rules were also made to prevent maritime accidents and conserve resources and the environment, for the purpose of respecting the spirit of the “Basic Plan for Proper Use of the Apical Region of Shiretoko Peninsula” and providing sound and orderly recreational fishing that is unique to Shiretoko in a sustainable way.

*Related Use Forms: (5)

(vi) Shiretoko Rausu Sightseeing Ship Association

- Self-imposed Rules for Wildlife Watching

Off the shore of Rausu Town of Shiretoko that is a World Heritage Site, in the sea of Nemuro Strait of the offshore of Shibetsu Town, and off the shore of Shiretoko Cape, various types of tourism, such as ship tours to watch sea ice and wildlife that appear in the sea, outdoor learning, as well as supporting activities for photographing and collecting data and academic research have been conducted. Regarding the safety and security of both the Association’s members who are consigned to work on those activities and the users as the first priority, these rules were made with the aim of seeking ideal ways and practices to promote these local activities and their coexistence

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

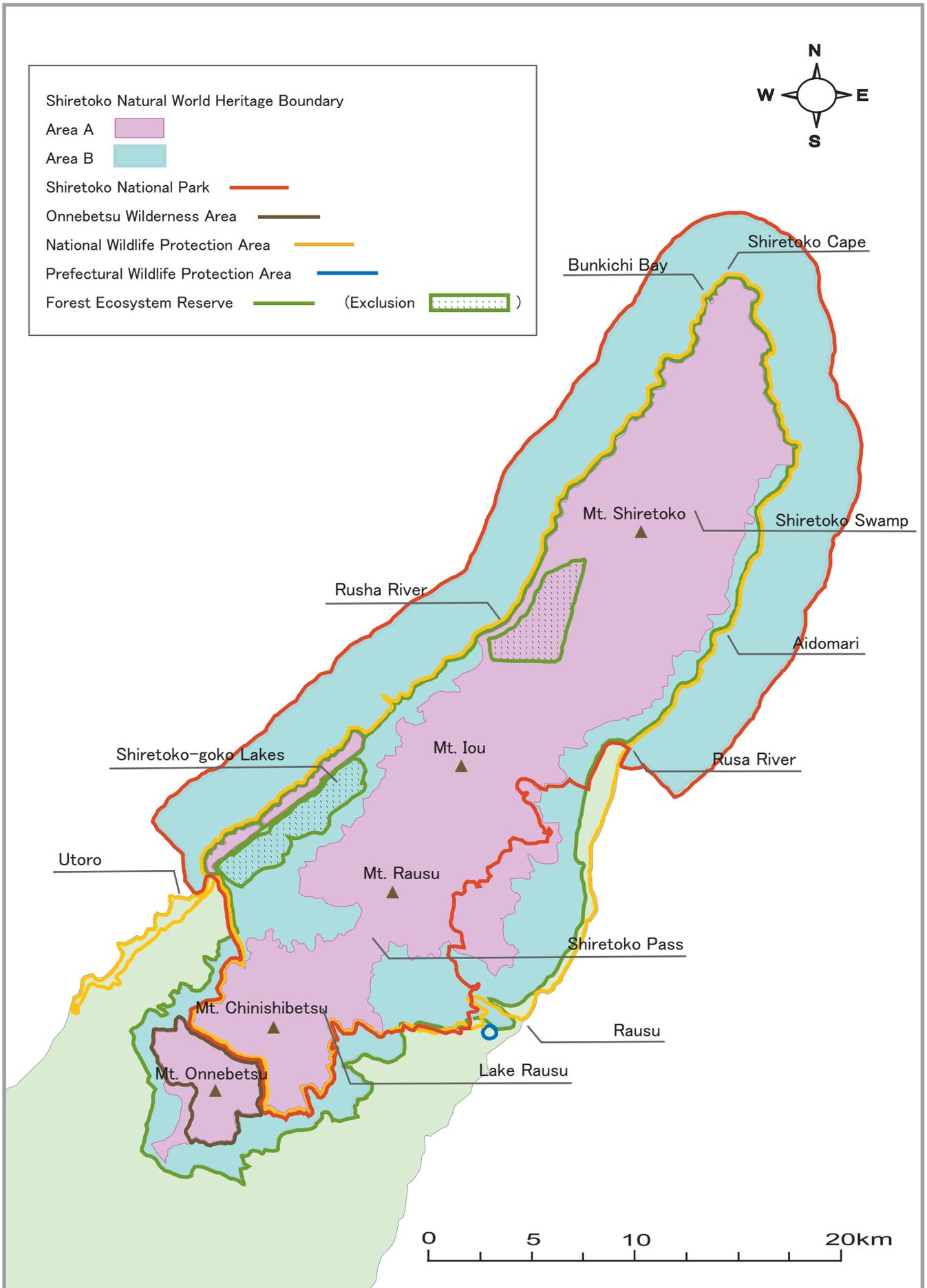
with the conservation of wildlife that are objects of watching and observation.

*Related Use Forms: (3)

**Related Use Form Signs:

(1) Sightseeing tours, (2) climbing and trekking, (3) tourism and exploration using power boats, (4) sea kayaks and sea ice walking, etc. and (5) fishing

(5) Map of Protected Areas



Existing Plans Regarding Appropriate Use and Ecotourism

Basic Concept for Appropriate Use of Shiretoko National Park	Formulated in JFY2001
Committee on the Basic Concept for Appropriate Use of Shiretoko National Park	

[Summary]

In terms of desirable balance between the conservation and use of Shiretoko National Park (appropriate use), the Committee on the Basic Concept for Appropriate Use of Shiretoko National Park was formed, comprising academic experts, related local organizations, and relevant administrative organizations. Based on the following issues, it was suggested that respective areas prepare their own basic plans on appropriate use.

- Basic Philosophy

When using Shiretoko National Park, the basic philosophy will be an understanding that we visit the area that is home to brown bears (*Ursus arctos*). This philosophy is based on humbleness, awe and reverence toward nature in Shiretoko that is symbolized by brown bears.

- Premises based on the Basic Philosophy

Sustainable conservation of diverse ecosystems that are formed by a highly primeval natural landscape and abundant wildlife observed only in Shiretoko

- Basic Policy

In primeval natural environments, opportunities for nature experiences will be provided in an appropriate and sustainable manner under certain rules.

Basic Plan for Appropriate Use of the Apical Region of the Shiretoko Peninsula in Shiretoko National Park	Formulated in December 2004
Committee on the Promotion of Appropriate Use of Shiretoko National Park	

[Summary]

This plan was formulated to conserve highly primeval natural landscapes and diverse ecosystems in an appropriate manner in the apical region of the Shiretoko Peninsula, by defining the way that it should be for appropriate use, (basic policies and directions to deal with different use types), rules to be complied with (adjustment of use and points of consideration for use), management operation, and so on, thereby avoiding any damages that users may cause on the sustainable conservation of scenic beauty and ecosystems.

Basic Plan for Appropriate Use of the Central Region of the Shiretoko Peninsula in Shiretoko National Park

Formulated in September 2005

Committee on the Promotion of Appropriate Use of Shiretoko National Park

[Summary]

This plan was formulated to appropriately conserve good nature landscapes and diverse ecosystems, to offer better nature experiences to users, and to pass the nature in the central region of the Shiretoko Peninsula to the next generations, by defining the way that it should be for the appropriate use (basic policies and directions to deal with different use types), rules to be complied with (control of use and points of consideration for use), management operation, and so on, thereby achieving appropriate use.

- Implementation Plan for Appropriate Use of the Central Region of Shiretoko Peninsula (JFY2007-2009)

On the foundation of the basic philosophy and policies of the Basic Concept for Appropriate Use of Shiretoko National Park and the Basic Plan for Appropriate Use of the Central Region of the Shiretoko Peninsula in Shiretoko National Park, it was formulated as a plan that should be implemented by member organizations and groups of the Committee on the Promotion of Appropriate Use, with regard to relevant matters including implementing measures, points of consideration for use, implementing system, monitoring, and so on, for the purpose of promoting appropriate use of Shiretoko-Goko Lakes, Lake Rausu, Shiretoko Mountain Range, and Kamuiwakka areas.

Plan for Appropriate Use of the Utilization Management Zone in Shiretoko-Goko Lakes

Formulated in October 2011

Committee on Proper use of Shiretoko-Goko Lakes

[Summary]

As a premise of sustainable conservation of diverse ecosystems that are formed by highly primeval natural landscapes and abundant wildlife observed only in Shiretoko, this plan was formulated to ensure appropriate use under the basic policy of promoting proper provision of opportunities for nature experiences under certain rules and sustainable use in primeval nature areas, by examining relevant issues caused by excessive use in Shiretoko-Goko Lakes, effective regulations of use to avoid any conflicts with brown bears densely inhabiting the area, guidance and enhancement of public awareness, maintenance of facilities, and protection and management of brown bears.

Shiretoko Ecotourism Promotion Plan	Formulated in June 2005
Shiretoko Ecotourism Association	
[Summary]	
<p>This plan was formulated to promote the implementation of relevant measures and policies, as well as the consolidation and improvement of mechanisms as a foundation to promote ecotourism, so that all stakeholders, including local residents, visitors and business operators are able to create “Shiretoko-type ecotourism” making the best use of abundant and diverse natural environment and local industries and cultures that have been nurtured by nature. It lists up relevant matters, including development and expansion of attractive programs considering environmental impacts, review of various guidelines, necessity of protecting landscapes, monitoring surveys, enhancement of information dissemination, efforts to attract foreign ecotourists, consideration for the return to natural environment conservation toward wider-area coordination between Shiretoko and its neighboring areas.</p>	

Shiretoko Ecotourism Promotion Implementation Plan	Formulated in March 2007
Shiretoko Ecotourism Association	
[Summary]	
<p>This plan articulated concrete goals and visions on measures to be undertaken for the promotion of ecotourism in Shiretoko. It lists relevant matters, including the operation of the Shiretoko Ecotourism Guidelines, promoting stay-type tourism, information functions by an integrated contact organization, planning and development of locally initiated tours, improving guides’ skills and competencies, implementation of nature conservation activities in Shiretoko, examining the way to use existing touristic sites, and considering system establishment to return tourism revenue to the conservation of environment.</p>	

Joint Committee Members

- Shiretoko Natural World Heritage Site Scientific Council, Proper Use and Ecotourism Working Group

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Tetsuya Aikoh, Research Faculty of Agriculture, Hokkaido University

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Yasushi Shoji, Research Faculty of Agriculture, Hokkaido University

Hajime Nakagawa

Tsutomu Mano, Hokkaido Research Organization, Environmental and Geological Research Department

- Shiretoko Natural World Heritage Site Regional Liaison Committee, Proper Use and Ecotourism Subcommittee

Local relevant organizations and relevant administrative organizations

Utoro area association	Kushiro Development and Construction Department
Utoro fishery cooperative association	Abashiri Development and Construction Department
Shiretoko Shari Tourism Association	Kitami Transportation Department
Shiretoko Rausu Tourism Association	Kushiro Transportation Department
Rausu Town Shiretoko Natural World Heritage Committee	Abashiri Coast Guard Security Headquarter Department
Rausu fishery cooperative association	Rausu Coast Guard Security Headquarter Department
Shiretoko Nature Guide Association	Hokkaido Kushiro Area Police Headquarters
Shiretoko Nature Foundation	Hokkaido Kitami Area Police Headquarters
Shiretoko Ecotourism Association	Shari Town
Shiretoko Nature Protection Association	Rausu Town
Shari Alpine Club	
Rausu Alpine Club	
Rausu Recreational Fishing Association	

Shari Daiichi Fishery Cooperative Association
Shiretoko Small Sightseeing Ship Association
Shiretoko Rausu Sightseeing Ship Association
Natural Parks Foundation, Shiretoko Branch
Office

- Secretariat

The Ministry of the Environment Kushiro Nature Conservation Office, Hokkaido Regional Forest Office, and Hokkaido Prefectural Government

Ideas Regarding Solutions for Respective Issues

(1) Apical Region

- Lending of food containers and bear sprays shall be conducted as an official service.
- A balance between reliable conservation and proper disclosure shall be achieved, by applying relevant systems with legal guarantees, etc.
- Relevant manners to avoid any disturbance or troubles for fishermen and fishery organizations shall be surely informed (to visitors).
- As to cleaning of the apical region of Shiretoko, volunteers shall be invited from across the country, and good nature experiences are to be offered.
- Some safe camping areas shall be arranged at convenient spots for kayak users and trekkers.
- As for the Rusha area, its specific control system shall be set as a special area to build a mechanism enabling fair opening. By this system, any photographers who enter with privileges and encourage wildlife to be tamed by humans to an extreme extent shall be prohibited from entering.
- Ranger stations shall be established in Aburako Bay of Shiretoko Cape and Moireushi Bay as centers for providing guidance and information to campers and passengers as well as for monitoring activities.
- As for entry to the Rusha area and Shiretoko Cape District, special rules, such as putting entry under official control, etc. shall be applied.
- The promotion of winter use of Mt. Shiretoko shall be considered.

(2) Central Region

- A system for guide accompaniment and shuttle bus use shall be considered in the Central Region.
- Shuttle bus systems shall be established for the sections of Horobetsu-Kamuiwakka (or Idashubetsu), Iwaobetsu Onsen Road, Rusa-Aidomari, and Shiretoko Crossroad. In addition, short-time lectures shall be implemented at transferring centers. Roadside paths shall be used as walkways and trekking courses.
- A system shall be arranged to provide preliminary lectures to users of Shiretoko Mountain Range, Lake Rausu, etc.
- Concerning security measures for climbing purposes, different responses shall be prepared for the route to only Mt. Rausu and the traverse routes toward Mt. Iou and Kamuiwakka.
- Related organizations and groups shall discuss among themselves to ensure to concretely work on various issues, such as patrolling, research and study, environmental education, maintenance and fixing of walkways, protection of vegetation, human waste management, notification of relevant compliance matters among users, guides and agents, a system to collect relevant information from users, increase in management staff members, integration of administrative tasks, etc.
- Route changes shall be considered in some sections of the traverse route of Shiretoko Mountain Range.
- Booths for using portable toilets shall be installed as soon as possible.
- A bus rotary station and an observatory facility shall be constructed at the mouth of Idashubetsu River, and shuttle buses shall be operated from Shiretoko-Goko Lakes to Idashubetsu. The road

between the observatory to Kamuiwakka shall be closed, while a new system shall be established so that Kamuiwakka Falls, Kamuiwakka Observation Point, Shiretoko Ohashi (Great Bridge), and Mt. Iou Trailhead shall be accessible by pedestrians and cyclists. This shall enable users to use Kamuiwakka Four Falls and other places at their own responsibility.

- As a measure to respond to encounters with brown bears (*Ursus arctos*), various measures, including changes of courses in forest parts of walkways for Furepe Waterfall and construction work to elevate the paths, shall be examined.
- Electric fences, anti-brown bear dust boxes, food storage, and so on, shall be arranged in Yunosawa Camping Ground and National Utoro Camping Area.
- Transfer center functions shall be strengthened for the operation of shuttle buses for the Rusa-Aidomari Route.
- The neighboring environment of Rusa Field House shall be enhanced and rehabilitated to encourage visitors to stay for longer periods.
- Physical measures shall be strengthened to prevent brown bears from entering roads and seacoasts of the Rusa-Aidomari Route. In addition, an environment shall be prepared as an alternative measure for visitors who wish to observe brown bears, and a function enabling them to watch Blakiston's fish-owls (*Ketupa blakistoni blakistoni*) shall be added too.
- In order to respond to bad manners of anglers at the mouth of Rusa River as well as risks of attracting brown bears and causing accidents, an appropriate environment to properly deal with caught fish shall be prepared so that anglers naturally drop by this facility.

(3) Sea Areas

- Regular study sessions shall be conducted for shipboard guides for improving their skills.
- New courses for sightseeing ships and organizing events shall be considered.
- Alternative programs at the time of cancellations of sightseeing ships are to be considered.
- Work on protection activities, providing information, and research cooperation for brown bears and spectacled guillemots (*Cephus carbo*). In addition to making the best use of wildlife's values by PR activities and establishing brands, relevant rules shall be made.
- Common rules and cooperative systems shall be established among business operators who work in the same field. In addition, considerations are needed for making rules for new participants and making distinctions with fishermen and fishery associations in terms of sea areas that are accessed.
- Ships shall carry out environment friendly operations by reducing carbon dioxide emissions, and so on.

(4) Neighboring Areas

- A system shall be established to provide attractions of agricultural areas and their surrounding mountains in the base area of Shiretoko Peninsula, and to enhance the diversity of use of Shiretoko.

(5) Entire Peninsula

- The development of programs for nature experiences shall be promoted, so that visitors shall stay for a week in Shiretoko while experiencing different programs every day.
- Restoration of houses of former settlers and old fisher's huts in the apical region of the Peninsula,

and establishment of a management organization for maintaining these buildings.

- A certification system shall be established for safety regulations of respective organizations, guidelines of safety measures for each activity, and organizations to train and certify human resources.
- Experiences and knowledge of those who have been engaged with industrial activities, together with nature, in Shiretoko, such as first and second generations that worked on agricultural development, retired fishermen, and so on, shall be utilized in the form of narrators for guided tours.
- An environment shall be prepared so that bird watchers give no stress to birds, by installing observatory buildings for white-tailed eagles (*Haliaeetus albicilla*) and Steller's sea eagles (*Haliaeetus pelagicus*) in Sashirui River, Moyurusu Bay, etc.