

For Sustainable Management of MPAs: experiences and lessons learned

# Creative governance for the better environmental management in Shiretoko JAPAN

Participatory approach for value creation

Chair of the Shiretoko Ecotourism Working Group and  
member of scientific advisory board of Shiretoko WNHS

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# The aim of this presentation

- To share the big picture of Shiretoko world natural heritage site and its feature
- To show the current status of nature conservation and tourism activity in Shiretoko WNHS
- To describe the participatory approach for tourism management



# The fact of Shiretoko WNHS

- Listed: July 17, 2005
- Location:  
located at 43 degrees North latitude and 144 degrees East longitude
- Area: approx. 71,100 ha  
Land area: approx. 48,700 ha  
Marine area: approx. 22,400 ha  
Marine area extends up to 3km from the coast line



# Shiretoko WNHS : Ecosystem and Biodiversity



**Example of complex ecosystem featuring land-marine continuity**, whereby drift ice appearing at the lowest latitude in the northern hemisphere can be seen.

**IX生態系**：北半球で最も低緯度に位置する季節海水域である。この影響を受け、特異な生態系を形成。海洋生態系と陸上生態系の相互関係の見本。

**Characterized by diverse natural environment and wildlife** of both southern and northern origins. Important for the conservation of international rare species

**X生物多様性**：海洋性及び陸上性の多くの種にとって重要な地域。シマフクロウ、シレットコスミレなどの希少種、海鳥、渡り鳥、サケ科魚類、鯨類を含む海棲哺乳類にとって世界的に重要な地域である。



# Tourism boost local economy in Shiretoko

- **Untouched nature setting is attracting tourists**
- **More than 1.8million tourists visit Shiretoko**
  - **50,000 international tourists in 2019**
- **Tourism Industry is important sector for local economy generating 12 billion yen of tourism consumption**
  - **In Shari alone, tourism generate 1/3 of total regional production**



# Tourism activity in coastal zone

## Shari (Utoro)

A destination for conventional tourism  
Onsen hot spring accommodations for tourists  
Gateway to Shiretoko National Park  
1.2 m visitors in 2019

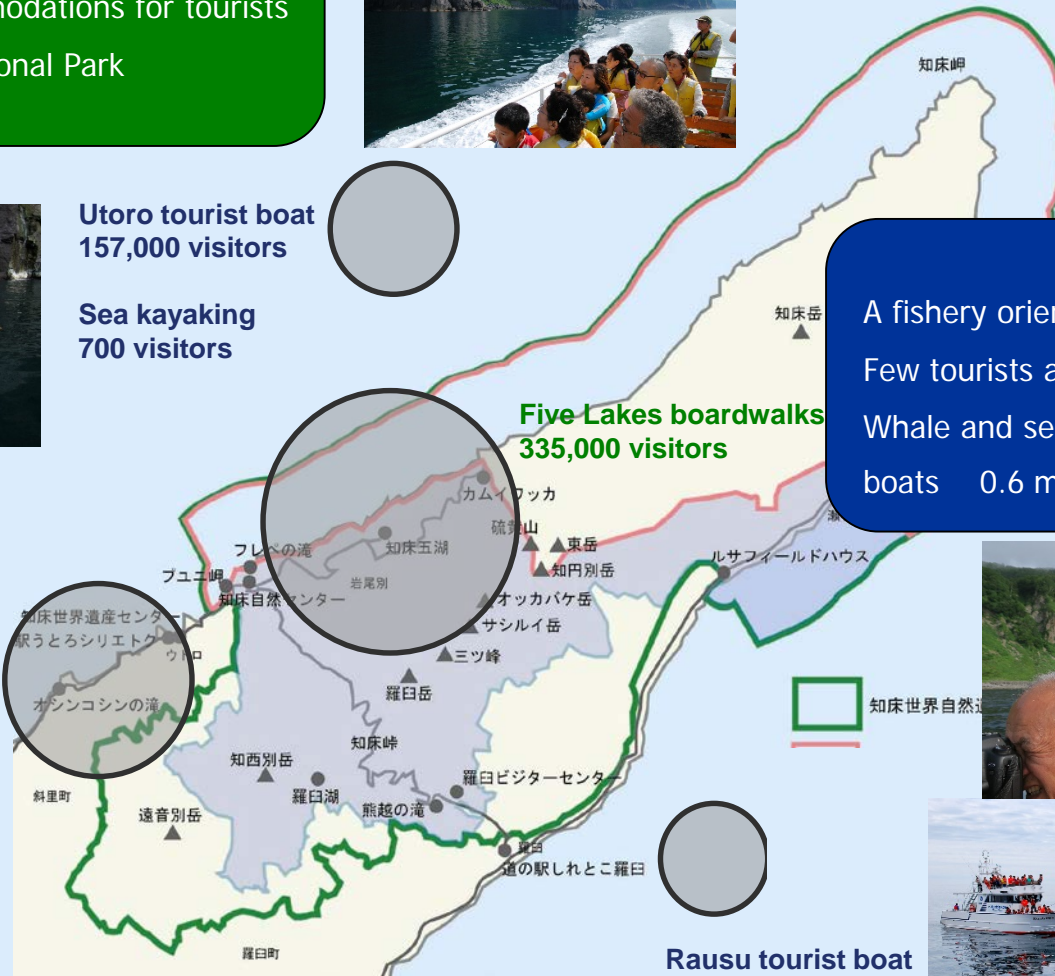


Utoro tourist boat  
157,000 visitors

Sea kayaking  
700 visitors



Shiretoko World Heritage  
Conservation Center  
105,000 visitors



## Rausu

A fishery oriented community  
Few tourists accommodation  
Whale and sea bird watching cruise  
boats 0.6 m visitors in 2019



Rausu tourist boat  
30,000 visitors

# History of Shiretoko World Natural Heritage Site

- 1999 **Shari and Rausu Town mayors started to apply to World Heritage**
- 2004 **Establishment of Shiretoko World Natural Heritage Candidate Scientific Council**
- 2005 **Inscription on World Natural Heritage decided by IUCN**
- 2008 **On-site inspection by the UNESCO World Heritage Center and IUCN**
- 2009 **Management Plan for the Shiretoko World Natural Heritage Site**
- 2012 **Joint Ecotourism Committee formed**
- 2012 **Agreement on Ecotourism Strategy at Joint Ecotourism Committee**





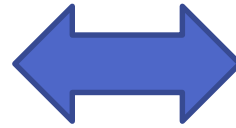
# Establishment of JEMC in 2010

Site managers

Ministry of Environment  
環境省

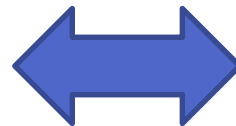
Forestry Agency  
林野庁

State Government  
Hokkaido  
北海道庁



Expert team  
scientific advisers

Joint Ecotourism  
Management Committee



Local stakeholders

Tour operators municipalities, locals



# Development of Ecotourism Strategies

Triggered by on-site inspection of the UNESCO World Heritage Center and IUCN in 2008 (IUCNのエコツアー戦略策定勧告)

Comprehensive ecotourism strategies shall be developed promptly. As basic concepts, strategies shall promote the conservation of the region, high-quality natural experience for tourists, and the development of the local economy.

- To respond the request, stakeholder meetings started from 2010
- Finally agreed by local stakeholders in 2012



# The due process of ET strategy

## Chance to Propose management solution

Tentative solutions are proposed by a stakeholder  
at Joint Ecotourism Management Committee(JEMC)



Formation of sub committee  
with park managers, experts and local people



Evaluation of proposal by the special committee  
Submission of recommendation to the JEMC



Creative agreement at JEMC with diverse stakeholders



Enactment of new management rules and actions

# The case of sea bird nesting protection

- Sea bird Keimahuri (Spectacled Guillemot ) was endangered species in Hokkaido
- In Shiretoko, high speed boats are steaming around sea bird nesting area
- Stakeholders are conflicting over its conservation

## After Discussion at JEMC

- They finally agree creative solution because tour operators recognize the value of Keimahuri
- The key to this change is support for resoucification
- Park managers teach them how to use keimahuri as tourism attraction

Operators treat sea birds as precious birds





# Destination Governance in Shiretoko

- **Stakeholder management**
  - Platform for diverse stakeholders
- **Participatory approach**
  - Not command and control but collaboration
- **Local governance**
  - Encourage good governance



# Implication of Shiretoko trial

- **Facilitate collaborative and collective action with diverse stakeholders**
- **Encourage the Sense of Ownership by the active participation of stakeholders**
- **Creative governance for value creation in management process is productive**







# Thank you

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# Wildlife Watching Tourism

- **Common in many tourism destinations**
  - National parks and protected areas are often visited
  - Modern tourists enjoy watching wildlife such as bird watching
  - Unusual experience in natural settings
- **Growth of wildlife watching tourism**
  - Developing business sectors in the world
  - \$3.6 trillion in economic activity and offering 8% of jobs worldwide (INTOSAI, 2013)
  - The contribution to the tourism sector is increasing




# Our management system

Features of current management (after 2005) 知床世界自然遺産の管理の特徴


- Level of management has drastically increased by the positive commitment of the government and scientists (国の関与による科学的な自然環境管理レベルの向上)
- However management system is controlled by bureaucratic coordination  
(高度な科学的、しかしある意味で統制的、官僚的な管理の実施)
- Management cost has also increased to approx. \$4 million (大きな管理コスト)

# Transitions of Tourism and Environmental Governance

Coexistence of Local Initiatives  
by local stake holders and  
National park management  
(1980-2005)



Increase presence of National  
Government for the  
management of Shiretoko after  
2005



Collaborative management  
with local Initiatives under  
Ecotourism Strategy after 2012



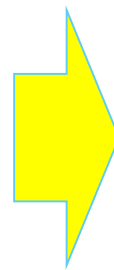
# Consideration on seabirds

Sight-seeing boat routes

2005



2007



Keep a distance from the breeding sites

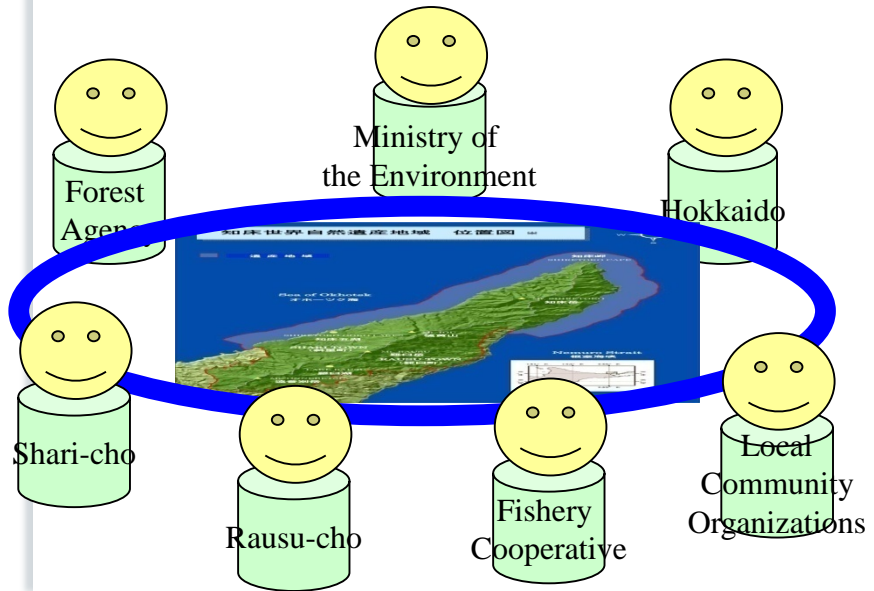
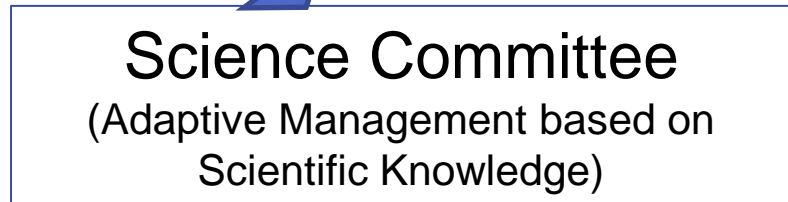
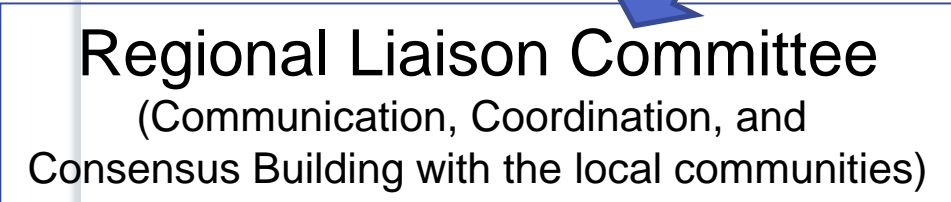
Breeding site of seabirds

# Resourcification is what count

- **Promotion of inbound tourism**
  - Japan received 30 million oversea tourists
  - We need more tourism attractions
- **Local tourism development need unique community resources**
  - Diversification of tourist activity
  - Landscapes and wildlife can be used
- **Creation of additional value to the community resource through local tourism development**

# Management System of Shiretoko World Natural Heritage

Administrator



Regional Science Committee for Shiretoko World Natural Heritage

- Yezo Deer & Terrestrial Ecosystem WG
- Marine Area WG
- River Structure AP
- Proper Use & Eco-tourism WG



# Current State of and Challenges for Shiretoko World Natural Heritage Site (2010)

### Shiretoko Five Lakes

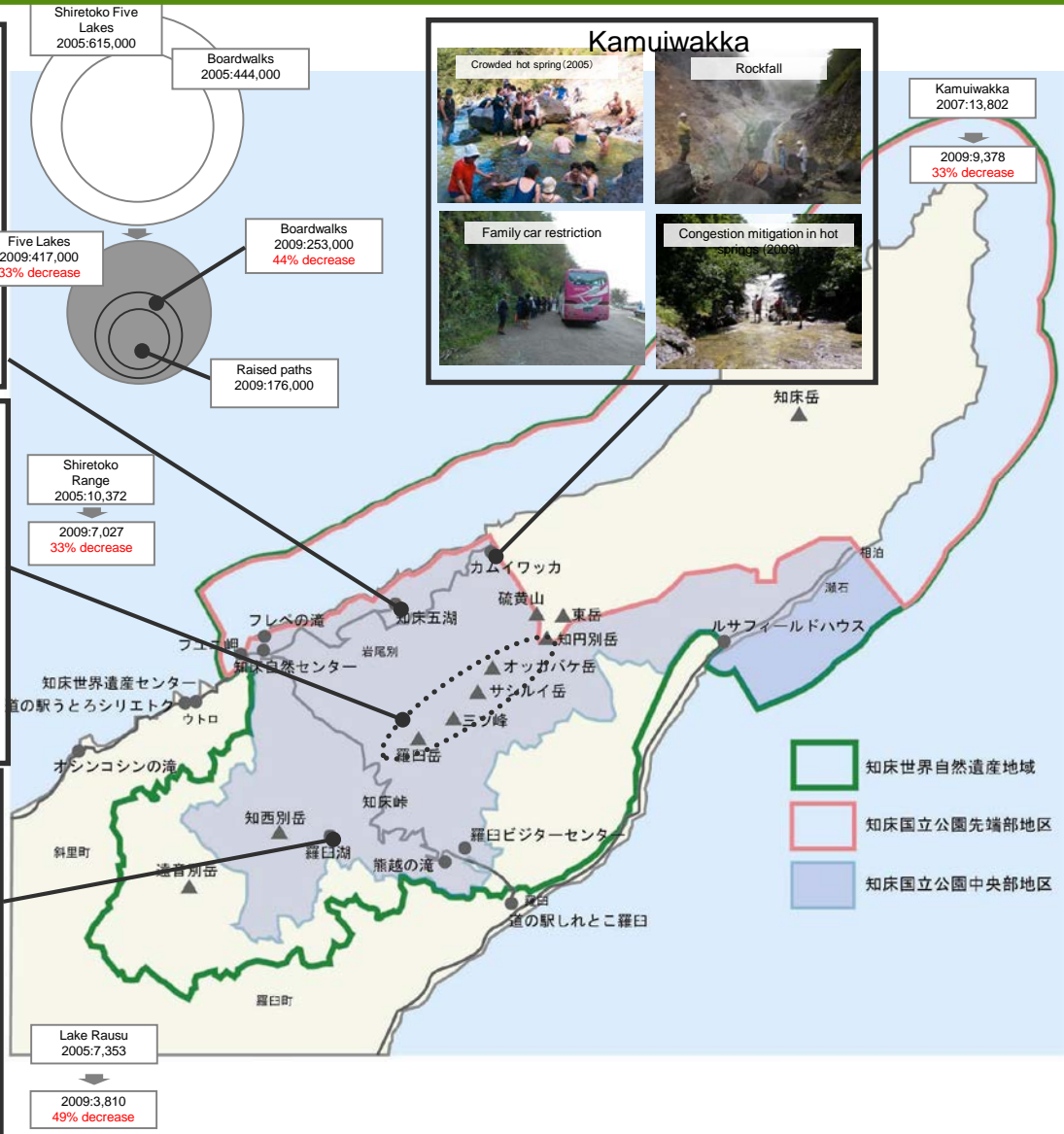
- Crowded boardwalk
- Deteriorated vegetation
- Traffic jam
- Closure of boardwalks
- Introduction of Raised paths

### Shiretoko Range

- Visitor concentration
- Problem of human waste disposal
- Deterioration of trail
- Setup of food locker
- Portable toilet to be introduced
- Implementation of vegetation surveys

### Lake Rausu

- Street parking/ Accessibility problem
- Passage deterioration
- Visitor concentration (2005)
- Intro of no parking signs
- Promotion of boot use
- Revamp of passage



# Promotional System of Committee to Discuss Usage Optimization/Ecotourism

Panel on Use of Shiretoko Five Lakes

Liaison Council for Usage Measures concerning Kamuiwakka Fall

Liaison Council for Optimization of Car Use in Kamuiwakka District

Committee to discuss usage optimization/ ecotourism in the Shiretoko world natural heritage site region (from Apr 2010)  
 Setting for information sharing and consensus formulation  
 For the promotion of optimal use and ecotourism under the cooperation of specialists, governmental entities, and local organizations, this committee was founded as the upgrade of the Panel on Optimal Use of Shiretoko National Park.

<General theme>

- Creation of ecotourism strategies

<Specific themes>

- Use of Lake Rausu
- Use of marine leisure activities
- Use of Shiretoko Range trek
- Usage arrangement of peripheral areas

Utoro Ocean Area Group

Lake Rausu Group

Advice from the scientific viewpoint

Scientific Committee for Shiretoko World Natural Heritage Site Region

Working group for optimal use/ecotourism (from Apr 2010)

Leader: Mr. Asami Shikida (Professor at Hokkaido University)  
 Member: 7 members

Subcommittee for optimal use/ecotourism

Participants:  
 Private organizations: 17  
 Governmental entities: 20

Council for cooperation with local communities

Liaison Council for Shiretoko World Natural Heritage Site Region

Administrators of Shiretoko WNHS Region

MOE  
 Kushiro Natural Environment Office

Forestry Agency  
 Hokkaido Regional Forest Office

Hokkaido Government

# Development of Ecotourism Strategies

## Panel on Optimal Use of Shiretoko National Park

- Basic plan for optimization of peripheral/central areas usage
- Tips on use of peripheral/central area

## Shiretoko Eco-Tourism Association

- Basic plan for promotion of ecotourism
- Ecotourism promotion execution plan

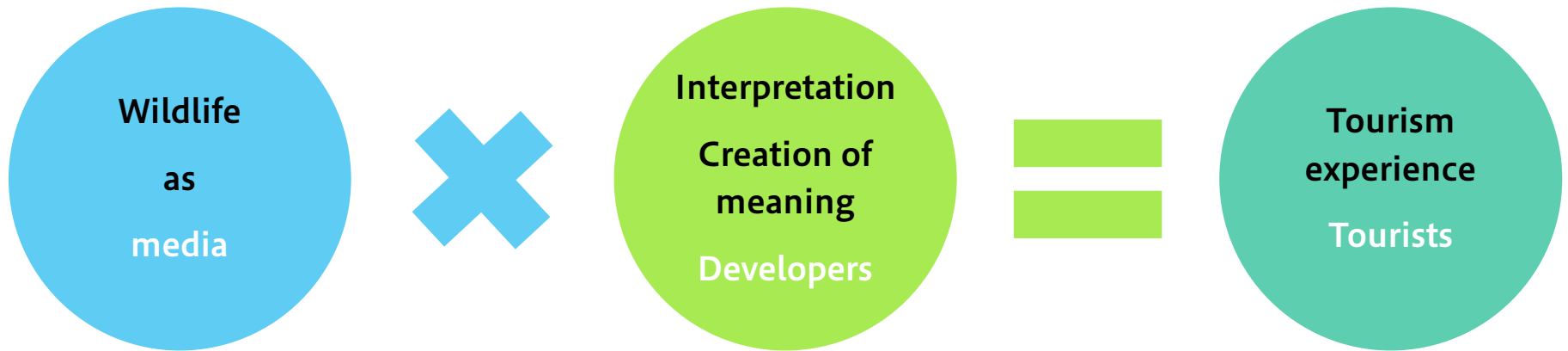
### Advice by World Heritage Committee / IUCN

- Optimal use and ecotourism working groups shall be integrated as one group.
- Ecotourism strategies shall be created for conservation, offer of high-quality nature experience activities, and invigoration of the local economy.
- Ecotourism strategies shall be closely linked to and integrated with local strategies for tourism and economic development in Shiretoko.

## Committee to discuss usage optimization/ ecotourism in the Shiretoko WNHS Region

- Creation of ecotourism strategies / · Arrangement of specific groups, etc.

# Creation of meaning and back current



- Wildlife as a media for entertainment  
Wildlife is not resource but media
- Values are created by tourists and back current of bear image are shared





## Shari (Utoro)

A destination for conventional tourism

Many Onsen hot spring accommodations for tourists

Gateway to Shiretoko National Park

Bear watching cruise boats

1.2 m visitors in 2019

Spectacular coastal view



## The story of two towns in SWNHHS

## Rausu

A fishery oriented community

Few tourists accommodation

Whale and sea bird watching cruise boats

0.6 m visitors in 2019



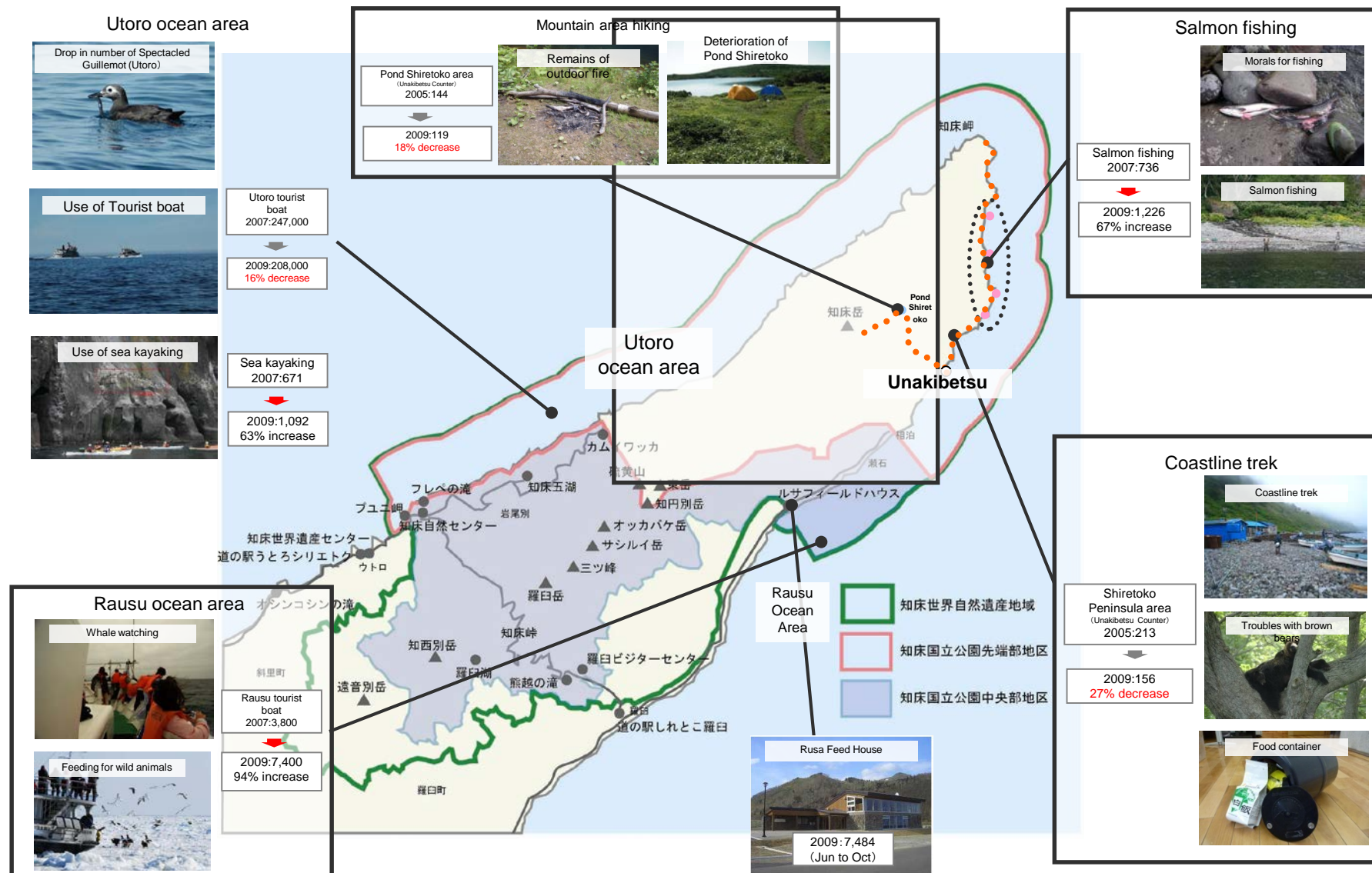
# Tourism in Shiretoko WNH Site

## 知床半島の観光とエコツーリズム

- More than 1.8million tourists visit Shiretoko WNH Site  
年間180万人の観光客が知床の原生自然を体験する
- Untouched nature setting is attracting tourists  
原生自然の魅力が観光客にとって魅力
- Tourism Industry is important sector for local economy  
generating 12 billion yen of tourism consumption  
観光は地域の重要産業 斜里町の観光消費額は120億円
- However 60% of tourists are first time visitors  
しかし60%が初回の訪問(リピーターは少ない)
- Threats to the nature conservation by concentration of tourists  
観光客の集中で自然環境保全に危機感



# Current State of and Challenges for Shiretoko World Natural Heritage Site (2010)



# Current State of and Challenges for Shiretoko World Natural Heritage Site (2020)

