



Working with protected area management committees in PNG

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Title

Working with protected area management committees in PNG

This is one of a series of protected area management guidelines produced by the PNG Conservation and Environment Protection Authority through the project “*Protected Area Management and Planning Specialist*”, funded by the Global Environment Facility (GEF) and implemented through UNDP in Papua New Guinea.

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Cover photo: Management committee workshop, Madang, 2016
Photo: Ann Peterson

*Laukatim bus, graun na wara long nau na bihain taim
Eda uda, tano bona davara naridia hari bona nega vaira*

Contents

| | | |
|-----------|---|-----------|
| 1. | INTRODUCTION..... | 1 |
| 1.1 | Managing protected areas: a shared responsibility | 1 |
| 1.2 | What is the current situation? | 2 |
| 1.3 | What is needed? | 4 |
| 2. | GUIDELINES FOR RELATIONSHIPS WITH MANAGEMENT COMMITTEES | 4 |
| 3. | COMPETENCES AND CAPACITY BUILDING..... | 7 |
| 4. | RECOMMENDED STEPS | 8 |
| 4.1 | Step one: Re-establish and strengthen management committees, and re-establish relationships...8 | |
| 4.2 | Step two: Develop leadership confidence and administrative and financial capacity.....11 | |
| 4.3 | Step three: Work for community livelihoods.....13 | |
| 4.4 | Step four: Establish ranger programs | 13 |
| 4.5 | Step five: Increase technical capacity | 14 |
| 4.6 | Step six: Facilitate sustainable support.....14 | |
| 5. | CONCLUSIONS..... | 15 |
| 6. | REFERENCES | 16 |
| 7. | ATTACHMENT ONE: LEGISLATION ABOUT MANAGEMENT COMMITTEES | 17 |
| 8. | ATTACHMENT TWO: RECOMMENDATIONS FROM MANAGEMENT COMMITTEES | 18 |

Executive summary

Management of Papua New Guinea's protected areas is a shared obligation, with most of the on-ground responsibility falling to management committees and boards under both existing and proposed legislation. However, the national government has overall responsibility for the protected area network and its management, and must ensure effective management to meet its international obligations. CEPA has a duty to support management committees with advice, assistance and regular engagement, and to assist them in obtaining resources to carry out their work effectively. Throughout most of the past twenty years, most management committees have had little assistance from any level of government, and only a few have had good and consistent support from non-government organisations. This has resulted in a very low overall standard of management throughout the country, while in those few places where management committees are well supported, both environmental and social benefits are very clear.

Some re-engagement between management committees and CEPA has occurred over the last five years, but an expanded effort is needed and this is beyond current CEPA resources. To adequately support the management committees, four teams of at least two officers are needed urgently. This is a critical 'leverage strategy' to achieve conservation outcomes throughout the country.

All relationships with management committees should be entered into with respect and with a commitment to integrity and reciprocity. If national and international communities expect people in these committees and their communities to bear the costs of conservation, there need to be solid and continuing gestures and actions of 'giving back' to them.

To re-engage with the committees and through them to lift protected area management to acceptable levels, six steps are outlined:

- Re-engage and build relationships – this includes assisting management committees to be re-established or re-invigorated, and building strong partnerships with all levels of government and with civil society;
- Develop leadership confidence and administrative and financial capacity so that committees can apply for and administer grants, employ staff and actively seek opportunities;
- Work for community livelihoods – by assisting people to obtain sustainable benefits from protected area management, they will be more committed to their continuation;
- Establish ranger programs to work closely with committees and deliver environmental and social progress;
- Increase technical capacity to develop management plans and implement management in the field;
- Facilitate sustainable support from a wide range of sources.

This report provides a starting point for the re-invigoration of management committees. More work needs to be done over time to develop this outline into a more complete guide for partners, and to integrate it with other products on protected area management that will be useful for management committees.

1. Introduction

1.1 Managing protected areas: a shared responsibility

Protected Area management committees and management boards¹ and their members play a key role in protected area management in Papua New Guinea (PNG)². People on these committees are conservation leaders throughout the country, and provide a vital human resource in the field for the protection of natural and cultural heritage values. They are responsible for developing protected area management plans and work programs, and for important functions such as natural resource management and protection of cultural heritage. They willingly take on the customary obligation to *“Laukatim bus, graun na wara long nau na bihain taim”*. Working to help these committees become truly effective and capable is a critical ‘leverage’ strategy for conservation in PNG—for a relatively modest input, their positive influence and hard work can spread throughout the country.

While the day-to management of the protected areas is primarily carried out by management committees, CEPA has over-riding responsibility for the protected area network in PNG, and will provide continuing and regular support to the management committees. The Policy on Protected Areas (the Policy) states that *“CEPA is recognised as the lead agency for protected areas in PNG. Though on-ground management is conducted by customary landowners and other partners, CEPA sets the standards, provides overview and support, and coordinates the complex array of activities. CEPA ensures that protected areas are managed as an effective and cohesive network rather than a number of independent reserves.”*³ The national government carries primary responsibility to make sure that PNG meets its international obligations, including the Convention on Biological Diversity target⁴ to effectively and equitably manage protected areas by 2020.

The Policy commits the PNG Government to foster partnerships, so management costs of these precious reserves is shared with and supported by national, provincial and local level governments, civil society including international non-government organisations (NGOs), and private industry.

CEPA’s role as a national agency includes the following activities:

- Raise awareness within communities about protected areas and their benefits
- Work with partners to develop and implement policies and standards about protected area management
- Help communities to set up or re-invigorate management committees
- Assist with advice and support to committees and partners so they can develop useful and consistent management plans

¹ In this document, management committees will also be taken to include Boards of Management, which can be formed for government-owned protected areas. These responsibilities are spelled out in both existing and proposed protected area legislation

² See Attachment One for a summary of the legislation outlining the roles of management committees.

³ Independent State of Papua New Guinea. (2014) Papua New Guinea Policy on Protected Areas. (ed Conservation and Environment Protection Authority), Waigani, National Capital District, Papua New Guinea.p.39

⁴ See Target 11, CBD COP 10 (2010) Decision X/2, Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets. Convention on Biological Diversity <http://www.cbd.int/decision/cop/?id=12268>

- Help management committees develop local rules and regulations so they can manage the area
- Provide training options and guidance for management committee members
- Provide information and contacts to help communities develop livelihood options and fundraising capacity
- Where possible, assist with technical advice on protected area management
- Conduct surveillance and strictly enforce the laws when protected area boundaries are breached or integrity is not respected.

Current resources within CEPA are completely inadequate to perform this role and to maintain relationships with existing protected areas, and will be further stretched with the promised and expansion of the protected area network. While provincial governments can also help with some of these activities, most have little or no capacity to do so, and the past 20 years have clearly demonstrated that without a presence from CEPA, protected area management standards have fallen to be among the lowest in world Figure 1⁵. **It is simply not possible to task poor remote communities to run a protected area network without adequate support.**

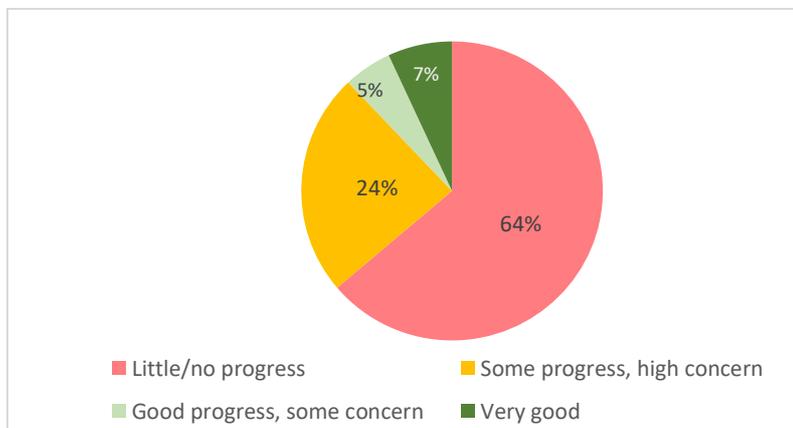


Figure 1: Overall progress in management effectiveness for protected areas in PNG

The only realistic solution would be for CEPA to take its responsibility seriously, and to deploy four teams of at least two (preferable four) experienced officers to service each regional cluster of provinces. In addition, support needs to be given for adequate law enforcement for significant breached of protected area boundaries.

1.2 What is the current situation?

Most management committees have received little or no support from governments for more than 20 years, and in many cases there has been no support from any source for a long time. In 2017 it was reported that 53% of PNG's protected areas have a management committee. Some of these are still active and have committed and energetic members and supporters, but in many cases there has been little activity for many years, and many previous members are now not active or have passed away⁶. Generally, women and young people are not well represented on the management committees.

⁵ As discussed, there are exceptions where protected area committees are well supported by NGOs and management is doing very well. These places set a good example for the rest of the country.

⁶ Leverington, et al. (2017) Papua New Guinea Management Effectiveness Evaluation of Protected Areas. SPREP/CEPA/UNDP, Samoa.

To be able to perform their role in conservation, management committees need awareness and understanding of their role, accompanied by commitment, capacity and confidence to undertake their role. They also need long-term, sustainable resourcing. While some management committees raise some funding through tourism or research fees, most need some support from outside the community. A few protected areas in PNG have good long-term support from external non-government organisations and are flourishing, but these are the exception. Experience has shown that without this continuing support, whether from government or non-government sources, sustainable effective protected area management is unlikely. In addition, guidance and leadership about protected area legislation, management policies and practices are sorely needed.

Different management committees are at different stages of maturity in each of these requirements, so it is not possible to apply a single approach to assist them all. In spite of the difficulties, some management committees have shown great self-reliance and commitment, and are carrying out regular activities with success.

However, most committees need to be either reformed or re-invigorated, and almost all need better capacity and resourcing. In addition, new committees will be formed as the protected area network expands. To re-invigorate these committees and to build their capacity is a huge commitment across PNG, and the challenges of working in the remote, inaccessible areas is recognized. The undertaking *must* be through a cooperative partnership of CEPA, provincial and local level government, the larger non-government organisations, local CBOs, industry and donors. For this reason, forming partnerships and developing a roadmap for re-engagement will be a high priority activity. CEPA is committed to supporting the management committees as much as possible, in recognition of their critical role.



Management committee members met to discuss management effectiveness in 2016-17. This was an important re-engagement with communities, many of whom asked for support and advice from CEPA, especially with alternative livelihood options. Follow-up help is now needed. Photo: Ann Peterson.

1.3 What is needed?

This report outlines the process of re-engagement, focusing on the development of relationships and capacity. It builds upon the processes and the findings of the 2017 management effectiveness evaluation (METT), where CEPA engaged with each management committee from more than 60 protected areas and locally management marine areas⁷. A summary of recommendations from the management committees is presented in Attachment Two⁸.

We propose that the process of empowering the management committees to fulfill their roles will consist of six major steps (Figure 2), though the timing of these step overlaps and activities will happen at the same time. The report focusses on the first phase of re-engagement, while the other steps are only briefly outlined.



Figure 2: Process for empowering management committees

Before looking at these steps, we propose some guidelines for developing good relationships with management committees, and present the scheme for developing competence.

2. Guidelines for relationships with management committees

All relationships with management committees should be entered into with *respect* and with a commitment to *integrity* and *reciprocity*. If national and international communities expect people in these committees and their communities to bear the costs of conservation, there need to be solid and continuing gestures and actions of ‘giving back’ to them. Anyone working with management committees is urged to first read the learnings of previous projects, including those documented in *Race for the Rainforest*⁹ and *Lessons learned from the field*¹⁰. They should be fully aware of the implications of ‘free, prior and informed consent’ which is a central tenet of any work with customary landowners.

Free, prior and informed consent is described in the Protected Area Bill as:

- a) *the provision to a person of information necessary to make an autonomous decision; and*
- b) *a person having adequate comprehension of the information provided; and*

⁷ Leverington, et al. (2017) Papua New Guinea Management Effectiveness Evaluation of Protected Areas. SPREP/ CEPA/UNDP, Samoa.

⁸ Note that these recommendations are from the evaluation participants themselves (management committees and other landholders) and are separate from the recommendations of the report authors.

⁹ McCallum and Sekhran. (1996) *Race for the Rainforest: Evaluating Lessons from an Integrated Conservation and Development “Experiment”* in New Ireland, Papua New Guinea. Department of Environment and Conservation/United Nations Development Programme UNOPS-PNG/93/G31, Port Moresby.

¹⁰ Beehler and Kirkman. (2013) *Lessons Learned from the Field: Achieving Conservation Success in Papua New Guinea* Conservation International, Arlington, VA, USA.

- c) any consent to be written in lay language suited for the comprehension skills of the general population of the area; and
- d) the capacity and ability of a person to both understand the information provided and form a reasonable judgment based on the potential consequences of any decision made by the person; and
- e) voluntariness and a person's right to freely exercise any decision making without being subjected to external pressure such as coercion, manipulation, or undue influence; and
- f) the person having access to independent advice, including where any agreement touches land, land rights in custom or law, the advice of a qualified legal practitioner

Most critically, supporters should read the *Community engagement toolkit*¹¹, which has recently been prepared by and for workers in PNG, and details the stages, guidelines and pitfalls in working with communities. The *Community engagement toolkit* lists the key values of successful community engagement as:

“Common unity”: Community Engagement Models which value partnership and teamwork to revitalize and motivate community people to come together, work together and live together in the traditional context of a “community”.

“Wholistic approach”: Community Engagement Models which value the empowerment and enhancement of sustainable resource management and livelihood initiatives in the natural context of “whole life”.

Ownership: Community Engagement Models which add value and promote peoples’ sense of origin, sense of identity and sense of belonging to a sustainable and self-reliant life style.

Education: Community Engagement Models which provide opportunities to community people to learn and expand to their knowledge base to tap on their resource base and reach capital capability to productively manage in a global demanding society.

Research around the world has shown the importance of personal relationships in successful community-based projects. Even where workers are representing organisations, people build their trust and opinions about how the *individual* treats them and relates to them. Trust can be slow to build, but is easy to break.



Women are poorly represented in many PNG management committees, but their equal presence is an important principle for future work. Photo: Fiona Leverington

¹¹ Wide Bay Conservation Association. (2018) Community Engagement Draft Tool Kit. UNDP, CEPA, WBCA



Successful engagement



Unlikely to succeed

| | |
|---|--|
| Takes time to know people and places Shows respect and humility | Always in a rush – can't stay to listen and learn Comes across as arrogant – doesn't listen |
| Builds trust – is reliable Works <i>with</i> local culture and understands the values and the flaws | Breaks promises and doesn't deliver Tries to impose outside culture <i>Or</i> is naïve to the cultural challenges e.g. of big-man influence |
| Gives back – looks after people's needs and accepts that community has development needs as well as conservation potential Long term | Only concerned with own agenda (including conservation or project deliverables) Short-term project life |
| Challenges people to extend horizon and learn new things Encourages participation of women and young people | Accepts that only males should have opportunities for training and participation |
| Fosters self-sufficiency Plans carefully and is clear about assumptions about causes and effects | Keeps learning and resources close and does not leave lasting legacy Jumps to conclusions about viable strategies; makes assumptions about causes and effects |

Sometimes it is difficult for government workers, and those from other large organisations, to follow through on plans and commitments. This can be due to changes in organisational priorities, or in senior personnel, or because people change jobs. In the past, organisations have considered their tasks complete once the committees are formed and functioning.

We believe that senior staff in NGOs need to realise that these relationships should be considered of the utmost importance, and a priority given to keeping them positive and productive over many years.

3. Competences and capacity building

Management committees require increased competence as a basis for undertaking their roles. Competence (Figure 3) is the ‘proven ability to perform a task or do a job’ and is often defined in terms of the required combination of:

- *skills* – these ensure the ability to perform a task reliably and consistently
- *knowledge* – provides a technical and theoretical background to the task, and
- *attitude* – helps an individual to complete a task positively, professionally, ethically and conscientiously and includes personal attributes such as leadership, critical thinking, creativity and collaboration¹².

Competencies are gained in many ways, including: life experience; formal education; understanding traditional or customary ways; apprenticeships; on-the-job experience; self-help programs; mentoring; and training and development programs.

All existing management committees of current protected areas were invited to workshops about the management effectiveness of their protected areas in 2016-17. People indicated their support for the protected areas, the level of support they receive, and their priorities for capacity building. Based on this information, an interim competence assessment and capacity development plan has been completed for management committees¹³ (see Box 1). That document and other information from the management assessment workshops were important sources of information in considering how best to engage with management committees in the future.

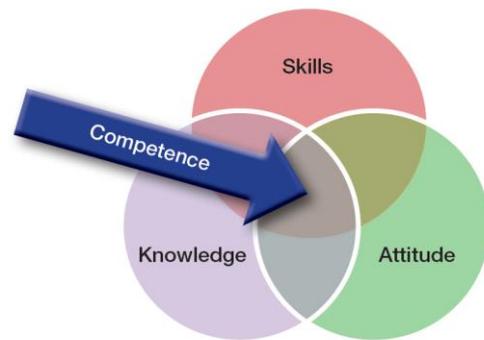


Figure 3: The skills-knowledge-attitude model for competence (Appleton 2016:2)

¹² Appleton. (2016) A Global Register of Competences for Protected Area Practitioners. IUCN, Gland, Switzerland.p.2;Appleton, et al. (2017) Pathways to professionalisation: developing individual and organisational capacities for protected area management. Lessons from Eastern Europe. BfN, Bonn.

¹³ Peterson, et al. (2018) Capacity Building for Protected Area Management in Papua New Guinea. Part 6: Protected area management committee members. In: *Capacity Building for Protected Area Management in Papua New Guinea, Report to CEPA and UNDP*. Protected Area Solutions, CEPA, UNDP, Port Moresby.

Box 1: Recommended capacity building priorities for protected areas. (Source: Peterson et al 2018)

The key recommendations to enhance the competence of management committees include the need to:

- 1. Build the organisational capacity of the protected area** (e.g. confirm or re-establish a fully functioning and representative protected area management committee). Select and promote champions for the protected area to facilitate improved outcomes. Re-establish relationships with all levels of government and other partners.
- 2. Collaboratively develop an agreed protected area management plan and related strategies and policies and re-gazette the protected areas** (e.g. undertake social mapping to confirm the protected area ownership and to establish agreed boundaries; identify protected area benefits/values; establish plan objectives; integrate traditional knowledge and relevant scientific information; identify land-use zones that include conservation areas; undertake a threat assessment and identify effective strategies; identify rules, regulations and penalties; establish a plan review and monitoring process; ensure comprehensive engagement with all relevant stakeholders; and re-gazetted and agree on the protected area category under the new protected area legislation).
- 3. Collaborate with diverse stakeholder groups to establish a ranger workforce that is networked with other protected areas.**
- 4. Build financial and operation resources management competences** (e.g. skills are needed to identify sustainable financing options for protected areas (including tourism), prepare, manage and report on budgets, and identify funding sources to purchase basic equipment).
- 5. Build skills to raise awareness of the protected area and integrate into educational materials.**
- 6. Build the capacity to develop and enforce relevant laws.**
- 7. Build on a range of competences including, biodiversity and conservation; protecting culture and traditions; communication and collaboration; administration, documentation and reporting; and building technical and office skills.**

4. Recommended steps

4.1 Step one: Re-establish and strengthen management committees, and re-establish relationships

CEPA will make it a high priority for all management committees to be contacted during 2020-2021 in partnership with other institutions. Partners for the protected areas will include provincial, district and local level governments, NGOs, local champions, academic organisations and tourism bodies– whichever are most appropriate. Discussions at national level should help to decide which partners might support which areas.

Where there is no existing management committee, the re-engagement process will be with community representatives, and a fair and effective process for establishing a new committee and choosing members will be discussed. Terms of reference for the committees will also be needed to make their roles clear.

As a matter of priority before the meetings, CEPA will develop more information and guidelines for protected area communities about the roles and responsibilities of management committees, protocols and terms of reference, methods for choosing members¹⁴ and the

¹⁴ Note that under draft legislation, management committees must consist of half female members.

support role that CEPA will play. These guidelines should not be overly prescriptive and should not delay the start of the process. Lessons learned during the re-engagement process should be fully documented.



Through meeting landowners in their protected areas, CEPA gains a real understanding of their management issues and capacity and discussions are on an equal footing. Phot: Ann Peterson, Lake Kutubu

An initial series of proposed meetings should be conducted by CEPA, allocating a *minimum* of one to two days for each protected area. Note this cannot be a ‘one size fits all’ approach and in some cases more time will be needed. Some committees are already functioning well while others are non-existent. Follow-up visits and support are needed in most cases. These meetings should include representatives of CEPA, provincial government and NGOs/ CBOs.

Before this engagement, partners should thoroughly read:

- The individual summary of the protected area plus the latest METT forms to give an insight into what the management committees have already stated;
- PNG’s Policy on Protected Areas¹⁵ to understand the government’s written commitments to communities; and
- ‘Assessment of management effectiveness for Papua New Guinea’s protected areas 2017’¹⁶, especially Chapter 5 which summarises the participant recommendations.
- Any other relevant documents relating to that protected area.

The re-engagement will also be a busy time for re-establishing the protected area, in particular ensuring that the allocated protected area type is appropriate, checking and adjusting boundaries, developing livelihood plans and a benefit sharing agreement, considering setting up a Ranger program, and developing at least an interim management statement, and preferably a management plan. Partners will need to understand these processes and assist the management

¹⁵ Independent State of Papua New Guinea. (2014) Papua New Guinea Policy on Protected Areas. (ed Conservation and Environment Protection Authority), Waigani, National Capital District, Papua New Guinea.

¹⁶ Leverington, et al. (2017) Papua New Guinea Management Effectiveness Evaluation of Protected Areas. SPREP/ CEPA/UNDP, Samoa.

committees to undertake the work needed. Topics to be covered during the re-engagement process are listed in Table 1.

Table 1: Topics for re-engagement process

| Topic | Notes |
|---|--|
| Re-engage and establish relationships | See the Community engagement toolkit. Relationships are critical but many management committees have experienced a legacy of broken promises, temporary projects and poor outcomes. Many people felt abandoned and betrayed by conservation efforts and the government, but efforts over the last five years have re-established some relationships with CEPA, and there is now good potential to build on past visits. |
| Establish management committees: membership, structure and purposes | Management committees either need to be renewed and invigorated or completely reformed (about half of each). This is an opportunity to ensure fair gender and youth representation, and inclusion of different clan and family groups. A keen and capable leader or champion of the group can make a huge difference, but a depth of commitment and talent within the community should be sought, rather than relying on just one or two people. |
| Deliver of copies of information and updated maps including management effectiveness report | This is part of critical follow-up to regain trust – need to be seen by the community to give something back after the previous contacts in 2016-17. |
| Discuss new type of protected area under the PA Act | Communities need to be informed about the type of protected area nominated and about other options, and about the process if they wish to pursue other options. Handouts and a powerpoint or video to describe the different protected area types should be prepared. |
| Develop preliminary statement of management intent | Values, threats and future directions and needs should be reviewed, taking into account previous information obtained through the 2017 management effectiveness study, to provide information on which to base a statement of management intent. Additional information should also be provided and considered where available. |
| Hold further discussions about community benefits, livelihood options and capacity needs; develop benefit sharing agreements | This is an initial scoping to see what is currently happening and what obvious benefits and livelihood projects could be supported by the protected area and adjacent lands. A benefit sharing agreement should be drafted once there is an understanding of the directions that livelihood activities might take. It may also be appropriate to bring information about funding sources including the GEF and Biopama small grants programs, and to include in the engagement team people who can discuss these opportunities. |
| Discuss boundaries – if communities wish to discuss at this point | See the management effectiveness assessments for indications of where the management committees feel the boundaries are not satisfactory. Using the maps provided, these issues could be further discussed and assessed if time permits. |

The re-engagement process is only the beginning of future work needed to revitalise management committees and the protected areas. Follow-up is critical and will be different for each protected area. In addition to the steps listed below, follow-up priorities could include:

- Cooperative development of a management plan and landuse plan;
- Clarification and mapping of boundaries;
- Preparation of a proposal to change the type of protected area or to extend the boundaries.

Management committees are well aware of the need for most of these activities.

4.2 Step two: Develop leadership confidence and administrative and financial capacity

Management committee members are essentially leaders in conservation management, and this role requires the capacity and confidence to lead people, engage with government bureaucracy and other outside organisations, obtain and manage finances and other resources, develop plans and communicate well. In some cases, committees will also be involved in managing paid staff.

While many of these rural people are highly knowledgeable and skilled in the context of their communities, most lack understanding of financial systems and lack confidence in leadership and administration. Most people have little or no access to computers, effective transport and means of communication. This limits their ability to fully participate in management activities and to obtain and manage resources. While training programs in land and sea management are important, experience in Australia has shown that this is not always the highest priority. Providing training for communities in financial and administrative matters, company law and community legal rights has greatly increased participation and well-being. This has also laid the foundation for a successful ranger program¹⁷.

Skills needed to finance, manage and lead an organisation (the management committee) include those shown in Box 2. **It is recommended that these ‘foundation skills’ should be addressed through appropriate certified training as soon as possible.** This is the basis to good functioning of the management committee and community ranger programs. Capacity building is also addressed in the Protected Area Policy Implementation Plan.

¹⁷ Tim Schneider pers. comm discussing the Marty Leadership Program. See <https://www.kj.org.au/education> for more information

Box 2: Nominated needs for administrative and financial skills

Management committees need skills to:

- *Prepare a protected area business plan/sustainable financing plan* and ensure compliance with legislation and required procedures for financial management and use and allocation of resources.
- *Identify and secure funding for management*
To facilitate enhanced resourcing of protected areas, training and assistance are needed to enable people to seek and maintain sustainable income sources. Skills are needed in funding proposal writing, networking and negotiating suitable arrangements with relevant funding sources. Financial support may be accessed from:
 - all levels of government (i.e. including accessing money from the District Improvement Program)
 - self-sufficiency (e.g. tourism ventures and other income generating activities) and fundraising within protected areas and
 - external funding (e.g. foreign governments, commercial interests, international agencies and NGOs).
- *Manage budgets*
 - prepare annual budgets, finance and resourcing plans
 - open bank accounts
 - undertake book keeping, accounts and inventory records
 - prepare reports on finances and assets and gather information required for audits
 - managing cash
 - conduct procurement and purchasing, and
 - ensure the availability and maintenance of assets, equipment, stores and supplies.
- *Identify and secure the necessary equipment and facilities*
Almost all protected areas require basic field equipment (e.g. shovels, picks, chain saws, compass, GPS, solar lights), tools to assist with monitoring and data collection, office and computers, and visitor facilities. Most urgent is the need for transport (better roads and air transport, as well as bikes, vehicles or boats) to enable customary landowners to access and patrol the protected area. Some sought electricity, generators or solar power to enable the use of computers, phones and irrigation systems. Once this equipment is provided, Management committees must direct the provision of training to on-ground workers in the use and maintenance of a wide range of equipment, tools, transport vehicles and other facilities.

Management committees also need skills to:

- Demonstrate basic literacy (reading and writing) and numeracy
- Write reports and funding applications
- Report on relevant work practices.
- Address complex problems

4.3 Step three: Work for community livelihoods

An important message from many protected area management committees is the need to increase benefits in order to maintain support for conservation¹⁸, and the PNG Policy on Protected Areas¹⁹ confirms a commitment to community livelihoods.

In PNG, it is impossible to consider how to reinvigorate the protected area system without also considering the needs of the customary landowners and other community members²⁰. This cannot be an optional add-on but needs to be integrated with the re- invigoration of protected areas. For new protected areas, a benefit-sharing agreement is to be developed as part of the initial declaration process²¹, and this should also be developed for existing protected areas as possible. There may be multiple agreements with different entities such as tourism enterprises, research institutions and mining companies.

A basic principle is to ensure that benefits are returned to the community as a whole and not to individuals, especially those who are more powerful.

In recognition of the PNG Constitution, customary practices for enhancing and protecting the environment and traditional livelihoods are strengthened through protected area establishment and management.

The support and enthusiasm of customary landowners for protected areas are nurtured and encouraged through government recognition and through practical assistance. PNG Policy on Protected Area; Desired outcomes for Pillar 2.

No economic benefits have been derived from the WMA, so other uses are looking more attractive... We need to see some benefits derived from the WMA to maintain support for the WMA". (Libano-Hose WMA)

4.4 Step four: Establish ranger programs

For background to the proposed PNG National Ranger Network and guidelines for establishing community ranger programs, see the draft report on Protected Area Rangers for PNG²². Rangers would work very closely with management committees, and in many cases may be employed by them or an administrative body working closely with them. Training programs could benefit both rangers and the committees.

¹⁸ Leverington, et al. (2017) Papua New Guinea Management Effectiveness Evaluation of Protected Areas. SPREP/CEPA/UNDP, Samoa.

¹⁹ Independent State of Papua New Guinea. (2014) Papua New Guinea Policy on Protected Areas. (ed Conservation and Environment Protection Authority), Waigani, National Capital District, Papua New Guinea.

²⁰ Beehler and Kirkman. (2013) Lessons Learned from the Field: Achieving Conservation Success in Papua New Guinea Conservation International, Arlington, VA, USA.

²¹ This is a requirement of draft legislation

²² Leverington, et al. (2019) Protected Area Rangers for PNG: a discussion paper. PNG Protected Area Management Guideline No.RA13 version 1. Conservation and Environment Protection Authority, Port Moresby.

4.5 Step five: Increase technical capacity

Training of management committees in technical topics relating to protected area management can be integrated with ranger training. On-site informal learning is a key approach, but the ability for community members to gain certification in land and sea management skills would be valuable. Topics nominated by management committees are detailed in the competence assessment/ training plan²³, and include those relating to:

- Biodiversity conservation
- Upholding laws and regulations
- Socioeconomic and cultural strengthening
- Tourism, recreation and public use
- Awareness and education
- Field and water-craft operation and maintenance
- Technology.

“Training is needed in relation to: conservation training (basics of conservation, ranger training to enable people to explain what is happening in the environment); ecotourism training (hiking, trekking, birdwatching, safety); hospitality training and food provision for the proposed tourist facility; administration skills; IT; finance, budgeting.” (Mojirau WMA)

4.6 Step six: Facilitate sustainable support

From the beginning of the re-invigoration process, the need for *support to be long-term and sustainable* should be built into all thinking and planning. While self-reliance and continuation of customary stewardship should be encouraged and expected, experience in PNG has shown that once external support is withdrawn, most projects do not continue with the same degree of success. It is simply not reasonable to expect local communities to carry all the costs of conservation work, especially given that many incursions into protected areas originate from people and industries outside the communities. It is our opinion that support should be long-term and not limited to short project cycles.

As discussed above, suggested steps during the early engagement phase include building administrative and financial capacity for management committees to be able to apply for grants and manage funds. Additional helpful steps would be:

- Develop a management statement and preferably a management plan to clearly define values and directions;
- Draw up a brief business plan estimating resourcing needs and outlining possible sources of support;
- Develop an attractive investment prospectus and send to possible supporters and donors;
- Use regular monitoring and evaluation to demonstrate progress and needs to existing and potential donors.

²³ Peterson, et al. (2018) Capacity Building for Protected Area Management in Papua New Guinea. Part 6: Protected area management committee members. In: *Capacity Building for Protected Area Management in Papua New Guinea, Report to CEPA and UNDP*. Protected Area Solutions, CEPA, UNDP, Port Moresby.

5. Conclusions

This report provides a starting point for the re-invigoration of management committees, a vital aspect of reaching effective management of PNG's protected areas. More work needs to be done over time to develop this outline into a more complete guide for partners, and to integrate it with other products on protected area management that will be useful for management committees. It is recommended that user-friendly media including short videos, maps and posters also be produced on topics including management planning, purposes of protected areas and sustainable financing.

Management committees are the critical 'feet on the ground' for PNG's protected areas: without their continuing work and commitment, there will be no more effective protected area management in the future. CEPA is committed to continuing support for these committees, and will endeavor to help their work become more effective and rewarding in the future. **Through well resourced and effective management committees, an effectively managed protected area network is achievable.**



Landholders of Balk Wildlife Sanctuary, where the management committee works hard and where all of the community is rostered to help with maintenance on a regular basis. Here tourism and craft sales have the potential to help fund the protected area. Photo: Ann Peterson

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7. Attachment One: Legislation about management committees

The draft Protected Area Bill includes the following

“Protected Area Management Committee” means a committee established by -

- (a) customary landowners, whether incorporated land groups or unincorporated customary persons or clans, sole persons; or
- (b) a provincial government; or
- (c) a Local Level Government; or
- (d) a private sector corporation or sole person,

as is appropriate, with free prior informed consent, to manage a protected area in accordance with section 27(3) of the Act, and referred to in section 33(1)(a) of the Act, and these Regulations

The draft Protected Area Regulation includes the following

22. Protected Area Management Boards and Committees

(1) A Protected Area Management Board or boards of no more than 9 members may be established by the Managing Director for the management of all or any national protected area

- (a) where the national protected area is on government owned land; or
- (b) where the protected area is a National Maritime Sanctuary.

using form 8 in Schedule 1.

(2) Protected Area Management Committees may be established by

- (a) the landowners in each protected area situated on customary land, and
- (b) by the freeholder or lease-holder in each protected area situated on freehold or leased land.

(3) The membership of a Protected Area Management Committee shall be

- (a) a chairperson, deputy chairperson who shall act in the absence of the chairperson, a secretary, a treasurer who may be customary landowners or officers of the freeholder or leaseholder as the case maybe,
- (b) other community members approved in a meeting of customary landowners or officers of the freeholder or leaseholder as the case maybe,
- (c) at least one person to represent the interests of the provincial government appointed by the provincial government or by a District Development Authority, and at least one person to represent the interests of the local level government of the protected area.

(4) At least 49 per cent of the membership of a Protected Area Management Board or Committee shall be women.

(5) The designated officer of the protected area shall be an advisory, but not a deliberative member of a Protected Area Management Committee and it is the responsibility of the designated officer, to advise the Managing Director on the composition, and activities of the Committee.

(6) Subject to the Act and the Regulations, the function of the board or committee is to manage the protected area, so as to

- (a) protect nature, conserve biodiversity, landscapes and cultural heritage
- (b) manage the income from the protected area, prepare accounts and report on the accounts
- (c) develop and maintain the capacity to manage the protected area and the income there-from
- (d) to catalyze and acquire the knowledge and skills to protect the protected area, and to benefit from resources of the protected area, and the income flows there-from

(7) A Protected Area Management Committee may be advised by

- (a) a designated officer appointed by the Managing Director, or
- (b) an officer appointed by a provincial government or a local level government, or
- (c) a person employed by a non government organization, whether it be for-profit, or not for profit, approved by the Managing Director using form xxx of Schedule 1

(8) A Protected Area Management Committee has a duty to follow all reasonable advice, and not to unreasonably reject or deviate, from such advice.

(9) A committee that acts unreasonably on advice given, at the discretion of the Managing Director, may fall into a dispute with the Authority, and the Managing Director may invoke the dispute resolution procedures.

(10) A protected area board or committee, at its first meeting may agree to establish such rules of procedure for meetings as its member think fit, not inconsistent with the Act, the Regulations or the law.

8. Attachment two: Recommendations from management committees²⁴

Recommendations: Policy, planning and projects

Build leadership capacity to reduce dependence on external organisations, and establish long-term and reliable champions and leaders in protected area communities.

Management committees need skills to:

- **Establish or re-establish management committees** and ensure representation of diverse groups (i.e. men/women, older/younger people).
- Undertake **social mapping**, where necessary to confirm the ownership of the protected area.
- Direct processes to identify the agreed protected area **boundaries**; mark these boundaries on the ground; and inform all landowners and surrounding communities of these boundaries.
- Direct processes to **re-gazette the protected area**, where this is agreed by the community.
- Direct the participatory development of a **protected area management plan** using an agreed and relevant format and process to ensure that the values of the protected area are conserved and improved. This may include an overall land use plan and/or specific protected area management plan, with agreed protected area zones.
- **Integrate traditional knowledge with science** to develop strong and relevant plans, based on local adoption and adaptive management, and management based on good information.
- Encourage appropriate and useful **research and monitoring** programs.
- Undertake regular **review and monitoring of the management plan** and to update it as needed.
- Direct the development of **threat assessments** to minimise or avoid the impacts of a range of threats to the protected area and where possible, integrate the planning with regional threat abatement processes. Threats may include invasive species, water pollution, illegal settlement, loss of species.
- Direct the **implementation of projects and plans** that support the protected area.
- Better understand **climate change impacts** and to direct the implementation of adaptive responses.
- **Coordinate** protected area management with neighbouring land and resource owners and users.

Recommendations: Organisational leadership and development

Management committees require skills to:

- Build the organisational capacity of the protected area administration, e.g.
 - how to **establish and organise representative management committees**
 - **how** to ensure equitable participation of customary landowners (especially women)
 - **how to plan and monitor management activities**
 - how to **network with other protected area organisations**, both within PNG and in other countries to develop skills and competence
 - how to build networks and **collaborative relationships** with other organisations (e.g. local level governments and provincial governments, NGOs, adjacent/nearby commercial and industrial enterprises that may impact on the protected area)
 - how to run the organisation, facilitate meetings, record and store information, administer finances (refer below).
- Establish procedures for strategic, planned and **adaptive management** of the protected area and procedures for ensuring health, safety and security in a protected area (i.e. especially for visitors and workers on the ground).
- Establish high standards of **ethics and behaviour** in relation to the management of the protected area.

Recommendations: Human resource management

Management committees need skills to:

- Identify strategies to help with the **creation of and/or development of, an on-ground ranger workforce** that can help to deliver the objectives of the management plan.

²⁴ Extracted from chapter 5 of Leverington, et al. (2017) Papua New Guinea Management Effectiveness Evaluation of Protected Areas. SPREP/ CEPA/UNDP, Samoa.

- Identify strategies to **involve the customary landowners** in the management of their protected areas.
- Direct the preparation of **work plans and the monitoring** of their implementation.
- Identify the capacity development needs of their staff (i.e. in protected areas with on-ground staff).
- Plan and deliver relevant **training and learning activities**.
- Maintain personnel and activity records.

Recommendations: Financial and operational resources management

Management committees need skills to:

- *Prepare a protected area business plan/sustainable financing plan* and ensure compliance with legislation and required procedures for financial management and use and allocation of resources.

- *Identify and secure funding for management*

To facilitate enhanced resourcing of protected areas, training and assistance are needed to enable Management committees to seek and maintain sustainable income sources. Skills are needed in funding proposal writing, networking and negotiating suitable arrangements with relevant funding sources. Financial support may be accessed from:

- all levels of government (i.e. including accessing money from the District Improvement Program)
- self-sufficiency (e.g. tourism ventures and other income generating activities) and fundraising within protected areas and
- external funding (e.g. foreign governments, commercial interests, international agencies and NGOs).

- *Manage budgets*

- prepare annual budgets, finance and resourcing plans
- open bank accounts
- undertake book keeping, accounts and inventory records
- prepare reports on finances and assets and gather information required for audits
- managing cash
- conduct procurement and purchasing, and
- ensure the availability and maintenance of assets, equipment, stores and supplies.

- *Identify and secure the necessary equipment and facilities*

Almost all protected areas require basic field equipment (e.g. shovels, picks, chain saws, compass, GPS, solar lights), tools to assist with monitoring and data collection, office and computers, and visitor facilities. Most urgent is the need for transport (better roads and air transport, as well as bikes, vehicles or boats) to enable customary landowners to access and patrol the protected area. Some sought electricity, generators or solar power to enable the use of computers, phones and irrigation systems. Once this equipment is provided, Management committees must direct the provision of training to on-ground workers in the use and maintenance of a wide range of equipment, tools, transport vehicles and other facilities.

Recommendations: Administrative documentation and reporting

Management committees require skills to:

- Compile and prepare formal reports on protected area activities and projects
- Document meetings, consultations and negotiations
- Maintain accurate and secure documentation of data, activities and events (either in hard copy or digital format, where available)
- Implement measures to comprehensively monitor and report on the protected area's performance, including its management effectiveness.

Recommendations: Communication and collaboration

Management committees need skills to:

- Establish and maintain effective working relationships and better communication between protected areas and their surrounding land users and all levels of government. This includes sharing information, equipment and collaborating in management activities.
- **Negotiate agreements and resolve disputes** and conflicts: (a) within the protected area (e.g. in establishing no-take zones, and preparing land use plans); and (b) with adjacent/surrounding developments related to mining, agriculture, fishing, industry and settlement etc.
- **Communicate effectively in writing** (e.g. in preparing reports on management, seeking funding assistance, negotiating agreements with neighbours etc.)
- **Communicate effectively in an oral format** (e.g. be able to construct an argument, negotiate an agreement, facilitate a meeting etc.)

- Direct the development of learning and training programmes for the customary landowners and any protected area staff.

Recommendations: Biodiversity conservation

Management committees need skills to:

- **Direct measures for conservation of habitats and ecosystems** of conservation importance, including addressing a range of threatening processes. This may include establishing land use plans and management plans that identify rules in relation to areas of conservation importance.
- Direct ecosystem and habitat restoration projects. Many protected areas are faced with a range of threatening processes (e.g. invasive species, erosion, clearing etc.) and Management committees need skills to negotiate support to restore priority ecosystems/areas.
- Plan, lead and report on biodiversity research, survey and monitoring activities and resource use surveys and monitoring programmes.
- Direct programs for sustainable harvesting of resources.

In order to perform these important activities, Management committees may also need detailed knowledge of:

- species, habitats and ecosystems within the protected area and
- the ability to justify measures for species/habitat/ecosystem conservation.

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In order to perform these important activities, Management committees may also need detailed knowledge of:

- species, habitats and ecosystems within the protected area and
- the ability to justify measures for species/habitat/ecosystem conservation.

Recommendations: Local communities and cultures

Almost all protected areas are seeking some benefit from their protected area to raise the living standards and welfare of their community. Central to this is some form of secure long-term funding, either from governments or NGOs.

Management committees need skills to:

- Direct the participatory collection and assessment of **socio-economic and cultural information**. This may include social mapping to clarify ownership and boundaries (as some boundaries are disputed by the landowners).
- Facilitate activities that support sustainable **socio-economic development** of customary landowners, including small scale business opportunities and community development projects.
- Negotiate and maintain formal agreements with communities.
- Direct the **protection of sites, features and objects of cultural importance**.
- Investigate the development of **benefit sharing arrangements**. This will enable a flow of benefits to the customary landowners whose lands and seas provide the basis for tourism and other economic ventures. This will involve negotiation on fee structures, creation of financial arrangements (e.g. bank accounts) to enable transactions and the identification of a suitable process to collect the fees. Benefit sharing arrangements may also be required and negotiated with researchers who enter protected areas (e.g. upfront payments and payments for services provided).

Recommendations: Tourism, recreation and public use

Management committees need improved skills to enable them to:

- Direct the development of a **strategy and plan for tourism**, recreation and public use of the protected area. This will include the development of skills to enable collaboration with all levels of government, NGOs and a range of commercial interests (e.g. hotels, tourist operators, international tourist agencies), and the establishment of relevant **partnerships and agreements**.
- Direct the establishment and maintenance of **facilities, equipment and infrastructure** for visitors. This must be based on the identified tourism plan and protected area management plan to ensure that relevant

facilities are in the correct locations. In the initial stages this may include identification of key sites, the location of tracks and basic infrastructure.

- Direct development of **business plans, budgets and fee structures** for visitor services and activities.
- Direct the development of **marketing plans** for tourism, recreation and public use.
- Ensure that visitors have safe, well-managed, informative and enjoyable visits.

Recommendations: Awareness and education

Education and awareness raising are important to improve landowners' understanding of the value of their protected area and thus increase their level of support.

Management committees need skills to:

- Direct processes that will identify the benefits provided by the protected area.
- Direct processes that **identify the key stakeholder groups** to which awareness raising strategies will be directed (e.g. customary landowners, surrounding communities, and neighbouring businesses).
- Direct the development of specific and relevant **information products** or educational materials for each of the priority stakeholder group, e.g. students/young people, customary landowners and adjacent local community members, tourists/visitors, neighbouring commercial enterprises. The information packages should blend traditional knowledge and science.
- Direct on-ground rangers to identify the most appropriate medium to deliver the information/interpretive program and to develop relevant strategies e.g. digital, social media, theatre, and dance and signage.
- Promote the inclusion of protected area and biodiversity issues in educational curricula and/or school programs. This may include Management committees delivering information to local schools.
- Direct the design and implementation of **local issue-based/advocacy campaigns**.

Recommendations: Field/water craft and site maintenance

Management committees will need skills to:

- Obtain necessary field equipment that will assist in protected area management and direct the development of manuals/guides to maintain and use this equipment.
- Direct the development of safety and first aid guidelines for use in the field.

Recommendations: Technology

Management committees will need skills to:

- Operate and maintain computers for basic offline functions (word processing, data entry, file management).
- Use online and other connected communication equipment and media.

6. Category C: General personal competences

Recommendations: Foundation work competences

Management committees need skills to:

- Demonstrate basic literacy (reading and writing) and numeracy
- Write reports and funding applications
- Report on relevant work practices.

Recommendations: Advanced personal competences

Management committees need skills to:

- Improve their analytical skills
- Address complex problems
- Engage with a range of learning opportunities.