

PALAU PROTECTED AREAS NETWORK

National Assessment and Recommendations

WildAid | Global Parks

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Introduction

Together with the Nature Conservancy (TNC), WildAid began supporting Palau's Northern Reefs in 2014. WildAid assists partners that are pursuing sustainable fisheries and marine wildlife conservation goals to develop and sustain effective enforcement systems. Toward that end, WildAid conducted a comprehensive assessment, developed an enforcement plan for Palau's Northern Reefs, and began implementation with annual ranger training and the purchase of surveillance equipment.

In 2017, WildAid was invited to expand its' focus to include the national and state levels of Palau's Protected Areas Network (PAN) program. To provide this more systemic-level assistance, WildAid partnered with Global Parks, a U.S.-based NGO that serves to connect retired senior managers from the U.S. National Park Service with developing protected area systems around the world. The team from WildAid and Global Parks also benefitted greatly from the support, experience, and expertise provided by TNC.

The goal of this project was to work closely with local governments and communities to ensure that the Protected Areas Network will benefit local people and protect the island's wealth of biodiversity. To do so WildAid was asked to provide both strategic and tactical evaluation and proposals at national and site levels and recommend a path forward to strengthen the overall institutional capacity of the PAN Office and individual PAN sites. This document represents nine weeks of work in Palau, and reflects feedback from numerous meetings, field surveys and listening sessions. It sets forth the team's findings from those efforts, and provides recommendations we believe would improve conservation effectiveness and sustainable management of the PAN.



PROCESS OF ASSESSMENT AND EVALUATION

1. We reviewed existing laws and regulations, including the laws that established and amended the PAN system as codified in the Palau National Code. Generally, it appears to us that there is some level of dual authority established in law. The states continue to "own" their resources and have authority to manage these resources and their respective PAN sites. However, The PAN laws envision a national system and authorize national level engagement for the purpose of providing consistency and expertise.
2. We reviewed the findings of the PAME process of evaluating PAN site management in each state. Generally, the conclusions of this comprehensive evaluation included:
 - Low scores for socioeconomic and biological monitoring in most states
 - Nearly all states needed assistance with establishing a legal framework for prosecution
 - Poaching of resources continues in most areas.
 - Many states need assistance with defining conservation targets
 - Gaps in Education and Outreach are a challenge in many states
 - A variety of shortcomings in the financial systems.
3. We reviewed the draft system-wide strategic plan for the Palau Protected Areas Network. Goals set forth in this plan are based upon the following documented challenges:
 - Efficiency and effectiveness are impacted by lack of operational procedures
 - High turnover and few professionals
 - Network costs not adequately determined
 - Lack of information
 - Monitoring & Evaluation Training needed at site level
 - Increasing impacts from Tourism
4. We read Management Plans for 5 protected areas
5. We visited PAN sites in six states
6. We discussed the management of the PAN sites at the state and national level with over 30 individuals (some many times), including:
 - Governors
 - State Directors
 - Site Coordinators
 - Rangers and Conservation Officers
 - PAN Office staff
 - PAN Fund staff
 - Marine Law Enforcement
 - Fish & Wildlife Law Enforcement
 - The Ministry of Justice (Director of Narcotics Enforcement Agency)
 - Ministry of Natural Resources, Environment, and Tourism
 - Palau Conservation Society
 - Palau International Coral Reef Center
 - The Nature Conservancy Staff

- WildAid staff
- One Reef leadership
- Noah Idechong
- Other involved staff and leaders

FINDINGS

Our findings reflect the collective feedback of the great majority of individuals with whom we met. In fact, there was surprising consensus among the great majority of these individuals about the strengths and weaknesses of PAN management at both state and national levels. Of course, opinions, concerns, and suggestions varied as each individual offered their thoughts in the context of their own place of work and their own roles and responsibilities in PAN site management.

We believe that our findings are consistent with conclusions set forth in the PAME process and also those set forth at the beginning of the draft system-wide strategic plan 2016 - 2020.

Management capacity and achievement of goals throughout the PAN sites varies widely.

Generally, those sites that have effective programs are those that are managed by effective leaders; individuals with some knowledge and experience in law enforcement, resources inventory and monitoring, and supervising people. For example, the Site Coordinator for Airai State is a former leader with the National Police. Site Coordinators from the Northern Reef states bring outside training and experiences by virtue of time served in the U.S. Military. The Chief Ranger from Koror State seems widely respected as a strong leader who applies her substantial experience in law enforcement and effectively leads a large team of rangers. She has, of course, the advantage of a large pool of applicants from which to fill ranger positions in Koror State as well as predictable and substantial funding from the sale of permits to boats that visit the Rock Islands.

In sum, and as has been true everywhere we've worked, there is a very direct correlation between effective stewardship of a country's protected areas and the leadership skills and knowledge of various components of protected area management, including planning, law enforcement, resources inventory/monitoring, and development and management of tourism services.

Some leaders are noteworthy for their willingness to acknowledge what they don't know - and that they need assistance from expertise not available in their states.

Most feedback, however, suggested that the majority of states do not benefit from supervisors with strong leadership skills, or adequate knowledge of the various tasks necessary to achieve PAN goals. Many people we talked with suggest that finding such individuals from among the very limited pool of recruitment potential in states that have only a few hundred residents is a significant challenge.

In recent years, rangers at some PAN sites, especially the Northern Reef states, have benefitted from excellent training programs; these good investments are mostly tactical in nature and

provided by various NGO's, including WildAid. We did not hear about any training, however, in leadership skills or subject-specific programs designed to fill the knowledge gaps in planning and tourism management for PAN managers in the states.

THE PATH FORWARD

The challenges we found in the PAN are consistent with those experienced by protected area systems worldwide; how do they, in the most efficient and cost-effective fashion, make needed levels of knowledge and expertise available to a diverse network of protected areas? There is no easy answer and, after 100 years, the U.S. National Park Service is still debating the question. However, through trial and error, they have settled on certain organizational principles:

- The largest parks have very diverse needs and the capacity (substantial budgets) to hire sufficient staff and individuals with very specialized skills to meet virtually all of the people and resources management challenges they face.
- The hundreds of smaller park areas (which make up the great majority of its 417 sites) do not have the capacity to hire people with the specialized skills that meet all of their widely-varying work task needs. In response, centralized regional offices were established and provided with a budget sufficient to hire individuals with the skills and knowledge to meet the needs of a dozen or more small areas in their region, including planning, law enforcement administration, training, and resources preservation, among others. Specialists assigned to these support offices divide their time and skills among the various park areas within their region or state.
- Leaders of these regional offices and their specialists do not supervise or govern the park managers, instead having clearly-defined support role responsibilities.

Except for Koror State, it appears to us that the balance of PAN sites in Palau fall in the same category as the hundreds of small park areas in the U.S. With their given budgets, governors are able to hire a staff that is sufficient to meet basic operational needs. However, they do not have the resources to hire people with the specialized skills needed to achieve site goals. Accordingly, we envision that the PAN Office has the potential to provide some of the support and expertise that comparable regional offices perform in the U.S., and elsewhere.

We believe that the management of the PAN areas should remain the full responsibility of the governors, through their site coordinators, with the PAN National Office providing specialized support for these managers. In other words, the structure outlined in the PAN enabling legislation is consistent with international best practices.

We appreciate that, as in the U.S. it is tempting to focus on performance shortcomings in leadership skills, knowledge, etc. And we certainly urge greater in-country development of training for PAN site managers in these duties concurrent with improvements in organization, selection and retention processes, clear establishment of accountability, and personnel actions.

MARKETING AND EDUCATION

OBJECTIVE AND METHODOLOGY

The objective of this section is to improve visibility for the PAN program and standardize marketing and education in Palau PAN sites. These recommendations are based upon long-established policies in parks and protected areas throughout the world, but modified to reflect specific conditions in Palau, including local traditions, culture, and environment.

BACKGROUND

The outstanding natural and cultural resource heritage of Palau has generated worldwide attention. This small island nation is increasingly known for its great diversity of marine and land-based resources. In response, thousands of visitors arrive each year, and increasingly, such visitation has substantially advanced the financial well-being of those who provide for their comfort and enjoyment.

To its great credit, country leaders have taken a variety of legal and less formal actions to preserve this heritage for future generations. A body of laws and regulations, at the national and state levels, has been established to assure appropriate and sustainable levels of harvest and use, and the highest levels of protection of threatened and endangered species. A variety of agencies are tasked with enforcing these laws and regulations and several non-profit organizations (NGO) and other partner organizations contribute substantial funding and expertise toward research, education, monitoring, and other complementary services.

One of the most significant actions taken to protect the country's resources was the establishment of the Protected Areas Network (PAN). This system, now comprised of over 40 separate sites, protects marine and terrestrial resources throughout the 16 states. A much-praised "Green-Fee" system was implemented to collect a fee (just raised from \$30 to \$100/person) from all visitors entering the country. Most of these funds are collected by adding them to the cost of plane tickets.

In sum, Palau has among the most diverse and least impaired resources in the world, and an innovative and effective program to pay a high percentage of management costs.

FINDINGS/ RECOMMENDATIONS

Findings:

Most visitors who arrive at the Airport and other points of entry are not aware of how the "Green Fee" is spent. While there are several handouts widely distributed to tourists, these informational brochures focus mainly on basic information and commercial services, and do not explain how the PAN works, the various sites protected, and the significance of this system to preserving the values they came to see. Moreover, few of the thousands of visitors who ride boats from Koror to various dive sites, or visit the best natural attractions in states throughout the country, have an opportunity to know about the PAN system. There is little to no

information provided by the Palau Visitor Authority, brochures produced, at commercial lodging/dive tour businesses, or even at the protected areas themselves.

While there the PAN Office itself has a logo, it is not widely known or visible throughout the country. Moreover, the ranger uniforms, visibly displayed during patrol and education duties at PAN sites, usually include the state logo and no more. In some cases, the word RANGER is clearly visible on the back or the uniform shirt. However, there are few uniform policies established at the state level and no uniform policy established at the national level. A few patrol vessels have the word RANGER painted along the side; most do not. Again, opportunities to identify and create at least some awareness about PAN sites through the uniform of the rangers and patrol vessels are lost.

Recommendations:

We strongly recommend improvements in the profile and public knowledge about the PAN sites made at both organizational and individual levels, including the following:

1. **Create a logo for the entire PAN network.** Such a process may begin with evaluation of the current logo for the PAN Office. The goal, however, should be a logo that is appealing in design and color and one that suggests the diversity of PAN sites. In some countries, design of such a national logo begins with competition among groups and individuals, including schoolchildren.
2. **Create a National Education and Marketing Role.** We recommend the creation of a position in the PAN office focused on education and marketing; duties of such an individual might include:
 - a. Development of a brochure describing the PAN system and unique funding strategies in place to protect the various sites.
 - b. Collaboration with appropriate ministries and offices in the national government to promote knowledge and awareness of the PAN program.
 - c. Collaboration with states to develop state education and marketing plans.
 - d. Create and implement training programs for state PAN personal, including site coordinators and rangers, on best strategies to educate and market PAN values.
 - e. Work with the Palau Visitor Authority and various commercial outlets (hotels and dive shop managers) to include information about the PAN and Green Fee in brochures and other educational/promotional materials.
 - f. Manage development and promote widespread display of the new logo.
3. **Standardize Ranger Uniforms and Vessels.** A chapter in the newly created Ranger Manual prescribes that all rangers should be clearly identifiable by the word “Ranger” placed on the shirt of their uniforms. The word “Ranger” should also be clearly visible on both sides of all patrol vessels. Finally, each uniform shirt should display both the PAN logo and also the logo of the respective states.

PAN Office Needs Assessment & Policy Recommendations

OBJECTIVE AND METHODOLOGY

The objective of this section is to document findings of a needs assessment of the Protected Areas Network (PAN) Office. It is based on a systematic review of various pieces of enabling and pertinent legislation and also on a wide variety of interviews and meetings with PAN Office staff, ministers, governors, PAN site coordinators, field rangers, and a series of site visits. We aim to present a set of recommendations to strengthen the role of the PAN Office that, if adopted, would contribute to achievement of its 2025 aspiration “to be a thriving coordinating platform for effective management of Protected Areas.”¹

This Report reflects collaboration with the following actors: PAN Office staff, PAN Fund Office staff, Minister of Justice, Minister of Natural Resources, Environment and Tourism, Koror State Rangers, Division of Marine Law Enforcement, Division of Fish and Wildlife, Governors (Ngiwal, Ngarchelong, Ngeremlengui, Kayangel), PAN Site Coordinators (Airai, Melekeok, Kayangel, Ngarchelong, Ngiwal, Peleliu, Ngardmau), Palau International Coral Reef Center, One Reef and Palau Conservation Society (PCS). We are especially thankful for the time, guidance and support of our colleagues at The Nature Conservancy.

BACKGROUND

Prior to discussing findings and offering recommendations for change, we believe it might be useful to take a step back and examine various roles of Program Management (PMO) Offices around the world, and the three main types of PMOs that many experts have described. Generally speaking, a PMO is “a group or department within an established organization that defines and maintains standards for program management within the organization. The PMO strives to standardize and introduce economies of repetition in the execution of programs. The PMO is the source of documentation, guidance and consistent evaluation on the practice of program management and execution.”²

There are three basic types of PMOs, each varying in the degree of control and influence they have on projects:³

1. Supportive - The Supportive PMO generally provides support in the form of on-demand expertise, templates, best practices, and access to information. This can work in an organization where programs are done successfully in a loosely controlled manner and

¹ Palau Protected Areas Network System Wide Strategic Plan 2016-2020.

² https://en.wikipedia.org/wiki/Project_management_office

³ <https://www.projectsmart.co.uk/3-different-types-of-project-management-offices.php>

where additional control is deemed unnecessary given strong local implementing capacity.

2. **Governing**–The Governing PMO provides structure to the activities, processes, procedures, documentation, and more assigned to the organization. The Governing PMO provides support and organizes and manages a program of accountability to assure that such guidance is implemented as designed. Such guidance might include development and instruction regarding specific methodologies, templates, forms, conformance to governance, and application of other PMO established sets of policies and practices. Under this type of PMO, the PAN Office would provide a clear service that helps PAN sites more consistently develop their plans as well as more effectively execute their programs.
3. **Directive** –The Directive PMO goes beyond control and actually takes over the programs by providing the management capacity and resources necessary to manage various programs. As organizations undertake activities, professional managers from the PMO are assigned to provide direction and assistance.

The choice of what model might be the most effective type of PMO must consider specific needs of the organization and reflect its' culture and history of what works and what does not.

FINDINGS / RECOMMENDATIONS

In the following section, we highlight key findings and recommendations to improve the performance and the role of the PAN Office. All recommendations are meant to strengthen the PAN and, ultimately, provide states with the guidance and tools necessary to conserve their territorial and marine resources.

These findings and recommendations are fully consistent with guidance found in the Palau National Code. Specifically, Title 24 (Environmental Protection); Chapter 34 (Protected Areas Network) set forth key sections that provide direction to the national and state governments that describes and authorizes the responsibilities of each. There is clear direction that the national government, presumably through the Minister of Natural Resources, Environment, and Tourism, to the PAN Office to provide and assure uniform methodology in planning and other aspects of PAN site management.

We have purposely limited our recommendations with the goal of focusing decision makers' efforts on those changes that will yield greatest impact.

1. **Strengthen and fully fund the PAN Office to act as a Governing PMO**
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Findings:

Lack of adequate funding and programmatic oversight: The PAN Office is currently underfunded and oversight is primarily focused on fiscal management. The PAN Office currently consists of four staff members – coordinator, planner, administrative staffer, and finance staffer. There office lacks permanent in-house technical staff to provide programmatic oversight for funds that are channeled to PAN sites. Current staff is temporarily supplemented by the addition of two professionals who are underwritten by the Global Environmental Facility. Their presence is funded only through 2020, however, and much of their work is oriented to the tasks required by the funding source.

Legally established technical oversight is delegated to the Technical Committee (composed of eight organizations). We learned, however, that this group is unable to carry out the work envisioned for it, owing in part to each member’s other responsibilities and busy schedules. The PAN technical committee has only met twice over the past five years.

Lack of national standards: With the exception of forms and procedures necessary to request and report on funds, there are no national standards provided by the PAN Office to states with respect to management, planning formats, policies, training or other tasks and responsibilities. The office lacks a standard format to guide preparation of PAN site management plans, which are the principal documents used by the PAN Office to guide distribution of funding. Without clear guidance, states are left to their own invention, which results in the inconsistent application of the law and ultimately suboptimal conservation outcomes. Even basic policies, such as uniforms worn by field enforcement personnel and common nomenclature for these individuals, differ from state to state.

Lack of key performance indicators (KPIs):The office lacks performance indicators to measure outcomes across the network. KPIs can help respective program managers in the PAN Office, site managers, and even state governors evaluate whether current strategies are having the desired effects and whether staff is supported, guided, and focusing on the right incentives or goals. KPIs have the added benefit of revealing trends over time allowing managers to carry out problem identification and strategy adjustment.

We learned that, with the exception of Koror State, there is insufficient capacity within the remaining individual states to effectively manage the various protected areas resulting from the PAN Act. We also heard, repeatedly, opinions that the PAN Office has evolved into an organization that demands excessive reporting but offers limited service. Clearly, change is needed.

Recommendations:

We believe that the national government should make critically needed structural changes to the PAN Office so that it has the authority and capacity to serve as a Governing PMO for the PAN. Such changes would lead to more consistent, predictable, and achievable actions by the states to protect the resources they own. These changes include: Redefining, consistent with applicable

laws and regulations, the role and function of the PAN Office; and strengthening the capacity of the PAN Office to assure adequate expertise is available to effectively perform duties assigned to it. The main outcome of these proposed changes is a PAN Office that develops and implements a nation-wide consistency in terminology, methodology, management processes and supporting tools.

In essence, we are proposing a paradigm shift as to how the PAN Office is organized, what it does, and how it functions and interacts with States. The current emphasis on financial reporting and compliance needs to be streamlined and better balanced with key services and guidance. We appreciate that such changes cannot be successfully made without full support of pertinent ministers and the state governors. Moreover, we understand that all key staff in the PAN Office must establish and maintain ongoing collaboration with counterparts in the national government and states, as well as with the various NGO's that have long supported the PAN. There has to be a willingness to change.

We have identified the following areas where investment and guidance at the national level would bring economies of scale and improve consistency across the network.

These programs would be guided by a PAN Coordinator who would bring sufficient vision, creative thinking, and leadership skills to make it all work

Financial Management: Long established as the principal role of PAN, the financial management program needs to be as simple, user-friendly, flexible, and responsive to needs of the PAN Fund and respective states as possible. Moreover, we strongly recommend that additional funding be secured from either eliminating the current cap on Green Fund revenue or identifying new revenue streams.

Planning and Evaluation: The role of current positions in the PAN Office needs to be re-described to better guide implementation of a broad range of management planning and program evaluation, including:

- Establish and communicate a uniform set of standards to assure that all PAN site management plans are succinct and consistent in format, with pertinent regulations, and policy requirements.
- Review and approve, as needed and appropriate, all management plans for PAN sites.
- Serve as principal connection between states and NGOs, private contractors, and others who may be contracted with to prepare PAN site management plans.
- Review existing KPIs. Establish and implement a system with consistent methods to develop needed KPIs, and evaluate performance of tasks based upon these indicators that are funded by the PAN Office

Communication and Education: Various PAN site management plans include a section on communication and education to connect PAN site staff with local people and visitors to the various protected areas. However, with exception of some signs and posters and reports of personal communication in schools, community meetings, etc. there does not appear to be a systematic effort to meet important goals regarding communication and education. This requires leadership and expertise established in the PAN Office, with an individual to guide development of Communication Plans in various states and assist with implementation of these plans.

There is little evidence that the PAN sites are "marketed" at the national level. A key task of such a position would be collaboration with national visitor information programs to substantially increase awareness of opportunities to visit and enjoy some of the PAN sites and to promote better understanding of the national and international significance of the PAN program.

2. Nationalize law enforcement chain of command and standards for PAN Rangers

Findings:

Throughout our discussions with governors, PAN site coordinators, and rangers there was a general perception that rangers do not garner respect as "official authorities" due to limits on their power and jurisdiction. While traditional law enforcement agencies have clear chain of command structures, uncertain chain of command at PAN sites seems to decrease effectiveness. While it is clear that states "own" their resources, the reality is that most PAN site enforcement units consist of only a few rangers who often receive limited guidance and mentoring from supervisors who have limited or no knowledge of how to manage a law enforcement program. There is a general lack of standardization in training across PAN sites. And we heard, repeatedly, that low pay - with few or no benefits - has led to a staff turnover crisis that is systemic in nature. It is common for many states to hire and train rangers only to have them depart to a better paying job with the national government after attending the National Law Enforcement Academy. Unless this situation improves, the PAN will continue to suffer low morale, poor conservation results and little to no continuity required for a strong and respected enforcement program.

Recommendations:

In order to stem turnover and improve ranger morale, we recommend the nationalization of PAN law enforcement. Such a nationalized program would be guided by an experienced law enforcement professional working in the PAN Office. Key duties of such a position would include:

- Assurance that all PAN rangers have full authority to enforce both pertinent national conservation laws and regulations as well as those of their respective states.
- Coordination of all law enforcement training consistent with established policies and standards.
- Facilitation of judicial resolution of all violation notices brought forward by PAN site rangers.

- Development of formal collaboration with needed legal assistance sufficient to meet the goals of a nationally based law enforcement program.

We realize that such a transition may appear to be taking authority to manage their own resources from states. However, and more importantly, it is clear that, acting individually, the states do not have the capacity to manage a fully professional law enforcement program. It is essential that rangers are properly trained, supervised, and remain mission-focused. Protected areas law enforcement is not a 9-5 job; it can be hazardous, and rangers must be paid accordingly and commensurate with their peers throughout the country. For example, Koror State rangers currently receive overtime, hazard and night differential pay while the Division of Marine Law Enforcement (DMLE) officers receive ship pay and stand-by pay. A national pay standard for the PAN rangers should be established at the PAN Office, which all states must adhere to and include as part of their annual budgets.

3. Simplify and develop a customer service-oriented approach and design a communications strategy to implement needed changes in the PAN Office

Findings:

It is clear that there is a high level of resentment harbored by states towards the PAN Office. Whether these feelings are warranted or not, the PAN Office must make a break with the past and improve its relationship with state leaders. To be successful in positioning the PAN Office as a Governing PMO, there needs to be substantial time invested in outreach to garner buy-in to the new strategy and improved transparency and communication with governors, state directors, and site coordinators.

Recommendations:

We've highlighted a number of key principles/strategies below:

Transparency: As funding remains one of the primary grievances that states continued to reference in discussions, we recommend increasing the transparency of how funds are allocated throughout the PAN as well as better define objective criteria for funding decisions. Again, if the national government decides to proceed with these proposals, we strongly recommend that revisiting the cap on Green Fund revenue or identifying new revenue streams.

Simplicity: Currently many states associate the PAN Office with excessive bureaucracy and rigorous reporting requirements. In order to prevent pushback and/or lack of buy-in, the PAN Office should demonstrate that this new model will in fact bring additional value to the states. The PAN Office must first analyze all existing processes to determine whether they serve a purpose and can be eliminated, consolidated and/or simplified. For example, the PAN Office and PAN Fund currently possess different reporting formats: each requiring their own reporting requirements when in reality they should represent one organization. Simplicity itself should be

a strategic initiative and all aspects of the status quo- “how we have always done it” - should be examined to determine whether they add value or not.

Customer Service Orientation: In addition to simplifying processes, the PAN Office must truly assume a strong customer service orientation towards states. In this new framework, governing, organizing, training, planning and reporting requirements should be designed with consideration of the end user – the State PAN sites. The PAN Office should thrive to ensure that the number and type of resources are appropriate for the end user. The following service-oriented questions could guide PAN Office strategic planning:

- Is the PAN Office providing the right guidance to make governors and site coordinators more effective?
- Is the PAN Office providing the right type of training and expertise to PAN Sites?
- Are PAN policies having meaningful conservation impacts?
- Is the PAN Office measuring the right indicators?
- Do stakeholders see the value of the PAN Office? Is their job easier?
- Does the work of the PAN Office reduce requirements while providing a better service?

Communication: Together with increased transparency, the PAN Office should improve communication in the following manner:

- More clearly defining roles and responsibilities between the PAN office and states. Establishment of a system of annual one page Memorandum of Understanding (MOU) between the PAN Office and each PAN site could go a long way in setting expectations and reducing potential friction (see Appendix I for a sample MOU).
- The elaboration of a concise PAN-wide Ranger Manual that provides all policies, regulations, formats, job descriptions, reporting requirements, SOPs, job aides and checklists. An easy to reference hard and soft copy manual would serve as a much-needed point of reference for all stakeholders. This manual should be a living document and updated as needed. In many respects this body of knowledge would serve as the core guidance of the PAN Office and PAN sites, and especially to PAN rangers and their supervisors.
- Once major change has been made to the PAN Office structure, a communications campaign will be needed to garner buy-in and compliance. The primary targets of this campaign are the end users: Governors, state directors, site coordinators and rangers. Messaging must be clear: develop and distribute simple fact sheets outlining the new emphasis on services and end user benefits.
- In collaboration with the full menu of national level partners, including the respective ministries, key NGOs, and various business organizations, develop ways to better market the significance and values of the PAN as a source of pride and a conservation success story for the country of Palau.

Closing Remarks:

We understand that establishing another one or two new program professionals in the PAN Office will require additional funding. However, we firmly believe that such centrally located expertise and coordination will dramatically strengthen all aspects of the PAN program. Moreover, a close evaluation of the currently established two-million-dollar funding cap for the PAN program could raise the level of funding for the PAN Office without any reduction of funds currently allocated to the states.

Looking into the future, we invite that consideration be given to strengthening inventory and monitoring protocols through some form of nationalization, perhaps through more formal partnerships between the Palau International Coral Reef Center, the PAN Office, and the states. Finally, we urge that all stakeholders give careful consideration to these recommendations. Ask the questions: How can conservation be improved throughout the PAN. The Green Fund is a remarkably innovative funding mechanism, a pioneer idea in many respects. But it is the PAN Office that holds the key to achieving this potential.

PAN Site Management Planning

OBJECTIVE AND METHODOLOGY

The objective of this section is to document findings of a needs assessment of PAN site management planning. It is based on a systematic review of best practices in MPA governance, including those outlined by the International Union for the Conservation of Nature (IUCN) and five pre-existing PAN site management plans (four approved and one drafted). We aim to present a set of recommendations to strengthen and improve management planning at the individual PAN site level.

BACKGROUND

Planning provides the foundation for management of parks and protected areas throughout the world. It helps define the set of resource conditions, visitor experiences, and management actions that can best achieve the mandates of country goals, laws and regulations, long-term vision, and preservation of resources. It brings logic, scientific analysis, and public participation into the decision-making process.

Various countries use countless models to develop management plans. Such systems continue to evolve and change. The IUCN assessed and synthesized many of these models into comprehensive guidelines and best practices for protected areas planning. These form the basis of our recommendations. Below, we summarize these guidelines.

A Protected Area Management Plan Should:

- Be a process - one that can be updated over time
- Reflect realistic costs and resources available
- Include additional supplemental plans such as: short-term financial plans, annual operations, business plans, site development and infrastructure plans, resources management planning, etc.
- Establish a vision with long-term goals reflecting site/ community values and interests

To ensure the plan is used, it needs to be:

- Participatory, with both external (community) and internal (site staff) input
- Concise, succinct, and easy to read
- Flexible and easy to update as needed
- Focused on the vision, long-term goals, and the actions to achieve them
- Be linked to the broader PAN system with specific recommendations at the site level. Thus, it should contain a summary description of the protected area, but more specific species lists and area resources, as well as prescriptions to manage them should be provided in a separate resources management plan.
- Integrated with realistic budget and execution capacities

Plan content should include:

- A summary with the purpose of the protected area, the fundamental resources and values to be protected, vision, long-term goals, and zoning (with map) if established.
- Guidance to prepare annual/ five-year operational budgets, with realistic revenue and expenses.
- A 20-year vision statement with measurable long-term goals, broad strategies and actions, and a list of supplementary program plans as appendices;
- Long-term goals for habitat preservation, proposed infrastructure, visitor use and facilities, education/interpretation programs, income sources and generation, management/administration, as well as cultural and social considerations.
- An evaluation plan with KPIs and metrics to define achievement of objectives/actions.

The Palau National Code (PNC) provides legal guidance for PAN management planning, specifically Title 24 - Environmental Protection, Chapter 34 - Protected Areas Network state the following:

- Section 3402 - Directs that states manage sites in accordance with network-wide guidelines established and approved for management of PAN sites
- Section 3403 - Requires a decision to designate management and use categories for PAN sites based upon international standards (e.g. IUCN)
- Section 3404 - Defines powers and responsibilities of national government, including:
 - Preparation of a system-wide sustainable development management plan that is reviewed and updated every five years.
 - Development of criteria for creation of individual work-plans for individual sites
- Section 3405 - Establishes a Technical Committee to oversee PAN program work
- Section 3406 - Re-states requirement for a system-wide management plan for PAN sites
- Section 3407 - Describes powers and duties of the states
- Section 3408 - Authorizes the Minister to prepare rules and regulations to implement PAN; requires that such rules and regulations be approved by the states.
- Section 3410 - Enforcement provisions

Both the Laws that established and updated the PAN program in 2003 and 2008, as well as the Regulations issued by the Minister of Resources and Development in 2007, addressed the need for management planning. Both required evaluation by the Minister and governors of the respective states to collaboratively determine "use categories" and "management categories" as defined in the international arena for each site.

The 2007 regulations provided more detail regarding the preparation of management plans for the various PAN sites, and again directed that management planning comply with Title 24 of Chapter 34 in the PNC. However, key language contained in these regulations documented that the states must ratify the regulations before they can be applied within respective states.

Nonetheless, these set forth 15 topic areas to be addressed by each site's management plan:

- General site information e.g. biological, ecological, socio-economic, cultural, historical.
- Goals and management objectives for the site, including allowable and restricted uses
- Key factors to measure (KPIs)
- Management policies to guide decision-making

- Protocols for surveillance and monitoring site resources
- Education and public awareness programs and activities
- Enforcement activities and protocols
- Maintenance and Administration
- Procedures for review and updates of the plan
- Conflict resolution
- Relationships between stakeholders
- A time-bound Strategic Plan
- Day-to-day operational procedures
- Standardized monitoring protocols
- Role of the site within the PAN network

FINDINGS/ RECOMMENDATIONS

In the following section, we highlight key findings and recommendations to improve management planning at PAN sites consistent with IUCN best practices.

Findings:

In 2014, three dozen individuals from a wide variety of organizations drafted a system-wide Strategic Plan for 2016 - 2020 for the Palau PAN. It has not yet been finalized or approved.

Previous reviews and evaluations of PAN management indicate that most of the states have prepared management plans for their PAN sites. Many, if not most, of these plans are now out-of-date; some efforts are being made to update them.

All five plans reviewed declared that they were the product of collaboration among various community leaders, stakeholders, and NGOs. State leader reportedly prepared two shorter plans. We also learned that PCS staff, private contractors, or other NGOs, wrote some plans presumably through a contractual arrangement.

The plans we reviewed, varied greatly. There was no indication that a model or template for planning was provided, followed, or information that such a guide exists.

- Length of the plans differed. Two plans were relatively limited at 25 - 30 pages, including appendices, two others were 70+ pages including appendices, and the draft plan contained 200+ pages, including appendices.
- Organization and format differed greatly between plans.
- Some fully addressed the 15 topic areas required by 2007 regulations, others did not.
- Some were well written and organized, others were not.

The shorter plans were read and used by most state staff, including field rangers. By contrast, few of the rangers in states with longer plans reported reading the plan for their sites.

There was no indication that key contents of the various plans (i.e. vision, long-term goals, proposed actions) were summarized in some fashion and communicated throughout respective states or nationally.

Recommendations:

The following recommendations reflect IUCN best practices, an evaluation of PAN Office and state capacity to carry out planning requirements.

Planning should flow from broad-scale general management planning through progressively more specific strategic planning, action planning, and annual work planning, all of which will be grounded in foundation statements.

Foundation Statement: The planning process begins with preparation of a separate Foundation Statement that sets forth in summary fashion the park purpose, significance, fundamental resource values, vision, and long-term goals. This statement also provides a map of various zones and their purpose, if established. This relatively short (3-5 pages) statement should be prepared early in the planning process following initial engagement with the public and park staff. It should remain relatively stable for several years and may be widely distributed as the principal means of communicating the values and goals of the protected area to the community, general public, and staff.

General Management Plan (GMP): This is a broad umbrella document that sets the long-term goals, and actions proposed to achieve them. It is based on the Foundation Statement and creates a realistic vision for the next 5-10 years, considering the environmental impacts of all actions and financial capacity to achieve proposed goals. It will:

1. Meet all legislative and other legal requirements;
2. Clearly define the long-term goals of natural and cultural resources to be achieved and sustained over time;
3. Describe the kinds of management actions necessary to achieve established goals;
4. Describe indicators and standards for measuring goal achievement.
5. Incorporate input and engagement with the interested publics, rangers, and especially people with traditional and cultural ties to the protected area.
6. Allow amendments or revisions as needed.

Components of the GMP

The following incorporates some but not all of the topics listed in the 2007 PAN Regulations; the remaining topics listed in these regulations are best set forth as part of a list of supplemental planning materials.

1. Purpose of the Plan
2. National State laws and resolutions that guide development and content
3. Significance and values of the protected area (elaborate on Foundation Statement)
4. Vision (repeat from Foundation Statement)
5. Management Zones (if established) (elaborate on Foundation Statement)
6. Long-term goals (elaborate on Foundation Statement) addressing:
 - a. Natural resources

- b. Cultural resources, if applicable
 - c. Tourism activities, including infrastructure proposed to accommodate tourism
 - d. Education and communication
 - e. Law enforcement activities
 - f. Financial - including feasible expectations of funding
 - g. Management, including organizational structure of workforce and training
 - h. Collaboration and partnerships, formal and informal
 - i. Accommodation and respect for historic traditional and cultural values.
 - j. Other locally needed conditions
7. Management actions necessary to achieve long-term goals, including personal responsibility and accountability

The topics listed above comprise the GMP and should be presented in a clear and concise fashion, using no more than 25 pages in length. GMPs typically require amendments or revisions every 10-15 years to keep them current; however, amendments may be required sooner if conditions change significantly.

Program Management Planning: Program management planning provides details about specific actions, policies, practices, guidelines, Standard Operating Procedures (SOPs), etc. These planning documents are flexible and upgraded as needed by area managers and the PAN Office. While based on the GMP, these short-term plans are not normally part of the GMP and are separate and independent documents. It is expected that some (e.g financial planning) will be updated annually, or every few years. Program management planning may include:

- One/ five-year budget estimates and proposals, including capital and recurring expenses/ income.
- Evaluation standards and measurable KPIs
- Expense reports
- SOPs and guidelines for law enforcement.
- A specific short or long-term resource management plan
- One-time marketing, education, communication capacity building

Supplemental Reference Materials: All planning documents, including supplemental reference materials, should be based upon IUCN best practices and information identified in the 2007 Regulations that listed topics to be included in Management Plans, such as procedures for conflict resolution, relationships between stakeholders, standardized monitoring protocols, rules and regulations, etc.

Supplemental reference materials may also include details about natural and cultural resources, general information about PAN sites, related studies and plans, partner organizations, etc. While all of this information contributes to the contents of the GMP, and Program Management Planning, in the interest of brevity, they should not be included in the plan itself, or as appendices. Instead, they should be referenced as contributing materials to the plan.

Capacity Building for Palau PAN Rangers

OBJECTIVE AND METHODOLOGY

The objective of this section is to document findings and recommendations for bolstering PAN Ranger capacity. It is based on a systematic review of best practices and WildAid's experience developing a comprehensive marine enforcement model.

BACKGROUND

The goals of law enforcement programs in protected areas around the world are based upon the effective detection and investigation of criminal activity, the apprehension and successful prosecution of infractions, and community outreach and education to foster compliance. Achievement of these goals requires rangers to possess the necessary authority to enforce laws and regulations, training, knowledge of resources, effective SOPs, stability in the work force, accountability, collaboration with partners, and effective management and supervision.

FINDINGS/ RECOMMENDATIONS

Findings:

Law Enforcement Authority: Key to any law enforcement program is the authority to enforce laws and regulations, investigate crimes or alleged violations, and, if needed, the power to arrest. The following describes current challenges to PAN ranger authority and jurisdiction, as well as recommendations to improve PAN site ranger capacity.

1. National Laws and Jurisdiction: The Constitution of the Republic of Palau delegates specific powers to state governments and reserves all other powers to the national government. States are granted "ownership" of marine resources within two nautical miles surrounding their land. Some national laws impact state management of PAN sites, including those related to endangered species, fishing, and historical and cultural preservation. Title 24, Chapter 34, Section 3410 of the PNC provides that "all laws and regulations with relation to protected areas as defined under this chapter may be enforced by the Ministry of Justice, Bureau of Public Safety, State and national law enforcement officers, or such personnel of the Ministry of Natural Resources, Environment, and Tourism as the Minister so designates." Thus far, the Minister has declined to designate PAN rangers to enforce national laws and regulations.
2. State Laws and Jurisdiction: Historically, state elders and other leaders had the authority to make and enforce rules based largely on traditions to do so, provided that such actions were not in conflict with the national constitution and national laws. More recently, and based upon language set forth in their respective constitutions, states have established more formal authority to manage their own affairs. Pertinent laws and key sections of the PNC provide states with the power to manage the PAN sites established in their states. Title 24, Chapter 34, states that: "Nothing in this chapter shall

preclude the state authorities from enacting legislation and prosecuting the violator of any state law protecting protected areas [...] Violations of state laws are eligible for fines and imprisonment." Accordingly, the states have established laws and regulations to protect their resources and authorized PAN rangers to enforce them.

Judicial Process: Except for Koror State, all other states that contain one or more PAN site do not have in-state capacity to prosecute infractions of state laws and regulations, including those designed to protect marine species. In these states, ranger-issued violation notices may be resolved as civil matters at the state level when the violator chooses to pay a prescribed fine. However, for all other matters, the states must be represented by an attorney presenting their case in the national court system. Hiring an attorney to do so can be cost-prohibitive for states.

Standards, Policies, and Procedures: Some excellent efforts have been made by site coordinators and others to prepare SOPs for PAN rangers in certain states. Likewise, various training programs, such as those provided by WildAid, PCS, and One Reef, have included written guidance, SOPs and job-aids for PAN rangers, especially with respect to marine law enforcement. However, there is no nationally consistent set of policies and guidelines approved and distributed to PAN rangers throughout the country.

Pay and Benefits: Law enforcement rangers in most Palau PAN sites (except Koror State) do not receive the same level of pay or basic benefits provided to national-level enforcement officers. As a result, retention of high-performing rangers in the PAN sites is a major problem. Once trained, the best of these rangers are often recruited by and move to employment by various national law enforcement organizations that offer better pay and benefits. The outcome is perpetual need to hire and train new rangers for the PAN sites, inexperienced rangers performing challenging jobs, and reduced capacity to meet long-term goals of PAN sites.

Collaboration with State and National Law Enforcement Organizations: There has long been informal collaboration between officers from the Bureau of Maritime Security and Fish & Wildlife. Fish & Wildlife Officers, employed by the Ministry of Justice, enforce both national and state laws and regulations, carry firearms, receive comprehensive training through the National Police Academy, and work with Marine Law Enforcement and National Police. They provide trained and capable help to PAN rangers upon request, joining them on patrols and, increasingly and more formally, providing mentorship and guidance to less experienced rangers.

Some years ago, several states, including Kayangel and Ngarchelong developed an MOU with the Department of Justice. The agreements prescribed conditions under which the Department of Justice could deputize PAN rangers from those states and provide them with authority to enforce all national laws and regulations. Terms of the MOUs established that those rangers could only enforce national laws within their own state, required they graduate from the National Police Academy, and emphasized that the national government would assume no liability in the event of wrongdoing by rangers. It is unclear to what degree these agreements were implemented, or whether any current rangers have or act on such authority.

Recommendations:

Overall, law enforcement for PAN sites should be standardized and managed through the PAN Office. The following recommendations help to achieve this goal.

1. Create a "Law Enforcement Manager/Coordinator" position at the PAN Office

This position will provide national-level attention to the initial and recurring tasks necessary to standardize PAN enforcement operations. It would ideally be filled by an individual with academic training and experience in the management and performance of law enforcement at the national level in Palau. Duties may include:

- Ensure that all PAN rangers have full authority to enforce both pertinent national conservation laws and regulations, as well as those of their respective states.
- Manage development and maintenance of a set of MOUs to formalize collaboration between PAN rangers and pertinent national law enforcement organizations.
- Coordinate all enforcement training consistent with established policies and standards.
- Facilitate judicial resolution of all violation reports submitted by PAN rangers.
- Develop formal collaboration with the necessary legal assistance.

2. The authority of PAN rangers should be expanded to the national level.

Currently, the authority for state-employed PAN rangers to enforce national laws and regulations may be designated by either the Minister of Justice or the Minister of Natural Resources, Environment, and Tourism. Historically, an MOU has been prepared between the DOJ and some states granting national-level authority to rangers. We suggest, the creation of an umbrella MOU between the designating Ministry and PAN Office for the purposes of efficiency and consistency. State ranger compliance with the MOU would be directed and evaluated under the terms of the proposed annual MOU between the PAN Office and each state.

These should be considered in developing an MOU between the Ministry and PAN Office:

- Specify mutual benefits, documenting what is given and received by each agency.
- Reflect full compliance with specific authorities applicable to the states as well as respective national law enforcement entities.
- Draft agreements should be reviewed by Ministry-provided legal counsel.
- Specify required levels of training, experience, and other criteria by individual PAN rangers considered for designation to enforce national laws and regulations.
- Specify what and where PAN rangers are authorized to enforce national laws.
- Specify who is in charge, and when.
- Specify procedures and channels of communication followed to activate responses.
- Specify the exchange of investigative reports
- Ensure adherence to the policies and procedures of respective agencies
- Specify policies for reimbursement of expenses, if pertinent
- Address the potential liability to respective agencies.

3. Establish standardized pay and benefits for PAN Rangers at a National Level

Every effort should be made to achieve some reasonable level of pay and benefits parity between PAN Rangers and other enforcement agencies or national police at PAN sites.

4. Develop a Ranger Manual

A Ranger Manual should be prepared, updated as needed, and distributed to every PAN ranger.

Meeting Law Enforcement Needs

OBJECTIVE AND METHODOLOGY

The objective of this section is to document findings and recommendations for meeting law enforcement needs at PAN sites. It is based on a systematic review of best practices and WildAid's experience in marine enforcement.

BACKGROUND

Meeting the vision and goals of the PAN requires a capable law enforcement program. Developing a comprehensive law enforcement training program for all rangers is one of the most challenging responsibilities of protected area managers around the world. Failure to do so puts the public and rangers at risk, as well as increases the liability of national and state government leaders and managers in the event of wrongful actions by inexperienced rangers.

FINDINGS/ RECOMMENDATIONS

Findings:

Virtually all leaders in states and PAN sites highly prioritize law enforcement training for rangers. Most rangers receive a variety of training in field skills and tactics. The 12-week National Police Academy acts as the primary source of training for PAN rangers and is the only comprehensive law enforcement training program available in the country. Attended by officers of the national police, it is accordingly oriented to the needs of the State of Koror and the neighboring suburban environments. Not surprisingly, PAN rangers find that some portions of the training are not applicable to them. Also, the best rangers who complete the Academy are often recruited with better pay and benefits to the national police or Marine Law Enforcement. For this reason, some site managers are reluctant to send their rangers to the National Police Academy because of fear that their rangers will be poached soon after graduation.

We heard some discussion, mainly by leaders of the Koror State Rangers, about establishment of a "Conservation Academy," a comprehensive law enforcement training program designed to meet the needs of rangers who enforce laws and regulations in the marine environment as well as those on terrestrial protected areas. While a truly great idea, it is hard to know whether such a significant undertaking will be given serious consideration and advanced.

PAN site rangers have also benefitted from a variety of specialized training developed and presented by various non-profit organizations. As of 2014, WildAid performed a comprehensive assessment and implementation plan for enforcement needs in the Northern Reefs together with TNC. This included the purchase of equipment and delivery of training programs focused on boarding and patrolling strategies, protocols and best practices. PCS and One Reef have also developed and delivered training programs for PAN rangers, especially field rangers in marine enforcement, emphasizing tactics and skills. While it seems that PAN rangers benefit from solid training programs, there does not appear to be much coordination or management of these. Moreover, it appears that training for PAN site managers, especially those leading the enforcement programs, have had little to no training.

We did not learn of any efforts to document training needs of individual rangers. Topics and educational materials delivered by the various non-profits were, at times, duplicating efforts of others, or sometimes not applicable to many of the rangers. While some repetition is beneficial, too much can hinder and prevents broadening ranger knowledge.

Recommendations:

We recommend establishment of a curriculum of law enforcement training topics that all PAN rangers should strive to attend. Some of these courses can be completed at the National Police Academy. Others, however, require extra effort to develop and deliver in collaboration with organizations such as PCS, One Reef, and WildAid.

1. Develop a Training Curriculum for Palau PAN Rangers: We recommend that all PAN rangers should, as soon as possible, attend the following training sessions.

Behavioral

1. Ethics, core values, and conduct
2. Communication skills
 - a. towards suspects of illegal activity
 - b. towards the community (including education and outreach)
 - c. towards visitors and tourists
3. Abnormal behavior - alcohol and other drug intoxication; mental illness

Legal

1. Palau Constitution and national law
2. Palau framework of environmental laws and regulations - national and states
3. Authority and jurisdiction
4. Case management, criminal and civil process at national and state levels
5. Civil liability - national, state, personal
6. Courtroom - procedures and testimony

Procedural and tactical

1. Interviewing techniques (with suspects)
2. Report writing
3. Investigative Techniques
4. Collecting and managing evidence
5. Basic surveillance techniques
6. Defensive skills and tactics
7. Basics of law enforcement photography
8. Cultural/archeological resources protection - laws and investigation techniques
9. Patrol strategies - planning/strategies/tactics
10. First Aid - EMT

Marine enforcement (for rangers assigned to marine protected areas):

1. Stopping and contacting other vessels
2. Boarding strategies, tactics, and SOPs
3. Water survival

4. Patrol strategies and tactics
5. Patrol planning
6. Basic equipment - personal and law enforcement
7. Electronic monitoring/surveillance – strategies and equipment

Specialized Training for Conservation Rangers

1. Environmental monitoring and survey techniques
 - a. Fish
 - b. Birds
 - c. Coral reefs
 - d. Sedimentation
 - e. Land-based wildlife
 - f. Other wildlife as needed at specific sites
2. Search and Rescue - marine and land-based

2. Establish national management for Palau PAN Enforcement Management: We believe that the successful implementation of a national training policy requires the establishment of a national position focused on the management and coordination of law enforcement at the PAN office, as previously suggested. To implement these recommendations, that person would:

- Establish and manage a needs assessment program that would require each ranger to complete an annual survey (see Appendix II) identifying what training they have received and what training (among those listed above) they need.
- Summarize survey data to establish training priorities
- Collaborate with the National Police Academy and NGOs to ensure training offered meets the requirements of the greatest number of PAN rangers.
- Explore additional forums for law enforcement training for PAN rangers, including the development of a National Conservation Academy for PAN rangers.

Standardized Signage for PAN Sites

OBJECTIVE AND METHODOLOGY

The objective of this section is to suggest standards for the appearance, design and content of signs placed in Palau PAN sites. These recommendations are based upon long-established policies in parks and protected areas throughout the world, but modified to reflect specific conditions in Palau, including local traditions, culture, and environment.

BACKGROUND

Signs are one of the most important ways to communicate the values and benefits of PAN sites. They fill an important role in providing necessary information and orientation. The PNC suggests the responsibility for developing plans and models for PAN site signage lies with the PAN Office. Such planning should set forth standards for appearance, design, and content.

FINDINGS/ RECOMMENDATIONS

Findings:

The following represent best practices in developing signage:

1. The number, size, and text of signs should be limited to no more than necessary to achieve their purpose. Signs no longer needed should be removed as soon as possible.
2. Signs should be maintained on a regular schedule, and replaced or restored as needed.
3. Entrance signs should be designed to welcome people and reflect the site's character.
4. Various types of signs should be consistent in appearance and content. For example, entrance signs should look like others and trailhead signs should all use the same text and symbols for things like restrictions and rules, fees, and safety warnings.
5. Careful consideration should be given to sign placement to ensure they do not get in the way of public use of the natural and cultural features of the protected area.
6. International symbols should be used as often as possible.
7. Simplify messages and images to avoid confusion and keep them clear and concise.

Recommendations:

Entrance Signs

- Prominently display the logo of the State or protected area on all entrance signs.
- Keep entrance signs simple, uniform and consistent in appearance to announce entry.
- Other information may be placed on the sign, adjacent to it, or in a contact station. This includes rules and regulations, fees, and other designations. Fee information, for example, could be displayed on a sign along roadways as visitors approach the park.
- All entrance signs should be well maintained and pleasing in appearance.
- If possible, entrance signs should be on the actual boundary of the site. Fee collection/contact stations may be located further inside the site or at other points of interest.

Trailhead Signs

- Trailhead signs should be located at the entry for all trails described in the site's GMP.
- These signs should contain basic information about their trail, including trail name, destination, distance, trail surface, difficulty, and any hazardous conditions.
- They should indicate if motor vehicles or bicycles are permitted, in addition to walking.
- Trailhead signs should be uniform in design and appearance.
- These signs should be well maintained and aesthetically pleasing.
- Trailheads and trailhead signs should be located where it is safe to park one or more vehicles depending on the volume and nature of use.

Directional Signs

- Roadways: Signs placed along the roads should reflect local/regional standards. Directional signs should be placed at all road intersections if possible. Signs should indicate destination (such as a village or scenic spot) and approximate distance.
- Trails: Simple and straight forward signs located at intersections (roadway or trails) where visitors need help finding their way. Directional signs may also be needed at all trail intersections (with trail names). These should be smaller signs to avoid blocking views of attractions and scenery, should direct people to key destinations/features, and should be consistent in appearance. These should complement information contained in the trail map, if applicable. Extra effort is needed to inspect and maintain trail signs located in remote areas. Weather can negatively impact the appearance and effectiveness of these signs, so long-standing materials like stone are recommended.

Hazard and Warning Signs

Safety warnings and messages should be based upon a careful analysis of potential hazards, and experience. Users should be informed through warnings placed at points where extra care is needed to avoid injury. Whenever possible, supplemented warnings with international symbols.

Regulatory Signs – those that set forth Rules and Regulations

PAN signage should reflect a thoughtful balance between welcoming users and informing them of uses and restrictions in the area. Restrictions and regulations should not be placed on entrance signs, but rather on separate signs provided at key gathering spots, such as docks, fee collection/contact stations, and trailheads. These should be comprehensive, consistent in appearance, and well maintained. If possible, combine rules and restrictions established by the various authorities into one sign. Prominently display the Park or state logo at the top of these signs. You may also display other management authority logos along the bottom of the sign.

Credits for donations and support of PAN sign program

Many times, funding for development and constructions of signs is provided by outside groups, such as other nations, donors, or NGOs. Credit for such donations can and should be recognized on the sign, but in a standardized fashion, for example in language along the bottom of the sign or in a separate box near the bottom of the sign.

APPENDIX I: Sample MOU Between the PAN Office and Airai State

This Memorandum of Understanding (MOU) sets forth the terms and understanding between the PAN Office and Airai State to carry out conservation activities for calendar year 2019.

BACKGROUND

Palau Protected Areas Network (PAN), established by national law in 2003, created a framework for a national system of protected areas. State, community, and privately owned protected areas were authorized to apply for membership, which enables access to technical resources, participation in a national monitoring system, and eligibility for national funding. PAN member sites must have a management plan that meets specific criteria to access PAN funds. In return, states and communities owning PAN member sites agree to work with the national government to conserve the natural resources in their respective protected areas.

PURPOSE

This MOU will outline the terms, requirements and responsibilities between the PAN Office and Airai State for calendar year 2019.

PAN Office Responsibilities

1. Provide law enforcement national standards and technical support to Airai State Rangers;
2. Provide legal support to Airai State regarding prosecution and management of enforcement actions and on other matters as needed.
3. Provide annual conservation training for all Airai PAN staff as well as specialized law enforcement training consistent with approved training policies.
4. Provide templates for management and financial planning, program monitoring and reporting.

Airai State Responsibilities

1. Adopt and adhere to national law enforcement standards.
2. Carry out reporting in a timely manner adhering to PAN provided formats and key performance indicators.
3. Ensure that 100% of funds are used for PAN program objectives and activities as described in the annual operating plan.

Joint Responsibilities

1. Each party will appoint a key contact person.
2. These key contacts will maintain frequent communication to facilitate cooperation under this MOU.
3. The key contacts will work together to determine appropriate timelines for project

- updates and status reports.
- 4. Funding

The 2019 annual budget for Airai totals \$124,000.

Line Item	Total Budget	PAN Request	Other Sources
Contract Services			
Equipment			
Field Training			
Outreach			
Supplies			
Fuel			
Hotel			
Per Diem			
Total			

DURATION

This MOU shall become effective upon signature by the authorized officials and will remain in effect for calendar year 2019 or until modified or terminated by any one of the partners by mutual consent.

CONTACT INFORMATION

PAN Office		Airai State	
Position		Position	
Address		Address	
Telephone		Telephone	
Fax		Fax	
E-mail		E-mail	

Signature / Date	Signature/ Date
Name / Title	Name / Title

APPENDIX II: ANNUAL TRAINING SURVEY - PAN RANGERS

The purpose of this annual survey is to update the list of training programs received and still needed by individual PAN rangers assigned to perform law enforcement, based upon the approved curriculum in the Ranger Manual. While some repetition in training programs is valuable, such as updates in laws and regulations and defensive tactics, we aim to identify and address subjects where rangers are lacking using data provided in this survey.

PERSONAL INFORMATION

Name: _____

State/PAN site(s): _____

E-mail address and/or phone # _____

FORMAL EDUCATION

Describe your formal education, including highest level of completion:

PAST WORK EXPERIENCE:

Describe all work experiences before assuming present position - list most recent first:

PREVIOUS TRAINING

List all professional - especially law enforcement training, that you received prior to assuming your present position:

List all training that you have received since assuming your present job:

TRAINING NEEDS:

Based upon the approved list of training courses in the Ranger Manual, list those you still need: