

DENR Circular
No. 04
December 03, 1993

**SUBJECT : Guidelines for the Adoption of the IPAS
General Management Planning Strategy
(GMPS)**

Pursuant to Sections 8 and 9 of DAO No. 25, Series of 1992 dated June 29, 1992 and to set a uniform and systematic management planning direction for all protected areas under the National Integrated Protected Areas System (NIPAS), a General Management Planning Strategy (GMPS) is hereby developed for the guidance of all concerned.

I. OBJECTIVES

The standardization of planning direction seeks to achieve the following objectives:

- a) to assure the continuity of planning efforts;
- b) to facilitate revision of the management plan allowing spaces for changes where the issues of the public and concerns of the government are concerned;
- c) to integrate management decisions for all protected area resources through an inter-disciplinary planning approach including the participation of the public;
- d) to enumerate the minimum nationwide protected area management standards and guidelines thus synchronizing the program thrusts of public and private institutions interested in pursuing projects related to IPAS.

II. PROTECTED AREA MANAGEMENT PLANNING

This planning direction seeks to address objectively the requirement of protected area management activity that is dynamic and is adaptable to the vicissitudes of planning work through time.

A. PLANNING DIRECTION

The planning processes need not be strictly sequential in nature. Should there be certain valid conditions that encourage the simultaneous undertaking of two (2) or several

process actions without defeating the very purpose for which this planning direction has been envisioned, simultaneous actions will be allowed. However, basis for this action to serve as justification shall be documented.

1. GENERAL REQUIREMENTS FOR MANAGEMENT PLANNING

1.a. Interdisciplinary team approach

A regional interdisciplinary team (called I.D. team) representing various disciplines shall be formed as a planning group to ensure a coordinated site specific planning effort. The disciplines include recreation management, watershed management, wildlife management, wilderness management, fire and pest control, community organizing, public awareness campaign, buffer zone management, and socio-economic studies, among other fields.

The team shall coordinate and integrate planning activities consistent with bio-diversity and sustainable-use policies that currently spearhead the protected area management program of DENR. Through interaction among its members, the team shall integrate knowledge of the physical, biological, and socio-economic sciences so as to make the planning process as dynamic and responsive as possible in attaining protected area management goals and objectives.

During the planning process, the team members shall consider problems collectively rather than separately (along disciplinary lines). Discussions particularly agreements on process actions must always be documented.

The Protected Areas and Wildlife Bureau shall likewise organize an inter-disciplinary team for protected area management planning whose function is to advise, whenever necessary, the regional I.D. team in the preparation of the protected area plan.

1.a.1. Appointing team members

The Secretary and the Regional Executive Directors shall appoint team members for PA WB and Regional I.D. team respectively. Each team member shall satisfy, at the minimum, any of the following requirements:

- 1.a.1.1. completion of a course study in a college or university leading to a baccalaureate; or,
- 1.a.1.2. completion of a higher degree in one or more specialized areas of assignment, or processes with recognized expertise and experience in professional investigative or other responsible and related work.

The Team Leader shall be assigned by the RED from the Protected Area and Wildlife Services sector possessing, at a minimum, both a working knowledge of the planning process and the ability to lead and communicate effectively with the team members and officials.

1.b. Coordination

The regional I.D. team will coordinate its management planning with the equivalent and related planning effort of other government entities or non-government institutions that are undertaking authorized projects having a direct or semi-direct link in the management of the protected areas.

1.b.1 Internal coordination

The I.D. team leader shall ensure that the planning process takes into account all DENR projects and programs, both existing and proposed.

1.b.2 External coordination

The I.D. team shall coordinate with the land and resources planners of other government institutions and the Regional Development Council (RDC) to ensure that protected area planning includes:

- 1.b.2.1 Recognition of the goals and objectives of these external institutions;
- 1.b.2.2 An assessment of the impact of these goals and objectives on the management of protected areas;

- 1.b.2.3 An assessment of how the external institutions view the goals and objectives of the DENR;
- 1.b.2.4 An assessment of the complement DENR goals and their goals; and
- 1.b.2.5 An assessment of the planning strategy of the external institutions.

1.c. Data and Information Management System

The officials responsible for the protected area planning shall obtain and keep current data and information appropriate for planning. They are required to maintain a system of records which documents the management planning process actions.

Responsible officials shall cooperate and coordinate with the concerned offices of the DENR, other government institutions and NGOs in seeking information imperative to the planning effort.

1.c.1 Maps

Geographic location of various habitat types associated with data and information is necessary for the development and implementation of protected area plan. Maps or other spatial display techniques shall be utilized to display geographic relationship. These maps shall be utilized to produce a standard base map showing the following:

- 1.c.1.1 areas exploited, being exploited, and to be exploited;
- 1.c.1.2 areas to be set aside for biodiversity enhancement;
- 1.c.1.3 areas to be delineated to address appropriate livelihood opportunities;
- 1.c.1.4 areas to be designated as buffer zones; and
- 1.c.1.5 areas to be designated as protection zones.

Each management area may be reduced to page size sheets for display in the final protected area plan. Master copies (at least 31 copies) shall use a scale of 1:50,000 in all map attachments.

- 1.c.2 An information management system for IPAS shall be developed by each region following the system to be developed by PAWB.

2. PROTECTED AREA MANAGEMENT PLANNING PROCESS

The protected area management planning process identifies 7 planning process actions (shown in Annex A) which will provide the framework for management planning. The direction contained in this section provides the minimum requirements to be considered in conducting the planning process.

- 2.a. Identification of issues, management concerns and resource-use opportunities.

The identification of issues, concerns and resource-use opportunities is the first step to be undertaken by the I.D. team. Issues and concerns help the I.D. team in giving serious focus on important matters to be resolved by the protected area plan. They are key factors which guide the remainder of the planning process.

Issues are identified through public participation. They are the subject of public interest relating to the management of protected areas and their future. Concerns, on the other hand, are matters raised by the DENR. They may be problems requiring resolution, or conditions which limit or modify the range of management practices to be proposed by the plan.

Resource-use opportunities are resource potentials which when properly managed can channel benefits across time for the good of both the public and the government. They are the focus of issues and concerns and are the subject of conflicts that normally need immediate resolutions.

The I.D. team in the regional level shall identify and evaluate issues, management concerns and resource use and development opportunities including those identified through coordination with other government entities and the public. All issues and management

concerns shall be investigated and evaluated in the order of their apparent importance. The DENR Secretary through the assistance of the PAWB I.D. Team, shall determine the major regionwide issues and management concerns and use and development opportunities to be addressed in the planning process.

2.a.1 Data sources

Specific issues and management concerns and additional resource use and development opportunities shall be identified by the regional I.D. team from the following internal and external sources.

2.a.1.1 Functional plans in use (including those of other government institutions);

2.a.1.2 Legal actions, appeals and resolutions;

2.a.1.3 DENR and NGOs;

2.a.1.4 Academic and research institutions;

2.a.1.5 Data and information file;

2.a.1.6 Community dialogues and surveys;

2.a.1.7 Local governments units; and

2.a.1.8 Indigenous Cultural Communities

The regional I.D. team shall develop criteria for scoping and evaluating these identified issues and concerns and resource-use and development opportunities in a manner by which each issue or concern and resource use and development opportunities can be given appropriate action for a solution.

2.b. Development of goals

The issues and concerns which are designated for consideration in the planning process must be further defined in terms of one or more goals which will effect their resolution. These goals shall be translated

into decision criteria and shall provide a basis for objective setting and the proposed management practices.

The development of goals should require an analysis of the identified issues, concerns and resource-use and development opportunities. The analytical procedure to be used need not be complex in nature because goals under the context of this planning process will just be defined as a general statement of problems that require solution. Being general in nature, they need not be quantified. It should be attempted by the I.D. team to develop a minimum of two (2) goals for the protected area.

The analysis phase should require the preparation of matrices showing the relationships of variables with existing constraints such as statutes, policies, resource management capability of responsible institutions and if possible, interest of opinion makers and leaders. The reason for this requirement is premised on the need to consider public opinion even during the early stage of the planning effort/process, and also to inform the public of the factors involved in goal setting.

The I.D. team shall be required to develop a standard mechanism which will aid them in compiling and generating public and government inputs to approximate as practicable the planning needs of management vis-a-vis development of goals. This mechanism should, at the minimum, include the preparation of questionnaires and strategizing of community consultations. For example, the I.D. team shall keep in mind policies/programs of the national government which shall serve as constraints in the development of goals.

2.b.1 Planning criteria

Planning criteria shall be prepared to guide the planning process and the management direction. All criteria, including any revisions, shall be developed by the PAWB I.D. team in cooperation with representatives from regional I.D. teams. Generally, criteria shall be based on existing statutes, ecological, economic and technical factors, programs of the DENR and other related government and non-government institutions, and resource management standards and guidelines discussed in the latter part of this planning direction.

The planning criteria are standards, tests, rules and guidelines by which the protected area management planning process is conducted and upon which judgment and decisions are made. The planning criteria are divided into 2 types: decisions criteria and process criteria.

2.b.2 Decision criteria

Decision criteria are the desired results which the protected area management planning will attempt to achieve. These are results which will reduce conflicts and problems. Further, these are results which can satisfy demands and the management direction needs identified throughout the planning process. The objective of the planning process therefore is to develop a plan which approximates the desired results identified in the decision criteria with due consideration for the identified issues, concerns and resource-use opportunities.

2.b.3 Process criteria

The process criteria are specific requirements that are necessary for the planning process to function. They may apply to collection procedures and use of inventory data and information, the procedures involved in conducting the analysis of the management situation, and the design steps of the overall management program. They are unique to each planning area and are dependent on the goals and objectives (or decision criteria) associated with the planning process. They give directions on data requirements and timing, collection effort, flow of information, analytical procedures, interdisciplinary team operations, information display and documentation, and other factors which will guide the planning actions.

2.c. Data inventory and information collection

All data/information shall be collected in the regional level through the protected area staff. The responsible officials shall make the necessary arrangements in acquiring/gathering data and other appropriate information needed in the planning process.

Each responsible official in the regional level shall obtain and keep current inventory data appropriate for planning and managing the resources under his administrative responsibility, and shall assure that the interdisciplinary team of the region has access to the best available data which may require that special inventories or studies be prepared.

2.d. Analysis of management situation

The analysis of management situation is a process geared towards the determination of the capacity of a planning area to meet goals and objectives given the constraints coming from the identified issues and concerns and resource-use development opportunities.

The analysis of management situation shall be prepared for each resource and socio-economic variable by each member of the regional I.D. team in accordance with individual field of expertise or specialization.

The analysis of management situation shall also include the assessment of management protocols which shall include, at the minimum, legal statutes, management policies, standing practices on protected area management, and budget policies. The I.D. team shall be required to get familiar with these matters as these things are important in setting the grounds for objective planning.

The results of the analysis of the management situation should be used in determining the objectives for the protected area.

2.c. Formulation of management plans

The I.D. team shall keep in mind that the management plan should be able to aid the Protected Area (PA) Manager in clearly determining how it will attain the goals of the protected area. As such, this document shall contain specific activities in the form of management prescriptions which the PA manager will undertake within the identified time frame and zone as contained in the plan.

The concern of the I.D. team is founded on the need of the PA manager to know exactly what are the priorities to be undertaken and how these priorities can be achieved given the normally limiting resources. The manager, therefore, shall be given custody of a type of management plan which will show what activities he will undertake,

where these activities will be used and when and how much budget to allocate, rather than a type that vaguely represents the project in general form that will be pursued with corresponding vagueness in project duration, budget and location.

The I.D. team shall attempt to identify management zones on the basis of data analysis and public consultation. Likewise, it shall develop the resource and socio-economic narratives which shall serve as bases in the development of specific management prescriptions.

The management plan shall follow the outline under DENR Administrative Order No. 25 S. 1992.

2.e.1 Delineation of management zones

The purpose of delineating a management zone into several areas of similar or nearly similar characteristics is to accurately prescribe sound management prescriptions that fit the capacity of such a given management zone. This minimizes the possibility of underplanning or overplanning as a direct consequence of lack of knowledge on the area of interest.

The regional I.D. team shall coordinate with concerned institutions or individuals in delineating management zone. Guideline on gathering the needed information shall be prepared by the PAWB I.D. team. The premise of this coordination is to standardize the requirements and simultaneously, to simplify activity instructions.

2.e.2. Management zone

A management zone is a relatively homogeneous unit of land. It is identifiable, locatable, and whose inherent characteristics dictate that the response or effects of management will be relatively the same for all hectares within the area considering each suitable management prescription and the stated decision variables.

As a minimum requirement, a management area shall be delineated using the existing vegetation.

This minimum requirement for delineating a management zone shall not exclude the consideration and use of more detailed information, or of additional factors such as natural boundaries and other administrative boundaries. The principle to use in considering these additional factors is their significance in relation to the issues, concerns, opportunities, and management decisions that need to be addressed.

It is a grouping of areas also for purposes of analysis. They are grouped on the basis of relative common impacts, effects, and social or economic factors, although some differences on land characteristics may be tolerated.

The operation in a management zone must be an interdisciplinary effort.

2.e.3 Development of resource and socio-economic narratives

A narrative of each resource and socio-economic variable shall be prepared by the I.D. team. This narrative shall serve as the basis for the development and identification of specific management prescriptions and programs which shall be targeted toward the documented goals and objectives.

The resource narratives shall be shared with the public through public hearings, fora, meetings and seminars.

The PAWB I.D. team shall develop a standard outline in the preparation of the narrative report.

2.e.4. Development of management prescriptions

Management prescriptions are specific actions that a protected area manager follows.

Normally, a prescription is focused on an identified resource and location (or process) and is so specific that it is transformed into a measurable activity. Below is an example of a resource specific prescription:

No disturbance of any of any form 1 km radius from nest no.5 of Philippine eagle m-2, and

no development of access trail from point x of river y that leads to the location of the nest.

In developing prescriptions, the I.D. team members shall enumerate them based on their knowledge of the resources and their expertise, assuming priority a single-type of resource management rather than multiple-use management for purposes of generating resource and prescription matrices. The team members shall later engage in trading-off until a set of multiple-use prescriptions is developed per zone. The set of multiple-use prescriptions should approximate the desired objectives, decision criteria and goals.

Other than the minimum national management standards, guidelines and prescriptions, the regional interdisciplinary teams shall develop site specific prescriptions, guidelines and standards consistent with national statutes and other legal requirements and national management standards, guidelines and prescriptions.

2.e.5 Evaluation of management options

The regional I.D. team shall estimate and display the physical, biological, economic, political and social effects of implementing the management plan, particularly how it approximates the planning goals and objectives.

In general, the effects to be estimated and described shall include, but not limited to:

- 2.e.5.1 The effects on the physical features of the management areas;
- 2.e.5.2 The effects on habitat diversity;
- 2.e.5.3 The effects on the biological features, particularly how the Management Information System (MIS) or Featured Species (FS) responds to the management prescriptions;
- 2.e.5.4 The effects on the economic opportunities and welfare or communities;

- 2.e.5.5 The effects on the various habitat types;
- 2.e.5.6 The effects on the socio-cultural resources; and
- 2.e.5.7 The effects on the political framework;

In describing the effects, consideration shall be given on the timing and duration, distribution and the degree of intensity.

The adverse environmental effects that cannot be avoided will also be described. Where adverse effects can be reasonably avoided, the necessary mitigating measures shall be documented.

The plan should come as close to the targeted goals and objectives thus, it shall be accompanied by a narrative justification.

The justification shall outline the inputs from the public and government sectors and must be accompanied by the results of the analysis of the management situation phase.

It is the responsibility of the regional I.D. team to sort out the strengths and weaknesses identified in the management option.

2.f. Selection of alternatives

The best set of management prescriptions that approximates the decision criteria and the identified goals and objectives for the Protected Area shall be selected.

The selection is followed by the preparation of the final management plan in accordance with the outline specified in DENR Adm. Order No. 25, series of 1992.

2.g. Monitoring and evaluation

During the implementation, the Regional Executive Director (RED) shall ensure that succeeding program proposals are in line with the plan.

A monitoring system shall be described in the plan which will provide for:

- 2.g.1 Periodic review of management practices to determine if they conform with the requirements of the management direction; and
- 2.g.2 Determination of actual outputs and effects of management practices.

The monitoring system shall identify the activities and practices to be measured, objectives of these measurements, cost of activities and relative outputs, project timing and effort, monitoring techniques, procedures and frequency, responsible staff, standard of comparison, and monitoring reliability.

Included in the monitoring system is the process of evaluating information gained through monitoring. The evaluation report shall contain for each monitored management practice an estimate of performance comparing outputs and services and their costs with those projected by the plan. Based on the evaluation reports, decision as to whether management direction will be revised or amended shall follow.

At a 2-year interval, the regional interdisciplinary team, in coordination with the national interdisciplinary team shall evaluate the management plan to determine if changes are needed as a result of changing issues, management concerns and resource-use opportunities.

This Circular takes effect immediately and shall amend/revoke all other instructions inconsistent herewith.

ANGEL C. ALCALA
Secretary