

# PAPUA NEW GUINEA

# NATIONAL TOURISM POLICY

## 2025 – 2045



*Papua New Guinea*

A MILLION DIFFERENT JOURNEYS

Tourism Promotion Authority

# Table of Contents

ABBREVIATIONS .....	3
FOREWORD .....	6
EXECUTIVE SUMMARY .....	8
SECTION 1: INTRODUCTION .....	11
1.1. Background .....	12
1.2. Policy Development Process .....	12
1.3. Intent of Policy and Audience .....	13
1.4. Contextual Considerations: National Policy and Planning .....	13
1.5. Contextual Considerations: The Tourism Landscape .....	15
1.6. Definitions .....	17
SECTION 2: POLICY FRAMEWORK .....	19
2.1. PNG Tourism Policy Statement .....	20
2.2. PNG Tourism Policy Goals .....	20
2.3. Guiding Principles .....	20
2.4. Policy Areas and Rationale .....	21
SECTION 3: POLICY DIRECTIONS BY POLICY AREA .....	23
Five Cross-Cutting Themes .....	24
3.1. Environmental Sustainability .....	24
3.2. Cultural Heritage Preservation and Promotion in Tourism Development .....	29
3.3. Empowerment of Resource Custodians in Tourism Development .....	32
3.4. Inclusive Economic Growth in Tourism Development .....	34
3.5. Resilience Building in Tourism Development .....	36
Ten Tourism-Enabling Functions .....	39
3.6. Tourism Sector Governance .....	39
3.7. Air Connectivity .....	44
3.8. Hub-based Destination Development .....	46
3.9. Niche-based Visitor Experience Development .....	48
3.10. Investment in Tourism Supply .....	50
3.11. Public Infrastructure and Services .....	53
3.12. Tourism Industry Standards .....	56
3.13. Workforce Development .....	59
3.14. Destination Marketing and Distribution .....	61
3.15. Visitor Entry and Safety .....	63
SECTION 4: IMPLEMENTATION AND MONITORING .....	65
ANNEXES .....	67

# Abbreviations

BPNG	Bank of Papua New Guinea
CASA	Civil Aviation Safety Authority
CCDA	Climate Change Development Authority
CEFI	Centre for Excellence in Financial Inclusion
CEPA	Conservation and Environment Protection Authority
COVID-19	coronavirus disease
DCI	Department of Commerce and Industry
DCDR	Department of Community Development and Religion
DFA	Department of Foreign Affairs
DICT	Department of Information and Communications Technology
DIP	Deliberate Intervention Program (as referenced in the MTDP IV)
DLPP	Department of Lands and Physical Planning
DAL	Department of Agriculture and Livestock
DJAG	Department of Justice and Attorney General
DMO	destination management organisation
DNPM	Department of National Planning and Monitoring
DOF	Department of Finance
DOT	Department of Transport
DOWH	Department of Works and Highways
DPE	Department of Petroleum and Energy
DPLGA	Department of Provincial and Local-level Government Affairs
DPMNEC	Department of Prime Minister and National Executive Council
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
GSTC	Global Sustainable Tourism Council
LLG	local-level government
ICCC	Independent Consumer and Competition Commission
ICSA	Immigration and Citizenship Services Authority
ICT	Information and communication technology
IPA	Investment Promotion Authority
IRC	Internal Revenue Commission
ISO	International Organization for Standardization
MOU	memorandum of understanding
MTAC	Ministry of Tourism, Arts and Culture
MTDP IV	Medium-Term Development Plan 2023–2027
NAC	National Airports Corporation
NAQIA	National Agriculture and Quarantine Inspection Authority

NCC	National Cultural Commission
NCD	National Capital District
NDC	National Disaster Centre
NDOH	National Department of Health
NEC	National Executive Council
NFA	National Fisheries Authority
NGO	Non-Government Organisation
NICTA	National Information and Communications Technology Authority
NISIT	National Institute of Standards and Industrial Technology
NMAG	National Museum and Art Gallery
NMSA	National Maritime Safety Authority
NOO	National Oceans Office
NSO	National Statistics Office
NTC	National Training Council
NTO	National Tourism Office (a generic tourism term)
NTO	National Trade Office
NVS	National Volunteer Service
NWS	National Weather Service
NYDA	National Youth Development Authority
OOC	Office of Censorship
OSS	Office of State Solicitor
PG	Provincial Government
PNG	Papua New Guinea
PNGCS	PNG Customs Service
PNGFA	PNG Forest Authority
PNGTIA	PNG Tourism Industry Association
PSTPF	Pacific Sustainable Tourism Policy Framework
PSTS	Pacific Sustainable Tourism Standard
RAA	Rural Airstrip Agency
RPNGC	Royal Papua New Guinea Constabulary
SDG	Sustainable Development Goal
SEZA	Special Economic Zone Authority
SMEC	Small and Medium Enterprises Corporation
SPA	Strategic Priority Area (as referenced in the MTDP-IV)
SPTO	Pacific Tourism Organisation
TSDP	Tourism Sector Development Plan
TSDPISC	TSDP Implementation Steering Committee
TPA	Tourism Promotion Authority
UN	United Nations
WTTC	World Tourism and Travel Council







# Foreword



Honourable Belden Norman Namah MP,  
Minister for Tourism, Arts and Culture

## *“A Million Different Journeys, A Million Different Possibilities.”*

I, as the Minister for Tourism, Arts and Culture, under the Marape-Rosso Government, am honoured to present the National Tourism Policy 2025–2045.

This National Tourism Policy is focused on ensuring that all available opportunities for tourism development and growth in the country are maximised to the best of advancing the capacity of Papua New Guinea (PNG) to provide world-class facilities and experiences for all our tourists in the next 20 years.

Formulated by the PNG Tourism Promotion Authority (TPA) in partnership with all tourism-related stakeholders, this Policy is a well-articulated and inclusive document. The National Tourism Policy process has allowed us to review our current frameworks, reflect on past experiences (including lessons learnt), and strategically realign the responsible agencies and the national tourism industry for a better approach in rebuilding tourism in PNG. Our objective as a government and ministry is that we as an industry are able to not only be sustainably prosperous but, most importantly, to also be resilient by adapting to the rapid trends of development and environmental impacts that are taking place on a global scale.

By 2045, PNG aims to be the leading nation in the Pacific region for tourism. We envision to achieve this by focusing on the 15 policy priority areas as provided in this Policy that aim to address all issues and meet our development needs.

The national tourism industry is a lucrative vehicle for harnessing inclusive socio-economic empowerment for all citizens and is non-discriminatory in providing employment and/or economic opportunities irrespective of age, ethnicity, or background. It is a robust platform that is capable of transforming the nation by fostering cultural and environmental preservation while also advancing PNG to be the leading tourist destination in the South Pacific. This National Tourism Policy paves the way forward in PNG's journey towards realising this potential.

I would like to acknowledge the Prime Minister of PNG, the Honourable James Marape, for his leadership, as well as the National Executive Council and the Parliamentary Culture and Tourism Committee for supporting the Ministry of Tourism, Arts and Culture through the endorsement of this Policy.

I also would like to acknowledge all our valuable stakeholders in the public and private sectors, including donors and/or development partners who have supported the sector in the past, and I look forward to your continued partnership in the years to come to ensure the effective delivery and success of this Policy for the benefit of PNG and its citizens.

May God Bless Papua New Guinea.

## Remarks by the PNG TPA Chief Executive Officer



**Eric Mossman Uvovo,**

Chief Executive Officer,  
PNG TPA

The PNG TPA has undertaken a comprehensive series of stakeholder consultations that have culminated in the formulation of this National Tourism Policy 2025–2045. The National Tourism Policy sets out the direction for sustainable growth for the next 20 years of tourism, which we envision will translate to memorable and authentic experiences for visitors.

I acknowledge the individuals, industry members, government and private institutions who contributed to the formulation of this policy. A special acknowledgement to the Policy and Strategic Partnership Division of TPA and the Pacific Private Sector Development Initiative in partnership with the Asian Development Bank and the Governments of Australia and New Zealand for providing the technical support.

As one of the fastest-growing socio-economic sectors, tourism has the innate potential to stimulate growth, create decent jobs and business opportunities, and improve livelihoods. This sustainable economic sector can be the catalyst for environmental and cultural protection for future generations and has therefore been given prominence in this National Tourism Policy. In addition to this, for the first time, resource custodians of our tourism products have been given recognition for the important role they play in decision-making for tourism development, which is reflected in this Policy. This is a milestone that I am delighted to share, I hope that this Policy and the

subsequent plans and policies that follow are inclusive and effective for change.

The PNG tourism industry has changed significantly since the inception of the TPA; globalisation has brought us the era of digital transformation, seamless movement across borders, access to emerging markets, and so forth. On the other hand, the onset of a global pandemic proved to us as a destination, a market, and a government that being resilient and efficiently responding to circumstances in unprecedented times is vital to continuity.

The global tourism industry experienced a devastating crash in 2020, yet the commitment to building back better was strong. The TPA demonstrated this by focusing on investment in domestic tourism and a renewed pledge to give prominence to improving the quality of our tourism services and products.

I am proud of the National Tourism Policy before you. This all-encompassing, visionary document clearly articulates strategic sector priority aspirations. To support the development priorities of the Government, the TPA has made the policy intentions clear, underpinned by the Government's deliberate intervention program alignment. As a result, the National Tourism Policy speaks to the establishment of tourism hubs, niche-based experiences, tourism investment within the supply chain, public infrastructure support, safety and security for travellers, and more.

The tourism potential of this beautiful nation is rich in diversity. Effective governance and policies are the bedrock of sustainable tourism; it is therefore my commitment to ensure we, as a sector, revitalise initiatives that will set us apart as a destination of compelling experiences of 'a Million Different Journeys'.

# Executive Summary

Almost 30 years after the release of PNG's first National Tourism Policy in 1995, this new National Tourism Policy 2025–2045 has been developed to shape the next 20 years of public policy for tourism development for PNG. This Policy:



Draws on lessons learned to date, together with contemporary insights on the evolving landscape of tourism – in PNG, across the Pacific, and around the world. Central to this is a focus on environmental, social, cultural, and economic sustainability.



Is based on the views of PNG's tourism industry, government, and host communities. These are reflected in the Shared Vision, Policy Goals, Guiding Principles, and Policy Areas defined in its development.



Represents a whole-of-government commitment to supporting tourism development, recognising the uniqueness of tourism as a sector that relies on cross-agency collaboration.



Sets the long-term public policy framework for tourism. It will be complemented by the Tourism Sector Development Plans (TSDPs) convened by the TPA every five years, which specify agreed medium-term strategic actions for all public, private, and community stakeholders.

## Tourism Policy Statement



"The Government of PNG recognises the potential of tourism to support economic development objectives, while promoting and preserving our rich cultural and natural heritage. In accordance with this, a whole of Government approach to developing the tourism sector has been adopted, and multiple public agencies will play a role in pursuing the long-term vision, as determined by public, private and community stakeholders in 2023:

**Shared Vision for Tourism in PNG:** *Tourism will be a thriving and resilient economic sector for PNG. Our nation will be recognised globally for offering compelling visitor experiences and demonstrating best practice in sustainable and inclusive tourism development.*

Our Government agencies' shared commitment to this Vision will be demonstrated through a collaborative approach to pursuing Policy Goals, adhering to its Guiding Principles, and delivering on the Policy Responses and Priority Actions identified for 15 Policy Areas.



## Tourism Policy Goals

Underpinning the Shared Vision for Tourism in PNG are four outcome-level goals for this National Tourism Policy. These can be achieved with ongoing public, private and community collaboration in tourism planning and development:

- 1 Grow the supply of quality visitor experiences in best-prospect tourism hubs.
- 2 Achieve global benchmarks in sustainable tourism.
- 3 Strengthen PNG's global competitiveness as a niche tourism destination.
- 4 Increase the value of tourism to employment, revenues, and SME growth.

These high-level Policy Goals will be monitored and evaluated, alongside the more detailed results measurement included in the medium-term TSDPs.

## Guiding Principles

Seven Guiding Principles for the Policy were identified during public, private, and community consultations. These represent necessary conditions for tourism development in PNG:

- 1 Tourism development will be based on planning informed by (a) public, private, and community consultation plus (b) tourism market evidence.
- 2 Tourism development will be undertaken according to laws and practices that avoid negative environmental, cultural, and social impacts.
- 3 Tourism development will protect the interests of resource custodians and enable their participation, if so desired.
- 4 Tourism development will progress inclusive economic opportunities for host communities, including marginalised groups.
- 5 Tourism development will prioritise resiliency of places, assets, businesses, and people to the effects of climate change, natural hazards, and other external or internal crises.
- 6 Tourism development will be monitored, and its negative and positive impacts assessed, allowing for adaptive planning and management where required.
- 7 Tourism development will target high-yield travellers who value and respect PNG's unique attributes.

## Policy Framework

The National Tourism Policy is framed around 15 key Policy Areas encompassing five cross-cutting themes in tourism development and 10 tourism-enabling functions. Each Policy Area is represented by an overarching Public Policy Response, which in turn are supported by a series of Priority Actions.

Policy Areas: Cross-cutting Themes		Policy Responses
	1. Environmental Sustainability	Government will provide the controls and support necessary to conserve PNG's rich terrestrial and marine biodiversity for, in, and by tourism.
	2. Cultural Heritage Preservation and Promotion	Government will provide the support and controls necessary for tourism to preserve and promote PNG's cultural heritage, without exploitation.
	3. Empowerment of Resource Custodians	Government will provide custodians of tourism resources with safeguards to protect their interests in tourism development and support their participation in tourism development, if desired.
	4. Inclusive Economic Growth	Government will provide enabling conditions for Papua New Guinean women and men, in urban and rural areas, to pursue entrepreneurship and employment opportunities in tourism and linked sectors.
	5. Resilience Building	Government will provide enabling mechanisms for tourism stakeholders to be more resilient to the effects of climate change; natural hazards; and health, economic, or social crises.

Policy Areas: Tourism-enabling Functions		Policy Responses
	6. Tourism Sector Governance	Government will maintain an effective governance structure for PNG's tourism sector that best supports national and provincial partners in achieving tourism policy and planning goals.
	7. Air Connectivity	Government will facilitate the development of inbound and domestic air access that is internationally competitive in terms of availability, reliability, safety, and price.
	8. Hub-based Destination Development	Government will support the development of destination hubs in provinces that have the attributes to offer marketable visitor experiences, and the leadership and capacity to support tourism development.
	9. Niche-based Visitor Experience Development	Government will support the development of sustainable niche tourism experiences that offer unique and compelling reasons for target tourism segments to visit PNG.
	10. Investment in Tourism Supply	Government will enable local and foreign private investment in new/improved sustainable, market-ready tourism products and services (by landowners; MSMEs; community-based and large businesses).
	11. Public Infrastructure and Services	Government will develop public infrastructure and services that meet community, business, and visitor needs.
	12. Tourism Industry Standards	Government will provide the systems and support for all businesses in the tourism industry to meet global benchmarks in tourism quality, sustainability, resilience, accessibility, and health and safety.
	13. Workforce Development	Government will help develop a skilled tourism workforce that supports quality tourism supply while providing safe and fair work opportunities.
	14. Destination Marketing	Government will invest in the promotion of PNG and its destinations, niche experiences, and tourism products to high-yield target markets.
	15. Visitor Entry and Safety	Government will facilitate safe, efficient, and welcoming entry and travel for visitors.





## Section 1

---

# INTRODUCTION



## 1.1. Background

In 1993, the Papua New Guinea (PNG) Tourism Promotion Authority (TPA) Act established the TPA to develop and market international tourism, a role it continues today. In 1995, the Government's National Tourism Policy defined "Policy Goals" and "Development Objectives" for tourism, and listed a series of policies to help the TPA and relevant government institutions develop tourism into a significant industry. Acknowledging that the private sector had been the major force behind tourism development to date, PNG's first National Tourism Policy stated the Government's in-principle commitment to enabling policies related to the economy, business, infrastructure, transport, immigration/visas, training, standards, the environment, ecotourism, social matters, and incentives.

Over the past 30 years, much has been achieved in developing the tourism sector. The supply of tourism infrastructure, products and services has grown, as has international visitor demand over the long term. International overnight visitor arrivals peaked at almost 183,000 in 2015 (compared to 42,000 in 1995).<sup>1</sup> A slight drop in 2016 was followed by a significant decline in 2017 due to election-related unrest, but arrivals were starting to

rebound (reaching 159,000 in 2019), before COVID-19-related international border closures saw numbers plummet in 2020 and 2021. International overnight visitor arrivals have yet to return to pre-pandemic levels, with 134,000 recorded in 2024.<sup>2</sup> Domestic tourism has reportedly been growing, but there is no data to quantify this.

Despite the changes seen in PNG's tourism sector since the 1995 Policy was released, a review of its goals, objectives, and specific policy responses shows that many highlighted then remain relevant today. They do, however, need to be reframed according to the prevailing policy context.

As PNG emerges from the protracted COVID-19 crisis within a new global travel and tourism landscape and evolving local conditions, the tourism opportunities and issues relevant to PNG today – and into the next 20 years – must shape a new Tourism Policy. Hence, the development of this Policy was convened by the TPA in collaboration with government partners in public policy and in consultation with public, private, and community tourism stakeholders across PNG.

## 1.2. Policy Development Process

To identify the current and emerging tourism policy issues relevant to a new Policy, the TPA undertook the following activities from late 2022 through early 2025:

- A review of the 1995 Tourism Policy.
- A series of Tourism Policy workshops with public, private, and community tourism stakeholders in four regional centres in PNG to canvas insights and perspectives.
- Supplementary in-depth interviews on key topics with key tourism partners across national and provincial government departments and private sector associations.
- A desk study of relevant PNG policies and plans for – or related to – tourism.
- A desk study of international practice in contemporary tourism policies.
- Drafting of the Policy based on the above, with TPA Management and Board inputs.
- Public consultation on the draft policy for stakeholder feedback and verification (via a workshop in December 2023, a two-week period for draft review and submissions, and an online survey).
- Drafting of the final National Tourism Policy with feedback from public consultations.
- TPA Board and Executive Management endorsement of the Policy in 2024.
- National Executive Council approval in 2025.

<sup>1</sup> Source: PNG TPA. This figure counts all international visitors reporting their purpose of travel as one of the following: holiday; business; meetings; incentives; conventions, and exhibitions; visiting friends and relatives; employment; education; or other. This figure excludes cruise ship passengers, which were first recorded at 6,000 daily visitors in 2008, growing to 55,000 in 2018, then falling to 51,000 in 2019 before COVID-19 disrupted this segment.

<sup>2</sup> International overnight visitor arrivals for 2024 reached 132,723, down by 8% (144,067) from 2023. Civil unrest in Port Moresby and increasing law and order issues in 2024 may have contributed to this. Cruise arrivals have somewhat recovered and close to pre-pandemic levels, with daily visitors in 2023, 31,321 (compared to 51,417 in 2019). Although domestic tourism data is not yet available, anecdotal evidence suggest this is a fast-growing market in PNG.

## 1.3. Intent of Policy and Audience

The purpose of the new PNG National Tourism Policy is to:



State a non-partisan PNG Government commitment to tourism sector development, in line with PNG Vision 2050 and the long-term tourism-specific vision formulated by public sector, private sector, and community stakeholders in 2023.



Present a Policy Framework comprising the shared Vision, Goals, Guiding Principles, and focal Policy Areas for a National Tourism Policy; and detail the specific Policy Responses and Priority Actions for each Policy Area.



Address policy priorities identified in the public-private-community-formulated PNG Tourism Sector Development Plan (TSDP) 2022–2026, and identify new/anticipated policy issues that will be relevant to future tourism sector plans.

The Policy audience is all tourism stakeholders across national and provincial Government, the private sector, and community. While it reflects all views on the future of tourism in PNG, as a public policy it represents government-specific commitments. It serves as a guide for whole-of-

government efforts to achieve the multi-stakeholder shared tourism vision. It will be complemented by the TSDPs convened by the TPA every five years, which specify agreed medium-term strategic actions for all public, private, and community stakeholders.

## 1.4. Contextual Considerations: National Policy and Planning

A wide range of policies, legislation, and plans were reviewed in the preparation of this National Tourism Policy so that it aligns with those guiding PNG's development as a nation, as well as those relevant to tourism and its related sectors.

### PNG Development Planning Framework

#### → PNG Vision 2050

The strategic direction for Vision 2050 (released by PNG's National Strategic Plan Task Force in 2011) is that *"PNG will develop and grow the manufacturing, services, agriculture, forestry, fisheries and eco-tourism sectors from 2010 to 2050"*.<sup>3</sup> Specifically for tourism, under the "Wealth Creation" pillar it states: *"Vision 2050's plans should capture this opportunity and work in collaboration with the PNG Tourist Promotion Authority and other relevant sectors to promote the tourism industry and the necessary infrastructure"*.<sup>4</sup> The Tourism Policy reflects this.

#### → PNG Development Strategic Plan (DSP) 2010–2030.

Released by PNG's Department of National Planning and Monitoring (DNPM) in 2010, this long-term country strategy specifies two strategies for tourism in PNG: (i) increasing the capacity of infrastructure and facilities to cope with the rise in tourists; and (ii) increasing the appeal of the PNG experience for the visitor so that more visitors will want to come.<sup>5</sup> The Tourism Policy has been developed to align with this.

<sup>3</sup> PNG Vision 2050, p. 3.

<sup>4</sup> Ibid., p. 51.

<sup>5</sup> PNG Development Strategic Plan 2010–2030, p. 104.

## → PNG Medium-Term Development Plan 2023–2027 (MTDP IV)

Under the theme “National Prosperity through Growing the Economy”, MTDP IV has 12 strategic priority areas (SPAs) to achieve development objectives to: (i) grow the economy to K200 billion by 2030, (ii) create one million additional jobs, and (iii) improve the quality of life for all:

1. Strategic Economic Investment
2. Connect PNG Infrastructure
3. Quality and Affordable Health Care
4. Quality Education and Skilled Human Capital
5. Rule of Law and Restorative Justice
6. National Security
7. National Revenue and Public Finance Management
8. Digital Government, National Statistics, and Public Service Governance
9. Research, Science, and Technology
10. Climate Change and Natural Environment Protection
11. Population, Youth, and Women Empowerment
12. Strategic Partnerships

Most of these have relevance to tourism and have been studied in the development of this Policy. Of key relevance is SPA 1 (Strategic Economic Investment), which specifies “National Tourism Arts and Culture Development” as one of 11 “Deliberate Intervention Programs”. Three tourism-specific investment programs will support this: (i) tourism MSME development; (ii) sustainable tourism development; and (iii) tourism hubs development.<sup>6</sup> They are reflected in this Policy.

## → National Strategy for Responsible Sustainable Development for PNG (StaRS)

Supplementing the above national plans is the Department of National Planning and Monitoring (DNPM) strategy focusing on long-term responsible sustainable development of PNG’s resources. StaRS (Edition 2, 2014) highlights the importance of the intact environment as the basis of a future economy, and recognises tourism as part of the future economy. The strategy identifies the need for investment to create decent jobs and increased income in environmentally significant sectors like cultural and ecotourism.<sup>7</sup> This Policy supports this direction.

## Tourism-specific Policies, Legislation, and Planning in PNG

Whereas this Tourism Policy provides a necessary update to the 1995 version, the Tourism Promotion Act of 1993 remains out of date. Its anticipated revision in 2025 will set the legislative framework needed to support a new era of tourism development in PNG.

Meanwhile, the TPA-convened TSDP 2022–2026 serves as the sector’s current development strategy. Its short- to medium-term focus is expressed in the following vision for tourism, framed around sector recovery from the COVID-19 crisis: “Revive and grow a resilient, inclusive and sustainable tourism sector in PNG”. The TSDP features tourism development strategies for public and private

sector partners for the current four-year period. One such strategy is the Government’s development of a new Tourism Policy to not only support the current and future TSDPs with the necessary public policies, but also shape future TSDPs according to a longer-term vision for tourism. This Policy fulfils that intention. It considers the existing – and potential – TSDP strategic challenges that require Government-led policy solutions.

Further to these national tourism documents, nine provinces also have tourism policies, legislation, or plans which have been considered in the development of this new National Tourism Policy (See Annex 1).

<sup>6</sup> MTDP IV, p. 116.

<sup>7</sup> National Strategy for Responsible Sustainable Development for PNG (StaRS), Edition 2, 2014, pp. 17–18.

## Tourism-related Policies, Legislation, and Planning in PNG

As tourism is a sector that relies on – and impacts – multiple other sectors, the preparation of this Policy has given consideration to many Government policies, legislation, and plans for tourism-related themes outside of the TPA's mandate. Of most relevance are those covering the following tourism-related themes, but not limited to:

- Transport (Air, Road, Sea)
- Private Sector Investment
- MSME Development
- Culture
- Environment
- Community, Women, and Youth
- National Standards
- Employment, Education, and Training
- Land

- Information and Communication Technology (ICT)
- Energy
- Health
- Cross-border Facilitation
- Climate Change and Disaster Risk Management
- Law and Order

A list of the most relevant policies, legislation, and plans across these themes is featured in Annex 2, together with others that fall under broader economic, social, infrastructure, and cross-cutting themes. They have all informed the current situation analyses for this National Tourism Policy. Furthermore, these policies, legislation, and plans – and their future iterations – are integral to realising whole-of-government policy responses.

## Intentions for PNG Tourism Policy Alignment

It is pertinent that all policies, subordinate legislations, plans, programs, projects, activities, and all other matters that are developed at the subnational level, including through the Provincial Administrations, District Development Authority boards, City Councils and SPAs' managing authorities, must be made to be consistent

with this Policy. This is to ensure that policies, subordinate legislations, plans, programs, projects, and activities are streamlined to reflect the objective of the Policy, and are effectively coordinated at all levels.<sup>8</sup> The role of the TPA is crucial in this regard.

## 1.5. Contextual Considerations: The Tourism Landscape

The preparation on this Policy has also given consideration to the prevailing tourism landscape in PNG and further afield.

### The Tourism Landscape in PNG

#### → Institutional arrangements and coordination mechanisms for tourism in PNG

Tourism development requires whole-of-government support, as well as public, private, and community collaboration. Therefore, governance structures and coordination platforms/practices are central to tourism policy. The situation analyses under each Policy Area give consideration to the respective roles of:

the TPA as the national lead agency for the sector; national Government partner agencies whose policies and plans do (or should) recognise tourism-related responsibilities; provincial and local-level governments as sub-national leaders/counterparts in sector development; industry associations as representatives of the private sector; and the community (or representatives, e.g. landowners and leaders).

<sup>8</sup> Advice of the Office of the State Solicitor, 2024

## → The “tourism industry” in PNG, as currently defined

The Tourism Promotion Authority (TPA) Act 1993 refers to tourism as ‘services by way of transport, hotel accommodation, tour guides, attractions, sports and entertainments’.<sup>9</sup> However, it does not define all types of businesses in the tourism value chain. This presents a challenge to overseeing, updating, or creating the industry guidance and/or regulations necessary now and in the future. This Policy recognises the need for the proposed new Act to clearly define the industry according to different business types.

## → Growth in tourism arrivals in PNG to date

Although PNG has rivalled Pacific neighbours with a tripling of tourism arrivals since the last Tourism

Policy was launched in 1995, much of this growth has been driven by the business market. Growth in the leisure tourism segment has been slower in PNG than in other Pacific island tourism destinations. The challenges contributing to this are discussed in the Situation Analyses for the respective Policy Areas.

## → Growth in tourism supply in PNG to date

PNG’s tourism accommodation and related visitor products and experiences have grown significantly in number, size, and level of sophistication in recent years, particularly in Port Moresby. While this suggests favourable investment conditions to some extent, this Policy also considers the investment constraints that have limited capacity to meet supply gaps for certain product types and/or quality levels.

# The Global and Regional Tourism Landscape

## → Global tourism trends

The Policy considers tourism trends that are expected to shape destinations in the coming years. Of most relevance is that more travellers are demanding unspoilt natural environments and authentic cultural experiences. They are also seeking to minimise their footprint on destinations and maximise their contribution to local communities. At the same time, host communities are demanding better protection of their environment, culture, and society from the negative impacts of tourism. Therefore, policies that support sustainable and inclusive destinations are central to this Policy.

## → The United Nations (UN) Sustainable Development Goals (SDGs) and tourism

Tourism’s contribution to the SDGs is recognised by governments globally. As explained in the UN Tourism’s 2019 “Tourism4SDGs” positioning, tourism directly supports SDG 8 (inclusive and sustainable economic growth), SDG 12 (sustainable consumption and production), and SDG 14 (sustainable use of oceans and marine resources), while indirectly supporting all of the 17 SDGs.<sup>10</sup> The relevance of these is reflected in this Policy.



## → The Pacific Sustainable Tourism Policy Framework (PSTPF)

The 2021 Pacific Tourism Organisation (SPTO) PSTPF set out the region’s shared vision, goals, and priorities for sustainable tourism policy.

### PSTPF ‘Pacific 2030’ Vision



*We are empowered by, and benefiting from tourism that is resilient, prosperous, and inclusive. It improves the wellbeing of our communities and protects, restores and promotes our cultures, islands and ocean ecosystems. ♡*

### PSTPF Goals

1. Prosperous Economies. Tourism supports prosperous and resilient economies.
2. Thriving and Inclusive Economies. Tourism supports the empowerment and well-being of our communities.
3. Visible and Valued Cultures. Tourism amplifies and promotes our culture and heritage.
4. Healthy Islands and Oceans. Tourism accelerates climate action, protects ecosystems, and supports resilience.

<sup>9</sup> Tourism Promotion Authority Act 1993, Part 1, Section 2, p. 2.

<sup>10</sup> UN Tourism (published under the previous name, UNWTO) *Tourism for SDGs*.



Developed in collaboration with national tourism offices across the Pacific islands, the PSTPF was subsequently endorsed by respective tourism ministers through the Pacific Sustainable Tourism Commitment, to which PNG became a signatory in 2023. The subsequent launch of the Pacific Sustainable Tourism Standard (PSTS) provided a tool

to help destinations and industry apply the PSTPF. Both the PSTPF and PSTS have informed the development of this Policy. The PSTPF goals align with the Policy's cross-cutting themes, and their criteria have been adopted in the situation analysis of each.

## 1.6. Definitions

Term	Definition
<b>Adventure Tourism</b>	A type of tourism which usually takes place in destinations with geographic features and landscapes and tends to be associated with a physical activity, cultural exchange, interaction, and engagement with nature. <sup>11</sup> It is typically classified according to "soft adventure" (the type of adventure tourism that requires little or no experience and is low risk, e.g. a moderate hike) or "hard adventure" (which requires greater levels of skill and incorporates more of significant risk, e.g. Kokoda Trail).
<b>Cultural Tourism</b>	A type of tourism activity for which the visitor's motivation is to learn, discover, experience, and consume the tangible and intangible cultural attractions/products in a tourism destination. <sup>12</sup>
<b>Destination Management</b>	Destination management consists of the coordinated management of all the elements that make up a tourism destination. It takes a strategic approach to link up these sometimes very separate elements for the better management of the destination. Joined-up management can help to (i) avoid overlapping functions and duplication of effort with regards to promotion, visitor services, training, and business support; and (ii) identify any management gaps that are not being addressed. <sup>13</sup>
<b>Destination management organisation (DMO)</b>	In the past, DMO typically meant a destination marketing organisation. However, it now more commonly refers to a destination management organisation, in recognition of the importance of having an agency with a broader mandate covering destination management as described above.  According to UN Tourism, the DMO's role should be to lead and coordinate activities under a coherent strategy in pursuit of this common goal. <sup>14</sup>
<b>Destination Stewardship</b>	A process by which local communities, government agencies, NGOs, and the tourism industry take a multi-stakeholder approach to maintaining the cultural, environmental, economic, and aesthetic integrity of their country, region, or town. <sup>15</sup> This requires a suitable dialogue and coordination mechanism, such as a destination stewardship council. (A DMO has an important role to play in enabling this).
<b>Domestic Tourist</b>	A person who travels outside their usual environment, within their country of residence for less than one year, and returns to their usual environment. (It does not need to be overnight to qualify as a tourism visit). <sup>16</sup>

<sup>11</sup> UN Tourism (published under the previous name, UNWTO). [Glossary of Tourism Terms](#).

<sup>12</sup> Ibid.

<sup>13</sup> UN Tourism (published under the previous name, UNWTO). [Policy and Destination Management](#).

<sup>14</sup> Ibid.

<sup>15</sup> [Global Sustainable Tourism Council](#).

<sup>16</sup> Domestic Tourism Data Collection Methodologies Recommendations for Papua New Guinea, 2023.

Term	Definition
<b>Ecotourism</b>	A type of nature-based tourism activity in which the visitor's motivation is to observe, learn, discover, experience, and appreciate biological and cultural diversity with a responsible attitude to protect the integrity of the ecosystem and enhance the well-being of the local community. <sup>17</sup>
<b>Host Communities</b>	Those who live in the vicinity of the tourist attraction and are either directly or indirectly involved with, and/or affected by tourism activity. <sup>18</sup>
<b>Niche Tourism</b>	A type of tourism activity/experience that is of special interest to a particular market segment (e.g. birdwatching, diving, war history). <sup>19</sup>
<b>Resource Custodian</b>	The landowner(s) or appointed representatives of an area or site. <sup>20</sup>
<b>Safeguard</b>	A law, rule, or measure intended to prevent someone, or something, from being harmed. <sup>21</sup>
<b>Sustainable Tourism</b>	Tourism that takes full account of its current and future economic, social, and environmental impacts, addressing the needs of visitors, the industry, the environment, and host communities. <sup>22</sup>
<b>Tourism Hubs and Spokes</b>	An approach to developing a destination based on focusing investments around hubs (typically determined according to their position as a transport hub with tourism appeal) and branching out to accessible locations (spokes) that offer complementary visitor experiences. <sup>23</sup>
<b>Tourism Association</b>	A group of tourism stakeholders typically formed to represent the interests of a location or product/experience type in tourism development discussions, government lobbying, and other activities. Usually a not-for-profit entity, with private sector membership. <sup>24</sup>
<b>Tourism Industries</b>	All establishments for which the principal activity is a tourism characteristic activity. Tourism industries (also referred to as tourism activities) are the activities that typically produce tourism characteristic products. <sup>25</sup>
<b>Tour Operator</b>	A person or company which creates and/or markets inclusive tours and subcontracts with suppliers to create a package. Most tour operators sell through travel agents and/or directly to clients. <sup>26</sup>
<b>Tourism Product</b>	A combination of tangible and intangible elements, such as natural, cultural, and man-made resources, attractions, facilities, services, and activities around a specific centre of interest which represents the core of the destination marketing mix and creates an overall visitor experience including emotional aspects for the potential customers. <sup>27</sup>
<b>Tourism Value Chain</b>	The sequence of primary and support activities fundamental to the tourism sector's performance. Linked processes such as policy-making, integrated planning, product development, promotion and marketing, distribution and sales, and destination operations and services are the key primary activities of the tourism value chain. Primary activities include accommodation and transport. Support activities include food and beverage, other infrastructure, human resource development, technology, and other complementary goods and services which may not be related to core tourism businesses but have a high impact on the value of tourism. <sup>28</sup>

<sup>17</sup> UN Tourism. [Glossary of Tourism Terms](#).

<sup>18</sup> Author's description.

<sup>19</sup> Author's description.

<sup>20</sup> Author's description.

<sup>21</sup> [Collins Online Dictionary](#).

<sup>22</sup> UN Tourism. [Sustainable Development](#).

<sup>23</sup> Author's description.

<sup>24</sup> Author's description.

<sup>25</sup> UN Tourism (published under the previous name, UNWTO). [Glossary of Tourism Terms](#).

<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid.





## Section 2

---

# POLICY FRAMEWORK

## 2.1. Tourism Policy Statement

“The Government of PNG recognises the potential of tourism to support economic development objectives, while promoting and preserving our rich cultural and natural heritage. In accordance with this, a whole of Government approach to developing the tourism sector has been adopted, and multiple public agencies will play a role in pursuing the long-term vision, as determined by public, private and community stakeholders in 2023:

**Shared Vision for Tourism in PNG:** *Tourism will be a thriving and resilient economic sector for PNG. Our nation will be recognised globally for offering compelling visitor experiences and demonstrating best practice in sustainable and inclusive tourism development.*

Our Government agencies' shared commitment to this Vision will be demonstrated through a collaborative approach to pursuing Policy Goals, adhering to its Guiding Principles, and delivering on the Policy Responses and Priority Actions identified for 15 Policy Areas.

## 2.2. Tourism Policy Goals

Underpinning the Shared Vision for Tourism in PNG are four outcome-level goals for this National Tourism Policy. These can be achieved with ongoing public, private and community collaboration in tourism planning and development:

- 1 Grow the supply of quality visitor experiences in best-prospect tourism hubs.
- 2 Achieve global benchmarks in sustainable tourism.
- 3 Strengthen PNG's global competitiveness as a niche tourism destination.
- 4 Increase the value of tourism to employment, revenues, and SME growth.

These high-level Policy Goals will be monitored and evaluated, alongside the more detailed results measurement included in the medium-term TSDPs.

## 2.3. Guiding Principles

Seven Guiding Principles for the Policy were identified during public, private, and community consultations. These represent necessary conditions for tourism development in PNG:

- 1 Tourism development will be based on planning informed by (a) public, private, and community consultation plus (b) tourism market evidence.
- 2 Tourism development will be undertaken according to laws and practices that avoid negative environmental, cultural, and social impacts.
- 3 Tourism development will protect the interests of resource custodians and enable their participation, if so desired.
- 4 Tourism development will progress inclusive economic opportunities for host communities, including marginalised groups.
- 5 Tourism development will prioritise resiliency of places, assets, businesses, and people to the effects of climate change, natural hazards, and other external or internal crises.
- 6 Tourism development will be monitored, and its negative and positive impacts assessed, allowing for adaptive planning and management where required.
- 7 Tourism development will target high-yield travellers who value and respect PNG's unique attributes.



## 2.4. Policy Areas and Rationale

The National Tourism Policy is framed around 15 key Policy Areas comprising five cross-cutting themes in tourism development and 10 tourism-enabling functions. The five cross-cutting themes have been crafted to reflect the PNG context while aligning with the goals of the SPTO's PSTPF. They are relevant across the remaining 10 policy areas that represent the various functions required to enable tourism.

### Policy Areas: Cross-cutting Themes



#### 1. Environmental Sustainability

Ensuring that tourism development in PNG does not negatively impact the environment – and using tourism to help preserve biodiversity – requires public policies that instil environmentally sustainable tourism development planning and practice.



#### 2. Cultural Heritage Preservation and Promotion

Ensuring that tourism development in PNG does not negatively impact cultural heritage – and using tourism to help promote and protect it – requires public policies that instil culturally sustainable tourism development planning and practice.



#### 3. Empowerment of Resource Custodians

Ensuring that tourism development activity in PNG does not exclude or exploit custodians of tourism resources requires public policies that provide them with adequate safeguards, information, and support.



#### 4. Inclusive Economic Growth

Ensuring that the economic opportunities tourism offers are accessible to more Papua New Guineans requires public policies that support employment and entrepreneurship for women and men, including marginalised groups, in both urban and rural areas.



#### 5. Resilience Building

Ensuring that tourism infrastructure, sites, communities, and businesses can be resilient in the face of threats from the effects of climate change, natural hazards, and internal or external crises requires public policies and mechanisms that help build resiliency.

### Policy Areas: Tourism-enabling Functions



#### 6. Tourism Sector Governance

Achieving PNG's tourism policy and planning goals in a new era requires an effective governance structure for the sector.



#### 7. Air Connectivity

Growing PNG's target tourism markets requires Government efforts to improve destination competitiveness in terms of air access (price, availability, reliability, and safety) to and within PNG.



#### 8. Hub-based Destination Development

Developing compelling destinations in PNG requires a planned approach, focusing national Government efforts on destination hubs with the best prospects for visitation.



#### 9. Niche-based Visitor Experience Development

Attracting high-yield, niche travellers to PNG, within a highly competitive global tourism marketplace, requires Government leadership and support in developing and sustaining compelling tourism experiences.

## Policy Areas: Tourism-enabling Functions



### 10. Investment in Tourism Supply

Growing a sustainable tourism sector requires ongoing Government commitment to an enabling business environment for resource owners and private sector to invest in sustainable, market-ready tourism products and services.



### 11. Public Infrastructure and Services

Strengthening PNG as a tourism destination requires Government investment in public infrastructure and services (e.g. for transport, ICT, energy, water, waste management, major events and health) that meet both community and visitor needs.



### 12. Tourism Industry Standards

Ensuring PNG's visitor experiences meet global benchmarks in tourism quality, sustainability, resilience, accessibility, and health and safety requires Government policy that supports effective industry standards.



### 13. Workforce Development

Building a skilled tourism workforce that benefits from fair income opportunities and supports quality tourism supply requires enabling legislation combined with investment in education, training, and employment programs.



### 14. Destination Marketing

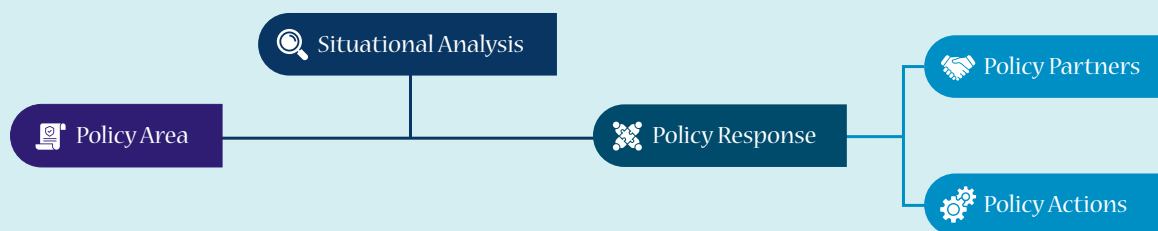
Generating visitor demand requires Government investment in promoting PNG and its market-ready destinations and niche experiences to target markets.



### 15. Visitor Entry and Safety

Providing a welcoming and safe visitor experience requires conducive border and safety controls.

A detailed situation analysis of each of these Policy Areas is undertaken in Section 3, leading to the identification of a corresponding Policy Response, supported by Policy Partners and Prioritised Actions.







## Section 3

---

# POLICY DIRECTIONS BY POLICY AREA





The section details the National Tourism Policy direction for the 15 Policy Areas. Each subsection commences with a situation analysis presenting the state of play and prevailing policy challenges. It concludes with a Policy Response, listing Policy Partners and Priority Actions. Some of these actions align with prevailing TSDP strategies, while others reflect new strategies to be incorporated in the next TSDP.

## FIVE CROSS-CUTTING THEMES



### 3.1. Environmental Sustainability

#### Current Situation and Analysis of Challenges



##### Context

Demands for tourism to be a more environmentally sustainable industry are intensifying globally. Host communities are seeking better protection of their environment from the negative impacts of uncontrolled tourism. Some governments have introduced (or are considering introducing) a visitor levy to support sustainability objectives.<sup>29</sup> At the same time, travellers are increasingly seeking destinations with unspoilt nature that demonstrate environmentally sustainable practices, whilst also seeking ways to reduce their own footprint on the environment in their travels.

PNG's tourism industry has long recognised the appeal of the country's diverse natural environment to visitors, and the importance of protecting it. The Tourism Policy of 1995 highlighted this.<sup>30</sup> Almost three decades later, it is one of the highest priorities shared by tourism stakeholders, as evident in the TSDP 2022–2026 mission statement: "To make the PNG tourism sector a lead contributor to the national economy and preserve PNG's history, living cultures and natural environment for future generations."<sup>31</sup> Environmental sustainability also emerged as a key theme in the development of the shared Vision and Guiding Principles for this new Tourism Policy. Furthermore, in 2023 PNG became a signatory to the "Pacific Leaders Sustainable Tourism Commitment". This ministerial endorsement of the SPTO's PSTPF ratified PNG's commitment to its goals

and priorities, with one of the goals (Healthy Islands and Oceans) featuring a priority dedicated to environmental sustainability, namely "Protection of Islands and Oceans".<sup>32</sup>

Within this context, there are growing calls for better protection of PNG's biodiversity, and conservation of environmental assets for, in, and by tourism. These three aspects of environmental sustainability are currently being addressed to varying degrees in PNG by a range of policies, legislation, regulations, plans, and practices.



##### State of play across different aspects of environmental sustainability relevant to tourism

##### • Environmental Sustainability FOR Tourism.

Beyond the most important reason for environmental sustainability (i.e. sustaining the environment for Papua New Guineans now and for generations to come), is the need to sustain it for tourism - as a sector prioritised by the Government as part of the future economy.<sup>33</sup> PNG's distinctive biodiversity, unspoilt landscapes, and pristine marine ecosystems are central to its tourism appeal. Sustaining these is critical to PNG's future as a destination sought by travellers who respect and value such unique attributes.

<sup>29</sup> For example, the Palau Pledge, the Fiji Environment and Climate Adaptation Levy (on hold), and the New Zealand International Visitor Conservation and Tourism Levy.

<sup>30</sup> 'Environment' was one of four goal areas in the PNG National Tourism Policy (1995). It specified two goals: "To preserve, protect, and sustain the biodiversity and natural environment of our country", and "To encourage and promote the diverse biodiversity, cultures and national heritage of PNG" (p.5).

<sup>31</sup> PNG TSDP 2022–2026, p.15.

<sup>32</sup> PSTPF, p.8.

<sup>33</sup> National Strategy for Responsible Sustainable Development for PNG, (StaRS) Edition 2, 2014, p.12.

The mandate for environmental protection and sustainability in PNG lies with the Conservation and Environment Protection Authority (CEPA), primarily under the Environment Act 2000 and Protected Areas Act 2024. The former legislation establishes the regulatory function of the CEPA to regulate major development activities while the latter facilitates the establishment of protected areas. These two Acts provides for managing and protecting the environment while allowing for sustainable development. Specific examples of the CEPA-led efforts to support environmental sustainability include:

- Implementation and monitoring of PNG's Environmental Regulations of 2002.
- PNG's commitment to biodiversity conservation and environmental sustainability as a signatory to the UN Convention on Biological Diversity and associated multilateral environmental agreements, including regional commitments to biodiversity protection such as the Coral Triangle Initiative.
- The declaration and management of protected areas. Under the recently enacted Protected Areas Act 2024, the CEPA is the responsible agency for establishing marine and terrestrial protected areas. The importance of ensuring sustainable community livelihoods in protected areas is recognised in the CEPA's Policy on Protected Areas 2014. The PA Act 2024 repealed the then Conservation Areas Act 1978 and the Fauna (Protection and Control) Act 1966.
- The protection of wildlife through the International Trade (Flora and Fauna) Act 1979 and Fauna (Protection and Control) Act 1966. Administered by CEPA, these serve to implement the Convention on International Trade of Endangered Species.

Alongside the CEPA are other national agencies with complementary mandates supporting conservation. The PNG Forest Authority (PNGFA), under the Forestry Act 1991, has a role in the conservation and renewal of forest resources. The National Maritime Safety Authority (NMSA), under the NMSA Act of 2003, has a role in protecting the marine environment from pollution. The National Fisheries Authority (NFA), under the Fisheries Management Act 1998, has a role in sustainably managing and developing the fisheries sector. And, the National Oceans Office (NOO) of the Department of Justice and Attorney General (DJAG) is responsible for coordinating overall management of ocean space in accordance with the Maritime Zones Act 2015.

While the TPA does not have the mandate to directly influence environmental policy, it stands committed to collaborate with the CEPA and other national agency

partners, as well as provincial and local governments, in promoting sustainable tourism activities and improving standards of community livelihoods through protected and conserved areas.

#### • Environmental Sustainability IN Tourism.

Environmental Regulations provide controls for site-specific development and operation in all sectors – including tourism – to be done in an environmentally sustainable manner. They detail different requirements for project development according to activity categories (i.e. levels 1, 2a, 2b, and 3). Although tourism developments are not specified under the activity list, a small or large accommodation is typically considered to be level 1 or 2, while level 3 indicates the largest investment projects (valued at more than K50 million). Under the Environment (Amendment) Act 2014, any level 2 or 3 activity that may result in serious environmental harm and have significant negative impact on a matter of national importance requires an environmental impact assessment (EIA).

Within the context of the CEPA leading all environmental policy planning, regulating, and monitoring, the TPA has an important role in supporting tourism-specific environmental policy, as per the overarching function set out in the Tourism Promotion Authority Act of 1993: "To foster the development of tourism in PNG so as to maximise the economic benefits of the industry to PNG whilst minimising any disruption to society, culture and the environment".<sup>34</sup> The only task specified for this is "to monitor and report the effects of international tourism on PNG society, culture and environment", but this has not been the subject of any formal reporting to date. While other tasks are not specified in the Act, the TPA has long been promoting and enabling environmental sustainability through tourism awareness activities with the industry and host communities, and through product development advice to operators. Furthermore, the TPA-convened TSDP 2022–2026 references environmental sustainability and lists the CEPA as a partner responsible for "developing policy, protecting the environment, and for enforcing the regulations on environment and biodiversity sustainability".<sup>35</sup> The CEPA's role in the TSDP was identified as working with traditional resource owners and wider industry to properly use – and preserve – environmental resources in tourism development. Although specific activities are not detailed, and although coordination mechanisms have yet to be fully mobilised, preparing this new Tourism Policy has strengthened cross-agency cooperation for future priorities.

<sup>34</sup> Tourism Promotion Authority Act 1993, Part II, Section 5.

<sup>35</sup> TSDP 2022–2026, p. 120.

- **Environmental Sustainability BY Tourism.**

As identified in SPTO's PSTPF, a destination's tourism sector can proactively support environmental sustainability outcomes.<sup>36</sup> For example, policies that enable the tourism industry's adoption of environmentally friendly technologies can serve as a catalyst for their uptake by the community or other businesses. Or, incorporating information about environmental threats and sustainability considerations into tourism awareness for host communities, and product development advice for industry, can influence more environmentally conscious behaviours. Similarly, initiatives that encourage and enable visitors to contribute to environmental projects can attract the funds or help needed to achieve sustainability objectives. Consultations indicate such opportunities are not yet being realised in PNG.



### Summary of challenges according to key topics

Understanding challenges related to tourism and environmental sustainability in a destination is a complex endeavour. It warrants extensive analysis, from the macro level (e.g. identifying issues within overarching governance systems) through to identifying site-specific issues. While it has not been possible to undertake such an in-depth analysis for the purpose of this Policy, research and consultations have been able to identify general challenges that indicate the need for more extensive policy analysis and reforms. The following snapshot of these challenges is framed according to key topics in SPTO's PSTS.<sup>37</sup>

- **Biodiversity Conservation**

Although PNG has the above-noted environmental laws that provide for the protection of natural sites, habitats, species, and ecosystems, consultations in 2023 highlighted stakeholder concerns that the current measures are not sufficient to support conservation intentions. Of critical concern is extractive industries' activities encroaching on biodiversity conservation sites directly or indirectly, and inadequate monitoring and enforcement of existing laws. Also noted are concerns related to cruise tourism with respect to the impact of shoreline/seabed clearing for port infrastructure, and the risk of pollution as a consequence of waste disposal, vessel grounding, or anchoring. In addition, biosecurity concerns stemming from international visitors have been raised as a threat to be managed. Consultations also highlighted risks associated with a lack of

awareness amongst some landowners/communities of threats to biodiversity, and a lack of awareness amongst the tourism industry of laws and regulations related to conservation as it pertains to their activities.

- **Planning and Development Controls**

Although the above-mentioned regulations provide for the protection of the environment in site development, tourism stakeholders have expressed concerns that they may not be sufficient to manage the impacts of larger-scale investments located near areas of tourism potential, and that compliance is not assured due to insufficient monitoring and issuing of penalties. A key challenge in this regard lies with the implementation of national regulations at the local level due to insufficient coordination with and resourcing of sub-national agencies. For land-based tourism-specific developments, most tourism investors are typically spared the burden of conducting an EIA based on current criteria. While this is favourable in terms of the "business enabling environment", this also raises the risk of a careless tourism investor damaging the environment.

- **Visitor Management**

To date there have not been any Government-led policies or support programs for managing visitor numbers at sites frequented by tourists. However, managing site "carrying capacity" is essential for a sustainable tourism destination, and there is a need to urgently address this for the Kokoda Trail, other emerging hiking tracks, and sites visited by passengers from large cruise ships. As tourism grows, so will the need to control visitation at certain locations to avoid environmental harm from excessive foot traffic or use of resources. This may call for new regulations for public sites. For community and private sites, it may call for support to landowners/businesses in determining carrying capacities.

- **Wildlife Protection and Animal Welfare**

As noted above, PNG has laws and conventions to protect its wildlife. However, there continues to be wildlife hunting for removal of parts of certain endangered species such as bird of paradise and cuscus; these are used for cultural attire and traditional bilas (the practice of body adornment). Consultations in 2023 highlighted a need to strengthen policies, awareness, monitoring, and compliance measures to sustain PNG's fauna as a tourism attraction, while at the same time so that tourism – or any – activity does not negatively impact it.

<sup>36</sup> PSTPF, p. 34 (Goal 4, Outcomes 2 to 5).

<sup>37</sup> The PSTS was launched in late 2023 to provide a series of benchmarks to support destination and industry implementation of the PSTPF. The destination criteria under the 'Protection of Islands and Oceans' priority has been adopted for this analysis of challenges.



## • Water Resource Management

The Environment Act 2000 sets out the conditions for the use and preservation of PNG's water resources, for which oversight sits with the CEPA. Although accommodation establishments can typically use a relatively larger volume of water per person than the average home, tourism operators in PNG reportedly try to practice sustainable water use. The main water resource management concerns for the tourism industry lie with managing supply in times of drought and protecting natural water sources from pollution. As tourism grows in PNG, it will be necessary to ensure that it does not deplete local supply where it is limited. This calls for public policies and infrastructure, as well as information and support for the private tourism sector to encourage investment in water harvesting and storage systems.

## • Waste Management

PNG's Environment Regulations of 2002 require solid waste and wastewater to be managed in a way that does not harm the environment. Failure to comply results in penalties. This in theory protects the environment from the uncontrolled dumping of waste. However, in reality, this is a significant risk to the community and to PNG's reputation as a destination based on environmental credentials. Furthermore, as there is currently no policy regarding recycling, PNG is falling behind other sustainable tourism destinations.

For PNG's tourism businesses, while they tend to recognise the importance of environmentally friendly waste management and demonstrate some related practices, there are also accounts of damaging waste disposal behaviours due to inadequate public services. As tourism grows, so will the need to strengthen policy measures and industry standards that support better waste management for – and within – the tourism industry.

Finally, as noted above, there is a need for clear controls and strategies for managing waste disposal from cruise ships, which requires collaboration between the NMSA, TPA, and cruise industry partners.



## Conclusion

The identified challenges require a range of policy solutions focusing on environmental sustainability in general, as well as a tourism-specific response to include environmental management benchmarks in tourism industry standards. This calls for strengthening the TPAs collaboration with national partner agencies in terrestrial and marine biodiversity conservation, including the CEPA, NMSA, NOO, NFA, and PNGFA, as well as with provincial governments. It also calls for collaborating with PNG's National Institute of Standards and Industrial Technology (NISIT) for guidance on adapting the International Organization for Standardization (ISO) international standard ISO 14001 for environmental management systems.<sup>38</sup>

A key policy challenge lies in having sufficient environmental controls for investors to prevent damage to the natural environment, while also enabling the development of sustainable tourism products that preserve land/seascapes and biodiversity, attract environmentally conscious travellers, and play an important role in building awareness about the environment.



<sup>38</sup> ISO 14001:2004 is applicable to any organisation that wishes to establish, implement, maintain, and improve an environmental management system, to assure itself of conformity with its stated environmental policy, and to demonstrate conformity with ISO 14001:2004.

## Policy Area 1: Environmental Sustainability



### Policy Response:

Government will provide the controls and support necessary to conserve PNG's rich terrestrial and marine biodiversity for, in, and by tourism.



### Policy Partners:

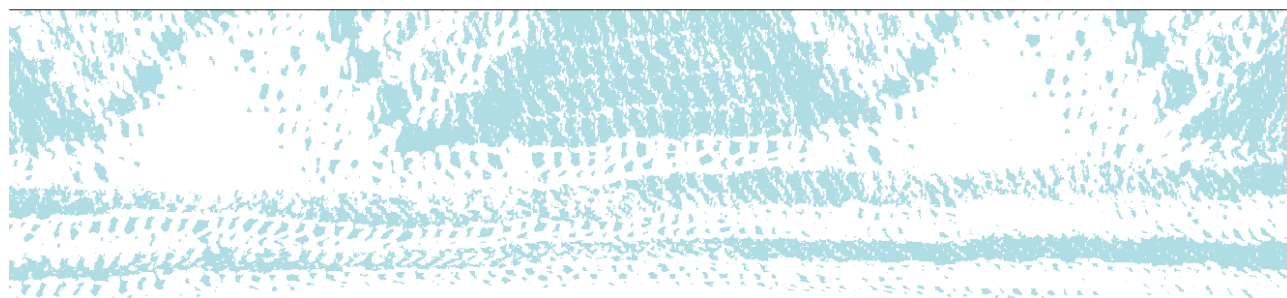
CCDA, CEPA, Department of Treasury, DJAG, DLPP, DNPM, DPLGA, DOF, IR, LLGs, NCC, NFA, NISIT, NMAG, NMSA, NOO, PGs, PNGFA, SEZA, TPA.  
In collaboration with communities/landowners.



### Priority Actions:

- a. Environmental sustainability priorities identified in this Policy will be the subject of a working group under the TSDPISC.
- b. The TPA, CEPA, and policy partners will strengthen collaboration to align future environmental-related policies and plans, clarify respective functions across intersecting priorities, and coordinate the implementation of activities.
- c. Environmental regulations will be updated, awareness about them will be enhanced, and compliance measures will be strengthened, to protect PNG's natural environment from the negative impacts of human activity.
- d. Environmental regulations for tourism development and/or operations will be clarified according to activity type and location.
- e. Tourism operations will be supported in complying with environmental laws via improved TPA tourism industry standards, guidance on standards compliance, advice on developing site management plans, and other awareness/support mechanisms delivered by partner agencies.
- f. Methods for determining site carrying capacity will be adopted for public sites of environmental significance and shared with owners of other visited tourism sites.
- g. Ecotourism developments that preserve ecosystem biodiversity, and promote awareness about it, will be prioritised for development support.
- h. The development of passenger cruises in PNG will be guided by a subsequent Cruise Strategy, placing emphasis on eco-system biodiversity protection, safety at sea, and carrying capacity mechanisms.
- i. Tourism operations' capacity to adopt more sustainable equipment and practices in waste and water management will be enabled by targeted policy instruments. Options to be explored include fiscal incentives, grants, and bulk sourcing of supplies.
- j. Sustainable tourism values related to the environment will be central to community and visitor awareness activities.
- k. Visitors to PNG will contribute to climate-compatible tourism development via a Green Fee.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*







## 3.2. Cultural Heritage Preservation and Promotion in Tourism Development

### Current Situation and Analysis of Challenges

Alongside environmental concerns, host communities in tourism destinations are also increasingly aware of the negative impacts tourism can have on cultural heritage. Such impacts include: undermining the integrity of a cultural heritage attribute through inauthentic representation, commercial exploitation of custodians of tangible culture or knowledge holders of intangible culture, and/or physical damage to assets of cultural significance. Such concerns have also been raised in PNG, but at the same time, PNG welcomes the opportunity tourism presents to promote and preserve cultural heritage.

The PSTPF's dedicated goal for "Visible and Valued Cultures", specifically, that "Tourism will amplify and promote our culture and heritage", reflects views in PNG about cultural heritage in sustainable tourism. Included in the PSTPF priorities for this goal are "to protect and promote our cultures" and "to enable prosperous cultural and creative industries".<sup>39</sup> These align with the Mission and Directive Principles identified in PNG's medium-term TSDP, as well as the Vision and Guiding Principles determined for the longer term in the development of this Policy.

#### Institutional Partners in Culture and Tourism

PNG TPA's sister agencies under the Ministry of Tourism, Arts and Culture, (the National Cultural Commission and National Museum and Art Gallery), have long collaborated on aligned priorities for culture and tourism, in accordance with their respective mandates and prevailing policies, legislation, and plans.

- *Tourism Promotion Authority (TPA)*. The TPA is mandated under the Tourism Promotion Authority Act 1993 to "foster the development of tourism in PNG so as to maximize the economic benefits of the industry whilst minimizing any disruption to society, culture and the environment". This underpins the TPA's tourism development and marketing activities, which focus heavily on PNG's diverse and rich culture. By cooperating with the NCC and the NMAG, the TPA supports cultural tourism through funding, capacity building, and promotion. It does so according to guidelines for creating authentic visitor

experiences, whilst ensuring respectful and fair treatment of custodians. In progressing the cultural tourism priorities of the current TSDP 2022–2026, the TPA acknowledges the importance of strengthening collaboration with its sister agencies.

- *National Cultural Commission (NCC)*. The NCC is mandated to protect, preserve, and promote PNG's cultural heritage under the NCC Act of 1994. While the Act makes no direct reference to tourism, the more recent National Cultural Policy 2022–2032 highlights tourism's role in promoting culture, and culture's value to PNG's tourism offering. It also indicates complementary culture-based product development and marketing functions for the NCC and TPA. Although the NCC Act and National Cultural Policy do not address risks to culture that tourism can pose, the NCC recognises these exist.

[Note: The NCC and TPA have evolved complementary roles in developing and marketing cultural tourism products and experiences. The NCC has oversight of staging festivals, registering cultural groups, and developing cultural industries (in collaboration with custodians/knowledge holders, festival committees, and PG/LLG partners). This is supported by the TPA in the form of tourism product development advice based on tourism market demand insights/data, as well as marketing and promotion].

- *National Museum and Art Gallery (NMAG)*. The NMAG is mandated by the National Museum and Art Gallery Act of 1992 to "preserve and conserve the tangible cultural heritage, historical and archaeological sites, monuments, research and documentation concerning traditional Papua New Guinean cultures, and develop museums". The Act does not make direct reference to functions related to tourism.

Provisions for protecting cultural heritage in tourism activity and supporting local creative industries are also provided for by legislation under other agencies, including Conservation and Environment Protection Authority and Investment Promotion Authority.

<sup>39</sup> SPTO, 2021. 'Pacific 2030: Sustainable Tourism Policy Framework', p. 8.

- *The Investment Promotion Authority (IPA)*. The IPA's Intellectual Property Office administers the Copyright and Neighbouring Rights Act 2000 as well as a series of international treaties that provide intellectual property rights for artistic designs and music sold to consumers or used in tourism promotion. Furthermore, the IPA and NCC have a memorandum of understanding (MOU) designed to ensure intellectual property rights for art, music, traditional performances, literature, and folklore are managed to protect them from misappropriation.

In addition, the IPA's Reserved Activities List provides cultural heritage protection as it includes many activities that represent local creative industries (e.g. *bilum* making, weaving, knitting, carving, and painting). Prohibiting non-citizens from starting commercial businesses in these areas helps protect the authenticity of Papua New Guinean cultural expression. Although these favourable measures are in place, there is a need for more community awareness and enforcement.

- *The Conservation and Environment Protection Authority (CEPA)*. Due to the close connection between the environment and culture in PNG, the Protected Areas Act 2024 indirectly support the protection of locations that share environmental and cultural heritage significance.



## Conclusion

This brief analysis demonstrates that there are good policy foundations for the protection and promotion of cultural heritage in PNG; however, more efforts are required now and as tourism further develops to ensure cultural heritage preservation and optimise its promotion. These include:

- Strengthening collaboration across agencies that overlap on tourism, culture, arts, and sustainability policy and planning, so that all risks to cultural heritage sustainability are identified and mitigated through suitable controls.
- Strengthening collaboration across agencies that overlap on tourism, culture, arts, and entrepreneurship so that opportunities for creative industry development can be identified and progressed.
- Defining evolving roles and responsibilities across partner agencies to help streamline efforts, rationalise resources, and avoid duplicative or conflicting directions.
- Strengthening engagement with cultural heritage resource owners and knowledge holders in the formulation of related, policy, planning, and monitoring.
- Monitoring and assessing threats to cultural heritage, including physical threats to public and private or community sites, as well as risks to tangible or intangible heritage attributes through commercial activity (e.g. souvenir trade, cultural performances). This includes subsequently managing risks with suitable regulatory instruments.
- Improving the mapping of tangible and intangible cultural heritage sites across PNG.
- Investing in the conservation and restoration of cultural heritage sites.
- Supporting ongoing capacity building and awareness activity amongst cultural heritage custodians so that they have knowledge and resources to protect their interests.
- Integrating cultural heritage sustainability measures to tourism industry standards.
- Improving communication with the tourism industry about cultural heritage preservation and promotion in tourism.
- Enhancing cultural heritage awareness dos and don'ts for visitor audiences.

Note: This policy area overlaps with subsequent themes in relation to the empowerment of cultural heritage custodians and economic inclusion.



## Policy Area 2: Cultural Heritage Preservation and Promotion in Tourism Development



### Policy Response:

Government will provide the support and controls necessary for tourism to preserve and promote PNG's cultural heritage, without exploitation.



### Policy Partners:

CEPA, IPA, LLGs, NCC, NMAG, OOC, PGs, SMEC, TPA.  
In collaboration with communities and cultural heritage custodians.



### Priority Actions:

- a. Cultural heritage preservation and promotion priorities identified in this Policy will be the subject of a working group under the TSDPISC.
- b. The TPA, NCC, NMAG, IPA, CEPA and other relevant policy partners will strengthen collaboration to align future culture-related policies and plans, clarify respective functions across intersecting priorities, and coordinate the implementation of activities.
- c. A Ministerial Advisory Committee will be formed under the Ministry of Tourism, Arts and Culture to coordinate policy and planning across the TPA, NCC, and NMAG. MOUs will be strengthened across partner agencies to guide collaboration.
- d. Threats to PNG's cultural heritage from business and human activity will be monitored to adequately identify all risks (to prioritise assessments of high-risk sites, plus tangible and intangible cultural expressions).
- e. PNG's tangible and intangible cultural heritage will be thoroughly mapped and records continually updated.
- f. Regulatory controls for protecting custodians and knowledge holders of tangible and intangible cultural heritage from exploitation and misappropriation in tourism activity, will be strengthened as necessary.
- g. Tourism operators will be made aware of cultural heritage protection laws and compliance practices via awareness efforts carried out by TPA and strengthened tourism industry standards.
- h. Custodians and knowledge holders of tangible and intangible cultural heritage will be made aware of their rights regarding representation in tourism activity and avenues for recourse in the event of illegalities.
- i. Custodians and knowledge holders of tangible and intangible cultural heritage who are interested in participating in the tourism sector will be supported with (i) NCC and TPA technical assistance on tourism product/experience development, including carrying capacity guidance; (ii) SMEC and TPA business advice to build commercial capacity; and (iii) TPA marketing and promotion once they are market ready.
- j. Public investment will be made in the conservation and restoration of key cultural heritage sites.
- k. Cultural tourism festivals and events under the remit of the CEPA, NCC will be supported by the TPA by way of (i) experience development advice based on market demand and (ii) marketing and promotion activity.
- l. Sustainable tourism values related to cultural heritage will be central to community and visitor awareness activity.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





### 3.3. Empowerment of Resource Custodians in Tourism Development

#### Current Situation and Analysis of Challenges

The second goal of SPTO's PSTPF is for "Thriving and Inclusive Communities", explained as "Tourism supporting the empowerment and well-being of our communities". This highlights that "community empowerment" and "community satisfaction" are critical to sustainable tourism development.

The TPA and PG, LLG, and industry partners already make efforts to ensure community engagement in tourism planning decisions. Furthermore, awareness and consultation activities are typically undertaken with landowners and community representatives in the development of tourism products and experiences. However, despite best intentions, there are concerns that:

- There is uncertainty amongst some communities and the industry about ownership and usage rights of visited sites, coupled with uncertainty amongst some custodians of their roles as stewards of resources. This restricts the potential for empowerment.
- Some host community representatives or landowners are not adequately represented in tourism planning decisions. Whereas this issue may often be an

unintentional result of not knowing who to contact for consultations or difficulties with making contact, there are also reports that not enough effort has been made to redress this. There is also evidence that a mechanism established to ensure landowner representation for a flagship tourism product (the Kokoda Trail) has faced significant challenges with ensuring adequate representation.

- There are insufficient opportunities for community representatives and/or landowners to access relevant advice and support to help them: (i) understand the opportunities and risks tourism presents, (ii) learn how the tourism industry works and how to engage with tourism business partners and visitors, (iii) gain realistic expectations for commercial benefits, and (iv) be aware of their rights and responsibilities – all before determining if/how they intend to engage with tourism development. (Note: Beyond these needs for advice and support to empower community representatives and/or landowners is a subsequent need for advice and support in progressing a tourism development opportunity if desired. This is addressed further under Policy Areas 4, 9 and 10).





## Policy Area 3: Empowerment of Resource Custodians in Tourism Development



### Policy Response:

Government will provide custodians of tourism resources with safeguards to protect their interests in tourism development and support their participation in tourism development, if desired.



### Policy Partners:

CEPA, DJAG, DLPP, DPLGA, LLGs, NCC, NMAG, PGs, SMEC, TPA.

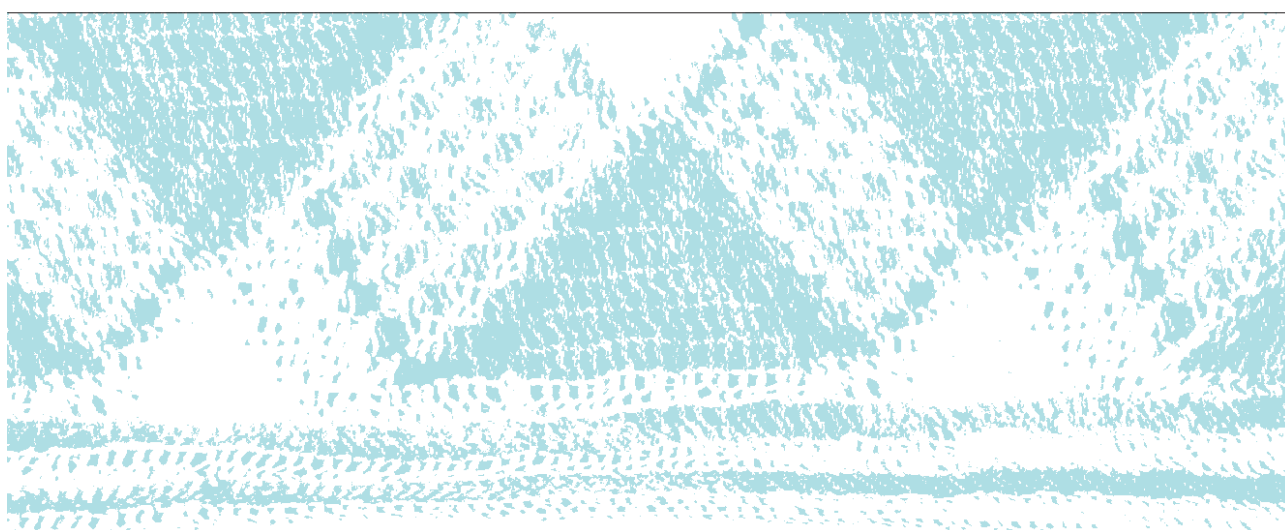
In collaboration with landowners/host communities, private sector, churches, and NGOs.



### Priority Actions:

- a. Host communities will be consulted on all tourism planning that will impact them, and will be provided regular opportunities to give feedback, as relevant to their location.
- b. All TSDP and Policy activity overseen by the TSDPISC and TPA will be assessed to determine the extent to which resource custodians are being adequately empowered in decision-making. Any shortcomings will be redressed.
- c. Resource owners of sites of touristic appeal will be provided information to equip them to decide if/how they want to engage in tourism. This will include TPA advice on the following: (i) tourism product development potential, (ii) how the tourism industry works, (iii) rights and responsibilities, (iv) options for starting a tourism venture (e.g. alone or as part or as a joint venture), and (v) benefits and risks (including realistic financial prospects). (See also Policy Areas 4 and 9.)
- d. Resource owners of potential tourism sites wanting to progress a tourism venture will be supported with technical assistance on the following: (i) preparing land to be investment-ready, (ii) connecting with sources of finance/joint venture partners, (iii) developing a sustainable and compelling visitor experience, (iv) operating a commercial business, and (iv) stakeholder management. (See also Policy Areas 9 and 10.)
- e. Resource owners progressing tourism partnerships with multiple stakeholders (e.g. trekking experiences) will have access to balanced coordination/management mechanisms that safeguard all partners' interests. (See also Policy Area 9).

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





## 3.4. Inclusive Economic Growth in Tourism Development

### Current Situation and Analysis of Challenges

The tourism sector is recognised as one for which economic opportunities are available to men and women, including those in marginalised groups and rural areas, through business and employment. Realising such opportunities however, requires policy intention, as reflected in two of the goals of SPTO's PSTPF: "Prosperous Economies" and "Thriving and Inclusive Communities", with the latter featuring two priorities that specifically reflect inclusive economic growth: *'Strengthen social inclusion'* and *'Repurpose tourism to deliver greater benefits to Pacific Communities'*.

The intention for tourism development in PNG to be inclusive is central to the shared vision for tourism determined for this Policy. Importantly, tourism's economic inclusiveness is already evident to some extent with the country's dispersed destinations generating entrepreneurship and employment opportunities in several regional locations. These are evident via community-based, micro, small, and medium-sized enterprises across tourism and linked sectors (e.g. agriculture and fisheries). However, it is also accepted that more can be done in terms of (i) improving tourism business enabling conditions for resources owners/local tourism entrepreneurs, (ii) strengthening linkages with other sectors in the tourism value chain and (iii) generating more skilled employment opportunities.

In terms of making tourism enterprise development opportunities more inclusive, beyond general business

enabling conditions (addressed under Policy Area 10), particular attention is needed to enable conditions for individuals who might face additional barriers to economic engagement. Specifically:

- Women, youth and people with a disability who face structural constraints or social barriers to tourism entrepreneurship and employment. It is noted that the PNG Youth Policy 2020–2030 includes a strategy for enabling youth enterprise development in tourism and notes the needs specific to female youth.
- Landowners who face constraints to developing a tourism operation due to customary land not being recognised as collateral for business investment purposes. The national Sustainable Land Use Policy of PNG 2022–2032 identifies the importance of enabling landowners to pursue livelihood opportunities in sectors such as tourism.

The policy challenge lies in creating enabling conditions for Papua New Guinean women and men of all ages and abilities to be equally able to participate in the tourism economy, while also recognising there are limits to dispersing opportunities which are determined by market demand and other destination readiness factors. (See Policy Areas 8, 9, and 10 for more information related to tourism enterprise development, and Policy Area 13 for more detail on workforce development).



## Policy Area 4: Inclusive Economic Growth in Tourism Development



### Policy Response:

Government will provide enabling conditions for Papua New Guinean women and men, in urban and rural areas, to pursue entrepreneurship and employment opportunities in tourism and linked sectors.



### Policy Partners:

CEFI/BPNG, DAL, DoT, DOWH, SMEC, IPA, LLGs, NFA, NMSA, PGs, RAA, TPA.

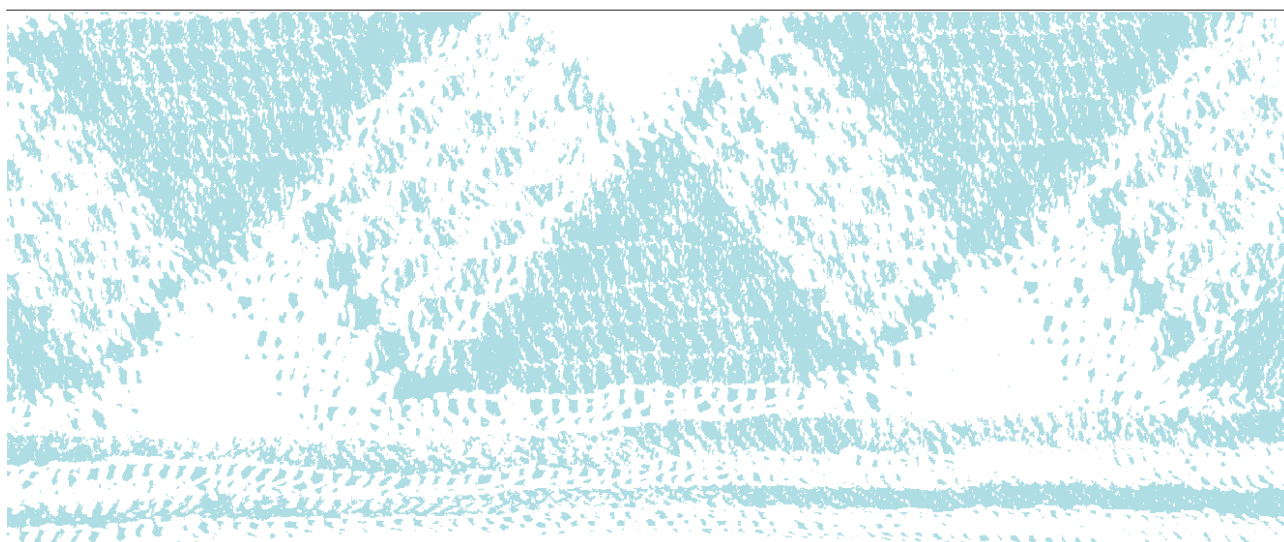
In collaboration with commercial and financial institutions, landowners/host communities and the private sector.



### Priority Actions:

- a. Entrepreneurship in high-priority tourism products and services targeted will be supported by (i) TPA technical assistance on sustainable tourism product/experience development, (ii) SMEC business development support, and (iii) partner-convened access to finance or investment support programs (e.g. enabling private sector and community/landowner joint ventures). (See also Policy Area 10.)
- b. A tourism SME incubation centre will be established by the TPA to guide the development of tourism businesses.
- c. A PNG tourism business database and information system will be created and maintained by the TPA as a tool for managing business development support.
- d. Entrepreneurship in the agriculture and fisheries tourism supply chains will be supported by policy partners via linkages programs and market development assistance.
- e. Business environment barriers to entrepreneurship in tourism and related sectors will be monitored and the subject of reform priorities by the IPA or other agencies as relevant. (See also Policy Area 10.)
- f. Tourism training and employment barriers facing willing workers, regardless of gender, working age, or ability will be identified and, where feasible, programs will be designed to make employment opportunities more inclusive. (See Policy Area 13 for more detail.)

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*







## 3.5. Resilience Building in Tourism Development

### Current Situation and Analysis of Challenges

Risks to the tourism sector associated with the effects of climate change (e.g. severe weather events and rising sea levels), natural hazards (e.g. volcanoes and earthquakes), social crises (e.g. political or civil unrest), or external shocks (e.g. pandemics or financial crises) are increasingly being recognised in national policy and planning. Key documents that reflect this in PNG include:

- *The National Disaster Risk Reduction Framework (NDRRF) 2017–2030*. Produced by the National Disaster Centre (NDC), this document is based on the Sendai Framework for Disaster Risk Reduction 2015–2030, and serves to instil an all-of-society and all-hazards risk approach across PNG's economic, social, and environmental policy areas. It aims to reduce vulnerability and increase resilience across the nation. Included in its list of priorities is "to promote and integrate disaster risk reduction approaches throughout the tourism industry",<sup>40</sup> however, no further tourism-specific actions are detailed.
- *PNG's SDG 13 Roadmap: 30 Actions by 2030*. Released by PNG's Climate Change and Development Authority (CCDA) in 2020. This document highlights the importance of SDG 13 (to limit and adapt to climate change) to all sectors in PNG. Included in this document's "30 Sustainable Development Actions" is number 30: "A climate compatible tourism industry", indicating a role for tourism stakeholders to take this concept forward.

As with overarching nation planning, building destination and tourism business preparedness for, and resilience to, the effects of climate change, natural hazards, and internal or external crises is also central to contemporary tourism policy and planning. Importantly, "building resilience to climate change and transition to a low emission, resource-efficient sector" is a priority under SPTO's PSTPF goal for "Healthy Oceans and Islands".<sup>41</sup>

PNG's TSDP 2022–2026 recognises "resilience" in its broad sense. It is a shared value underpinning the TSDP, and "resilient tourism businesses" is cited as an outcome of the TSDP. While the TPA connects with the NDC and the National Weather Service (NWS) on disaster risk reduction matters, and with the CCDA on climate change, it recognises that developing more resilient destinations requires forging closer synergies with these agencies, as well as PGs and LLGs. This will support more effective risk management plans, systems, and tools, as well as

targeted investments in resilient infrastructure. The TPA also recognises the need to enable the tourism private sector to invest in resilience. Whereas the TPA encourages businesses to undertake forward-planning investments in resilience, a key impediment lies in the high cost of building new, or retrofitting existing, structures to withstand the effects of realised risks. With financial constraints already restricting many business owners' capacity to make necessary investments in their operations, future-proofing investments in resilience can be deprioritised in favour of more obvious needs. There are currently no specific policy instruments (e.g. incentives, subsidies, or other) to address this.

Similarly, whereas the tourism private sector is encouraged to have insurance to enable business recovery, it has become cost-prohibitive for many, or in some instances is not available. The Government is working on expanding insurance cover to develop inclusive insurance products using convenient delivery mechanisms and increasing insurance cover for SMEs.

Beyond resilience of tourism-enabling structures, resilience of tourism business operations during or after crises has become a high priority in recent years. Support with business continuity planning was a focus of SME assistance programs in PNG during COVID-19, while the TPA introduced the "Safe Traveller" program to enable tourism businesses to continue operating in a safe way. Such initiatives will continue to be an important way to help business owners be resilient and recover from crises.

Furthermore, PNG's ongoing law and order issues and occasional events of civil/political unrest present a further challenge to tourism industry resilience. Beyond broad national policy aimed at addressing this, tourism stakeholders are limited to working with the PNG Royal Constabulary and Department of Community Development and Religion (DCDR) to find local ways to reduce or manage risks to property and people.

Finally, across all of these themes is a need for improved internal and external resilience building and crisis response communications that are appropriately targeted to the local tourism industry and travel markets respectively. This reinforces calls for better coordination across the TPA and agencies with accountabilities for these policy areas. (See also Policy Area 14.)

<sup>40</sup> National Disaster Risk Reduction Framework 2017–2030, p. 27.

<sup>41</sup> The second priority under "Healthy Oceans and Islands" is "Protection of Oceans and Islands" (covered under Policy Area 1: Environmental Sustainability).

## Policy Area 5: Resilience Building in Tourism Development



### Policy Response:

Government will provide enabling mechanisms for tourism stakeholders to be more resilient to the effects of climate change; natural hazards; and health, economic, or social crises.



### Policy Partners:

CCDA, CEFI/BPNG, DCDR, DCI, Department of Treasury, DFA, DJAG, DNPM, DOF, DOWH, DPMNEC, IRC, LLG, NDC, NTO, NWS, PGs, SMEC, RPNGC, TPA.

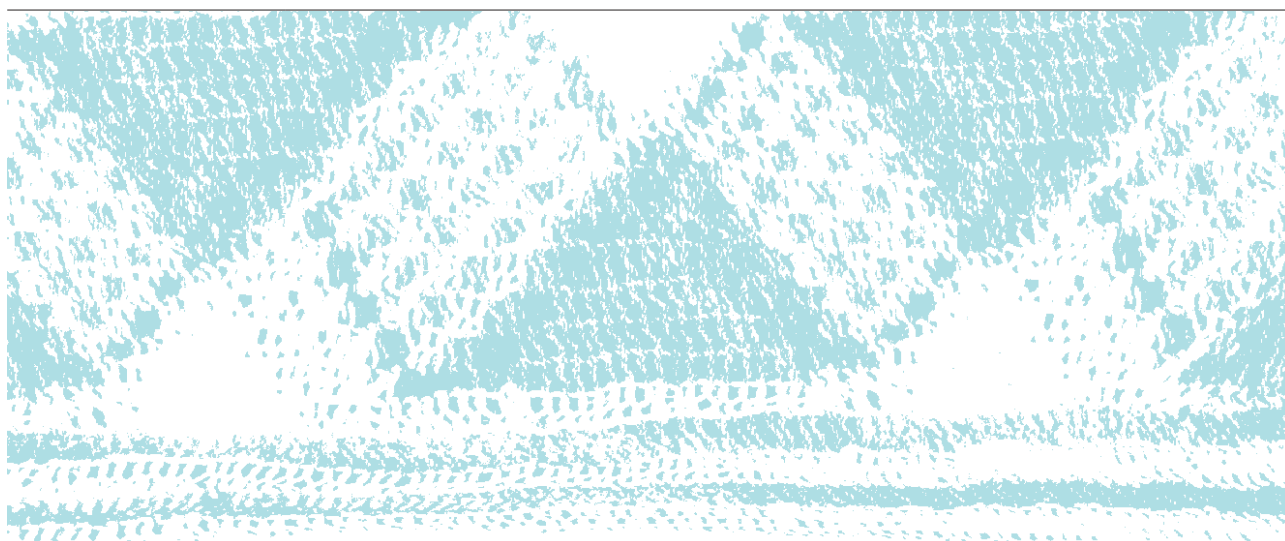
In collaboration with the private sector, community, and churches.



### Priority Actions:

- a. Resilience priorities identified in this Policy will be the subject of a working group under the TSDPISC.
- b. The TPA, NDC, NWS, CCDA, and other relevant policy partners will strengthen collaboration to align future resilience-related policies and plans, clarify respective functions across intersecting priorities, and coordinate the implementation of activities.
- c. Provincial authorities and tourism operations will be supported with technical assistance on planning for major disruptions to business operations (e.g. business continuity planning, risk assessments, disaster preparedness planning, disaster response planning, early warning systems and testing).
- d. Tourism operations will be supported with technical assistance on how to be more resilient to the physical effects of rising sea levels, severe weather events, and natural hazards, including advice on resilient building materials and practices.
- e. Resiliency factors will be mainstreamed in tourism industry standards.
- f. Tourism operations' capacity to adopt resilient materials and practices will be enabled by targeted policy instruments. Options to be explored include international climate finance, fiscal incentives, grants, and bulk sourcing of supplies. (See Policy Area 10.)
- g. Tourism operations' capacity to continue during major crises will be enabled by targeted policy instruments, such as grants or loan programs.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*









# TEN TOURISM-ENABLING FUNCTIONS



## 3.6. Tourism Sector Governance

### Current Situation and Analysis of Challenges

Tourism is a complex sector to manage as it requires whole-of-government cooperation across multiple agencies, is largely led by the private sector, and impacts communities. An effective tourism governance structure that engages key stakeholders under strong leadership is essential to support sustainable tourism development. Under Goal 1 of the PSTPF – “Prosperous Economies” – the priority for the “enabling legislation and policies” priority highlights key criteria for effective destination governance. These have been considered in this situation analysis.

In PNG, the TPA has led tourism since the Tourism Promotion Authority Act of 1993, under the Ministry of Tourism, Arts and Culture. Coordination across the government, private sector, and community partners has evolved over the past 30 years, and there is now a recognised need for PNG to renew the Tourism Promotion Authority Act and governance structure for tourism to suit the current and future context.



#### The Tourism Promotion Authority Act 1993

The TPA's formal mandate is stipulated in the Tourism Promotion Authority Act according to 10 prescribed functions and 14 prescribed powers.<sup>42</sup> Whereas the listed functions remain relevant in general today, they do not adequately reflect how tourism in PNG has evolved, nor advances in international DMO<sup>43</sup> practice. For example, there is inadequate specificity of functions related to:

- i. Developing and managing key tourism attractions/ iconic tourism experiences (e.g. the Kokoda Trail and cultural festivals).
- ii. Maintaining a record of tourism operations and related functions for approving or rescinding licences to operate according to compliance with industry-specific requirements.

- iii. Leading versus collaborating on the different aspects of tourism sector planning, implementation, and monitoring in the context of many tourism-related priorities falling under the purview of different national and sub-national government agencies.
- iv. Convening the tourism industry and industry associations for tourism planning, development, delivery, marketing, and monitoring purposes.
- v. Engaging with civil society and communities as key stakeholders in tourism development.
- vi. Promoting and facilitating tourism investments.

In terms of the “powers” stipulated in the Act, many of these are also still generally relevant, but some lack clarity in their provisions. Furthermore, in some instances a misalignment of legislation across agencies or gaps in prevailing legislation means that the powers necessary to achieving tourism policy and planning goals are conflicting or not provided for. For example:

- i. The stated power allowing the TPA to “seek and accept grants, subscriptions, contributions and corporate sponsorships...for the purposes of increasing promotional activity” does not include funds from tourism industry partners. This prevents the TPA from managing cooperative marketing campaigns with tourism operators, which is a key activity of contemporary DMOs.
- ii. The stated power allowing TPA to “undertake research and disseminate information obtained from such research” does not allow for TPA to solicit funds to contract independent research activity.
- iii. The stated power allowing the TPA to “liaise with... government and private sector bodies... (to encourage)... appropriate standards and regulations for the effective and satisfactory operation of tourism and hospitality enterprises and products...” does not include provisions for monitoring and enforcing such standards and regulations.

<sup>42</sup> In 2009, the Office of Tourism, Arts and Culture (OTAC) was established by a National Executive Council decision with the mandate of coordination, planning, and resourcing of the tourism, arts, and culture sectors. Due to emerging duplications, it was rescinded in 2016, and the TPA maintains all national-level functions related to industry development.

<sup>43</sup> “Destination management” covers all aspects of planning, developing, marketing, and monitoring destinations. National tourism offices or similar hybrid models are increasingly referred to as DMOs.

For the TPA to fulfil the critical role in contemporary destination management, it is necessary to revise the legislated functions and powers so that it can effectively lead destination management in consultation and collaboration with tourism's many public, private, and community stakeholders. It is imperative that there be a more proactive approach to regulating the tourism sector through licensing, accreditation, and certification regimes and enforcement of service standards for the sector, so that PNG meets international traveller market expectations and needs.



### TPA leadership with public, private, and community collaboration.

There are several mechanisms already in place which enable whole-of-government, industry, and community stakeholder consultation and coordination in tourism development. While these have enabled progress to date, there is also a need to streamline and strengthen prevailing structures and processes. For example:

- The process of preparing tourism policies/plans includes extensive consultations to which the TPA invites other national Government agencies, PGs, private sector, and community representatives (most recently demonstrated with the development of this Policy and the TSDP 2022–2026). Although participation has improved over the years, some key stakeholders, including Government partners, do not actively engage with the process.
- The TSDP 2022–2026 features responsibilities of partners in tourism development, and progress was intended to be monitored by the TSDPISC. With representatives of Government agencies and the industry, the TSDPISC was also intended to be supported by topic-specific working groups and provincial committees. While the former have been established for some topics and the national TSDPISC is making progress on some priorities, there are concerns about the frequency and attendance of TSDPISC meetings, as well as the lack of mobilisation of the provincial committees. Future meetings of both will need to take into account new priorities identified in this Policy.
- The TPA Board also serves as a public/private sector advisory body board providing strategic direction to the TPA. As prescribed in the Tourism Promotion Authority Act 1993, it comprises three public and eight private sector representatives. However, the need to include additional representatives from other sectors relevant to tourism development (e.g. finance, aviation, infrastructure, trade, resilience) has been identified.
- The TPAs direct communication with the Ministry of Tourism, Arts and Culture is enabled through the TPA Board Chairman/Deputy Chairman and the Office of the Chief Executive Officer of the TPA. The TPA Board Chairman sits on the Permanent Parliamentary Committee on Culture and Tourism, which convenes at least twice a year to deliberate on high-level policy agendas for tourism development that require endorsement from the National Executive Council. The need for better coordination across the Ministry and its agencies for Tourism, Arts and Culture has been identified, and a Joint Advisory Committee has been proposed.
- Beyond the TSDP, the TPA and PGs regularly collaborate on tourism via the appointed provincial tourism bureau, authority or office.<sup>44</sup> While the Tourism Promotion Authority Act stipulates its role to “prepare or arrange for local, regional and national tourism development plans and strategies”, the parameters for national/provincial coordination are not specified and the provinces’ mandates for tourism vary according to respective acts and/or provincial plans (see Annex 1). Cooperation between the TPA and provincial counterparts is increasingly being formalised through MOUs, with 13 in place as of 2023. These ensure: (i) provinces with the will to develop tourism in a budget-constrained context can leverage the TPAs expert knowledge and resources, (ii) respective resources can be optimised, and (iii) tourism development direction at the provincial level is consistent with national sector planning.

As the TPA and provincial counterparts seek to ensure complementarity of functions and powers in an increasingly decentralising context, a “national/sub-national” governance model is needed to optimise partnering and avoid duplicative or competing efforts. A new Tourism Promotion Authority Act is needed for this purpose. In the meantime, the above-mentioned provincial committees for the TSDP could serve as a coordination platform for tourism development if/when mobilised.

- The TPAs direct support to, and collaboration with, the private sector is also facilitated via niche tourism associations and the overarching PNG Tourism Industry Association (PNGTIA). The diving, surfing, and trekking associations successfully convene members for segment-specific development, codes of conduct, and marketing purposes, and represent them to the national overarching PNGTIA. However, the large portion of tourism operators that are not niche specific are not directly represented by an association. While the frequently promoted idea to establish province-

<sup>44</sup> Five provinces have a Tourism Bureau, three have a Tourism Authority (including AROB) and 14 have a Tourism Office.



specific industry associations would address this issue and enable tourism development in relevant geographic contexts, the prospect of member overlap could also compromise the efforts of niche-based tourism industry associations. This warrants careful consideration in revising governance structures for tourism in PNG, as does the valuable role industry associations can play in developing, supporting, and/or overseeing industry standards.

- The TPA recognises (i) the importance of “destination stewardship” and (ii) that landowners and communities must be represented in tourism planning. It supports consultations with host communities for tourism awareness purposes, and listens to community questions, wishes, and concerns about tourism. The TPA also recognises the need to increase the reach of such consultations, making them more frequent and accessible, together with improving transparency about how collected information and insights are used in tourism planning.
- The process of preparing other government sector policies, plans, and initiatives often involves consultation with the TPA via invitation to working groups and/or technical committees. Tourism-related accountabilities

are also sometimes reflected in resulting strategies. While this is positive, it is reported that (i) this type of collaboration needs to be strengthened to realise a true whole-of-government approach to tourism, and (ii) some legislation will need to be updated to reflect respective roles and responsibilities on intersecting priorities.

While these many mechanisms have enabled progress to date, there is a need to streamline and strengthen structures and processes with a new governance model. The challenge lies in designing one that: (i) ensures whole of government accountabilities for tourism; (ii) is adaptable to the varying provincial institutional arrangements, resources, and will for tourism; (iii) ensures government complementarity and support to tourism industry association efforts, without unnecessary interference; and (iv) ensures host communities are sufficiently represented.

Finally, any revision to functions and powers of the TPA and/or other agencies under a new governance structure will need to consider resourcing requirements where an increased level of effort and expertise will be required.<sup>45</sup> As tourism continues to develop, so will the need to equip the TPA – and as relevant partner agencies – with adequate capital and skilled staff.



<sup>45</sup> In 2009 the Tourism Promotion Authority Act was amended to increase staff numbers from 25 to 29, and in 2008 the Alotau Accord II provided for a further staffing increase to 51.



## Policy Area 6: Tourism Sector Governance



### Policy Response:

Government will maintain an effective governance structure for PNG's tourism sector that best supports national and provincial partners in achieving tourism policy and planning goals.



### Policy

### Partners:

CEPA, DCI, DHERST, DICT, DJAG, DLPP, DNPM, DOT, DOWH, DPLGA, IPA, LLGs, NCC, NDC, NDOH, NEC, NISIT, NMAG, PGs, SEZA, SMEC, TPA.

In collaboration with the PNGTIA, niche associations, and host communities.



### Priority Actions:

- a. The Tourism Promotion Authority Act 1993 will be revised. A new Act will:
  - Include the functions and powers necessary for PNG's national destination management organisation to lead and/or convene various tourism planning, development, marketing, delivery and monitoring functions.
  - Align with the powers/functions for tourism-related priorities under other agencies' acts (which may lead to changes in other acts).
  - Include provision(s) on revenue generation capabilities for the TPA to adequately resource and build capacity for the development of growth for the tourism sector.
  - Provide institutional arrangements and coordination mechanisms that support collaborative destination development in the provinces (to include establishment of TPA regional tourism offices).
- b. A regulatory regime will be established which will enable effective oversight and control of the tourism industry.
- c. Recognised tourism industry associations will be supported in their efforts to strengthen private sector leadership in tourism development.
- d. Detailed policies will be developed for cross-cutting themes and emerging tourism segments (e.g. agritourism) where the need is identified to specify policy instruments and cross-agency collaboration.
- e. All tourism-related policies, subordinate legislations, plans, programs, projects, activities, and all other matters developed at the sub-national level will be streamlined and made consistent with this Policy.
- f. Support will be provided to strengthen community engagement with tourism planning (e.g. via a destination stewardship council models).
- g. The TPA (or its future equivalent) will be equipped with the resources required to sufficiently deliver its functions and exercise its powers.
- h. The TSDPISC will continue as the inter-agency, public/private mechanism for coordinating the implementation and monitoring of the National Tourism Policy priorities and TSDP strategies.
- i. All agencies whose functions overlap with tourism will be encouraged to:
  - Collaborate with the TPA, via TPA's representation on relevant steering committees/working groups, and conversely via these agencies' representation on the proposed TSDPISC (plus regular agency staff meetings) to make progress on shared projects.
  - Reference their role in supporting tourism development in respective policies and plans.
- j. A Ministerial Advisory Committee will be formed under the Ministry of Tourism, Arts and Culture to coordinate policy and planning across the TPA, NCC, and NMAG.
- k. An effective governance structure will be established for the Kokoda Trail as a key PNG tourism asset. This will help transition the Kokoda Track Authority from a special purpose authority under the DPLGA to an authority under the Ministry of Tourism, Arts and Culture.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*







## 3.7. Air Connectivity

### Current Situation and Analysis of Challenges

PNG's distance from international markets and its expanse of mountainous terrain impenetrable by road, mean that the tourism sector is particularly reliant on international and domestic air access. However, as PNG does not have a reputation for frequent, reliable, and safe air services at internationally competitive fares, air connectivity remains a barrier to tourism.

Under the purview of the Department of Transport (DOT), PNG has however made significant progress in improving air connectivity to support tourism since the last tourism policy. This includes:

- Opening up international and domestic routes to competition. The introduction of an 'open skies' policy in 1995, allowing any foreign airline to operate to and from the country without restrictions, was followed in 1998 by the liberalisation of domestic air services.<sup>45</sup>
- Ensuring fair competition in the aviation market and preventing anti-competitive practices (as with all sectors) through the establishment of the Independent Consumer and Competition Commission ICCC in 2000.
- Ongoing investment in aviation infrastructure and services, allowing for more flight capacity to/within, and dispersal of travel across, PNG.

Jacksons International Airport in Port Moresby is currently PNG's only international airport. Of PNG's 22 domestic airports, 12 have achieved an international standard under National Airports Corporation's (NAC) 2030 Growth Strategy. However, none have become international ports of arrival. There are also 600 rural airstrips in remote parts of the country.

Port Moresby is serviced by four international airlines operating 49 inbound flights per week. PNG's national carrier, Air Niugini, operates most of those flights, servicing ten international ports. Two commercial airlines (Air Niugini and PNG Air) operate scheduled domestic flights covering 22 domestic hubs. In 2021, the TPA formalised collaborations with both airlines via MOUs for marketing and promotions. PNG's network of second- and third-level airlines provide charters that, to a limited degree, enable tourists to access remote locations.

Since 2013, development of aviation in PNG has been guided by the National Transport Strategy. However, the 2020 launch of 'Connect PNG' as a 20-year multimodal

infrastructure development program, followed by Aviation Policy (in draft), marks a new era for aviation development in PNG. The Aviation Policy has been developed to address immediate aviation. This will inform long-term policy and planning to address anticipated future needs. The TPA was consulted in the formulation of the new Aviation Policy, and the TPA collaborates with the DOT's Air Transport Division via the TSDP TSDPISC meetings and other working groups/consultations as needed.



### Key Aviation Barriers to Tourism

Notwithstanding the progress made in improving air access to and within PNG, there are five key aviation-related impediments to sustaining and growing the tourism sector:

- *The relatively high cost of airfares.* The cost of international and domestic airfares for PNG are relatively high, undermining PNG's tourism competitiveness. To address this, the TPA has supported PNG Air and Air Niugini to subsidise domestic and international airfares in a few marketing campaigns. While airlines claim high taxes are a key cause of the relatively high cost of flights, a white paper is being prepared by the DOT's Air Transport Division and the Independent Consumer and Competition Commission (ICCC) to identify causes and solutions.
- *A lack of direct international flights servicing target tourism markets.* There are regulatory barriers to air services agreements (ASAs) that would bring in more flights to PNG, and/or open up more hubs to international flights. The new Competition Policy 2019, activities of the ASA Working Group, and roll-out of the Aviation Policy (in draft) are focussed on understanding and overcoming these barriers.
- *Inadequate airline infrastructure and services in remote tourism locations.* Whereas PNG's most compelling visitor experiences lie in/around key provincial hubs, and the potential for new compelling experiences often lies in more remote locations, the current aviation infrastructure and services are a barrier to tourism. In addition to ongoing issues with facilities at some provincial airports and disrepair of rural airstrips, services to isolated emerging tourism locations by third-level airlines are inhibited by supply and regulatory barriers. Plans to address these will be determined via the roll-out of the Aviation Policy.

<sup>45</sup> Liberalisation of domestic services included the condition that domestic airlines required 50% PNG ownership.



- *Unreliability of flight schedules.* The current high incidence of delays and cancellations for domestic flights (and to a lesser degree, international flights) disrupts tourists' itineraries and often means booked activities cannot be completed. This results in visitor and travel partner dissatisfaction with PNG as a destination, financial losses to local businesses, and loss of future travellers deterred by PNG's reputation for unreliable flight schedules. With the cause attributed to fleet issues, public policy's role in overcoming this needs to be determined.
- *Poor airline safety perceptions.* There have been a few air safety incidents with PNG carriers in the past 15 years that negatively impact current market perceptions about safety. PNG's Civil Aviation Safety Authority (CASA) is mandated to promote aviation safety and security

through effective safety regulation of the civil aviation industry, and the new Aviation Policy prioritises safety as a policy area.

All of these challenges are not specific to tourism, and they will be addressed in the new Aviation Policy and related Connect PNG planning. When it comes to determining specific regulatory reforms or infrastructure investments that support tourism sector priorities (e.g. certain rural airstrips and ASAs), this will require strengthening existing coordination mechanisms for the TPA with the DOT, the Department of Foreign Affairs (DFA), and other partners. It will also require the TPAs preparation of evidence-based business cases for such reforms or investments where they are not directly delivering a broader public good.

## Policy Area 7: Air Connectivity



### Policy Response:

Government will facilitate the development of inbound and domestic air access that is internationally competitive in terms of availability, reliability, safety, and price.



### Policy Partners:

CASA, DFA, DOT(ATD), DOWH, ICCG, NAC, Niusky Pacific Limited, NTO, RAA, TPA.  
In collaboration with Air Niugini and other international and domestic airlines.



### Priority Actions:

- Aviation priorities identified in this Policy will be the subject of a working group under the TSDPISC.
- Tourism sector interests will be represented in the roll-out of the DOT-led Aviation Policy and Connect PNG aviation-related planning, as enabled by DOT/DOWH/TPA participation in relevant working groups and MOUs.
- Tourism-specific aviation investment priorities (e.g. for identified rural airstrips, third-level airlines) will be progressed where TPA data presents an evidence-based business case for investment.
- Tourism-specific aviation-related regulatory reforms (e.g. ASAs, third-level airlines) will be progressed where TPA data presents an evidence-based business case for reforms.
- MOUs between the TPA and commercial airline partners will be maintained in order to share opportunities and resources for tourism promotion.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*



## 3.8. Hub-based Destination Development

### Current Situation and Analysis of Challenges

Dispersing tourism to destinations outside of the international hub of Port Moresby is essential to broaden PNG's destination appeal, strengthen the value of the visitor experience, and increase and distribute the economic benefits of tourism.

Whereas all provinces have natural and cultural heritage assets that align with PNG's tourism positioning, all also face tourism development barriers, to varying degrees, across several factors:

- Access challenges (air, road and sea);
- Crime and safety problems;
- Insufficient critical mass of accommodation (in particular, international tourism market-ready accommodation);
- Limited supply of compelling niche visitor experiences and products that match market demand, (or limited attributes suitable for developing niche experiences);
- Limited supply of land suitable for developing tourism products/experiences;
- Negative perceptions based on other sectors' prevalence (e.g. mining or logging);
- Lack of Provincial Government political will/commitment; and/or
- Lack of community support.

Despite such challenges, some provinces stand out from others with more favourable conditions across these factors. In the context of a relatively large country, small leisure tourism market, and limited public funds, such 'readiness' indicators underpin the case for a zoned and phased approach to destination development. It is logical that those provinces, or specifically the hubs and connected spokes that are deemed to have the best prospects for tourism, should be prioritised for tourism development. As destinations grow and as more provinces meet this criteria, the focus can extend to new hubs and spokes.

Both the MTDP IV 2023-2027<sup>47</sup> and PNG TSDP 2022-2026<sup>48</sup> prioritise the creation of tourism hubs. The TPA is already directing its efforts on such an approach through forming MOUs with selected PGs and focusing destination and product development support accordingly. Going forward, it will be important to (i) strengthen, formalise, and communicate the criteria for determining best-prospect tourism hubs and spokes, and (ii) develop tailored, hub-specific development plans with a focus on attracting high-yield niche target segments. In doing so, consideration should be given to creating partnerships with the SEZA to understand the opportunities and challenges for establishing special economic zone(s) for tourism hubs in PNG.

Note: Key aspects of hub-based destination development, including governance, access, private or community investment, and infrastructure, are addressed in more detail under other policy areas.



<sup>47</sup> MTDP IV, p. 20 Includes a strategy to 'Identify and develop potential tourism hubs as declared by the sector'.

<sup>48</sup> TSDP 2022-2026, p. 85.

## Policy Area 8: Hub-based Destination Development



### Policy Response:

Government will support the development of destination hubs in provinces that have the attributes to offer marketable visitor experiences, and the leadership and capacity to support tourism development.



### Policy Partners:

BPNG, DCI, Department of Treasury, DFA, DNPM, DPLGA, DPMNEC, LLGs, IPA, IRC, NCC, NMAG, PGs, SEZA, TPA. In collaboration with communities and the private sector.



### Priority Actions:

- a. A phased approach to destination development will be progressed whereby tourism hubs and spokes will be assigned by the TPA to one of three tiers for current tourism development potential. Criteria to be based on (i) accessibility; (ii) safety reputation; (iii) accommodation supply (capacity and quality); (iv) supply of compelling, market-ready target niche visitor experiences in hub/spokes; (v) availability of land suitable for tourism development; (vi) environmental reputation; (vii) PG political capacity and financial commitment; and (viii) community support.
- b. Strategies for hub-based destination development will be detailed in future TSDPs and provincial tourism development plans. Their development and implementation will be based on national/sub-national and public/private/community collaboration. (See also Policy Area 6.)
- c. Tier 1 hubs (i.e. those determined to have the best prospects for tourism development) will be assigned the highest priority for national Government destination management support. An MOU between the TPA and each PG will be maintained detailing collaboration on destination planning, development, delivery, monitoring, and marketing of provincial hubs and spokes. Tier 1 hubs will:
  - Be prioritised for support with provincial tourism development plans.
  - Be prioritised for private sector product development support and industry development assistance.
  - Be prioritised for public investment in tourism-supporting infrastructure and services.
  - Be considered for the potential to establish tourism special economic zones.
  - Be the focus of identifying opportunities for tourism and hospitality (foreign and local) investment potential, including for joint venture partnerships (with high-potential joint ventures to access technical assistance to progress investment. (See Policy Areas 9 and 10.)
  - Where Tier 1 hubs have a spoke (or spokes) representing a community-led/multi-stakeholder product (e.g. an iconic trek), an MOU will be offered to those stakeholders to cover agreed tourism development, management, and marketing needs. (See Policy Area 9.)
  - Be supported in strengthening local tourism office / destination management organisations.
- d. Tier 2 hubs will be offered TPA awareness support, advice, and support as determined to be appropriate to an emerging destination. (Tier 2 hubs will be considered to progress to Tier 1 when market demand, supply, and governance conditions are amenable.)
- e. Tier 3 hubs will be offered TPA advice and support as determined appropriate to their potential as a tourist destination in the future. (Tier 3 hubs will be considered to progress to Tier 2 when market demand, supply, and governance conditions are amenable.)

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





## 3.9. Niche-based Visitor Experience Development

### Current Situation and Analysis of Challenges

PNG is already recognised for its internationally competitive experiences for several niche tourism segments, namely trekking, diving, surfing, cruising, fishing, birdwatching, culture, and World War II heritage (the latter overlapping with trekking and diving). Within these segments are some “iconic” visitor experiences, that is, those that (i) are especially compelling to international market segments and (ii) underpin PNG’s unique selling propositions (e.g. the Kokoda Trail, cultural shows).

Sustaining and improving PNG’s niche visitor experiences in accessible hubs is critical to tourism success in a highly competitive global travel and tourism marketplace. This is reflected in Goal 1: Prosperous Economies under the PSTPF, which includes a priority focused on *‘creating unique destinations supported by experience’*. Developing compelling and iconic experiences can attract targeted tourists who place a high value on such experiences and are less deterred by market barriers. This is especially important for PNG because (i) high-value tourism is a priority and (ii) market barriers (such as high cost and safety concerns) are significant.

The TSDP 2022–2026 prioritises improving the quality and diversity of niche tourism products and services. The TPA, the PNGTIA, niche tourism associations, and provincial tourism offices all play a key role in helping landowners, communities, the private sector, and the Government with sustaining, improving, or creating niche visitor experiences. While significant progress has been made in this regard, there are some aspects requiring more attention by way of policy and practice.

#### → Understanding market demand to inform niche experience development.

Through consumer studies, visitor surveys, and other research, the TPA is able to get critical data and insights on global, regional, and local trends for special interest traveller markets, and PNG’s niche associations’ own research complements this. However, the ongoing development of niche experiences and products of a suitable nature and scale requires more intensive market research on an ongoing basis, and this requires TPA to be afforded more powers and resources to undertake research functions. The TPA recognises it must also strengthen its communication of such research to tourism stakeholders interested in developing commercial niche products. (This is addressed in more detail under Policy Area 6: Tourism Sector Governance and Policy Area 14: Destination Marketing.)

#### → Identifying opportunities for improving and developing niche experiences.

The TPA, its provincial counterparts, and industry association partners proactively seek opportunities to improve existing niche experiences and diversify the offer with new supply. However, there is a need for more collaboration on evaluating the suitability of existing supply and scoping new opportunities, while focusing on what is feasible according to market research and hub-based planning. (This is addressed in detail under Policy Area 6: Tourism Sector Governance, Policy Area 8: Hub-based Destination Development; and Policy Area 12: Tourism Standards.)

#### → Developing niche experiences into commercial tourism products.

There are a range of tourism product or business development support activities delivered by the TPA, PGs, LLGs, SMEC, and NGOs aimed at supporting landowners, communities, and/or the private sector to develop an identified opportunity for a new or enhanced niche experience into a revenue-generating product. However, project sponsors of all types in PNG face a range of investment barriers to realising their business venture idea. (This is addressed in more detail under Policy Area 10: Investment in Tourism Supply.)

#### → Ensuring fair and effective governance of niche experiences with multiple resource owners or commercial partners.

Traditional land ownership structures in PNG and commercial inexperience amongst some custodians can lead to complex challenges in niche experience development and management, including:

- Conflicting views amongst resources owners. The future of tourism products relying on permissions and support of multiple custodians is at risk where coordinating mechanisms do not address competing views about commercial development and site management (this was a recent concern with the Kokoda Trail. This issue is compounded where clan/social mapping is limited and there is no demarcation of customary land for tourism accessibility.
- Misaligned understanding of – and expectations from – tourism between some resource custodians and commercial partners. Where communities do not understand the business of tourism, they can

have unrealistic expectations about the nature and scale of benefits. Similarly, where commercial partners/advisors do not understand a community, they will have unrealistic expectations about developing a tourism experience.

- Difficulties accessing technical assistance to develop a market-ready tourism product. While product development advice and training/guidance on operating a tourism business are made available to the tourism industry, this requires extra time and coordination when there are multiple partners in remote locations.
- Inability to access to finance for commercial experience based on customary land. Developing a tourism experience product typically requires investment in facilities, but landowners starting out a business venture typically do not have the cash flow to support this and cannot access commercial finance using customary land as collateral.

- Insufficient support for, and safeguarding of, resource custodians in tourism planning and development. For example, some Kokoda Trail custodians who have reported damage to their facilities and environment due to the high volume of trekkers have not received expected payments for access and upkeep.
- Overlaps or gaps in government directions and conflicting interventions due to existing legislation being at odds with tourism development planning needs. The Kokoda Trail also serves as an example of this challenge, as ambiguous legislation has undermined an effective governance structure for an iconic tourism experience.

All of these warrant attention in the formulation of policy instruments to ensure such issues are resolved/prevented for current and future commercial visitor experience development.

## Policy Area 9: Niche-based Visitor Experience Development



### Policy Response:

Government will support the development of sustainable niche tourism experiences that offer unique and compelling reasons for target tourism segments to visit PNG.



### Policy Partners:

LLGs, NGOs, PGs, TPA.

In collaboration with landowners, tourism associations, and the private sector.



### Priority Actions:

- An evidence-based approach to determining new/improved niche experience product development priorities will be strengthened by the TPA and shared with industry partners to inform investment decisions.
- Support will be provided to businesses, communities, landowners, LLGs, and PGs on developing niche experiences. Support will include product development training, facilitation of public/private partnerships, referrals to business support services/funding, and assistance with stakeholder consultations and coordination). (See Policy Area 10.)
- Qualifying niche tourism associations will be supported to strengthen private sector and community leadership in developing niche experiences.
- Effective governance structures will be encouraged and supported for multi-stakeholder niche experience products.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*



## 3.10. Investment in Tourism Supply

### Current Situation and Analysis of Challenges

As indicated under PSTPF Goal 1 (Prosperous Economies), a key priority lies in *“mobilising sustainable tourism investment”*. For the purpose of this Policy, “investment in tourism supply” represents landowner, community, and private sector investment in accommodation, transport, tour operations, attractions and related products and services. It represents (i) landowners progressing a tourism venture based on their resource(s), typically requiring external funds; (ii) local/foreign investors progressing a tourism venture, typically requiring securing land and/or funds; and (iii) resource owners and private sector investors partnering to progress a joint tourism venture.

Whereas the Government may own some commercial tourism attractions (e.g. museums) or be considered an investor (e.g. via its ownership of Air Niugini as a state owned enterprise), this Policy Area focuses on private investment by resource owners and business owners. (Note: Government investment in public tourism-supporting infrastructure and services is covered under Policy Area 11.)

with the IPA and other agencies, although the respective roles and responsibilities are not clearly differentiated in the current legislation.

- SMEC, under the Ministry of Commerce and Industry, has the mandate to support growth of SMEs in manufacturing and services, as stipulated in the SMEC Act 2014 and supported by the SME Policy 2016. This includes engaging with landowners to help them progress investment opportunities.
- PGs and some LLGs also play a lead role in identifying tourism investment opportunities and facilitating investments.



### The Tourism Investment Landscape for the Community and Private Sector

The private sector has driven tourism investment in PNG over several decades within a relatively challenging investment environment. Large and SME investors – foreign and local – have built the accommodation and supporting tourism products and services that are critical to PNG’s tourism offer. Community-based enterprises have evolved alongside the private sector, complementing the tourism supply with authentic local experiences.

Although a few large hotel investments in Port Moresby in recent years indicate a favourable investment climate, businesses of all sizes report impediments to investment, as do resource owners wanting to develop a tourism enterprise. The barriers facing MSMEs across all sectors in PNG, especially those owned by women and/or located in regional areas, are widely reported. Notwithstanding the differences faced by different types and sizes of tourism businesses, they typically fall across the following several themes:

- Difficulties accessing finance.* As with all sectors, this is a common constraint for tourism SMEs, in particular local businesses unable to meet financial institutions’ collateral requirements or unable to afford the high cost of finance. Similarly, landowners and communities interested in developing their resources for tourism purposes cannot typically access commercial finance due to limited financial track records, lack of equity, and customary land not accepted as collateral. The



### Institutional Arrangements for Community/Private Tourism Investment

Investment in commercial tourism operations in PNG is supported by several entities:

- The Investment Promotion Authority (IPA), under the Ministry of Commerce and Industry, is responsible for attracting, registering, facilitating, and monitoring foreign investments for all sectors in PNG as stipulated in the Investment Promotion Act 1992.
- The IPA also works with the Treasury, Internal Revenue Commission (IRC), and PNG Customs Service (PNGCS) to determine tax incentives to attract investment. For example foreign investors in tourism can take advantage of a double deduction for export market development expenditure<sup>49</sup> and claim accelerated depreciation.<sup>50</sup> (Note: many incentives are restricted to foreign investors, raising concerns about an unfair playing field by PNG’s local investors.)
- The TPA is mandated to “assist, guide and facilitate new investment by local tourism entrepreneurs and by overseas investors” under the Tourism Promotion Authority Act of 1993. It does this through collaboration

<sup>49</sup> A double deduction is available for expenses incurred in promoting tourism services internationally. Papua New Guinea Corporate Tax Credits and Incentives.

<sup>50</sup> Tourism operators can claim a 100% deduction for the capital cost of boats or ships including ancillary equipment used by accredited scuba diving or snorkelling tour operators, PNG Chamber of Commerce.



Bank of PNG's National Financial Inclusion Strategy 2023–2027 aims to overcome such barriers. While there have been efforts to address this for MSMEs through concessionary loan and grant programs in the past, the problem continues.

- ii. *Difficulties accessing land suitable for tourism development.* Investors with capital but seeking land in PNG are limited by a lack of sites with title that are also suitable for tourism.
- iii. *Difficulties accessing affordable and suitable tourism business advisory services.* While the IPA, TPA, SMEC, and PG/LLG counterparts offer investors/project sponsors advice to progress a development, specialised advisory services are also typically required (e.g. for project planning, raising finance, accounting, quantity surveying, architecture and design). Such services can be difficult to access and, where available, they are sometimes considered unaffordable for tourism SMEs, landowners, and community businesses.
- iv. *The high costs of doing business.* The high costs of starting and operating a quality tourism business, ranging from construction materials and labour to permits and licences and many operational inputs, can deter investment, especially when investor confidence is weakened by other issues, as identified elsewhere in this Policy.
- v. *Cumbersome business requirements/processes.* While reports of this might be considered more of a nuisance than a barrier, they nevertheless add to the above factors to undermine the business enabling environment. The IPA's 2022 launch of an online business registry is a favourable reform for businesses in all sectors, but tourism businesses still report frustration with accessing the online system due to internet issues.
- vi. *Economic and social instability.* Compounding the above impediments is lack of investor confidence due to economic conditions (e.g. accessing foreign exchange in recent years) and incidents of political/civil unrest.

These barriers limit the prospects for investments in improved or new tourism products and niche experiences, as needed in target hubs to attract target market segments. As such, Government policies aimed at overcoming binding constraints are needed.

There are however limits to what the Government can reasonably do to overcome tourism investment impediments, and these should be considered in related policy formulation. Of note:

- Facing and overcoming business challenges is a normal part of entrepreneurship and the Government cannot be expected to address all impediments. The policy challenge lies in determining investment-enabling

interventions that address market failures and/or provide a catalyst to spur growth through effective and affordable instruments.

- Some business processes cited as a constraint by investors are a necessary measure to ensure sustainable, legal, and non-exploitative investments. Similarly, some business costs are the function of the market, while others are a necessary cost-recovery measure in a budget-constrained environment. The policy challenge lies in enabling investment by making conditions more streamlined and cost-effective without compromising necessary safeguarding processes, distorting the market, or costing more than the economy can afford.
- The Government's role in enabling access to finance is complex. The policy challenge lies in determining interventions that address financial market gaps, deal with financial crises, and/or provide a catalyst for growth, but do not distort financial markets, do not represent a cost that the economy cannot afford, and do not favour high-risk borrowers.
- While the MTDP IV states that "*Tourism initiatives will be supported by financial and tax incentives*"<sup>51</sup> and while incentives and subsidies have been typical tourism policy instruments for countries, careful consideration is needed in their design. The policy challenge lies in identifying: (i) what types of investments to target (e.g. those that overcome a supply gap), (ii) what the economy can afford and will have a positive net benefit after cost of forfeited taxes, (iii) what is fair to both foreign and local investors and not subject to discretion, and (iv) what are necessary conditions (e.g. environmental and social sustainability measures) that cannot be removed. While designing incentives lies with the IPA and the Department of Treasury, IRC, and Customs Service, the TPA has a role to play in providing relevant tourism-specific data and research to inform this.



<sup>51</sup> MTDP IV, p. 29.

## Policy Area 10: Investment in Tourism Supply



### Policy Response:

Government will enable local and foreign private investment in new/improved sustainable, market-ready tourism products and services (by landowners; MSMEs; community-based and large businesses).



### Policy Partners:

DCI, Department of Treasury, DFA, DNPM, DOF, IPA, IRC, LLGs, NTO, PGs, PNGCS, SEZA, SMEC, TPA. In collaboration with communities, the private sector, and financial institutions.



### Priority Actions:

- a. Priorities for enabling local and foreign investment identified in this Policy will be the subject of a working group under the TSDPISC.
- b. Evidence-based investment opportunities in sustainable tourism accommodation, transport, niche tours, and attractions will be identified by the IPA and TPA, working in collaboration with PGs, LLGs, project sponsors, and resource owners. (Priority will be given for TPA investment support activity to Tier 1 hubs and spokes, followed by Tier 2 and so on.)
- c. Project sponsors/landowners will be supported by the TPA, the IPA, PGs, LLGs, and SMEC, with coordinated technical assistance to profile investment opportunities and prepare bankable projects ready for finance/investors.
- d. Project sponsors and/or landowners seeking joint venture partners will be supported by the TPA and IPA, working in collaboration with PGs to attract joint venture partners and evaluate outcomes.
- e. A business case will be explored for a dedicated tourism entity to enable investment in high priority areas that cannot be met by the private sector alone. This will be done in accordance with the relevant state owned enterprise laws.
- f. Grant/concessional loan programs will be targeted to support local investors with identified high-potential, bankable tourism projects.
- g. Opportunities for establishing a tourism SEZ to attract investments will be explored in Tier 1 provincial tourism hubs.
- h. Fiscal incentives and subsidies to attract tourism investments will be reviewed and improved, giving consideration to those that (i) target tourism infrastructure or product needs/priorities, (ii) are fair to local and foreign investors and are non-discretionary, (iii) demonstrate a net benefit with respect to forfeited government revenues, and (iv) support sustainability objectives.
- i. The Government's Infrastructure Tax Credit Scheme will be reviewed and tourism will be integrated as an economic sector for capital investment.
- j. Opportunities for the utilisation of a production levy (or levies) generated from the PNG resource sector will be explored for the purpose of capital investment in the tourism sector to diversify economic impact.
- k. Business processes such as licensing and compliance will be streamlined to reduce the time cost of doing business.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*



## 3.11. Public Infrastructure and Services

### Current Situation and Analysis of Challenges

Public infrastructure and services that serve local populations are also critical to tourism businesses and visitors. This includes large-scale investments such as airports, roads, ports, jetties, sports stadiums, event venues, ICT, energy, water supply, waste management, and health services. It also includes small-scale facilities, such as public toilets and recreation areas. All are essential enablers of tourism and factors of tourism competitiveness. This is recognised across PNG's national planning:

- The PNG Strategic Development Plan 2010–2030 cites the importance of *“increasing the capacity of infrastructure and facilities to cope with the rise in tourists.”*<sup>52</sup>
- Vision 2050 highlights the need to *“work in collaboration with the PNG TPA and other relevant sectors to promote the tourism industry and the necessary infrastructure.”*<sup>53</sup>
- The MTDP IV states that *“Tourism initiatives will be supported by... infrastructure development.”*<sup>54</sup>

PNG's TSDP 2022–2026 highlights the importance of air, road, and marine transport infrastructure investments, as well as those in ICT, power, and health services. While the Tourism Promotion Authority Act stipulates the TPA's role in this regard is to *“encourage the provision, development and expansion of tourism infrastructure, facilities and products in PNG”*, the planning of public infrastructure investments lies with other agencies, with the TPA providing input to varying degrees. Following is a summary of the current state of play across different types of public infrastructure (with the exception of airports, which are covered by the Policy Area 7: Air Connectivity):

- Transport planning, under the remit of the DOT and its various divisions, is guided by the National Transport Strategy 2013 and the MTDP IV. Road, air, and marine-specific infrastructure investment planning by the DOWH will be mobilised under Connect PNG 2020–2040. Collaboration between the DOT and TPA in the preparation of respective plans has advanced in recent years, and the DOT sits on the TSDPISC. There are concerns across the tourism sector that transport planning and investment are not adequately providing for tourism in its current state or in the future. Both agencies recognise the need to continue strengthening

coordination and collaboration in the future via Connect PNG working groups and the TSDPISC, as well as regular meetings, as required. There is also a need for the TPA to provide evidence-based business cases for priority tourism-enabling transport investments.

- Port infrastructure planning is the responsibility of PNG Ports Corporation, under the ownership of Kumul Consolidated Holdings, as the delegated authority by the DOT to provide harbour management and maritime compliance at all land/water interface (wharves and jetties). The Infrastructure Master Plan 2021–2051 sets out appropriate planning on investment prospects for future growth, ensuring that wharves and jetties are safe and functional to meet the demand for ports and shipping services.
- Sporting and event infrastructure planning is led by various government agencies in partnership with the private sector. As sports tourism and the meetings, incentives, conferences, and events (MICE) segment have been identified as niche markets with domestic and regional tourism growth potential, it is critical for the TPA to cooperate with partners in planning for investment in supporting infrastructure.
- ICT planning in PNG falls under the mandate of the Department of Information and Communications Technology (DICT), with investments guided by the Digital Government Plan 2023–2027, PNG Digital Transformation Policy 2020, and (soon) a National Broadband Policy. Although these do not mention tourism, the TSDP 2022–2026 highlights the importance of improving access to ICT services, especially in rural areas. Furthermore, as the travel and tourism industry embrace new technologies, the importance of cybersecurity is increasingly critical. The DICT's National Cyber Security Policy 2021, which is governed by the Cybercrime Code Act 2016, ensures that the appropriate protection measures are in place for all sectors, including tourism. On these matters, the TPA regularly engages with the DICT and the National Information and Communications Technology Authority and other relevant stakeholders. These consultations have led to the TPA's preparation of an aligned internal draft ICT Policy and Action Plan.

<sup>52</sup> PNG Development Strategic Plan 2010–2030, p. 104

<sup>53</sup> Vision 2050, p. 51.

<sup>54</sup> MTDP IV, p. 29.



- Energy infrastructure and services planning is the responsibility of National Energy Authority (NEA), while the delivery of public power supply lies with PNG Power. The National Energy Policy 2017–2027 was launched with the goal to *‘provide sufficient, accessible, reliable and affordable energy in a manner that is competitive, sustainable and environmentally friendly’*. This Policy recognises the need to meet demand from tourism for energy provision, and conversely, the TSDP 2022–2026 prioritises accessible, reliable, and cost-effective electricity as a tourism enabler. Connect PNG, the nation’s multi-modal infrastructure strategy, will direct investments in energy infrastructure and services into the future, so it will be important for the TPA, National Energy Authority, and PNG Power to collaborate to ensure tourism is afforded the necessary infrastructure.
- Waste management infrastructure and services are the responsibility of the CEPA and respective city council(s)/ urban authorities. As noted under Policy Area 1: Environmental Sustainability, waste must be disposed of in accordance with the Environment Regulations 2002, but this requires adequate systems for collection, mass disposal, and recycling. While not noted in the TSDP, the lack of recycling facilities in PNG, and shortcomings with residential and commercial rubbish collection and management, are a concern for a growing sustainable tourism destination.
- Health policy and strategies are featured in the National Health Plan 2021–2030 of the National Department of Health (NDOH). Although the relevance of health services to tourism is not cited in this plan nor in the TSDP 2022–2026, COVID-19 highlighted the need for improving communication between the NDOH and TPA.

In most cases, the public infrastructure and services needs for tourism sector development align with community and other industry development priorities, so tourism leverages off Government investment. As tourism grows, the key challenge will be maintaining and strengthening planning and coordination mechanisms for identifying priority tourism-enabling large-scale investments and demonstrating the business case and the case for public good.

Note: During stakeholder consultations for this Tourism Policy, issues were highlighted across all of these themes that warrant policy responses which fall outside the scope of tourism. This included the need for improving accessibility of infrastructure, especially for people with a disability, as well as the need for investments to be more sustainable (as per the cross-cutting areas in this Policy). Also noted was the need to enable public–private partnerships to mobilise priority investments. While tourism stakeholders can be an advocate for policy reforms to support this, making the necessary reforms lies with other identified agencies and are therefore not specified herein.



## Policy Area 11: Public Infrastructure and Services



### Policy Response:

Government will develop public infrastructure and services that meet community, business, and visitor needs.



### Policy Partners:

DICT, DLPP, DNPM, DOT, DOWH, LLGs, NDOH, NEA, NMSA, PGs, PNG Ports, SEZA, TPA.  
In collaboration with resource custodians, communities, and the private sector.



### Priority Actions:

- a. Priorities for tourism-enabling public infrastructure will be the subject of relevant working groups under the TSDPISC.
- b. Tourism sector interests in the development of road infrastructure will be represented in the DOT- and DOWH-led implementation of Connect PNG.\*
- c. Tourism-specific road investment/reform priorities (e.g. feeder roads to key tourism locations) will be progressed where TPA data presents an evidence-based business case for investment.
- d. Tourism sector interests in local marine infrastructure and services, as well as ports in cruise hubs, will be represented in the PNG Ports- and DOWH-led implementation of Connect PNG.\*
- e. Tourism-specific local marine investment priorities (e.g. jetties to enable access to key tourism locations) will be progressed where TPA data presents an evidence-based business case for investment.
- f. Cruise investment priorities for key ports will be progressed where TPA data presents an evidence-based business case for investment and where environmental safeguards are sufficient.
- g. Evidence-based investment priorities for sports/events venues will be included in relevant government and public-private partnership plans.
- h. Tourism sector interests will be represented in the DOT-led Aviation Policy and Connect PNG aviation-related planning.\* (See Policy Area 7)
- i. Tourism-specific aviation investment priorities (e.g. for identified rural airstrips, third-level airlines) will be progressed where TPA data presents an evidence-based business case for investment.
- j. Tourism sector interests in ICT policy, infrastructure, and services will be represented in the DICT-led implementation of Connect PNG.\*
- k. Tourism sector interests in waste management will be represented in relevant policies and plans.\*
- l. Tourism sector interests in health in tourism hubs will be represented in the NDOH-led implementation of health policies and plans.\*
- m. Tourism specific investment in public infrastructure and service delivery will be streamlined through respective MOUs/memoranda of agreement with sub-national authorities and administrations.
- n. An iconic PNG building will be established to house the Ministry of Tourism, Arts and Culture and streamline ministerial services.

\*To be enabled by MOUs and participation in relevant working groups.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





## 3.12. Tourism Industry Standards

### Current Situation and Analysis of Challenges

Industry standards that provide quality benchmarks for tourism products' facilities and services are a key feature of competitive tourism destinations. SPTO's 2023 release of the Pacific Sustainable Tourism Standard (PSTS) included both "destination" and "industry" criteria that are aligned with the Global Sustainable Tourism Council. While the destination criteria are intended to guide macro policy and practice (as covered elsewhere in this Policy, with a particular focus in the cross-cutting themes), the industry criteria are intended to guide tourism businesses' policy and practice, recognising a national tourism office's role in enabling and formalising this through a tourism industry standards program. The 45 industry criteria<sup>55</sup> are directly relevant to this Policy Area.

The TPA has long recognised the importance of tourism industry standards, and in accordance with functions prescribed under the Tourism Promotion Authority Act, this has been made a priority in the previous and current TSDPs. The TPA has collaborated with PNG's NISIT, which has oversight of national standards in accordance with the NISIT Act 1993.

- Manuals with accreditation requirements for four of the six accommodation categories had been published and distributed. (This commenced with categories 3–6, which were deemed most in need of improving standards. Categories 1–2 are to follow next.)
- 118 of PNG's estimated 222 accommodation supply for categories 3–6 had been assessed and had received accreditation.
- Discussions had commenced with PNG's NISIT on ISO standards that could be adopted to strengthen the Accommodation Accreditation Scheme and extended to tour operators.

Further to progress on industry standards, the TPAs roll-out of the "Safe Traveller Initiative" during COVID-19 improved health and safety practices across the tourism industry. While the recommended protocols were not mandatory at the time and are no longer promoted, they reportedly improved hygiene practices amongst accommodation providers, cruise tour host communities, tour operators, and event organisers.

Complementing the TPAs efforts for quality assurance of accommodation are codes of conduct/ethics prepared by the PNG TPA and partner associations for dive, trekking, and surfing. This self-regulated quality control is mandatory, with the IPA requiring all associations to have a code in place to guide its members and operations. The codes are based on global best practice for the respective niche segment, and/or a best practice approach initiated by the association members to establish basic compliance for members. The associations have mechanisms in place to manage any breach of their respective codes.



### Tourism Quality Control Measures in PNG

In 2020, the TPA launched the Accommodation Accreditation Scheme, which was designed to "...help raise the standard of accommodation by setting specific minimum requirements, thereby helping ensure that customers get value for money... [and giving them]... confidence and assurance when dealing with accommodation providers".<sup>56</sup> The voluntary scheme covers six provider categories: 1. hotels, 2. self-catering accommodation, 3. guesthouse/hosted accommodation, 4. backpacker/budget accommodation, 5. traditional/informal accommodation, and 6. trekker accommodation. It accredits businesses that meet respective minimum requirements, allowing them to use the certification logo and benefit from inclusion in TPA promotions. However, it is not currently linked to the issuance of a business licence, which is a separate function under the remit of the IPA. The scheme also provides advice to those needing help to meet minimum requirements. The scheme is still a work in progress, but as of the end of 2024 the following had been achieved:



### Outstanding Needs for Tourism Quality Control

Notwithstanding the progress to date, the TPA and stakeholders recognise weaknesses and gaps with the current programs that need to be addressed via policy reform and improved practices. These include:

- A need to extend the PNG standards programs to cover other tourism-related businesses.* Although the TPA intends to extend the standards beyond accommodation (to include tour operators and other suppliers), this has yet to roll out. This will require clear definition of tourism business types and the mandate and resources to design and deliver standards as relevant to each

<sup>55</sup> PSTS, pp. 28–43.

<sup>56</sup> TPA Accreditation Guidelines (2020), p. 1.



category. It also requires the mandate and resources to monitor compliance and redress non-compliance.

- ii. *A need to strengthen PNG's standards to cover more quality, sustainability, resilience, accessibility, and health and safety benchmarks.* The current accommodation minimum standards for quality benchmarks have been a good foundation to establish a standards framework for tourism in PNG. However, there is a need to enhance then and extend them to all tourism businesses. This should draw on
  - (a) a review of ISO standards to determine those suitable to PNG (currently underway by the TPA and NISIT);
  - (b) using SPTOs PSTS industry criteria as a checklist; and
  - (c) determining other measures across these themes from emerging literature, where relevant to PNG.
- iii. *A need to better enable business compliance with standards though more awareness, checks, and compliance support activity.* While this is done to some extent by the TPA, it is limited by resources – one of the reasons the program hasn't been able to expand as intended. Enhancing and expanding the standards will require investment in more TPA resources and the formation of partnerships that can support the process (e.g. agencies/individuals that can be accredited to undertake compliance checks).
- iv. *A need to ensure compliance with standards programs through regulatory instruments (e.g. link to licensing, other incentives, or penalties).* The TPA has incentivised compliance, with access to TPA promotions as the reward. This 'carrot versus stick' approach is favoured by much of the tourism industry; however, the TPA and many tourism stakeholders note this is not sufficient. Of escalating concern are the risks posed by 'rogue' or unregulated tour operators operating outside the niche segments represented by industry associations, and therefore not guided by minimum requirements or held to tourism quality standards. Although all tour operators require a business licence to be issued by the IPA as well as a licence for the operator of a vehicle/vessel and a vehicle/vessel registration indicating road/seaworthiness,<sup>57</sup> there have been many reports of issues with tour operators' safety, cleanliness, and customer service. There have also been concerns about the quality of some tour experiences (in terms of information accuracy and consistency), and unethical behaviour. Combined, these issues pose a risk to visitor safety, destination reputation, and community cohesion, highlighting the importance of standards to determine appropriate compliance instruments.

These needs call for the development of a national tourism industry standards framework. It is challenging, however, to design a model that can ensure PNG's tourism products meet international benchmarks while also being practical to administer, cost-effective, and financially sustainable.

It is also challenging to determine a structure that clearly defines roles and responsibilities, which currently overlap as follows:

- The TPA is required under the current Tourism Promotion Authority Act to 'encourage, assist and promote appropriately high levels of service, education and management within PNG tourism facilities', but does not have any powers to do so.
- NISIT has a range of functions and powers associated with standards and accreditation under the NISIT Act 1993.
- The IPA has the mandate for business information services, business registration, and related fee collection under the Business Names Act 2014.



## Considerations for a National Tourism Industry Standards Framework

In designing a national tourism industry standards framework, the following questions will need to be addressed (in no specific order):

- What requirements will be subject to government regulations versus voluntary standards self-regulated through industry groups?
- How should tourism businesses be classified?
- Should compliance be rewarded, or should non-compliance be penalized? If the latter, what should the penalties be?
- What will be the relationship between compliance and licences?
- If compliance is to be mandatory, how will it be legislated? And how will compliance be managed?
- Where will the functions and powers lie for respective agencies in terms of design, industry awareness and support, compliance checks, and related accreditation?
- Which ISO standards will be relevant to PNG?
- How can standards expand beyond quality of facilities and services to incorporate more in relation to the health and safety of staff and customers, sustainability practices, and disaster risk management?
- How can niche industry associations' self-regulation via codes of conduct align with tour operator standards without becoming a burden to business owners, counterproductive to associations, and/or cumbersome to administer?
- How will the administration of standards be resourced (in terms of accrediting assessors and financing costs to assess and support)?

<sup>57</sup> Issued by Motor Vehicles Insurance Limited and the NMSA.

## Policy Area 12: Tourism Industry Standards



### Policy Response:

Government will provide the systems and support for all businesses in the tourism industry to meet global benchmarks in tourism quality, sustainability, resilience, accessibility, and health and safety.



### Policy Partners:

DCI, IPA, NCC, NISIT, NMAG, PGs, TPA.

In collaboration with the PNGTIA, industry associations, and the private sector.



### Priority Actions:

- a. Tourism industry standards will be the subject of working groups under the TSDPISC.
- b. A tourism industry standards framework will be developed to support a new era of managing the quality, sustainability, resilience, accessibility, and health and safety of PNG's tourism products and services. This will be designed in collaboration by the TPA, NISIT, the PNGTIA, niche tourism associations, and PGs, giving consideration to the following:
  - NISIT's advice on ISO standards;
  - SPTOs PSTS industry standards criteria;
  - niche associations' advice;
  - government versus industry self-regulation,
  - certification versus licensing models, accreditation and compliance mechanisms,
  - use of compliance incentives versus non-compliance penalties, and
  - funding models.
- c. Legislation will be revised to reflect the TPA's functions and powers in relation to a new tourism industry standards framework.
- d. PNG's tourism standards will be extended from accommodation to other tourism-related businesses (to be defined under the new Act for Tourism, ensuring providers of tours and attractions are covered).
- e. Support will be provided to the industry in achieving standards via TPA technical assistance and referrals to supporting resources.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





### 3.13. Workforce Development

#### Current Situation and Analysis of Challenges

PNG's tourism industry provides employment for an estimated 75,000 people, including indirect employment generated by sectors that supply tourism.<sup>58</sup> Tourism jobs cover a wide range of skills, and recent years have seen improvements in PNG in the availability of tourism and hospitality education and training programs that produce a skilled tourism workforce. Tourism is covered to a limited extent in the high school curriculum to build basic awareness about the industry. Bachelor degree courses in tourism are available through three universities, diploma programs are available through five institutions, and certificate courses are offered by private training providers. It is reported that some tourism businesses have relationships with education and training institutions to recruit graduates, but many recruit staff locally and provide on-the-job training.

Despite improvements in the availability of training, tourism businesses report ongoing challenges recruiting workers with suitable skills. Anecdotal accounts of the underlying issues follow, but an in-depth analysis of nuanced causes and solutions is needed:

- i. Although some tourism businesses report attracting many applicants for jobs, very few have the technical and soft skills to perform advertised roles.
- ii. Tourism is not attracting skilled workers due to the perception of relatively low wages, inadequate career pathway incentives, and job insecurity during crises (as evident with COVID-19)
- iii. Tourism and hospitality education and training institutions do not have a standardised curriculum, and programs do not sufficiently align the curriculum with industry needs. Industry feedback suggests inconsistency in tourism graduate capabilities and a general lack of practical skills.
- iv. Some tourism and hospitality training institutions are not attracting people who need training due to inadequate facilities and/or availability of courses not meeting prospective student needs.
- v. Returning overseas tourism studies graduates are seeking management jobs without practical experience, rather than the operational jobs the market needs.

The first point suggests a need to (a) better prepare prospective tourism and hospitality workers from school age onwards so they have an understanding of the tourism industry and the type of technical and soft skills required, including customer service, and (b) extend this preparation to other relevant learning areas such as financial literacy. The second point is a function of the market, with the Government's role to address this limited to supporting industry development. The third and fourth points are addressed to some extent through PNG's National Training Policy 2022–2032. Although it does not specify tourism, it sets out the Government's commitment to *"a better functioning and client-focussed training sector... that will meet the increasing demand of government, the industry, and the economy as a whole..."*<sup>59</sup> The need for industry feedback on the curriculum has been identified, and a proposed National Skills Development Agency (NSDA) Tourism Industry Skills Group under the Department of Higher Education, Research, Science and Technology (DHERST) will address this. The fifth and final point calls for programs that support overseas student reintegration with more practical experience, possibly through extended overseas work placements or exchanges for skills development.

As evident in SPTO's PSTS, other important workforce development policy considerations lie with *'decent and fair work, with opportunities for local employment and equal opportunities for all'*.<sup>60</sup> Providing PNG workers with safe working conditions, fair reward, and equal opportunities is addressed by the Employment Act 1978, which stipulates occupational health and safety conditions, a minimum wage, and equality in the workplace. Notwithstanding these being in place, PNG (like all destinations) will be at risk of suffering from negative tourism impacts unless practices are continually improved to avoid tourism workers being exposed to unsafe working conditions, or being exploited or discriminated against.

<sup>58</sup> World Tourism and Travel Council 2021, *Global Economic Impacts and Trends*.

<sup>59</sup> PNG National Training Policy 2022–2032, p. i.

<sup>60</sup> PSTC, 2023. As featured under the second goal of SPTO's PSTPF ('Thriving and Inclusive Communities'), and specifically the priority related to 'strengthening social inclusion



## Policy Area 13: Workforce Development



### Policy Response:

Government will help develop a skilled tourism workforce that supports quality tourism supply while providing safe and fair work opportunities.



### Policy Partners:

Department of Labour and Industrial Relations, DFA, DHERST, DoE, NSDA, NTC, TPA.  
In collaboration with industry associations and private sector.



### Priority Actions:

- a. Tourism training and workforce development will be the subject of a working group under the TSDPISC.
- b. A tourism training and skills gaps assessment will be undertaken to understand (i) the nature and scale of gaps in tourism and hospitality training; (ii) associated workforce gaps by location, type, and level; and (iii) solutions to address nuanced issues.
- c. The secondary school curriculum will be broadened to include tourism content that prepares students who may be considering it as a career option.
- d. Tourism training institutions will be supported in strengthening their curricula to obtain global recognition and accreditation.
- e. Opportunities for more work placements to be undertaken abroad will be explored for local and overseas tourism and hospitality students from PNG to build experience and levels of service.
- f. Workplace legislation will continually be improved to ensure decent and fair work, with opportunities for local employment and equal opportunities for all.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*





## 3.14. Destination Marketing and Distribution

### Current Situation and Analysis of Challenges

In a globally competitive tourism marketplace, the tourism sector cannot grow without adequate investment in destination marketing. In accordance with the Tourism Promotion Authority Act 1993, the TPA fulfils its functions to *‘promote PNG overseas as a tourist destination; enhance awareness overseas of PNG as a tourist destination; and co-ordinate the overseas promotional efforts of the PNG tourist industry in cooperation with governmental bodies at all levels and with other bodies’*.

The TPA, however, faces several challenges with optimising its destination marketing:

- Growing and diversifying target markets requires ongoing investment in significant levels of market research, and the TPA’s capacity to do this is limited by budget.
  - PNG has significant global competition from destinations with much higher marketing budgets.
  - The TPA and industry partners are constrained by the high costs of international marketing. The TPA has supported the industry by subsidising participation in international travel trade events but is limited in its capacity to engage with target markets due to financial constraints.
  - The Tourism Promotion Act does not allow for the TPA to collect cooperative marketing funds from the industry. This restricts the TPA’s ability to coordinate public/private cooperative marketing as undertaken by other DMOs or national tourism offices.
  - The Tourism Promotion Act does not cover the TPA’s role in domestic tourism marketing. Whereas this was not recognised at the time of the Act’s formulation, the potential of domestic tourism has been evident for several years, and COVID-19 was a catalyst for the TPA to take on the promotion of domestic tourism.
  - The TPA and industry partners are not sufficiently equipped with the assets and skills to adopt rapidly changing destination marketing technology and practices (e.g. digital platforms, artificial intelligence, and virtual reality).
  - Communication with the tourism industry in PNG – to share and collect insights – is resource intensive. It presents an additional financial burden beyond typical destination marketing and communications.
- Alongside addressing these challenges, the TPA recognises the need for:
- Undertaking more frequent evaluation of its branding and marketing activities to ensure its short- to medium-term marketing strategies and annual marketing action plans reflect lessons learnt as well as emerging market evidence.
  - Developing evidence-based plans for niche market development and promotion (e.g. meetings, incentives, conferences, and events; and sports tourism).
  - Optimising the rapidly changing marketing and distribution technology available for destination marketing, and helping the industry adopt the same for its complementary marketing activity.
  - Identifying emerging markets and establishing representation to market PNG as a tourist destination.
  - Expanding regional cooperation efforts for developing tourism markets by strengthening existing regional affiliations, such as with SPTO and the Melanesian Spearhead Group (MSG).
  - Integrating sustainability messaging into future marketing and ensuring it upholds the Guiding Principles agreed by tourism stakeholders in PNG.
  - Strengthening collaboration with travel trade and media (traditional and influencers) targeting high-yield niche segments.
  - Strengthening crisis communications planning and mobilisation with local partners (e.g. NDOH, DFA, RPNGC) to mitigate the risks to visitors and to manage destination reputation amongst the travel trade and prospective travellers. While coordination was improved following COVID-19 border closures, better crisis management planning is needed.
  - Clarifying marketing and communication responsibilities for cultural events with the NCC.



## Policy Area 14: Destination Marketing and Distribution



### Policy Response:

Government will invest in the promotion of PNG and its destinations, niche experiences, and tourism products to high-yield target markets.



### Policy Partners:

DFA, ICSA, IPA, NAC, NCC, NMAG, NTO, PGs, RPNGC, TPA.

In collaboration with airlines, industry associations and private sector.



### Priority Actions:

- a. TPA will be afforded the resources necessary to (i) undertake market research on an ongoing basis, (ii) adopt new digital marketing technologies, (iii) compete in target international tourism markets to promote PNG and its compelling destinations and niche experiences and (iv) promote tourism to domestic markets.
- b. TPA's marketing strategy will be regularly updated, and annual marketing action plans will reflect evaluation learnings, market research, evidence, and new directions.
- c. The TPA and DFA will cooperate on tourism promotion via overseas missions.
- d. The TPA and NCC will cooperate on the international and domestic marketing and promotion of cultural events, with clearly defined roles and responsibilities.
- e. The Tourism Promotion Authority Act will be revised to (i) allow for cooperative marketing funds to be collected from the private sector; (ii) allow for contracting independent market research; (iii) cover domestic marketing functions and powers; and (iv) clarify cultural event marketing roles and responsibilities.
- f. Crisis communication planning will be the subject of a working group under the TSDPISC.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*







## 3.15. Visitor Entry and Safety

### Current Situation and Analysis of Challenges



#### Visas

Whereas visa and other entry requirements can provide a necessary control to protect a country and its population, they can also impose an unnecessary barrier to markets, thereby conflicting with marketing efforts. PNG has seen periods of inconsistent, cumbersome, and expensive visa requirements; however, these have eased for holidaymakers from target markets in the last few years. Specifically:

- The Immigration and Citizenship Services Authority (ICSA) has implemented a new online system which has streamlined the visa processing process.
- Visas for holidaymakers from 71 countries (including all key target markets) are available on arrival at no charge.
- Online tourist visas are available for 52 other countries, and the costs have been reduced.<sup>61</sup>

Despite advancements in easing border entry for target markets, and notwithstanding that certain controls may be necessary, there are still reports of visa burdens detracting prospective niche tourists from the countries where visitors to PNG have to apply for a visa through a PNG mission.

Separate from visa-related border-controls, PNG (like all countries) introduced unprecedented border controls with the onset of the COVID-19 pandemic in 2020, up until 2022. This experience produced valuable learnings about developing and implementing public policy for health-related travel restrictions. Of note is the importance of the TPAs involvement in decisions and communications about border closures/entry requirements that impact tourism recovery and long-term prospects.

The TPA recognises the importance of dealing with this challenge by targeting special interest, independent travellers for whom the attraction of PNG outweighs safety and security concerns. It also recognises that destination storytelling should highlight the hospitality of the PNG people and the cultural emphasis on looking after visitors.

Furthermore, the Government recognises the importance of deterring criminal activity and improving the level of confidence and comfort for visiting tourists. This includes giving consideration to having specially trained “tourist police” in key tourist destinations to increase security for tourists and improve responsiveness and communication between police officials and visitors. TPA recognises that engaging local youths through the National Volunteer Services (NVS) and National Youth Development Authority (NYDA) could deter petty crimes targeting tourists, as disengaged youths are often the main perpetrators.<sup>62</sup>

In developing cruise tourism, similarly is crucial to demonstrate that PNG is a safe destination for travellers. On matters related to traveller safety at sea, especially for cruise tourism and other recreational use of oceans and seas, PNG TPA work closely with the Royal PNG Constabulary Water Police and National Maritime Safety Authority.

Finally on traveller safety in an national emergencies such as a natural disaster or incident at sea, there are no formal arrangements and references. Informal arrangements include liaison with provincial tourism offices in the coordination of provincial disaster management. For the tourism sector, TPA acknowledges the need to work with the National Disaster Centre (NDC) and Provincial Disaster Centres to strengthen traveller safety in disaster risk management planning.



#### Traveller Safety

Law and order issues have been identified as an economic and social issue for PNG. Although varying widely across regions, crime is prevalent and there have been incidents involving tourists, presenting a significant impediment to tourism. Media reports and travel advisories in key markets such as Australia have undermined the marketing efforts of the PNG TPA. Marketing the destination at the same time as having to contend with negative publicity is challenging and costly.

<sup>61</sup> Migration service fees are intended to be reviewed annually, but the ICSA has not reviewed these fees for five years and there may be some changes to the fees for tourist visas in the upcoming review.

<sup>62</sup> Anecdotal evidence

## Policy Area 15: Visitor Entry and Safety



### Policy Response:

Government will facilitate safe, efficient, and welcoming entry and travel for visitors.



### Policy Partners:

DFA, ICSA, NAQIA, NDC, NDOH, NMSA, NVS, NYDA, PNGCS, RPNGC, TPA.  
In collaboration with the private sector.



### Priority Actions:

- a. Border controls for tourism will be the subject of a working group under the TSDPISC if/when needed.
- b. TPA data will provide market-based evidence for exploring new visa types for visitors.
- c. Conditions for seamless cross-border connectivity and visitor processing on arrival will be improved.
- d. The TPA and RPNGC will partner to identify and establish a "tourism police" force for tourism hubs in PNG.
- e. The TPA will collaborate with the NVS and NYDA to establish opportunities that facilitate safe passage of visitors in urban and rural communities.
- f. Traveller safety priorities will be identified in a TPA-led crisis management plan in close collaboration with the NDC and Provincial Disaster Centres.
- g. The TPA and NMSA will partner through an MOU on mutual cooperation and sharing of resources for national maritime safety and regulations.
- h. Initiatives will be identified in the Cruise Strategy to improve safety perceptions and ensure the security of travellers in port and in PNG waters.
- i. Evidence-based initiatives will inform partnerships with the TPA and relevant government agencies and departments in the safeguarding of the sector from tourism-related cybersecurity threats.

*As this Policy rolls out, more detailed policy responses will be identified by the TSDPISC and with public-private-community consultation. These will be incorporated into the next TSDP (2027).*







## Section 4

---

# IMPLEMENTATION AND MONITORING







The Policy shall be monitored the Parliamentary Committee for Tourism, Arts and Culture. The Committee will enable the TPA and Government Tourism Policy Partners to fulfil their respective roles in policy implementation:

## 1. The PNG TPA will lead implementation of the Policy by way of:

- Incorporating immediate policy intentions and priorities that fall under the TPAs mandate into the TPAs existing work plans.
- Chairing the TSDPISC and including the Policy's Priority Actions on the TSDPISC agenda. (This may require expansion of the TSDPISC membership, establishment of topic-specific working groups, and/or supplementary TPA and partner agency meetings).
- Incorporating all policy intentions and outstanding priorities into succeeding TSDPs, to be updated every five years.
- Developing an implementation monitoring and evaluation framework consistent with the Priority Actions of this policy to measure the implementation of this Policy for the sector.
- Communicating and coordinating with national Government counterparts to progress whole of government commitment to the national public policy.
- Providing oversight in the implementation of actions in conjunction with all policy partners including national government counterparts, PGs, LLGs, resource custodians, private sector and other recognised partners.
- Reporting directly to the Parliamentary Committee on Tourism Policy matters.

## 2. National Government Policy Partners will support implementation of the Policy by way of:

- Inviting TPA to participate in working groups/ steering committees relevant to tourism priorities.
- Including priority actions identified in the Policy and subsequent TSDPISC meetings in respective strategies and workplans.





## Annexes

## Annex 1

## Papua New Guinea Tourism Offices, Legislations, Policies, and Plans

No.	Province	Tourism Office(s)	Legislation/Policy/Plan
1	Autonomous Region of Bougainville	– Bougainville Arts, Culture and Tourism Authority	– Bougainville Arts, Culture and Tourism Bill 2022
2	Central	– Division of Commerce, Mining and Tourism	– Not available
3	Eastern Highlands	– Division of Commerce – Eastern Highlands Tourism Bureau	– Eastern Highlands Tourism Policy
4	East New Britain	– East New Britain Tourism Authority	– East New Britain Tourism Master Plan 2018–2022
5	East Sepik	– Division of Commerce, Culture and Tourism	– East Sepik Provincial Integrated Development Plan 2018–2028, versions 1 and 2
6	Enga	– Division of Commerce, Culture and Tourism	– Not available
7	Gulf	– Division of Commerce, Culture and Tourism	– Not available
8	Hela	– Not available	– Not available
9	Jiwaka	– Not available	– Not available
10	Madang	– Division of Commerce – Madang Visitors and Cultural Bureau	– Madang Visitors and Cultural Bureau Act 1998
11	Manus	– Division of Commerce	– Manus Tourism Board Act – Manus Tourism Action Plan 2018–2022
12	Milne Bay	– Milne Bay Tourism Bureau	– Milne Bay Tourism Authority Bill (draft)
13	Morobe	– Division of Commerce – Lae City Tourism Bureau	– Not available
14	National Capital District	– National Capital District Commission	– Not available
15	New Ireland	– Division of Commerce	– Not available
16	Northern	– Division of Commerce	– Not available
17	Simbu	– Division of Commerce, Culture and Tourism	– Not available



No.	Province	Tourism Office(s)	Legislation/Policy/Plan
18	Southern Highlands	– Division of Commerce	– Not available
19	Western	– Division of Commerce	– Not available
20	Western Highlands	– Division of Commerce	– Not available
21	West New Britain	– Division of Commerce – West New Britain Tourism Office	– West New Britain Sustainable Tourism Policy 2017 (draft) – West New Britain Tourism Bureau Act 2018 (draft bill)
22	West Sepik	– Division of Commerce	– Sandaun Destination Strategic Plan 2022–2025

## Annex 2

### National Legislation, Policies and Plans related to Tourism

In addition to the *tourism-specific* Tourism Act 1993, Tourism Policy 1995, and Tourism Sector Development Plan (TSDP) 2022–2026, the following policies, legislations, or plans related to tourism were reviewed for the situation analyses for this National Tourism Policy. These, and any updates, will provide direction for whole-of-government policy responses.

Tourism-related Theme	Considered Policy, Legislation, or Plan
Transport (Air, Road, Sea)	<ul style="list-style-type: none"> <li>– Aviation Policy 2023–2028 (draft)</li> <li>– Civil Aviation Act 2000</li> <li>– Connect PNG Plan 2020–2040</li> <li>– Infrastructure Master Plan 2021</li> <li>– Medium-Term Transport Plan 2019–2022</li> <li>– National Airports Corporation 2030 Growth Strategy</li> <li>– National Competition Policy 2019</li> <li>– National Service Delivery Framework</li> <li>– National Transport Strategy 2013</li> </ul>
Private Sector Investment	<ul style="list-style-type: none"> <li>– Business Names Act 2014</li> <li>– Copyright and Neighbouring Rights Act 2000</li> <li>– Investment Promotions Authority Act 1992</li> <li>– Investment Promotions Regulation Act 1992</li> <li>– PNG Investment Guide 2021</li> <li>– Special Economic Zone Act 2019</li> <li>– State Owned Enterprises Ownership and Reform Policy 2020</li> </ul>
Micro, Small, and Medium-sized Enterprise Development	<ul style="list-style-type: none"> <li>– SME Policy 2016</li> <li>– Small and Medium Enterprises Corporation Act 2014</li> </ul>
National Standards	<ul style="list-style-type: none"> <li>– National Institute of Standards and Industrial Technology Act 1993, and National Institute of Standards and Industrial Technology (Amendment) Act 2019</li> </ul>
Culture	<ul style="list-style-type: none"> <li>– Cultural Development Act 1982/1984</li> <li>– National Cultural Commission Act 1994</li> <li>– National Cultural Policy 2022–2032</li> <li>– National Cultural Property Preservation Act 1965</li> <li>– National Museum and Art Gallery Act 1992</li> <li>– War Surplus Material Act 1952</li> </ul>

Tourism-related Theme	Considered Policy, Legislation, or Plan
Environment	<ul style="list-style-type: none"> <li>– Conservation Areas Act 1978</li> <li>– Conservation and Environment Protection Authority Act 2014</li> <li>– PNG Environment Act 2000, and Environment (Amendment) Act 2014</li> <li>– Environment Permits Regulation 2002</li> <li>– Fauna (Protection and Control) Act 1966</li> <li>– Fisheries Management Act 1998</li> <li>– Forestry Act 1991, and Forestry (Amendment) Act 2019</li> <li>– International Trade (Flora and Fauna) Act 1979</li> <li>– Maritime Zones Act 2015</li> <li>– National Maritime Safety Authority Act 2003</li> <li>– National Oceans Policy 2020–2030</li> <li>– PNG Policy on Protected Areas 2014</li> </ul>
Community, Women, and Youth	<ul style="list-style-type: none"> <li>– Lukautim Pikinini Act 2015</li> <li>– National Financial Inclusion Strategy 2023–2027</li> <li>– National Public Service Gender Equity and Social Inclusion Policy</li> <li>– National Youth Policy 2020–2030</li> </ul>
Employment, Education, and Training	<ul style="list-style-type: none"> <li>– Employment Act 1978</li> <li>– National Training Policy 2022–2032</li> <li>– PNG Higher Education Amendment Act 2020</li> <li>– PNG Higher and Technical Education Reform Act 2020</li> </ul>
Land	<ul style="list-style-type: none"> <li>– National Sustainable Land Use Policy 2022–2032</li> </ul>
Information and Communication Technology	<ul style="list-style-type: none"> <li>– Digital Government Act 2022</li> <li>– Digital Government Plan 2023–2027</li> <li>– PNG Digital Transformation Policy 2020</li> </ul>
Energy	<ul style="list-style-type: none"> <li>– National Energy Policy 2017–2027</li> </ul>
Health	<ul style="list-style-type: none"> <li>– National Health Plan 2021–2030</li> </ul>
Cross-border Facilitation	<ul style="list-style-type: none"> <li>– Migration Act 1978</li> </ul>
Climate Change and Disaster Risk Management	<ul style="list-style-type: none"> <li>– Climate Change (Management) Act 2015</li> <li>– National Disaster Risk Reduction Framework 2017–2030</li> <li>– PNG's Sustainable Development Goal 13 Roadmap 2030</li> </ul>
Law and Order	<ul style="list-style-type: none"> <li>– Criminal Code Act 1974, and Criminal Code (Amendment) Act 2013</li> <li>– Cybercrime Code Act 2016</li> <li>– National Cyber Security Policy 2021</li> <li>– Police Act 1998</li> </ul>









**PSDI** | THE PACIFIC  
PRIVATE SECTOR  
DEVELOPMENT  
INITIATIVE

A technical assistance program undertaken in partnership with:

