



Collaborative Management of Conservation Areas

Supporting the Policy Environment for Economic Development
(SPEED+)

Presentation

1. Brief Recap of Regional Review
2. Evaluation of Partnerships in Mozambique
3. Roadmap for the Future
4. Legal Framework

Three Main Models

1. Delegated management

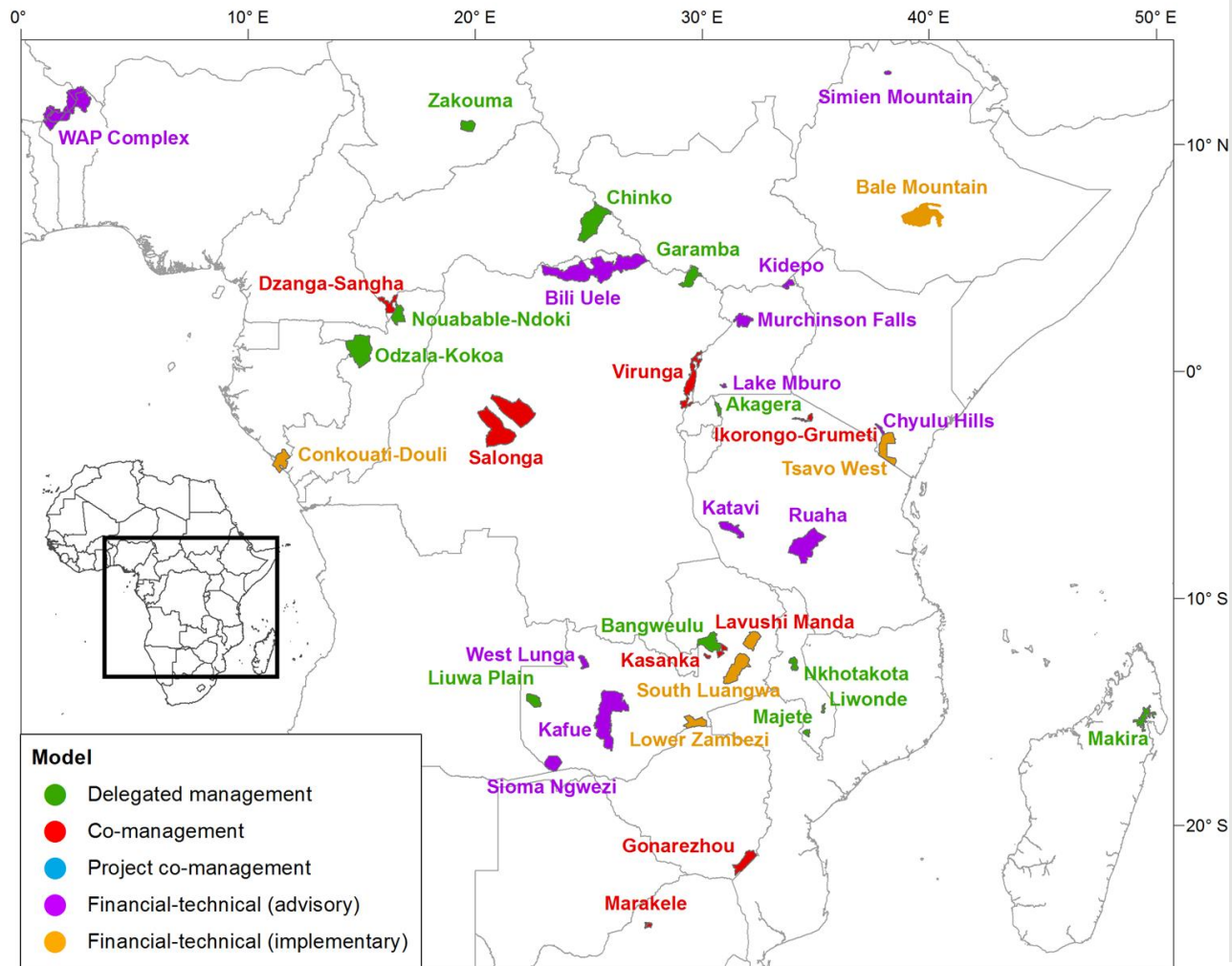
- High-level governance (strategy, oversight) is shared by partners
- Day-to-day management is delegated

2. Shared or co-management

- Governance and management are shared, to varying degrees.
- Two structures: integrated co-management and bilateral co-management

3. Financial-technical support

- Government remains the sole authority for governance and management
- The non-profit partner supports with funding and technical advice.



Evaluation of Partnerships in Mozambique

1998-2018

Evaluation of Partnerships in Mozambique

1. Scope

- National parks and reserves
- Partnerships between government and non-profits

2. Overview of the most significant partnerships over last 20 years

3. Evaluation & comparison of performance across indicators

- Economic
- Ecological
- Social

Methods

1. Documents & reports

2. Interviews with key stakeholders

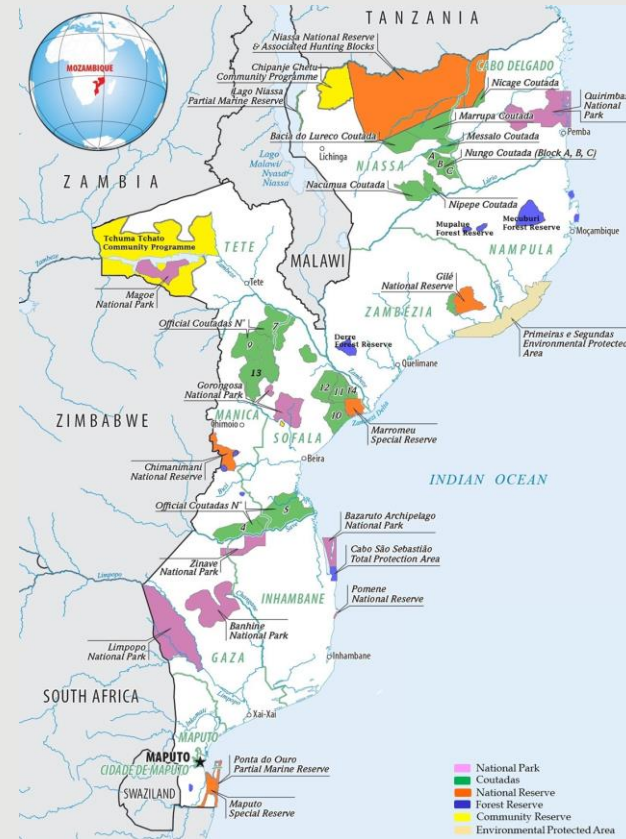
- CA Partners (20)
- ANAC (15)
- Provincial & District government (8)
- Private Sector (11)
- Donors (6)
- Independent experts (5)

3. Site visits to 3 CAs: Limpopo, Niassa, Gorongosa

Partnerships Studied

CA	Partner
Delegated management	
São Sebastião	SBV
Integrated co-management	
Gorongosa	Carr Foundation / GRP
Niassa*	SGDRN
Bilateral co-management	
Gilé	IGF
Niassa	WCS
Financial-technical support	
Banhine	PPF
Limpopo	PPF
Quirimbas*	WWF
MSR	PPF
Zinave	PPF
NGO collaboration	
Chimanimaní	Micaia Foundation
State only	
Magoe	
Marromeu	

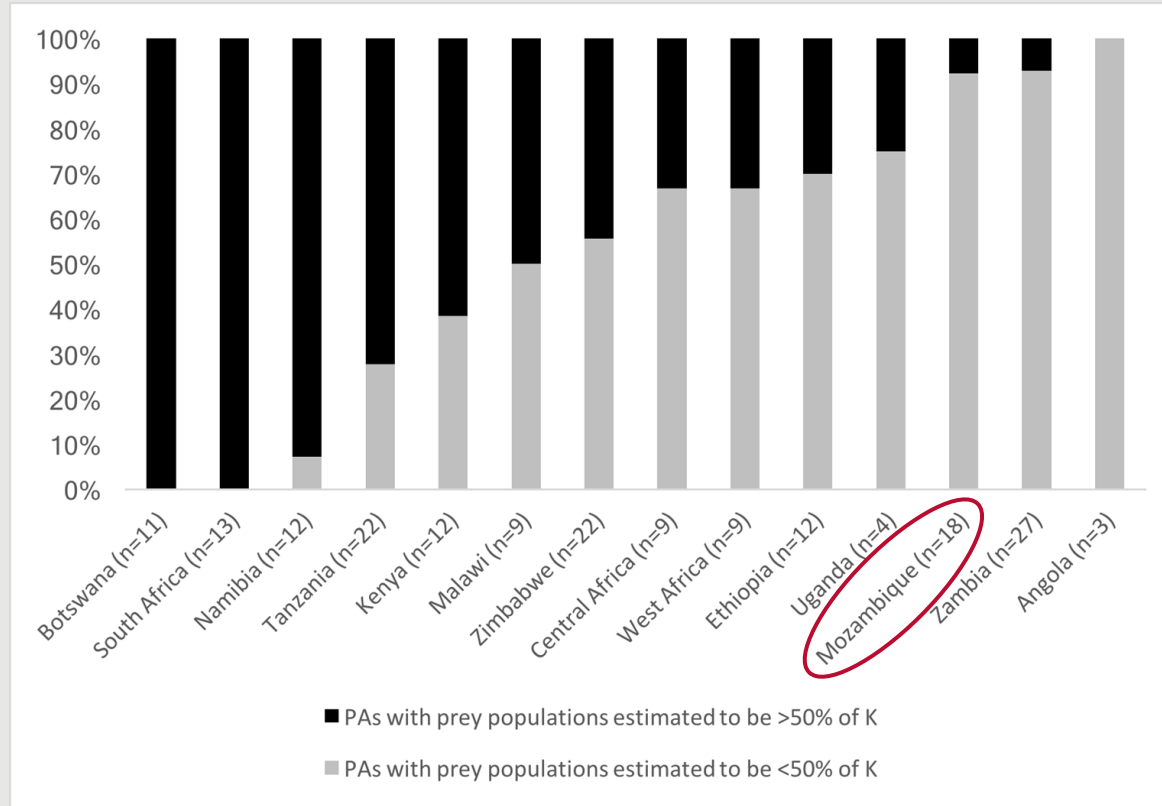
* Partnerships that have ended



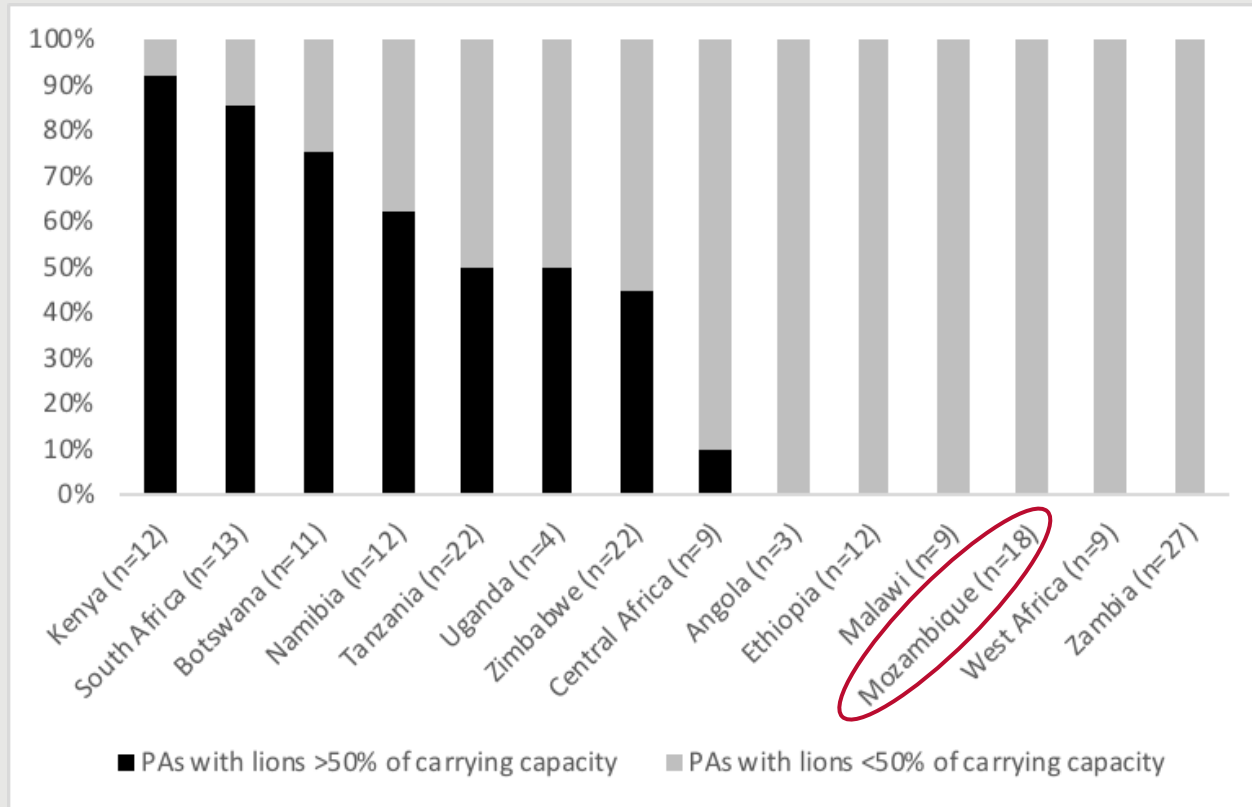
Key Findings

1. Mozambique's CAs are faring poorly compared to peers.

Only 1 CA in Mozambique has prey populations >50% of carrying capacity



None of Mozambique's CAs have lion populations at >50% of carrying capacity



Wildlife populations are depleted in most CAs



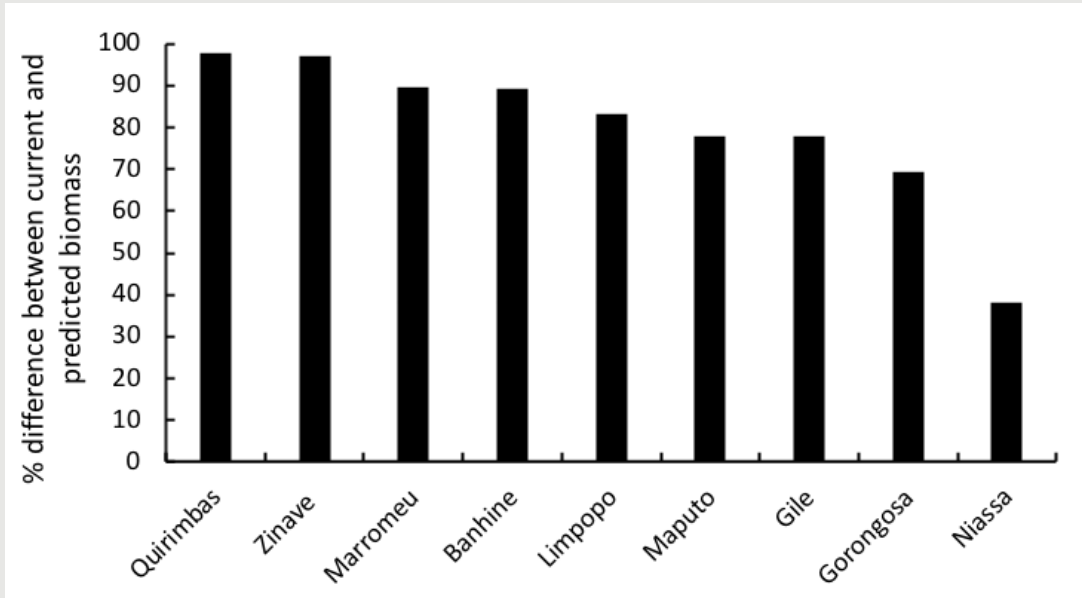
NCP

Wildlife populations are depleted in most CAs



Wildlife populations are depleted in most CAs

CA	Wildlife as a % of carrying capacity
<u>Niassa</u>	62.0%
<u>Gorongosa</u>	30.7%
<u>Gilé</u>	22.2%
MSR	22.1%
Limpopo	16.8%
<u>Banhine</u>	10.6%
<u>Marromeu</u>	10.3%
<u>Zinave</u>	2.9%
Quirimbas	2.1%
<u>Magoé</u>	No data



Untapped tourism value

Wildlife tourism contributes **\$35 billion** to Africa.

Wildlife watching represents **80%** of the total annual sales of trips to Africa by tour operators.

Mozambique: \$1.1B

South Africa: \$32.9B

Kenya: \$6.4B

Tanzania: \$5.1B

Botswana: \$1.8B

Zambia: \$1.5B

Several factors have limited the success of CAs and partnerships.

1. Weak enabling environment for conservation

- Mozambique is unique in the region - significant human populations live inside nearly all CAs.
- The lack of effective restrictions on immigration and settlement expansion imperils the future survival of some CAs.



Several factors have limited the success of CAs and partnerships.

1. Weak enabling environment for conservation



Neil Duckworth

Several factors have limited the success of CAs and partnerships.

1. Weak enabling environment for conservation

- People in CAs
- Weak governance and law enforcement
- Low political will at district and provincial level
- Lack of coordinated land use planning

2. Challenges with partnerships

- Problems with models - e.g. confusion of roles, challenges with hiring and firing of staff, low financial and technical capacity of ANAC
- Insufficient budgets

Avg. state funding
\$34/km² in
Mozambique

vs.

\$187/km² in Zimbabwe
\$2,500/km² in Kenya
\$2,720/km² in South Africa

But there is reason to
be hopeful.

Partnerships can help
if structured and
implemented well.

Key Findings

1. Mozambique's CAs are faring poorly compared to peers.
2. CAs with partnerships perform better than CAs without partnerships.
3. Devolved models show the greatest success.

Performance by Model

1. Devolved models show the greatest success.

- Gorongosa and Sao Sebastiao are clear highlights
- Mariri and Chiulexi concessions in Niassa
- SGDRN achieved significant initial successes

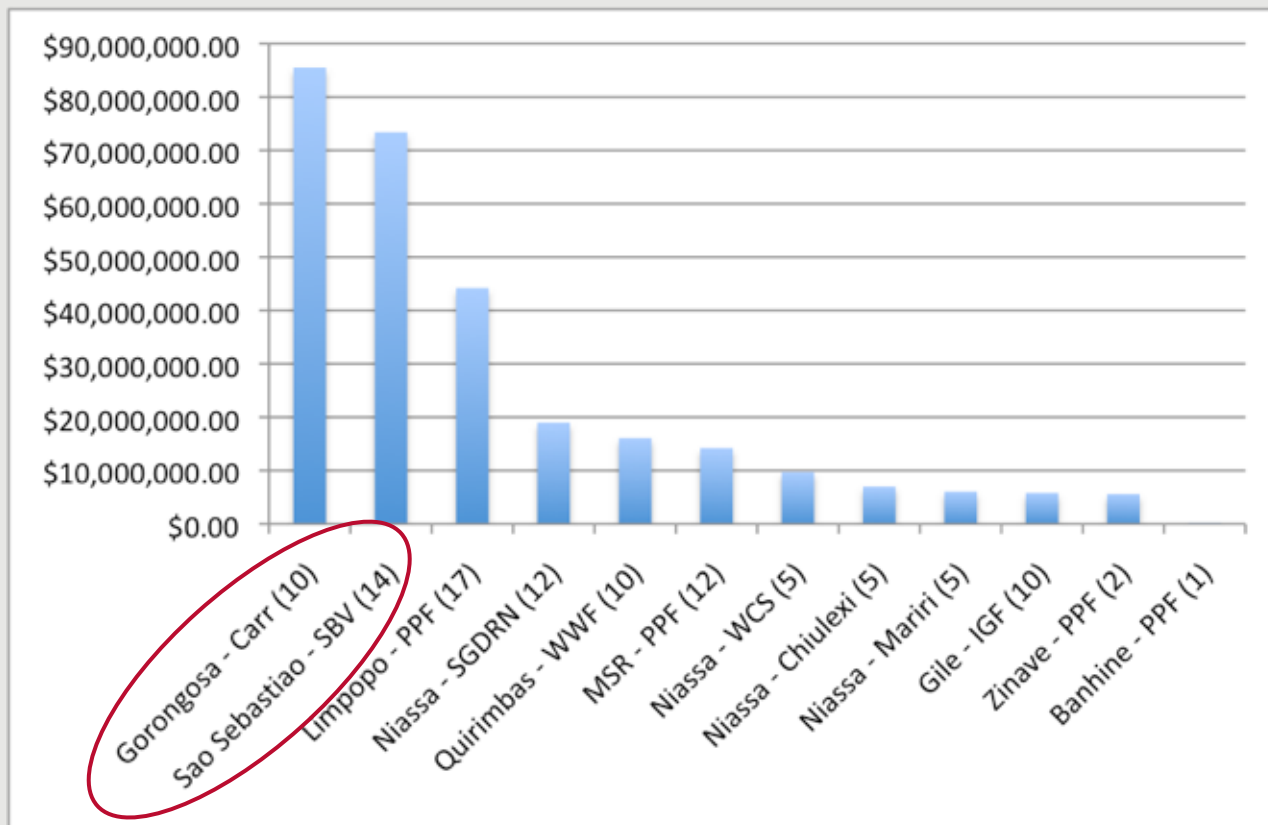
2. Other models have had more mixed results.

- Bilateral co-management model (Niassa, Gile)
- Financial-technical support model (Limpopo, Banhine)

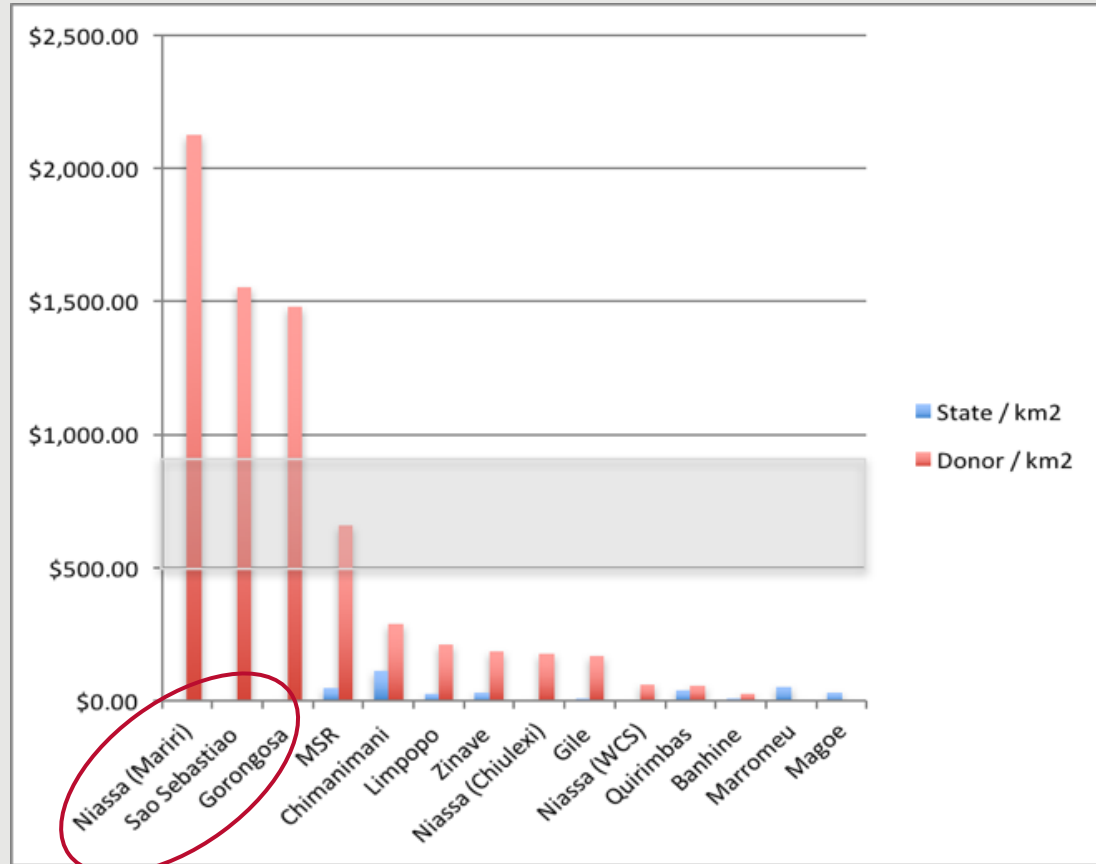
3. MSR is a unique case.

- Financial-technical support model that has performed reasonably well.
- Why?

Devolved models **attract** the largest **investments**.



Devolved models generate the largest budgets (\$/km²)



Devolved models have the largest **multiplier effect**.

Park / Model	Annual Operating Expenditure (\$/km ²)	State Expenditure (\$/km ²)	Multiplier Effect
Delegated management			
São Sebastião	1554	0	1554
Integrated Co-management			
Gorongosa	1484	4	376
Bilateral Co-management			
Niassa (WCS)	61	1.1	57
Gilé	168	7.4	24
Financial-technical support			
Banhine	35	9.7	3.6
Limpopo	238	24.9	9.5
MSR	709	49.5	14.3
Quirimbas	93	38.2	2.4
Zinave	219	31.4	6
Government management			
Chimanimani	399	112	3.6
Magoé	51.7	51.7	1
Marromeu	30.2	30.2	1

Devolved models have the strongest **conservation outcomes**.

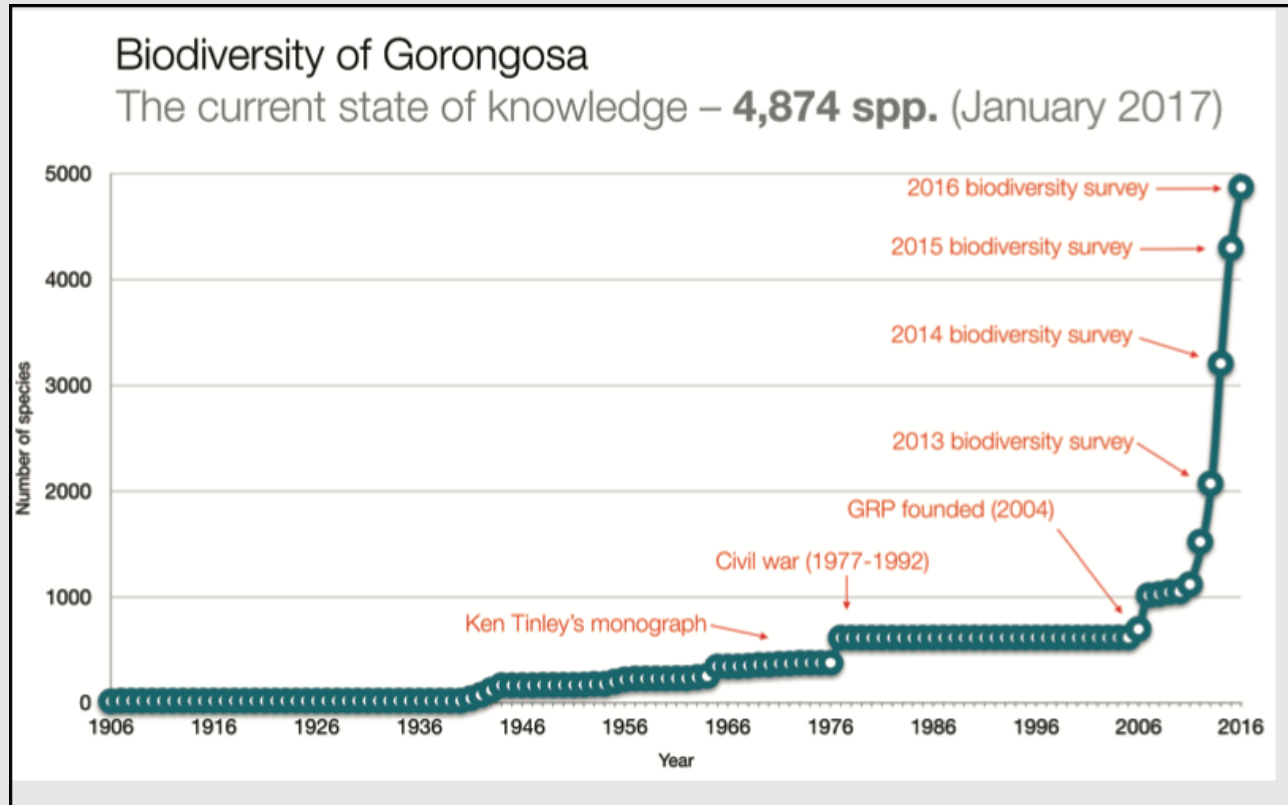
Park	Size of law enforcement force	Size of CA (km ²)	Rangers / km ²
<u>São Sebastião</u>	62	439	1/7
<u>Niassa (Mariri)</u>	32	580	1/18
<u>Gorongosa</u>	183	4087	1/22
MSR	17-25	1040	1/42 - 1/61
<u>Zinave</u>	45	4000	1/89
<u>Niassa (Chiulexi)</u>	60	5868	1/98
Limpopo	74	11,233	1/152
Quirimbas	54	9130	1/169
<u>Gile</u>	25	4387	1/175
<u>Banhine</u>	35	7250	1/207
<u>Niassa (WCS)</u>	89	42,200	1/474

Devolved models have the strongest **conservation outcomes**.

Trend in wildlife populations of key mammal species in Gorongosa

Wildlife species	1972 estimate	2000 estimate	Loss 1972 - 2000	2016 estimate	2016 estimate as % of historical levels
Buffalo	14 000	<100	>99%	>700	>5%
Elephant	2 500	<200	>92%	>500	>20%
Hippo	3 500	<100	>97%	>400	>15%
Waterbuck	3 500	<300	>91%	>45,000	>100%
Zebra	3 500	<20	>99%	<20	<1%
Blue wildebeest	6 500	<20	>99%	>350	>5%
Sable antelope	700	<100	>86%	>800	>100%
Lichtenstein hartebeest	800	<100	>88%	>500	>60%
Lion	200	?	?	> 60	> 40%

Devolved models have the strongest **conservation outcomes**.



Wildlife populations have **increased** in CAs with devolved models

- **Gorongosa**

- Large animals increased from 15,000 to 78,000.
- Only CA with strong and growing populations of elephants and lions.
- Plan to introduce leopards.

- **Sao Sebastiao**

- Significant increases in ungulates
- Nesting of four species of turtles
- 20% increase in bird species diversity
- Small CA that does not contain rhinos, elephants, or large carnivores

- **Mariri & Chiulexi (Niassa)**

- Delegated management of concessions in Niassa
- Lion populations increasing, even though declining in Niassa overall
- Elephants under severe threat and declining, but better protected than elsewhere in the reserve. E.g., Chiulexi has 36% of the reserve's elephants in 14% of its area.

- **SGDRN (Niassa)**

- Large increases in wildlife populations until 2009, when the poaching crisis began.
- In partnership with NCP, introduced strong trophy hunting regulations.

Wildlife populations in other CAs are either **low density or declining**

- **Gile**

- Wildlife populations are generally stable, and some ungulates may be increasing.
- But they remain at very low densities (<25%).
- Lions are absent; leopards are rare.

- **Niassa**

- Highest populations as percent of carrying capacity
- But populations are declining
- Elephants are in crisis and at risk of extinction; lions are declining as well.

- **Limpopo**

- Wildlife populations are declining across all categories: ungulates, elephants, lions, leopards
- Domestic animal biomass is far greater than wild animal biomass

- **Quirimbas**

- Ungulates at only 2% of carrying capacity, and wildlife declining across the board
- Catastrophic decline in elephants

Devolved models have the strongest **community programs**.

CA	Size of Human Population	Amount Spent on Community Outreach
<u>Banhine</u>	3000	No data
<u>Gilé</u>	0 in reserve 12-14,000 in buffer zone	\$130,720 (yearly average since 2014)
<u>Gorongosa</u>	7,000 in park 175,000 in buffer zone	\$2,000,000 in 2017
<u>Limpopo</u>	6500	Negligible (excluding resettlement)
<u>Magoe</u>	3736	No data
<u>MSR</u>	650	\$400,000 (2017)
<u>Niassa</u>	40,000-50,000	No data
– <u>Chiulexi</u>	1200	\$190,000 (2017)
– <u>Mariri</u>	2000	\$389,837 (2017)
<u>Quirimbas</u>	95,000	No data
<u>São Sebastião</u>	5804	\$3,500,000 since 2003
<u>Zinave</u>	5776	\$100,000

Why devolved models work

- **Attract high levels of funding** (and retain revenues)
- **Long-term vision and commitment** for conservation and communities
- **Clear mandate and high levels of autonomy**
- **Strong teams**, built by attracting highly competent staff and quickly dismissing non-performing or corrupt staff (i.e. accountability)

These characteristics are critical to success in contexts of low funding, insufficient management capacity, and weak governance.

Other models are often fraught with challenges

- **Low financial and technical capacity of ANAC** can be a bottleneck
- **Shorter-term projects** often fail to have lasting effects.
- Dual structure often leads to **confusion, mistrust, and blame-shifting**
- **Weaker human resources capacity**, due to less ability to attract high quality staff and dismiss non-performing or corrupt staff.

Key Findings

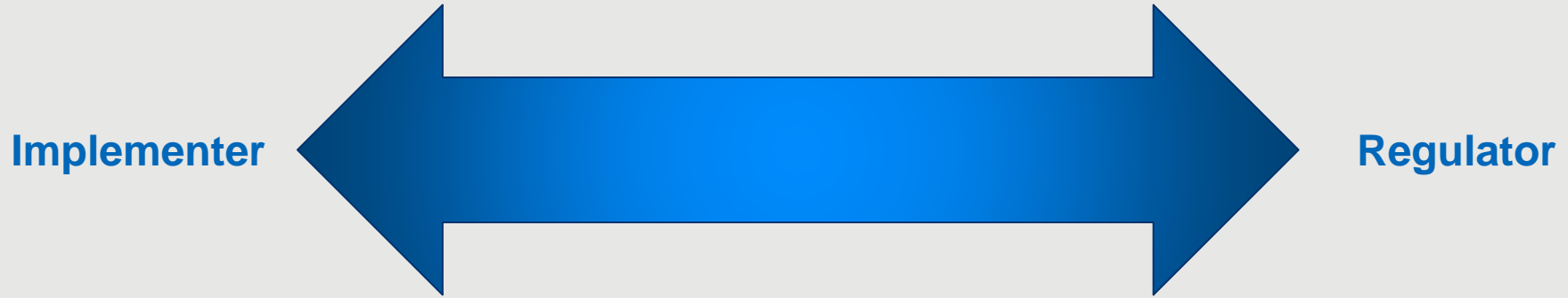
1. Mozambique's CAs are faring poorly compared to peers.
2. CAs with partnerships perform better than CAs without partnerships.
3. Devolved models show the greatest success.
4. The right model is an important ingredient of success—but it isn't the only one. This is a partnership, and success comes down to the actions and abilities of each partner.

Importance of the Partners

1. **Strong NGO partner** with technical expertise, sufficient funding, and genuine commitment to results on the ground.
2. **Government support** inside and outside the CA is crucial to the success of any model.
 - Clear policy and support relating to local communities and districts
 - Coordination with other ministries and sectors of government
 - Enforcing wildlife crime effectively
 - Channel funding

Roadmap for the Future

What should be the role of ANAC?



What is **desirable**?

What is **practical**, given financial and human resources constraints?

What would yield **the best outcomes** for the country / CAs?

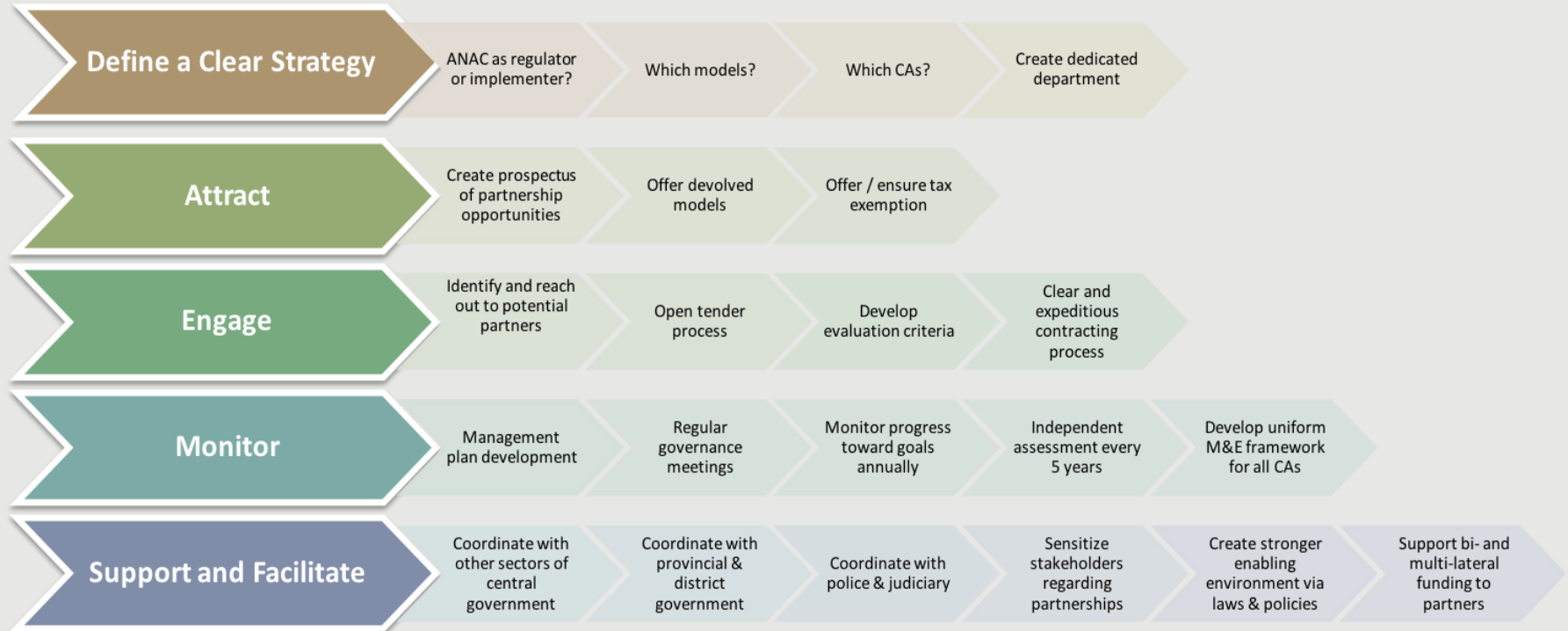
Recommendations on the role of ANAC

- ANAC should pursue a strategy that emphasizes its role in the **regulation, management, and support of partnerships**, rather than on-the-ground implementation.
- ANAC can continue its role as implementer in CAs with strong financial-technical support partners, and in CAs without partners.

Key steps needed for ANAC to play a pro-active, informed and effective regulatory role regarding partnership arrangements



1. Develop a dedicated directorate in ANAC for partnerships



2. Develop clarity of vision regarding partnerships

1. Becoming fully informed of the pros and cons and ideal structures of different models
2. Develop clarity on which types of partnership are acceptable for which categories of CA

3. Improve the 'ease of doing business' related to conservation partnerships

1. Create a set of guidelines and parameters for partnerships in Mozambique
2. Create a simplified and streamlined process for the establishment of partnerships
3. Create standardised templates for partnership agreements (while retaining flexibility)

4. Take steps to attract quality partners

1. Having the above clarity of vision, procedures and capacity in place
2. Develop prospectuses for the CAs for which partners are sought
3. Actively solicit strong partners, consider hosting events

Uganda's President Museveni launches first Conservation and Tourism Investment Forum



5. Improve the enabling environment

1. Aligning the agendas of different levels / departments of government
2. Clear policies for the issue of human settlement in CAs – and helping to come up and enforce with rational land use plans
3. Seeking political clarity and support for issues such as mining and logging in CAs
4. Strengthening laws related to wildlife crimes and making sure they are applied properly
5. Policies and infrastructure that improve prospects for tourism

6. Support and facilitate partners

1. Participating actively in the governance structures of partnerships
2. Interfacing and liaising with other sectors of government
3. Assisting with import of equipment including firearms
4. Assisting with securing of permits for staff

7. Monitor & evaluate partnerships

1. Identify concrete goals and milestones for individual partnerships.
2. Ensure that standardised monitoring / census techniques are applied.
3. Ensure management and/or business plans are developed, approved, and implemented.

8. Regulate partners

1. Intervene in the event of breach of contract or non-performance
2. Have a set of procedures in place in such instances

The key is to ensure that where performance is lacking, answers are sought as to why..

The Legal Framework

Strong legal foundation for partnerships

- **Forestry and Wildlife Law of 1999** (Law 10/99): Art. 33 allowed management of PAs to be delegated to the private sector
- Partnerships with private sector are promoted in the **2009 Conservation Policy** (Chapter III) & **2014 Conservation Law** (Art. 4)
- **One of ANAC's 5 objectives, according to its creation decree**: “to establish partnerships for the management and development of Conservation Areas” (Decree Nr. 9/2013 of 10 April, Art. 3)
- **2015 ANAC Financial Plan**: “The search for more partnerships is an important strategy for ANAC.”

The Question of Sovereignty

1. Government retains overall control via regulation and oversight of *all* partnerships and thus sovereignty is not in question.
2. CA partnerships involve *less* devolution of authority than:
 - PPPs for large infrastructure projects (e.g., Maputo port)
 - Oil and gas concessions
 - Concessions for management of hunting areas

Suggested Legal Reforms

1. **Law enforcement:** clarify the authority and protections of scouts employed by CA partners and concessionaires
2. **Legal entity status:** create option for non-profit company status, with guaranteed tax-exemption

Concluding Thoughts



Thank you



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