

# PROTECTED AND CONSERVED AREA COLLABORATIVE MANAGEMENT PARTNERSHIPS

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## Overview and Key Characteristics

Collaborative management partnerships (CMPs) are being deployed across Africa to enhance Protected and Conserved Area (PCA) management effectiveness and catalyze community benefits and green development. While not as prevalent as in Africa, CMPs have been used in other countries around the globe. A CMP refers to when a Protected Area (PA) authority (government, private, or community) enters a contract with a partner (private or non-governmental organization (NGO) for the management of a PCA (Baghai 2018). By entering the CMP, the management authority devolves certain management responsibilities to the management partners. CMPs are a type of public-private partnership (PPP).

There are three kinds of CMPs:

- Financial and technical support
- Co-management (which includes bi-lateral and integrated management)
- Delegated management

The duration of the contract varies and is dependent on the PCA and the goal of the PA authority. Table 1 describes co-management and delegated management models.



Madagascar has a number of CMPs supporting the country's parks

Table 1. Co-management and delegated management model descriptions (World Bank, 2021)

	<b>Bilateral CMP</b>	<b>Integrated CMP</b>	<b>Delegated CMP</b>
<b>Structure</b>	Partners maintain independent structures and coordinate on PCA management	A special purpose vehicle (SPV) is created, forming one entity for PCA management	SPV created, forming one entity for PCA management
<b>Governance</b>	State leads strategy and oversight with involvement and in some cases, consensus of the partner on certain project-related issues; joint steering committee might appoint project leadership in the PA	Partner shares governance responsibility with the state. Generally, a joint entity and SPV (e.g., foundation, non-profit company) is created in the host country. Representation is split evenly between the partner and government. Strategy and oversight managed by the SPV board	Partner shares governance responsibility with the state. Generally, a joint entity and SPV (e.g., foundation, non-profit company) is created in the host country. The majority of the SPV board is appointed by the private partner. Strategy and oversight managed by SPV
<b>Management</b>	PA authority has management authority but allocates certain management aspects to the partner. For example, the PA authority oversees management of law enforcement and management of PA staff and shares authority with the partner for project-related decisions such as ecological monitoring and tourism development	Management is delegated to the SPV and shared to varying degrees between the state and NGO; often includes secondment of law enforcement manager by the government; all staff managed by the SPV, under leadership of the partner, with some government staff seconded. Secondment is defined as when an employee is temporarily transferred to another department or organization for a temporary assignment	Management is delegated to the SPV. The partner appoints PA manager; often includes secondment of law enforcement manager by the government; all staff managed by the SPV, under leadership of the partner
<b>Examples</b>	African Nature Investors and the Nigerian NP Service, Gashaka Gumti, Nigeria	FZS and ZPWMA, Gonarezhou NP, Zimbabwe	African Parks and DNPW, Liuwa Plains, Zambia

According to a 2021 assessment by the World Bank’s Global Wildlife Program, approximately 11.5% of Africa’s PCA network is covered by co-management and delegated CMPs. This does not include South Africa, which has contractual parks, which is when conservation areas owned by private entities and communities are managed by the South African National Parks (SANParks); and Madagascar, which manages more than 100 of its PCAs in partnership with NGOs and communities. Madagascar’s PA network includes 147 nationally designated PAs. The ministry responsible for the environment directly manages 15; Madagascar National Parks (MNP) manages 43; and the remaining are managed in partnership with national and international NGOs, and local communities (World Bank, 2021). CMPs have demonstrated success across the following pillars (World Bank 2021):

- **Economic Drivers:** attract donor funding and in some cases having a CMP structure is a donor requirement; enhance investment flow; diversify revenue; increase foreign exchange, tax revenue, and employment; and increase community benefits.
- **Technical Support Drivers:** attract skills not currently represented in the PCA agency; and enhance PCA agency capacity and systems.
- **Operational Drivers:** enhance governance and decision-making; help transform non-operational PCAs; avoid downgrading, downsizing, and degazettement; enable governments to

fulfil national and global commitments; enhance brand recognition; increase security; and reduce conflict.

PCAs with CMPs have higher operational budgets than those without. Researchers find that the median PCA funding associated with CMPs is 2.6 times greater than the baseline of state funding for bilateral and integrated CMPs, and 14.6 times greater for delegated CMPs (Lindsey et al. 2021).



Ethiopia's Simen Mountains NP, a CMP between African Wildlife Foundation and Ethiopia's Wildlife Authority

## How to plan for and implement CMPs

Section two of the [Global Wildlife Program Collaborative Management Partnership Toolkit](#) outlines a process for engaging in a CMP. The Global Wildlife Program recommends a competitive and transparent process to attract a management partner, as opposed to direct negotiation or auction. If done properly, a public tendering process, even when not legally required, creates transparency, enables the PCA to drive the process, and determine the best possible CMP candidates. Because the process associated with direct CMP negotiation is unclear, it can delay the process resulted in extended CMP contract negotiations. Even when a partner has been active in a PA, a tendering process will help this partner, if selected, avoid misperceptions about its engagement with government and potential challenges in the future that could either delay or derail a CMP (World Bank, 2021). The following steps are recommended in the CMP Toolkit:

1	<p>Scoping and feasibility:</p> <ul style="list-style-type: none"> <li>● Government / private owners / community owner decision to engage in a CMP</li> <li>● Legal review to determine if and how a CMP is feasible</li> <li>● Review of goals and whether a CMP fits into the overall PCA strategy</li> <li>● Screen and select which PCAs are suitable for a CMP</li> <li>● Screen and select the CMP model (i.e., co-management vs delegated)</li> <li>● Review regional plans to ensure consistency and compliance</li> </ul>
2	<p>Prepare for Establishing a CMP through a tendering process:</p> <ul style="list-style-type: none"> <li>● Complete a feasibility study (sometimes guided by PPP or PCA legislation in the country)</li> <li>● Determine the management partner selection process (single sourcing, auction or competitive tender, the later is recommended)</li> <li>● Pre-tendering stakeholder awareness and engagement</li> <li>● Formation of a committee to support the selection process</li> <li>● Develop clear and transparent criteria for partner selection</li> <li>● Develop a prospectus and informational material about the PCA and CMP opportunity to attract and inform potential management partners</li> <li>● Tendering process (expression of interest, followed by a request for full bids) and selection of the most suitable partner</li> </ul>
3	<p>Contract and Manage a CMP:</p> <ul style="list-style-type: none"> <li>● Contract the management partner</li> <li>● Management of partnership</li> </ul>

## Required Elements

Key requirements for the implementation of CMPs include the following:

- **Clear and Transparent Process** for engaging CMP partners.
- **Contracts** that are very clear in roles and responsibility, devolve adequate management responsibilities to the management partner to ensure the ability to achieve management objectives, and provide sufficient duration for the management and development objectives.
- **Government support** at all levels. The level of government support at local and national levels for the CMP is a key determinant of success – whether it is contributing funding, or being responsive, supportive and helpful.
- **A shared vision** between the government and management partner.
- **Trust** between the government and management partner.
- **A qualified partner.** The management partner needs to have adequate technical and operational capacity to partner with the government and enhance PCA management.
- **Adequate financing** for a minimum of five years of operations and a clear pathway for generating adequate durable finance long-term.

## Success Factors and Risks

Key success factors for the implementation of CMPs include:

- **Enabling policies** that outline clear processes for governments and PA authorities to engage in CMPs.
- **A government PCA strategy** that outlines how CMPs may be used to achieve overall objectives.
- **Revenue retention** options at PCA level.
- **Adequate duration** (15-20 years) to attract investment and restore areas as needed.

## Case Studies

Three case studies are outlined below from the World Bank Global Wildlife Program CMP Toolkit, 2021, each depicting ecological, social and economic growth, recovery and impact. Additional case studies are profiled in Lindsey et al., Biological Conservation, 2021.

### Akagera National Park, Rwanda (Delegated CMP)

[Akagera national park](#) (Akagera) was delegated a CMP between the Rwanda Development Board and the NGO African Parks in 2010. The CMP establishment took three years and will last until 2030. The partnership takes place under Akagera Management Company Limited with the Board of Trustees consisting of 3 seats appointed by the government and 4 by African Parks.

All revenue is retained at the park and the Government of Rwanda contributes to the operational budget. Between 2010 and 2019, revenue grew from \$203,000 to \$2.6 million. New tourism partnerships include the Mantis Group (60 rooms) and Wilderness Safaris (6 rooms) and tourism has grown from 15,000 tourists (2010) to 50,000 (2019).

The operational budget grew from under \$400,000 in 2009 budget to \$2.84 million in 2020, this included an increase staff from 18 (2010) to 273 (2020), with ranger numbers growing from 42 (2012) to 82 (2019) and ranger field days from 9,719 (2012) to 19,177 (2019). They have also built a 120 km solar-powered predator-proof fence to reduce human-wildlife conflict and increased community benefits from US\$ 0 in 2009 to \$604,000 in 2019, and cash spent on community guides from US\$ 22,500 in 2014 to US\$ 160,000 in 2019. In schools 22 teaches and mentors were trained from 11 different schools in 2020 and now 2,000 school children visit Akagera annually.

By 2020, 25 eastern black rhinos had been introduced along with 35 lions.

## Gonarezhou National Park, Zimbabwe (Integrated co-management CMP)

Gonarezhou national park (Gonarezhou) was delegated a CMP between the Zimbabwe Parks and Wildlife Management Authority (ZPWMA) and the Frankfurt Zoological Society (FZS) in 2016. FZS had supported ZPWMA for years prior with financial and technical support, but once parties began to negotiate a CMP, the process took three years to establish and will last until 2036. The partnership takes place under the [Gonarezhou Conservation Trust](#) (GCT) with the Board of Trustees consisting of 3 seats appointed by the government and 3 by FSZ.

There was a 50% increase in investment in the first year and all revenue is retained at the park and between 2016 and 2022, tourism revenue grew from just under \$330,000 to \$920,000.

The operational budget grew from under \$2.8 million in 2017 to \$4.5 million in 2022, this included an increase in ranger numbers from 40 (2016) to 207 (2022) and ranger field days from 6,547 (2017) to 11,929 (2019). GCT employs 330 permanent staff, 73% are from local communities (within 15 km of the park's boundary). GCT has established the Makonde Training Facility to train community members as chefs and guides for tourism, supported local enterprises with group loans and saving schemes, supplied 42 school libraries surrounding the park with books and solar-powered reading lamps and supported a grower scheme in partnership with other local NGOs.

In this time GCT also assumed management of Malipati Safari Area, a key connectivity zone in the Greater Limpopo Transfrontier Conservation Area and initiated a human wildlife conflict programme in partnership with the local council for rapid responses and mitigation. Between 2016 and 2019, lion numbers increased from 54 to 112, and elephant poaching decreased from 39 incidents to just two.



The iconic Chilojo Cliffs in Gonarezhou National Park

## Gorongosa National Park, Mozambique (Integrated CMP)

[Gorongosa national park](#) (Gorongosa) was delegated a CMP between the Government of Mozambique and the Gregory Carr Foundation in 2008, this was renewed in 2018 until 2043. The CMP establishment took four years. The partnership takes place under the [Gorongosa Protect](#) with the Oversight Committee consisting of one representative from the government and one from the Gregory Carr Foundation.

All revenue is retained at the park, of which 20% goes to the local communities and 80% is reinvested into the park). Before the CMP the park had a revenue of US\$ 0, by 2019 this had increased to over US\$ 737,000. Before Mozambique's civil conflicts and cyclones, tourism had grown from under 1,000 people in 2006 to approximately 7,000 in 2011.

The operational budget grew from under \$100,000 in 2004 to \$13.7 million in 2020, with US\$ 85 million invested back into the park since 2004. The operational budget now funds 700 permanent staff, 400 seasonal staff, including over 300 rangers - 85% of staff are local.

The Gorongosa Project has invested over US\$ 1.78 million in local development, impacting 200,000 people - they have generated 300 additional jobs and improved food security through agroforestry activities, supported clinics and community training programs for 88 community health workers and 129 traditional birth attendants. The Project has developed Community Based Natural Resource Management committees in all 16 communities surrounding the park and established science research and education programs. This includes funding 64 scholarships to local high school girls in 2019 and supporting masters in conservation biology, 50 primary schools and six (100% of existing) secondary schools.

Elephant numbers have increased from less than 200 in 2000 to almost 1000 in 2022. Wild dogs, reintroduced in 2018, numbered 167 in 2022. Lions have recovered from under ten individuals to 190 and buffalo from 200 to 1,200 by 2022.



African elephant in Gorongosa National Park

# Trends and Future Directions

Trends and potential future directions include:

- **Government Interest:** More than 11% of the government managed PA network in Africa is managed through CMPs (excluding South Africa and Madagascar). There is continued and growing interest in CMPs given their demonstrated ecological, financial, and social impact from governments.
- **Donor Interest:** Philanthropic and institutional donors are increasingly interested in funding conservation projects that have demonstrated government commitment and durable management agreements.
- **Private sector** investors are supportive of CMPs and in some cases more likely to invest because of the long-term management agreement.

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