

Collaborative Management Partnerships (CMPs)

Driving PA Management Effectiveness and Integrated Rural Development



Kathleen H. Fitzgerald | 17 February 2022



Section 1

The Value of Collaborative Management Partnerships



Section 2

How to Establish Collaborative Management Partnerships

Section 3

Strengthening and Managing Collaborative Management Partnerships



Global Funding Gap Driving Biodiversity Loss



96% of range countries had funding deficits in at least one PA, with 88 - 94% of PAs funded insufficiently. Available funding satisfied just 10 - 20% of PA requirements.

More than \$1 billion needed annually to secure Africa's protected areas with lions

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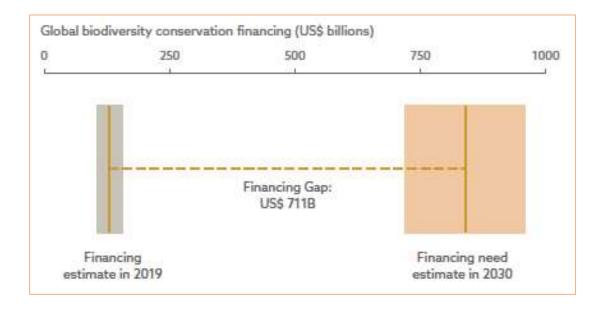
Protected areas (PAs) play an important role in conserving biodiversity and providing ecosystem services, yet their effectiveness is undermined by funding shortfalls. Using lions (Panthera leo) as a proxy for PA health, we assessed available funding relative to budget requirements for PAs in Africa's savannahs. We compiled a dataset of 2015 funding for 282 state-owned PAs with lions. We applied three methods to estimate the minimum funding required for effective conservation of lions, and calculated deficits. We estimated minimum required funding as \$978/km2 per year based on the cost of effectively managing lions in nine reserves by the African Parks Network; \$1,271/km2 based on modeled costs of managing lions at ≥50% carrying capacity across diverse conditions in 115 PAs: and \$2.030/km2 based on Packer et al.'s [Packer et al. (2013) Ecol Lett 16:635-641] cost of managing lions in 22 unfenced PAs. PAs with lions require a total of \$1.2 to \$2.4 billion annually, or ~\$1,000 to 2,000/km2, yet received only \$381 million annually, or a median of \$200/km2. Ninety-six percent of range countries had funding deficits in at least one PA, with 88 to 94% of PAs with lions funded insufficiently. In funding-deficit PAs, available funding satisfied just 10 to 20% of PA requirements on average, and deficits total \$0.9 to \$2.1 billion. African governments and the international community need to increase the funding available for management by three to six times if PAs are to effectively conserve lions and other species and provide vital ecological and economic benefits to neighboring communities.

Investing more financial resources into Africa's PAs would not only strengthen the conservation of lions and their ecosystems, but also generate social and economic benefits for Africa and the world at large. Africa's PAs encompass species and areas of natural heritage that are of great symbolic and cultural significance both within Africa and elsewhere, perhaps most notably in the West (4, 11, 12). PAs also support and supply vital ecosystem services to African countries (13–15) and bolster and diversify rural and national economies via nature-based tourism (9, 16–18). Visitation to parks and reserves has been increasing in Africa to the extent that, in Southern Africa, for instance, ecotourism generates as much revenue as farming, forestry, and fishing combined (19, 20).

However, Africa's PAs are often underfunded and receive less international support than their global value merits or than is

Significance

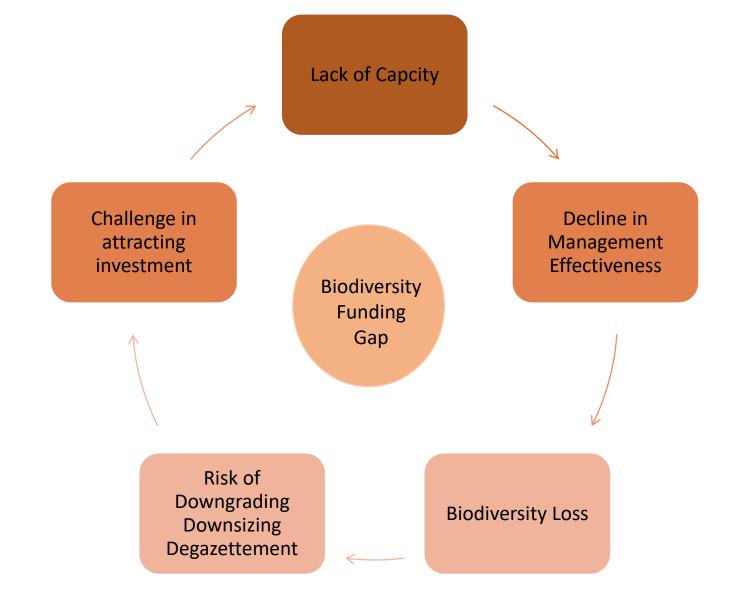
Protected areas (PAs) are the cornerstone of conservation yet face funding inadequacies that undermine their effectiveness. Using the conservation needs of lions as a proxy for those of wildlife more generally, we compiled a dataset of funding in Africa's PAs with lions and estimated a minimum target for conserving the species and managing PAs effectively. PAs with lions require \$1.2 to \$2.4 billion or \$1,000 to \$2,000/km² annually, yet receive just \$381 million or \$200/km² (median) annually.



Source: Paulson Institute, TNC, and the Cornell Atkinson Center for Sustainability

The Challenge





Collaborative Management Partnership

Financial and



Collaborative management partnerships, when a PA authority (government, private, community) enters into a contractual arrangement with a partner (private or NGO) for the management of a PA. Through a CMP, the PA authority devolves certain management obligations to the partner.

technical support		financial support (usually no management agreement).
Co-management	Bilateral	State and partner collaborate on PA management under a management agreement, the two entities and their structures working side-by-side.
		State and the partner agree to collaborate on PA management through a management agreement and create an SPV to undertake management, with equal representation by the parties on the SPV board.
Delegated		Similar to integrated, but the private partner appoints the majority of the SPV board and more management rights devolved.

Collaborative Management Partnership Models

State retains governance authority and the partner provides technical and

Covered in the Toolkit

Source: Baghai et al. 2018

CMP Impact

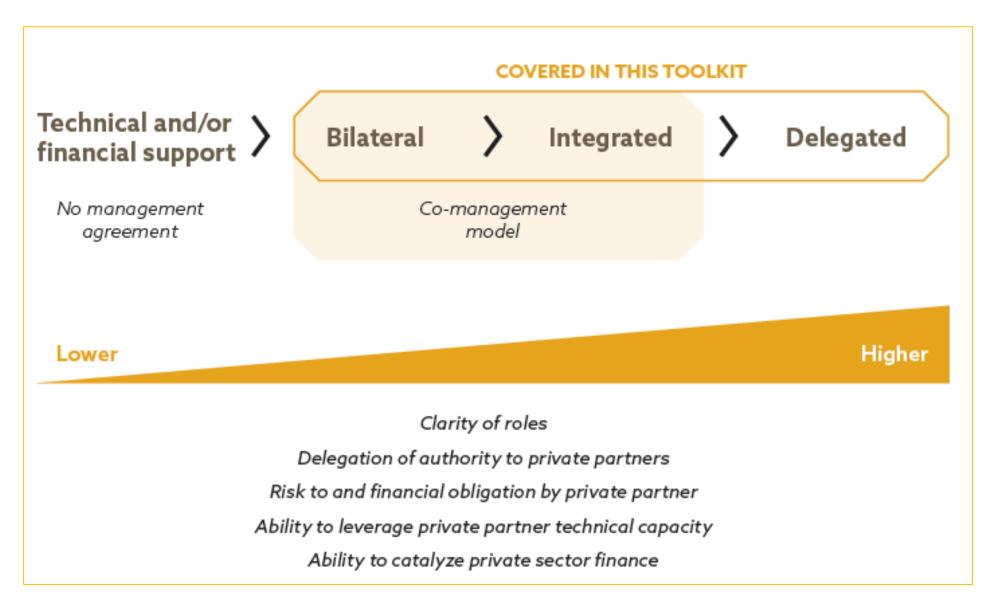


Management	Governance
is about	is about
 what is done in pursuit of given objectives the means and actions to achieve such objectives 	 who decides what the objectives are, what to do to pursue them, and with what means how those decisions are taken who holds power, authority and responsability who is (or should be) held accountable

SOVEREIGNTY	The state remains the sole ultimate custodian of national PAs; there is no loss of sovereignty
OWNERSHIP	The state remains the sole owner of national PAs; there is no loss of ownership
GOVERNANCE	Enhanced by CMP the separation of governance from management can create more accountability, clear management responsibility, and transparency
MANAGEMENT	Directly affected by CMP

Risks and Obligations Associated with CMP Models





CMP Strength and Weakness

CMP model	Strengths	Weaknesses	
Bilateral	Legitimacy of the PAA's involvement in management; maintaining government responsibility	Parallel structures, policies, and procedures can create frustration, division, financial inefficiency, and tension	
	Capitalize on strengths of each partner	Potential for conflict, especially with two leaders, if their relationship breaks down	
		Lack of clear accountability and roles and responsibilities, leading to conflict	
		Diffuse responsibility can lead to a lack of accountability	
		Potential for political interference	
		Potential for mistrust if there is not sufficient transparency & structure	
Integrated	All staff employed by the SPV, subject to the same conditions of employment, same regulations, with clear reporting lines	Political risk/public distrust from high level of independence of private partner	
	Innovation, flexibility, and decision-making culture of private sector combined with PAA experience, knowledge of the PA	Potential for conflict and misunderstanding between two entities and work cultures	
	High level of autonomy at PA level allows quick decision-making		
Delegated	Partner has clear mandate, allows for quick decision-making and full accountability	Transition back to government can be a challenge if not planned for properly	
	Partnership at governance level ensures government participation in strategy and oversight	Concern of "foreigners" taking over national PAs & compromising state sovereignty	
	All staff employed by SPV, subject to same conditions, same rules and regulations, and clear reporting lines	Perceived as incapacitating the PAA and not transferring knowledge and capacity	
	Innovation, flexibility, decision-making culture of private sector	Potential resentment by PAA, which doesn't have the resources to fulfill mandate	
	High level of autonomy at PA level allows quick decision-making		

The Opportunity



Economic Drivers

- Reduced Cost Burden: CMPs reduce the cost burden of target PAs.
- ➤ **Enhanced Investment Flow**: CMPs have enhanced potential for attracting more diversified funding sources into the PA estate from traditional donor sources and emerging innovative conservation financing mechanisms.
- ➤ Enhanced & Diversified Revenue Flow: CMPs have enhanced potential for attracting and engaging high potential conservation enterprise investors tourism sector and emerging diversified sectors carbon and biodiversity offsets, PES
- **Drivers of Employment**: Increased investment, intensified operational activity and enhanced enterprise activity drive employment.
- > Increased Taxation Generation: These economic dynamics can have significant implications for enhanced tax receipts.

Capacity Drivers

- Increased Technical Capacity: CMPs can attract significant talent into the protected area management sector particularly in the areas of financing, enterprise development, local community engagement and wildlife management and translocation.
- > Cross Pollination of Technical Capacity: Properly crafted CMPs can ensure that this enhanced technical capacity is actively cross pollinated into and across the wider operations of the state protected area agency.

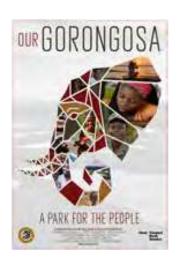
Productivity Drivers

- Ecological Health: This combination of enhanced economics and technical capacity can serve to drive real gains with respect to both the natural (wildlife, biodiversity, ecosystem services) assets.
- Arrested Asset Degradation: Many PAs in Africa are considered 'paper parks' non-operational. These risk downsizing or degazettement with all the associated loss of natural, economic and livelihood capital that this can imply and wider implications for global climate dynamics. CMPs can arrest and even help reverse this trend.
- > Enhanced National Brand: CMPs can significantly enhance national brands internationally and all that can flow in consequence.

Examples of CMP Benefits



- Ecological Drivers
- Economic Drivers
- Technical Drivers
- Operational Drivers



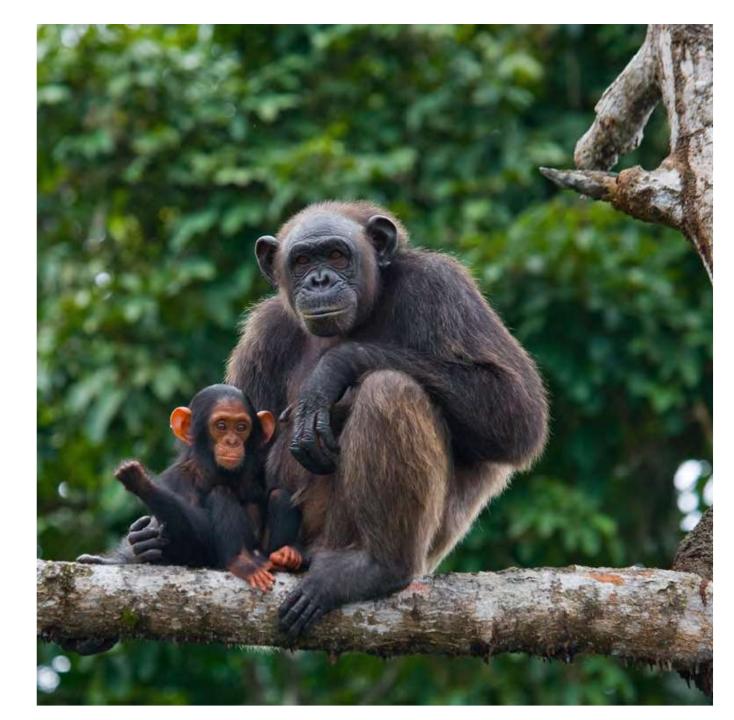


Gonarezhou National Park in the southeastern part of Zimbabwe is managed through a CMP between the Frankfurt Zoological Society and the Zimbabwe Parks and Wildlife Authority. Annual funding for the park increased in year one by 50 percent and the current annual budget is approximately \$5 million, including capital expenditure.

Demonstrated Success

Median funding of CMPs compared to baseline state funding for PA management is 1.5 times greater for financial and technical support models, 2.6 times greater for co-management, and 14.6 times greater for delegated management.

(Lindsey et al. 2021)

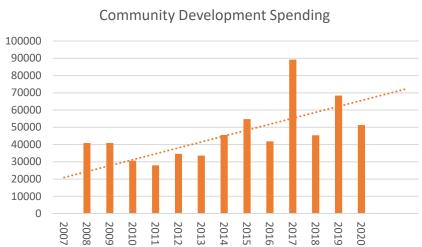


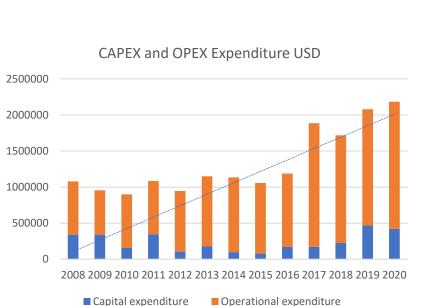
Benefits of CMPs in Malawi: Majete National Park, 2003

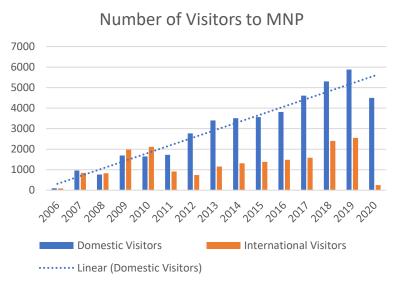
Six times the total budget allocated to the DNPW for all its PAs (\$310,000).



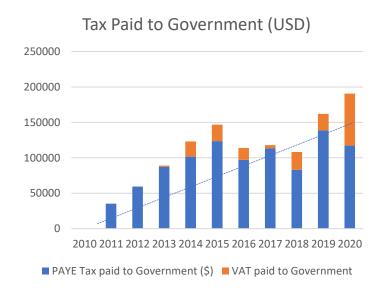














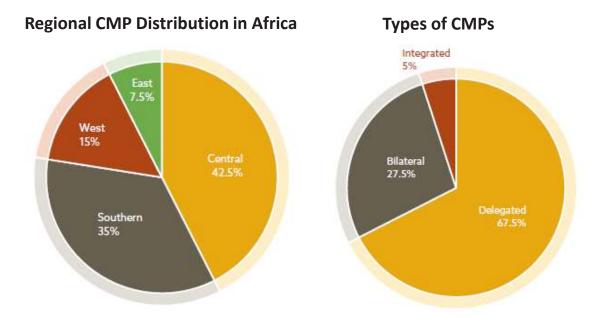
Source: African Parks

CMPs Support the Achievement of the SDGs

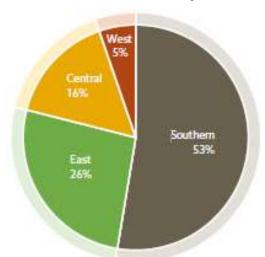


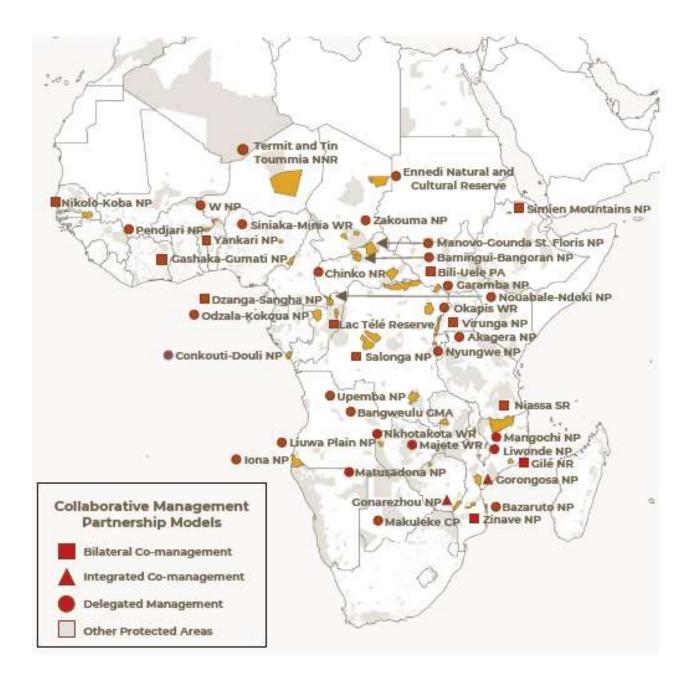
SDG	How CMPs Contribute	SDG	How CMPs Contribute
l Mary Úr ý þrí	CMPs foster economic development and provide income through wildlife based tourism, management, and other businesses sparked by enhanced management	9 MODELLE BROWNING	CMPs attract investment and support infrastructure and development in the PA and surrounding region
2 Albet	CMPs enhance regional stability and security and create an enabling environment that spurts agricultural development and revenue from employment, tourism, and other businesses	13 CLIMATE ACTEM	CMPs enhance the effective management of PAs, which mitigate climate change and enable natural adaptation processes. Employment and enhanced development due to enhanced PA management create more resilient communities living in and around PAs
3 OCCUPATION AND WELL-DEBM	CMPs support improved health care for communities living in and around the PA through provision of supplies, support to clinic staff, development of clinics, and ambulatory access	14 INTERESTRI	CMPs enhance marine protected areas and support the sustainable development of seascapes
4 document	CMPs support improved education for communities living in and around the PA through bursaries, environmental education, school development, teacher training, and provision of supplies	15 OFF LIND	CMPs help to protect, restore, and promote the effective management of terrestrial ecosystems, sustainably managed forests, combat deforestation, and halt land degradation and biodiversity loss
8 100000	CMPs enhance management of PAs, attract investment, and stimulate regional economic development, which promotes economic growth and employment	17 PARTNERANDO	CMPs are partnerships (PPPs) that strengthen the means of implementation towards fulfillment of the SDGs

Status of CMPs in Africa



Share of Pipeline of CMPs under Active Development





Challenge with CMP Adoption

1. Government concern

- Perception that entering into a CMP means giving away national assets and relinquishing too much control.
- Perception that entering into a CMP is a reflection on their inability to achieve their own objectives.
- Concern about revenue retention at the PA level.
- Concern that CMPs do not build capacity of the PA authority.

2. Lack of qualified private partner

 CMP success depends on a qualified NGO or private partner that shares the same vision as the PA authority and has the technical capacity and the ability to attract funding.

3. Lack of donor funding

CMP success depends on adequate and long-term funding.



Challenges with CMPs

Category	Element	Description
Agreements and	Agreements	Short-term agreements
CMP structure		Lacks clear division of roles and responsibilities
	Insufficient delegation of authority	Weak mandate given to or requested by the partner
		Government retains responsibility for critical management aspects, but lacks sufficient resources
	Poorly designed models	Premature withdrawal of a partner before PAA capacity built
		Bilateral CMP models can result in confusion, conflict, and other challenges
	Multiple partners without a plan	Can cause confusion, duplication of effort, and inefficiencies
Government	Insufficient government buy-in	Lack of government support from government relating to permits and other administrative
Support		elements
		Lack of shared vision at higher government levels on key issues, i.e., settlement, mining in the PA
		CMPs negotiated from top down without buy-in at HQ or park level can undermine the CMP
Community	Lack of community support	Resulting in delays, expenses, and legal challenges
Civil society	Lack of civil society support	Resulting in delays, expenses, and legal challenges
NGO capacity	Insufficient NGO expertise	Lack of NGO expertise or experience in PA management
Finance	Insufficient funding	Insufficient budgets and inability to generate revenue
	Funding gaps	Short-term CMPs that are reliant exclusively on large institutional funders
Context	Overly complex contexts	Complicated scenarios, i.e., political instability or people and livestock inside
Relationships and	Breakdown of relations	Breakdown of relations or trust between partners
trust	Errant behavior by partners	Partners not fulfilling pledges, acting outside the law
Enabling	Lack of clear process to establish CMPs	Can lead to delays and donor fatigue
environment	Lack of supportive legal framework	Legal framework not in place to manage the CMP long-term without political interference



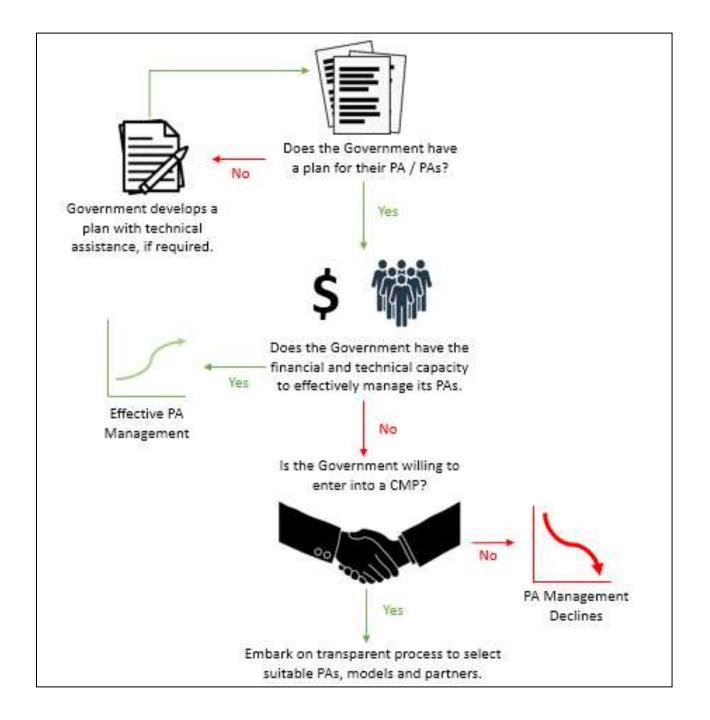
Light Chapter 4 — Identifying and screening CMP opportunities

GLOBAL

- Decision matrix
- Legal Review
- Agency Goals and Targets
- Screen and Select Potential
 - PAs for CMPs
 - CMP Model
- Review National and Regional Plans

^{¹¹}Chapter 5 — Preparing for and establishing CMPs

- Feasibility Study
- Determine the Management Partner Selection Process
- Stakeholder Engagement
- Tendering Process and Selection of Partner
- Management and Monitoring





Steps to Identify, Screen, Prepare, and Establish a CMP

Process	Chapter	Section	Step 🗸
Identify	Chapter 4	4.1	Government decision to engage in a CMP
and Screen CMPs		4.2	Legal review
		4.3	Review agency goals and targets
		4.4	Screen and select potential PAs for CMPs
		4.5	Screen and select CMP models
		4.6	Review regional plans
Prepare for	Chapter 5	5.1	Complete a feasibility study
Establishing a CMP		5.2	Determine the management partner selection process
		5.3	Pre-tendering stakeholder engagement
		5.4	Formation of a committee to support the partner selection
		5.5	Development of criteria for partner selection
		5.6	Development of a prospectus and tendering materials to attract and inform partners
		5.7	Tendering process and selection of partner
Contract	Chapter 5	5.8	Contract development
and Manage CMP		5.9	Contract management and monitoring



Legal & Strategy Review

Malawi Five Step PPP Process











STRATEGIC PLAN

2019-2024

Rising to the conservation challenge "Together we rise"

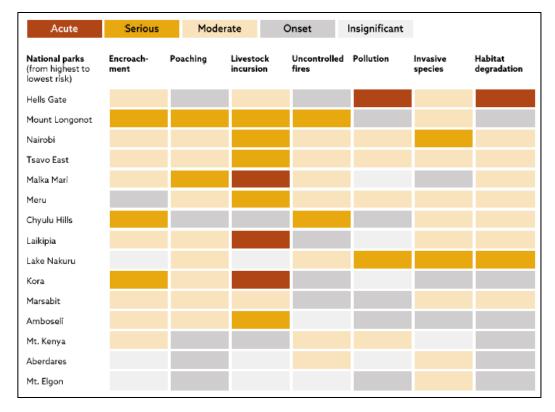
Park Selection

✓ 1. Status of PAs

2. Key Drivers for CMPs Suitable PA for CMP

✓ 3. Detractors and Risks

Sample Threat Analysis



Sample Protected Area Selection Tool: Drivers, and Deterrents and Risks

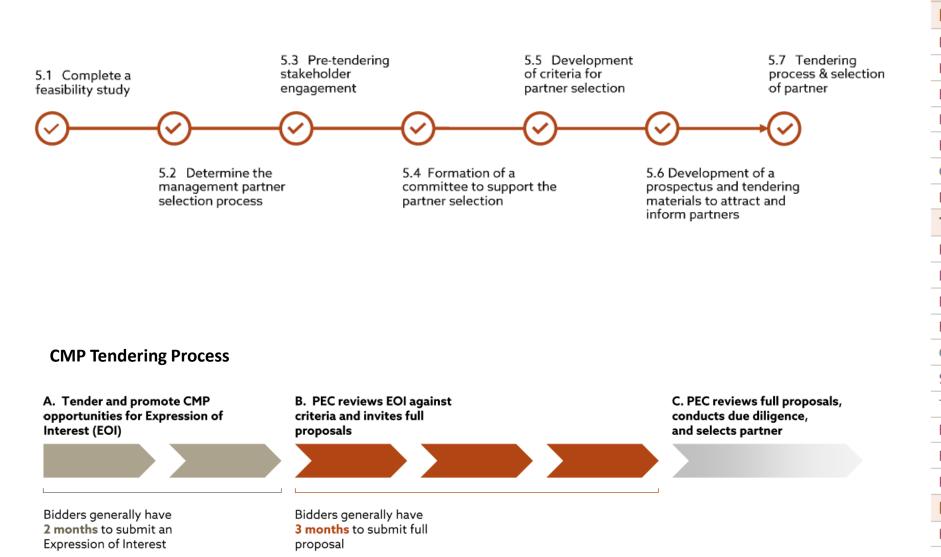
Protected Area Sele	ction Matrix	Evaluation				
Evaluation (Weak (+1), Average (+2), Strong (+3))						
Category	Drivers	Park A	Park B	Park C		
Revenue dynamics	Current revenue dynamics	+	+	+		
	Presence of commercially successful tourism facilities	+	+	+		
	Potential for wildlife-based tourism revenue	+	+	+		
	Potential for other revenue generating opportunities	+	+	+		
Community	Current community relations	+	+	+		
	Current community cost	+	+	+		
	Current community benefits	+	+	+		
	Potential for community benefits	+	+	+		
Ecological and	Ecological priority for government	+	+	+		
natural capital	Natural capital value	+	+	+		
Evaluation (Low (-1)	, Medium (-2), High (-3))					
Category	Risks and Detractors	Park A	Park B	Park C		
Detractors	Security and safety	9	8.	18		
and risks	External drivers of threats	23	8	16		
	Management trends	~	*	16		
	Flagship parks	2	9			
	Land claims	8	ß	1.69		
TOTAL Score		#	#	#		

CMP Model Selection





Preparing for a CMP



Key Components that Should be Included in an Expression of Interest

Key Component	✓
Partner Description	
Partner identity	
Key people's biographies and CVs	
Experience	
International best practices	
Experience in target PA	
Conflict of interest declaration	
References	
Technical Capacity	
Protected area management	
Local community	
Revenue	
Fundraising	
Conservation finance	
Start-ups	
Technology	
Business and PA planning	
Environmental and social standards	
Project management	
Project Description	
Key priorities	
Alignment with PA authority	

Bugungu Wildlife Reserve





A western buffer to Murchison Falls
National Park, where the forests
of Budongo give way to savannah
and bush stretching to the shores of
Lake Albert, a habitat unique to the
Murchison Area. An open landscape
with spectacular views; wildlife
populations are increasing and further
investment will secure its future.

Key Facts:

Size: 474 Km²

Landscape and Habitat: Forest and bush covered escarpment in the east descending to flat grassland and bush plains with riverine forest sections to the west.

Wildlife: Important habitat for elephant, buffalo, Ugandan kob, hartebeest, and other mammals including endemic red-flanked duiker. 270 species of bird. Infrastructure: Very limited road access inside the reserve, small patrol base and three outposts on Western boundary.

Management: Managed by UWA as part of the Murchison Falls conservation area.

Tourism: No current tourism activity in the area.

Access: Road to Kampala ~4-5 hours, Murchison Falls NP ~30-45 mins. Nearby Bugungu airstrip receives scheduled flights.

Investment Opportunity:

Invest through a PPP structure with UWA to secure co-management of the area, invest in the necessary infrastructure to support conservation and tourism activities and develop enterprise partnerships for long term revenue.

Standard Headings in a CMP Contract



• Parties	Law Enforcement
Background	Community Relations
Definitions / Interpretations	Establishing Park Fees
Objectives	Existing Commercial Relationships and New Concessions and Enterprise Development
Governance Structure	• Assets
Geographical Area	Liability and Indemnity
Delegation of Management	Conflict Resolution
Duration, Start Date, and Renewal	Perfomance Review
Integration of Staff	Termination
Staff Recruitment	Data Ownership
Reserved Matters	Communication
Donor Funding and Revenue Management	Other Sections
PA Management Roles and Responsibilities	
Non-Management Responsabilities	



Environmental and Social Standards

- e ESS: a set of policies, guidelines, and operational procedures designed to first identify and then, following the standard mitigation hierarchy, try to avoid, minimize, restore, and compensate when necessary adverse environmental and social impacts that may arise in the implementation of a project.
- ESS should include a comprehensive framework that enables staff, project developers, managers, and partners to identify and avoid social and environmental adverse impacts.





Define purpose of engagement

Being clear about the purpose of engagement and the key issues to address will set the context for community interactions and manage expectations of those participating in the process. To define the purpose, the CA must first agree on what can be accomplished with the engagement.

Decide whom to engage

The CA needs to create a list of who to engage, with all the community citizens, groups, and organizations that could have an interest in the CMP or have some influence over the success of the CMP. The list is a living document and will developed by the CA over time.

Conduct community mapping

To complete a community engagement mapping, the CA and private partner need to consider the influence and interest that different community groups, citizens, and organizations may have in the project.

Select method of engagement and implement

Different methods can be used to engage communities. They should develop a project-specific community engagement plan that describes proposed engagement strategies, tools, responsibilities, and schedules for engagement. The plan should evolve over the different phases of a CMP.

Issues tracking and grievance process

An issue-tracking table should be created to document ideas, concerns, or questions about the CMP. The CA and private partner need a systematic way of managing and responding to grievances.

Reporting and Monitoring

Accurately recording community feedback and sharing it transparently within government and with the community is a critical step in building trust and support among the community.

Appendices



- Description of PPP Legislation
- Description of CMP Models
- CMP Best Practice
- CMPs in Madagascar and South Africa
- Steps to Identify, Screen, Prepare, and Establish a CMP
- Business Plans for CMP Bids and Planning
- CMP Tendering and Promotional Materials
- Expression of Interest Evaluation Form
- Information for a Full Collaborative Management Bid
- Key Components to Include in CMP Contracts







Figure D.5 Liuwa Plan NP Case Study

Why CMP?
The Barotse Royal
Establishment, representing
the community, requested the
support of African Parks to manage
the park, which was non-operational, afflicted by poaching,
and providing few benefits to
community.

Goals of the Partnership:
To restore the biodiversity of
LPNP as part of the greater ecosystem and to build a constituency for
conservation with the local community and government.

Public partner: Department of National Parks and Wildlife

Private/NGO partner: African Parks Community partner: Barotse Royal Establishment

Legal structure: Company with representation from government and African Parks

Governance: Zambia Company with representation from African Parks and DNPW. Two members of BRE on African Parks Zambia board

Revenues:

Revenue Retention: All revenue retained at park

Revenue Growth: \$4,518 (2003), \$261,743 (2019), \$163,536 (2020 impacted by COVID-19)

Liuwa Plain National Park

Zambia





Type of CMP

Delegated

Size of the park

3,369 km²

CMP timeframe

2004 to 2024

Years to establish a CMP

1 year

Lessons learned

Having established community institutions in place helps facilitate community initiatives and ensures equitable and transparent engagement.

It is important to have clear communication between park level management and higher level (ministry) government to share successes and failures.

Trust between partners is key and can be enhanced through good communication.

Management

- Reintroduced lions and buffaloes. LPNP has the second largest wildebeest migration in the world.
- Rangers conducted 12,243 patrol days (2020) and African Parks developed a community scout program, creating local employment and community support.

Tourlsm

- Luxury lodge from Time+Tide (6 villas), 2018 Travel & Leisure's "Its List."
- Five community managed campsites.

Tourism growth

291 tourists (2003) to 1,116 (2019).

Community Impact

- African Parks makes payments to community development fund linked to poaching.
- 114 school scholarships/year. 1,890 students visited LPNP in 2019.
- 28 schools supported, 11,000 students, 71 new scholarships in 2020.
- 600 families supported with maize due to drought in 2020.

Operational Budget

 \$20 million invested by African Parks since 2004.

Employment trends

 Largest employer in the region, 127 full-time employees and 67 rangers (95 percent local), 100 seasonal workers.

Wildlife growth

- Wildebeest: 15,000 (2004) to 31,956 (2020).
- Zebra: 2,000 (2004) to 4,160 (2020).

Thank You

CMP StoryMaps

- Akagera National Park, Rwanda
- Gorongosa National Park, Mozambique
- Nouabalé-Ndoki National Park, Republic of Congo

Global Wildlife Program

https://www.worldbank.org/en/programs/global-wildlife-program

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SURVEY: What other CMP guidance are you interested in?



- First and last name / Nom et prénom
- **Organization / Organisation**
- Country / Pays

4.	I would like more training on / Je voudrais plus de formation sur
	☐ Different CMP models / Différents modèles de CMP
	☐ Understanding challenges and how to mitigate these / Comprendre les défis et comment les atténue
	☐ Identifying suitable locations for CMPs / Identifier les emplacements appropriés pour les CMP
	☐ Establishing CMPs / Établissement des CMP

☐ Other, write in chat / Autre, écrivez dans le chat

I would like technical support in / Je souhaite obtenir un soutien technique pour

☐ Identifying suitable locations for CMPs / Identifier les emplacements appropriés pour les CMP
☐ Determining the best location for CMPs / Déterminer le meilleur emplacement pour les CMPs
☐ Attracting management partners / tendering / Attirer des partenaires de gestion / appels d'offres
☐ Developing CMP contracts / Élaboration des contrats du CMP
☐ Other, write in chat / Autre, écrivez dans le chat