



# NAPA

## News from African Protected Areas

Nouvelles des Aires Protégées en Afrique

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### Edito

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### Bon appetit!

The last time I was in Ouagadougou - and I went there in February, for the 10th edition of our University Diploma on protected areas management - I had a very strange feeling. The pleasure to return to Burkina Faso, to meet its friendly inhabitants and to enjoy their unparalleled hospitality remained, but something was missing in the background. There seemed to be something amiss and it had nothing to do with the recent "revolution."

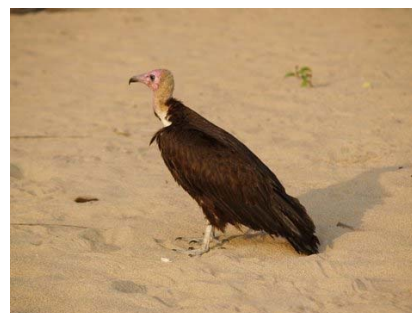
Anyone who had experienced the city, a few years ago, would remember the vultures which populated all of its neighborhoods. This small brown bird of prey (*Necrosyrtes monachus*) was everywhere: on traffic lights, on roofs, close to bars and restaurants, by the roadsides... relentlessly cleaning all rubbish and garbage. Certainly, it is not a very aesthetic bird, but they were there by the thousands and gave the city an inexplicable atmosphere.

Well, they have disappeared. To see ten of them in roughly over a week has now become an achievement. The vultures that one still finds must be sought after, given how fearful and distant as they have become. One no longer sees these large birds walking outside restaurants, slaloming between tables and keeping an eye out for the slightest leftover.

The rumor runs that they were captured to feed a

traffic to China through Nigeria. Their heads supposedly go into the preparation of an indescribable soup! A piece of information not readily verifiable, of course, but a rather likely one. Besides, what other reason would there be for such a systematic and organized destruction leading to this situation?

This is the local illustration of a slight joke that says "in China, the only thing on four legs that can't be eaten are the tables." We may smile upon hearing it, but concretely, this results in the long-term loss of everything that moves. Once people there have the economic means to do so, they seek to consume what they could not afford previously. A criterion for social success then becomes one's access to wildlife, seen as an inexhaustible source of blessings. And now that nothing moves any longer on this side of the earth, the table is laid in others' home.



Do we really live in a world and at a time when scavengers that feed on the garbage of a large African city are eaten in broth, thousands of kilometers from

their place of birth? If this is the case, then we really have to wonder about the mental health of our species. And we must do so without delay because at the rate things are going, soon there will no longer be anything to eat anywhere! CITES is responsible for regulating the trade of wildlife and flora threatened with extinction, ok, that's good; but shouldn't we also focus on what is still alive,

wherever it is, before greed and human stupidity turn it into memories? Let us remember the American pigeon, totally eradicated by one people, (see NAPA N° 78 and the very sad story of Martha) and think of what several nations combined could do, if they add their joined destructive capability with today's technological means!

This NAPA talks about **private governance of protected areas**, a topic increasingly important as this type of governance becomes more and more common in the world in general and in Africa in particular.

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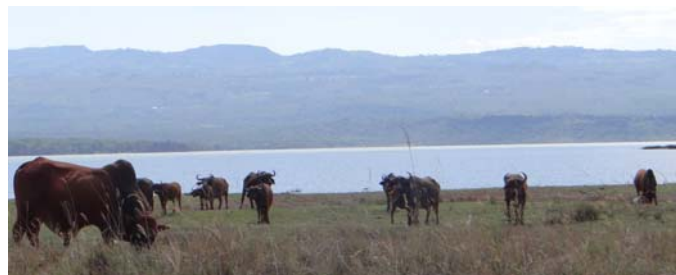
The Papaco is currently preparing a Massive Open Online Course (MOOC) on PA management and is seeking for video material, movies, interviews, pictures... on management and governance of protected areas in Africa. If you have such a material in good quality and would like to share with a wide audience, please contact:  
geoffroy.mauvais@iucn.org

Thanks in advance!



The papaco.org  
website unavailable for  
a few weeks

A bad movie? No, unfortunately the truth...  
The papaco website has been completely deleted from its webhost by quite a efficient hacker, and all the back-ups too. We therefore need to rebuild the site from scratch and download all the material it contained again. This will probably take us a few weeks. Sorry for that and we'll do our best to be back online asap!



## Governance of protected areas in Africa – Privately Protected Areas (part I)

Directions 1 to 3 of the Road Map for African PAs



With the support of the French Agency for Development (AfD), the Papaco is conducting a series of studies on governance of protected areas in Africa. This NAPA presents a summary of the results for private governance (part I, study conducted by Equilibrium – see [www.equilibriumresearch.com](http://www.equilibriumresearch.com)). In the next issue of the NAPA, the second part of this study will be presented...

See the full report on [www.papaco.org](http://www.papaco.org)  
(once back online!)

## Part I – Defining and promoting private protected areas in Africa?

### Introduction

In southern Namibia, a cluster of eco-cabins have been built onto a rocky bluff above an area of sparse, grassy savannah, which is also owned by the tourism company that operates the cabins. Tourists staying at the tiny resort can walk half a mile or so along a footpath and look down on a herd of Hartmann's Zebra, an unusual sub-species found scattered around the Namib Desert. In the morning, the air is full of the sounds of birds and flocks of sand grouse can be seen flying by. After dark, fine German food is served in a communal dining room. The habitat is in good condition and the wildlife is abundant. But what do we call this? Is it a tourism operation that is cashing in on people's interest in nature, or is it a protected area that also operates as a tourist lodge?

When people think about protected areas in Africa, they usually have in mind huge national parks like Kruger and Serengeti; powerful, government-run institutions based on the North American model of large, empty areas of natural habitat. But alongside the network of state protected areas, there are many other places where natural habitat has been deliberately set aside from most forms of development: indigenous territories, community conserved areas and a small but growing network of privately run reserves, sanctuaries and wilderness areas. It is the privately protected areas (PPAs) that are our focus here. Concerned individuals, non-governmental / not for profit organisations (NGOs), imaginative tourism operators, religious groups, and even commercial companies own areas of land and water that they

set aside for nature conservation. Some of these meet the definition of a protected area, as defined by IUCN. Others, whilst being valuable for conservation, are not really protected areas as described by IUCN. The following article describes how to tell the difference and how PPA development can be better supported in Africa. A second article (to be published in the next NAPA news) will focus on current PPA experience in Africa drawing out best practices in terms of governance and development.

### A short history of private governance in Africa

The concept of individuals or groups of individuals conserving land areas has a long history in Africa. The sacred Kaya Forests in coastal Kenya are survivors of a once extensive and diverse lowland forest. They owe their existence to the beliefs, culture and history of the coastal Mijikenda ethnic groups who for hundreds of years took refuge in forest settlements from the onslaught of nomadic tribes. According to Mijikenda tradition, as conditions became more secure in the late 19<sup>th</sup> century, the villagers began to leave the forest and started to clear and cultivate away from them preserving these often small areas for ceremonies, burials and places of prayer. Although today many such non-state initiatives are classified as Indigenous or community conserved areas by international categorisations systems such as those developed by IUCN, they demonstrate a long history of the willingness and ability of private/non-state actors to conserve areas of land from development.



*Some PPAs stand very close to other human activities*

The 19<sup>th</sup> century saw both the development of game hunting in Africa by ‘white hunters’ of Europe and America and the start of moves to set aside areas to conserve species for hunting. As the 20<sup>th</sup> century conservation movement developed, an alternative focus on scenic and in-situ conservation through state run protected areas evolved in Africa, along with the increasingly important involvement of communities and the private sector.

A key driver of the changing approach to conservation, which influenced much of Southern Africa, was legislative change (in Namibia in 1967, Zimbabwe in 1960 and South Africa from 1975) allowing private landowners to utilize and manage wildlife on their land without government permits. This transformed the attitudes of many landowners, from wildlife being regarded as an asset rather than a burden. These changes, together with declining profitability of agriculture (exacerbated by reduced state livestock subsidies), recurrent droughts and the growth of international tourism, created economic incentives for landowners to increase wildlife on their land, particularly in drier areas.

Today, private lands form buffer zones to protected areas, staging areas for migratory species, gap-fills for key habitats, and are often wildlife ranches that fulfil dual economic and conservation objectives. Many private land holdings in Africa are called ‘private game reserve’ or something similar by their owners. These are usually large areas of land or several private farms that have been consolidated into one unit (often known as a conservancy), often near or adjoining a state run protected area. They usually have some form of conservation objective but many are primarily run as tourism businesses (both consumptive in the form of hunting or non-consumptive activities such as game viewing/snorkelling). Wildlife species are usually indigenous to Africa, but can be exotic to the country or specific biome/habitat. Such areas may still include farming and some degree of zonation is invariably involved, with varying amounts of the property set aside for wildlife and related tourism. To increase operational and financial efficiency, many areas implicitly manage a carefully controlled balance of herbivores along with practices such as supplementary feeding, predator contraception and artificial water-hole construction near key tourism points. The question thus arises, immaterial of their name (which nearly always equates to a word or phrase which clearly links them with the protected area movement), are all such enterprises protected areas as understood by IUCN and the conservation community?

### Definition of privately protected areas

In 2014, IUCN published the first technical guidance to ‘privately protected areas’ (Stolton et al., 2014). The guidelines confirmed that: **A privately protected area is a protected area, as defined by IUCN, under private governance.** The two key terms here relating to definitions and governance are explained in more detail below:

- **Definition:** The IUCN definition of a protected area is: “A clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values”(Dudley, 2008). This definition, agreed after lengthy consultation with IUCN members and protected area agencies, stresses the primacy of nature conservation amongst management objectives.
- **Governance:** As well as the definition, the IUCN lexicon of protected areas includes six management categories and four governance types. The latter reflect the particular make-up of actors involved in conservation and separates indigenous and community groups from other non-state actors due to their significant role in protected areas. Therefore, ‘private’ in IUCN governance types is all governance that is not by ‘governments’, ‘indigenous peoples and community groups’ or ‘shared’. PPA governance could thus include ownership and/or management by:
  - Individuals and groups of individuals or NGOs
  - Corporations (both existing commercial companies and sometimes corporations set up by groups of private owners to manage groups of privately protected areas)
  - For-profit owners (e.g. ecotourism companies)
  - Research entities (e.g. universities, field stations)
  - Religious entities.



*In Southern Africa, lots of PPAs are mainly focused on wildlife breeding*

### Applying the IUCN protected area definition to PPAs

Even with clarity on definitional issues, applying the IUCN system to the huge variety of private conservation efforts worldwide presents a number

of difficulties. The interpretation of terms in the IUCN protected area definition such as ‘recognized’, ‘legal or other effective means’ and ‘long-term conservation’ can all be a challenge. The term PPA is used to describe many situations as noted above from: tourism lodges with land used for wildlife viewing farms that owners decided to manage for conservation; sites considered to be sacred by particular faith groups and NGO ventures to buy or take on management of areas of land and water. Some approaches previously described as “private protected areas” may not meet the more rigorous definitions agreed by IUCN. To aid the application of the definition to PPAs the 2014 technical guidance thus defines each term used in the IUCN protected area definition and illustrates how these can be applied to privately protected areas (see table 1 for a summary and full report for detail).

**Table 1: Summary of criteria to distinguish PPAs from other governance types (Stolton et al., 2014)**

Criterion	Sub-criteria
Protected area	Area is legally designated and managed in accordance with the IUCN definition and associated principles
	<b>OR</b> Area is managed in accordance with the IUCN definition and associated principles, and, though not legally mandated, is recognized as a PPA, for example: <ul style="list-style-type: none"> <li>- Recognized on authoritative international databases (e.g. WDPA) – probably via a national-level process</li> <li>- Ownership by an NGO with a legal structure that obligates conservation</li> <li>- Recognition by a national or sub national association of PPAs with guidelines and inventory provided that the association is recognized by outside experts (e.g. WCPA regional chairs)</li> </ul>
Entities involved	Individual or a group of individuals, NGO, corporation, for-profit owner, research entity or religious entity
Governance	PPA managers should be aware of any rights of use which are not in their control and efforts should be made to ensure that such use does

Criterion	Sub-criteria
Permanence	not impact overall conservation objectives <b>AND</b> Management is dedicated primarily to the purpose of nature conservation by its owner(s) or manager(s)
	Area is legally designated for permanent protection of nature conservation (e.g. Act) <b>OR</b> Designation to nature conservation is made through a permanent agreement (e.g. conservation covenant or easement)
	<b>OR</b> Designation to nature conservation is made by a renewable agreement with the aim of permanence (e.g. time-limited conservation covenant or easement)

The 2008 guidelines also include principles alongside the IUCN definition, category and governance type which aim to help use and apply the definition, categories and governance type (Dudley, 2008, p 10). Five of these are particularly relevant to PPAs (the other principles are related more to management category):

- For IUCN, only those areas where the main objective is conserving nature can be considered protected areas; this can include many areas with other goals as well, at the same level, but in the case of conflict, nature conservation will be the priority;
- Protected areas must prevent, or eliminate where necessary, any exploitation or management practice that will be harmful to the objectives of designation;
- A diversity of management approaches is desirable and should be encouraged, as it reflects the many ways in which communities around the world have expressed the universal value of the protected area concept;
- Protected areas should usually aim to maintain or, ideally, increase the degree of naturalness of the ecosystem being protected;
- The definition and categories of protected areas should not be used as an excuse for dispossessing people of their land.

The final principle is particularly important when reviewing sites which may be considered as PPAs.

Globally, some PPAs are the focus of concerns around how the land was acquired, and if it involved 'land grabbing', where the rich and powerful use economic, legal or physical power to expropriate land or water against the wishes of people living inside or nearby. Critics label some land acquisition by conservation organizations as 'green grabbing'; although there is debate about how many protected areas deserve this title. By developing and promoting principles of good governance, such as those provided here, for protected areas, we can help to address these long-term social concerns.

In addition to the principles given above from the 2008 guidelines other principles for PPAs were elaborated in the 2014 report in relation to the issue of 'rights' and what is meant by 'long-term conservation':

- PPA managers should be aware of any rights of use that impact the achievement of desired conservation objectives that are not under their control and should make every effort to ensure that use does not impact the area's conservation objectives or the area's ability to meet the IUCN definition of a protected area.
- In recognition of the challenge that PPAs may have in proving 'long-term' conservation, focus should be put on demonstrating long-term *intent* towards conservation. Long-term in this context should be at least 25 years, though the intent should be conservation 'in perpetuity', and safeguards should be put in place to ensure conservation objectives persist even if ownership changes (Stolton et al, 2014).



Tourism is a widespread activity amongst PPAs

## The challenge of assigning IUCN governance types in Africa

Even with the elucidation of international guidelines on governance types, governance models in Africa are complex and rapidly changing. IUCN's four governance types, and the separation of community governance from private governance, can make using the IUCN system particularly challenging. In South Africa, for example, the classification of a protected area as a PPA is widely understood to be based on land ownership. PPAs are considered to be those owned by private individuals, corporate entities, NGOs and trusts. Communal land is also included in this classification as, although owned by the state (usually the Department of Public Works or the Department of Agriculture, Forestry and Fisheries), it is essentially held in trust for the sole use of the communities that live on and use the land.



*Tourism demands often important investments to become sustainable in private conservancies*

The Conservancy model is a common form of governance across southern Africa. Freehold conservancies, where farmers have removed internal fences and combined financial and human resources to manage wildlife over a larger area of land than their individual farms, could be considered PPAs. However, there is a distinction between farms that have been under single ownership for many years and those that were until recently communal properties. The first case, it could be argued, represents a group of private individuals who share a conservation ethos and thus can be classified as PPAs, whereas the second case represents a community conservation ethos more akin to community governance. Conservancies could also be seen as shared governance between several partners. Table 2 provides an example from Kenya indicating the

variety of ownership and governance models and highlight the challenge in distinguishing governance types.

**Table 2: Different types of Wildlife Conservancy in Kenya (Source: Stolton et al., 2014)**

Type	Land ownership	Governance	Intl equivalent
Community (CWC)	Trust Land (land held in trust by Government for indigenous local communities)	Community Based Organization, Association, Trust or Company	ICCA
Community (CWC)	Group Ranch	Community Based Organization, Association, Trust or Company	ICCA
Group (GWC)	Grouping of multiple, usually small, contiguous privately-owned individual plots	Association, Trust or Company	ICCA or PPA
Private (PWC)	Single privately-owned property (usually large)	Individual(s), Trust, or Company	PPA

Decisions about governance type are thus often a question of judgement with respect to which institution in reality has most control and this will vary from country to country / continent to continent. It is thus recognized that the IUCN definition, management categories and governance types need national or regional interpretation to accord with local conditions. Table 3 identifies the possible permutations of ownership and governance in relation to private governance in Africa. In most cases mixed governance (i.e. where ownership and management is different) is likely to fall into the 'shared governance' type as defined by IUCN. However there may be cases where the owners of the land pass so much control to the managers that the term 'shared governance' no longer describes the governance situation adequately and one of the other governance categories would seem more appropriate. For instance, if a government effectively passes over

long-term management decisions to a private entity, this may more accurately be described as a PPA, even if ultimate control still rests with the government. The typology should be applied sensibly rather than rigidly. The key criterion is which entity has effective long-term control of the

bundle of resources necessary to achieve the stated conservation objectives for the property. If this is in the hands of a private entity (and here private includes both for-profit and not-for-profit enterprises) then the area should be considered a PPA.

**Table 3: Distinguishing ownership, management and governance of protected areas owned and/or managed by private entities**

Ownership of land or water	Management of resources or entities needed to achieve conservation	Governance (e.g. decision making, management authority and responsibility)	Examples
State	Private	Most likely to be shared governance unless agreements are long-term or inclusive of all rights and responsibility for decision making in which case we suggest defining as a PPA.	Chumbe Island in Tanzania is an example of where the long term lease and rights package would meet the definition of a PPA despite state ownership of land and water.
Private	Private	Private governance or in some cases (e.g. freehold conservancies) governance shared by several private bodies	Most freehold conservancies would fit this model. Other examples can include a range of private concerns such as Olare Orok in Kenya (see box 1) which is managed by a not-for-profit company (Olpurkel Ltd) following agreements specifying land management between private land owners and tourism companies.
Private	State	Again likely to be a mix of PPA and shared governance. PPAs next to state-run protected areas are often subject to the same management as the state run area whilst retaining private ownership rights: these sites should be considered as PPAs	Contract National Parks in South Africa (see box 2)
Private	Community	Most likely shared governance	
Community	Private	Most likely shared governance	Bangweulu Wetlands managed by African Park <sup>1</sup> is an example of a private/community partnership. African Parks took over the management of the wetlands in 2008 in partnership with the local communities, after the communities decided, expressed through their Chiefs and advisors, to invite African Parks to be their private sector management partner for the Project.

<sup>1</sup> [www.african-parks.org/](http://www.african-parks.org/)

**Box 1: Changing land-ownership in Kenya**

Reforming land ownership in Kenya, as in other countries in Africa, is changing the face of conservation, with a move towards individual titles influencing management and governance. For example, prior to 1999 the land around the Masai Mara National Reserve in Kenya was designated as communal group ranches; however between 1999 and 2009 the land was subdivided and individual titles issued to group ranch members. The desire of these 'new landowners' to benefit from tourism resulted in negotiations with tourism operators to create new conservancies through registration of land owners' companies, leasing of land and signing of management agreements with investors. These group conservancies are managed through partnerships between land owners and investors by either employed staff or contracted management companies. As an example of the former, Olare Orok is a partnership between 277 Masai landowners and five tourism operators; the Conservancy is managed by Olpurkel Ltd, a not-for-profit company whose shareholders are the operators, controlled by a Board of equal representation from both the landowners and the tourism partners along with representatives from the Olare Motorogi Trust<sup>2</sup>.



PPAs can often focus on species conservation such as the Grevy Zebra in some conservancies of Kenya

**Box 2: Contract National Parks in South Africa**

National Parks in South Africa are only declared if the area:

- Is of national or international biodiversity importance or contains a viable, representative sample of South Africa's natural systems, scenic areas or cultural heritage sites, or to

protect the ecological integrity of one or more ecosystems in the area;

- Prevents exploitation or occupation inconsistent with the protection of the ecological integrity of the area;
- Provides spiritual, scientific, educational, recreational and tourism opportunities which are environmentally compatible; and
- Contributes to economic development, where feasible.

The National Parks Act of 1976 allows for private land located next to national parks to be designated as a "contracted national park" established through a contract with the landowner. There are currently 512,099 ha under Contract National Park status in South Africa, making up a little over 12 per cent of the total area of National Parks according to South African National Parks (SANParks) data of September 2013.

In most cases, a Contract National Park is created adjacent to an existing state owned National Park. The advantage for participating landowners is that, through the exclusion of boundary fences, they obtain access to larger wildlife populations, thereby increasing their potential for developing wildlife tourism enterprises. In some cases SANParks is declared the management authority over the Contract National Park, in other cases it is the community or landowner and the conservation activities will be delegated to SANParks by the management authority. These contracts are typically binding for 50-99 years. Landowners of Contract National Parks benefit from the biodiversity conservation resources and expertise of SANParks, as well as the tourism marketing platform supporting the country's network of National Parks.

**Overview of PPA models across Africa**

Although table 3 outlines a wide range of possibilities for private ownership of or involvement in protected areas, most actual existing models in sub-Saharan Africa fall into a smaller subset. Table 4 here after summarises the main models and conservation objectives, distinguishing between freehold and leasehold ownership, and suggests some possible definitions of three sub-governance types. *Freehold owners* own the freehold to the land meaning that they own land outright and in perpetuity. *Leasehold owners* lease land from the freeholder to use for a number of years. In addition, there are rights holders, who have the legal or

<sup>2</sup> [www.mmconservancy.com/](http://www.mmconservancy.com/) (accessed 8/1/2015)



traditional rights to areas of land and water; these rights may be over all aspects of the area or may refer to certain resources (e.g., wildlife, the right to collect fodder, or to fish, or to graze livestock at a

certain time of year). All of these different groups influence land use, including private conservation initiatives.

**Table 4: Typology of possible PPAs with conservation objectives in Sub-Saharan Africa (adapted and updated from Krug, 2001 and Jones et al., 2005)**

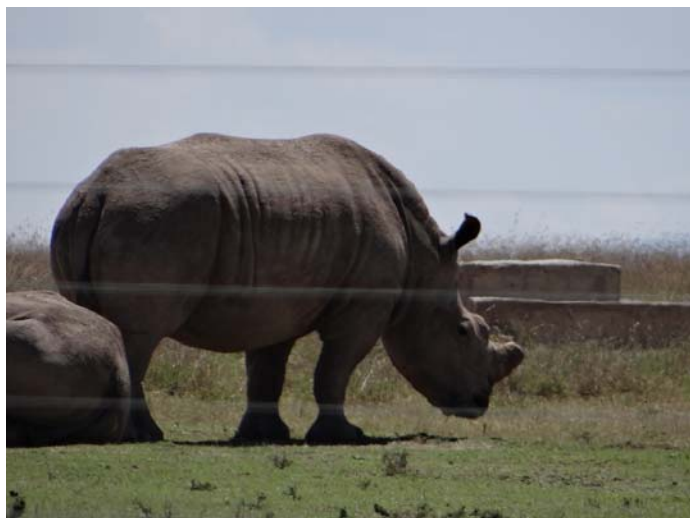
Type of reserve	Description
Freehold ranches	<p><i>Suggested definition:</i> Ranches that maintain a viable population of free-ranging, native wild species in extensive natural conditions, and use these as the basis of for-profit activities.</p> <p><i>Incentives:</i> Mainly economic including consumptive (e.g. safari hunting and meat), and non-consumptive, (e.g. wildlife-viewing tourism).</p> <p><i>Governance:</i> Run by individual freehold owners or private companies set up by a group of freehold owners.</p> <p><i>Management:</i> Usually a manager is appointed.</p> <p><i>Details:</i> Ranching is often based on antelope species (these account for 90 per cent of all hunted animals), but many ranches offer wildlife viewing of other charismatic species such as rhino, giraffe and zebra.</p> <p><i>PPA as defined by IUCN:</i> Will depend on issues such as longer term conservation intent and management objectives. Sites focused on long term conservation most likely to meet the definition as opposed to ranches practicing farming/hunting/wildlife/tourism operations.</p>
Freehold Conservancies	<p><i>Suggested definition:</i> Groups of commercial farms, livestock farms, mixed wildlife-cattle ranches or game ranches, where neighbouring landowners (either individual or communal landowners) pool natural and financial resources for the purpose of conserving and sustainably utilising wildlife.</p> <p><i>Incentives:</i> Conservation and economic (consumptive and non-consumptive tourism)</p> <p><i>Governance:</i> Freehold owners manage the land according to mutually agreed constitutions containing a set of legally binding wildlife management and conservation objectives.</p> <p><i>Management:</i> Usually a manager is appointed.</p> <p><i>Details:</i> Traditionally, the main difference between private reserves and conservancies is that private reserves have completely abandoned conventional farming while this remains an important source of revenue for members of a conservancy. However, in recent years conservancy members are increasingly abandoning livestock rearing.</p> <p><i>PPA as defined by IUCN:</i> Will depend on issues such as longer term conservation intent and management objectives. Sites focused on long term conservation most likely to meet the definition as opposed to ranches practices farming/hunting/wildlife/tourism operations.</p>
Private Reserves	<p><i>Suggested definition:</i> Areas managed by private individuals, trusts, NGOs or companies with the primary objective of conserving wildlife and natural habitat.</p> <p><i>Incentives:</i> Conservation and/or economic (non-consumptive tourism)</p> <p><i>Governance:</i> A parcel of land that is owned by freehold or long-term (25 years or more) leasehold by a private investor(s) or syndicate; funded and/or run by a private investor(s) or syndicate; managed for the primary purposes of non-consumptive tourism; and owned with the intent of preserving the land in a predominantly undeveloped state</p> <p><i>Management:</i> Landowner(s) / leaseholder (s) develop a management plan (sometimes in cooperation with a conservation NGO or national protected area authority) designed to conserve biodiversity.</p> <p><i>PPA as defined by IUCN:</i> Due to the variety of management approaches it is not possible to make a simple recommendation for these sites. Tourism objectives can be of more importance than conservation objectives with management including stocking of exotic species and/or in densities which do not match natural circumstances, supplementary feeding, predator contraception and artificial water-points. For example Langholz and Kerley (2006) in their assessment of ten ecotourism-based private game reserves in the Eastern Cape region of South Africa found six sites with giraffes on their reserves despite evidence that giraffes do not naturally occur in the Eastern Cape and elephants and lion at high rates despite well</p>

Type of reserve	Description
	documented negative impacts on biodiversity. Such examples would not be considered PPAs according to the IUCN definition. Other sites, in particular those owned/managed by conservation NGOs or managed in close cooperation with state run protected areas, as in South Africa, are likely to fit the protected area definition.

### Models for increasing PPA development in Africa

There has to date been little systematic examination of the roles of private owners or managers in African conservation. As a result, in some countries (e.g. Namibia) land reform may actually cause a shift from wildlife-based land uses to livestock because of a lack of the necessary experience, expertise and start-up capital among many emerging farmers (Lindsey et al., 2013).

IUCN WCPA through its Specialist Group on Privately Protected Areas is planning to address this lack of information on PPAs by producing best practice guidelines on PPA governance and management by 2016. In the meantime, the section below highlights some of the best practices in relation to set up, agreements and policy which should emerge from the engagement of private entities in protected areas and the development of PPAs.



*Some extremely endangered species do not exist anymore outside PPAs*

**State / private:** Agreement between a state and private entity in relation to land/sea conservation should include a long lease (bearing in mind the issue of permanence as discussed in the IUCN definition) or a lease agreed with the intent of renewal over the long term. It should be allocated by government to private individuals, groups of individuals, trusts, companies, NGOs, research organisations etc, based on a land use plan that

ensures the area is set aside for conservation. Management objectives should meet the requirements of the IUCN protected area definition and principles (Dudley, 2008 and Stolton et al., 2014). Leases should ensure security of conservation intent (e.g. not easily be withdrawn or renegotiated through the inclusion of 'escape clauses' for either party) and of conservation management (e.g. systems should be in place to monitor conservation success and ensure adaptive management if the lessee is not meeting the objectives of the land use plan). Shorter term management agreements with private bodies are likely to be more focused on specific management challenges (such as increasing site-based management capacity, resourcing anti-poaching activities or ecological restoration); in this case major management decisions and therefore also the governance type would remain with the state.

**Private / private:** Unless regulation or legislation exists, the main management challenge here is to ensure long-term conservation. Even if the current private owner is personally committed to conservation, it is not necessarily guaranteed that this policy will be sustained by the owner's heirs, or by a new owner following a sale. Securing conservation intent of private land therefore often entails the development of some more formal agreement, such as:

- **Conservation Easement:** ensuring land use is committed to conservation in perpetuity through the grant of an appropriately formulated Conservation Easement by an owner with discrete title to the area. This approach is available in some parts of Africa, for example provisions for easements are available in Kenyan law in both the Environmental Management and Coordination Act (1999, revised 2012) and the 2014 Wildlife Conservation and Management Act. Easements provide for permanence in land use as they are registered in the High Court. Heirs may sell but the land use should legally never change. To date however very few easements have been successfully negotiated in Kenya as the process is complex and time consuming.

- **Legal designation:** in some countries in the region, such as Namibia, regulation exists to designate PPAs.
- **Non-legal frameworks:** in countries without a legal framework, PPAs can be recognised under the ‘other effective means’ clause in the IUCN definition. Exactly how long term intent can be assured remains subject to debate that goes beyond PPAs; reneging from protected area commitments can occur under any governance type. In the case of PPAs, judgements might be influenced by commitments made by the landowner (e.g. stipulations in wills or covenants), by evidence of associated investment in and management for conservation; demonstration that other family members share the commitment to the privately protected area, and so on. In the conservancy model, for example, landowners enter multi-tenure systems where land management is promulgated through a constitution that binds landowners together in a shared vision of the landscape. Such agreements allow for innovative partnerships between multiple organisations including government agencies, conservation NGOs and private landowners in managing ecosystems. Conservation actions are implemented either by a management entity that is accountable to an elected board of directors or more loosely through mutually agreed arrangements by members. Such agreements provide clarity around conservation direction and are evidence of long-term conservation consent, as demonstrated by South Africa (see box 3), which has some of the region’s most established PPAs.



*Most but not all PPAs are fenced*

### Box 3: Klaserie Private Nature Reserve

Klaserie Private Nature Reserve<sup>3</sup> borders Kruger National Park and was formed in July 1969. It is one of the largest privately owned nature reserves in South Africa covering 60,000 ha.

Institutional arrangements were devised by the founding members and the constitution of Klaserie Private Nature Reserve (1998) states that its objective is: “to conserve a wide diversity of indigenous species and their associated habitats using sustainable utilization principles.” Membership is restricted to legal entities owning land within the reserve, and all members are obliged to pay annual fees to cover the cost of managing the reserve. Many members are wealthy absentee landowners who do not depend on the land for income generation. Each property has further constraints with respect to number of residents, timesharing, tourism development and subdivision or sale of land, including the right of first refusal by existing members to buy land being sold and subjection of new owners to the terms and conditions of membership. Governance is overseen by an executive committee comprising members or landowners who are elected at an AGM. The committee appoints a reserve warden to be the administrative official for the association. Management is directed by the mandatory adherence to wildlife management plans which conform to the master plan for the Kruger National Park (Kreuter et al, 2010).

### Assurance of long term conservation management of PPAs

It is clear from the arguments above than in some countries the limited long-term security of tenure of land lease and management agreements increases risks for private investment in conservation. Particular challenges for PPAs include:

- Lack of recognition from states and the international conservation community (see box 4)
- Lack of any suitable legislative basis for development and recognition of PPAs
- Inter-generational sustainability, if ownership passes from someone committed to conservation to a descendent with other priorities
- Long term security of tenure and contracts
- Lack of advocacy for private conservation at international level (e.g. with IUCN, the CBD, etc.)
- Lack of clarity on rights which impacts conservation outcomes

<sup>3</sup> [www.klaseriereserve.co.za/](http://www.klaseriereserve.co.za/)

#### Box 4: Lack of recognition for Freehold Conservancies in Namibia

Although the IUCN definition of a protected area recognises sites declared by 'legal' or 'other effective means', recognition of a PPA by the state does help provide PPA owners/managers with security and helps with long-term conservation objectives. In Namibia, The Conservancies Association of Namibia (CANAM) defines a freehold conservancy as: "a legally protected area of a group of bona fide land-occupiers practicing co-operative management based on: (1) a sustainable utilization strategy, (2) promoting conservation of natural resources and wildlife, (3) striving to re-instate the original biodiversity with the basic goal of sharing resources amongst all members". Despite the use in the definition of 'legally protected area', unlike their communal area counterparts there is no specific legislation providing for freehold conservancies in Namibia, which means that they are not a 'legally protected area'. The conservancies are rather voluntary associations and any protection or conservation measures stem from agreements between the landowners on how they wish to manage the area.

The last point on rights is particularly important when considering the status of whether an area is a PPA or not and whether conservation objectives can be met. More consolidated rights (e.g. where one individual or group holds all the major rights likely to impact the conservation area) often makes meeting conservation objectives easier. The transfer of wildlife rights has been shown to be beneficial to conservation in Africa, as whoever holds the various rights that impact conservation has an important influence on the success of conservation. Three groups of rights are particularly important:

- Land rights are critical to ensure cooperation between partners, particularly in countries where land claims and restitution are an ongoing issue
- Resource use rights, from medicinal plants to mineral extraction, will have various degrees of impact depending on the nature of the rights, overall conservation objectives, and the ability to manage effectively any resource use impacts
- Wildlife rights are, in the context of this report, perhaps the most vital. Private, rather than state, ownership of wildlife has resulted in an increasing tolerance of wildlife and the expansion of many wildlife-based land uses



#### Conclusions

PPA development can, in the best case scenarios, help bring together diverse stakeholders to support one integrated management goal for an area. As Langholz and Krug (2004) have noted, PPAs "overlap with two important social themes in conservation – devolution of resource control and public participation in resource decision-making", which puts PPAs in a good position to provide social benefits and even represent an "extreme form of participation in protected area management, where the local residents who own reserves control decision-making and there is no real or broader local participation in it."

Internationally, 2014 saw the first really concerted support for PPAs globally with the final decision of the CBD's 12<sup>th</sup> Conference of the Parties held in Korea in October 2014 recognizing the contribution of PPAs in the conservation of biodiversity and encouraging "the private sector to continue its efforts to protect and sustainably manage ecosystems for the conservation of biodiversity"<sup>4</sup>, and in November 2014 the final statement from the decadal World Parks Congress acknowledged the increasing role of PPAs in "reaching biodiversity conservation and societal goals"<sup>5</sup>. Although there has been no quite so definite statements concerning PPAs in Africa several regional institutions do, not surprisingly, support the role of the private sector in a range of activities and as such these could support policy advocacy for PPAs which clearly meet the IUCN definition of a protected area and the best practices outlined in this report. The Heads of State and Government of

<sup>4</sup> [www.cbd.int/doc/?meeting=cop-12](http://www.cbd.int/doc/?meeting=cop-12)

<sup>5</sup> [www.worldparkscongress.org/about/promise\\_of\\_sydney\\_vision.html](http://www.worldparkscongress.org/about/promise_of_sydney_vision.html)

the Member States of the Economic Community of West African States (ECOWAS), for example, in the revised treaty of July 1993 calls for: ‘the harmonisation and co-ordination of national policies and the promotion of integration programmes, projects and activities, particularly in food, agriculture and natural resources.....’ (Article 3, 2 a) through: ‘...the promotion of joint ventures by private sectors enterprises and other economic operators, in particular through the adoption of a regional agreement on cross-border investments (Article 3, 2 f)<sup>6</sup>. In Southern Africa, SADC (the Southern African Development Community) has particularly focussed conservation policy on transboundary protected areas, or Transfrontier Conservation Areas (TFCAs). In late 2013 the SADC Programme for Transfrontier Conservation Areas noted that: ‘SADC TFCAs are founded on the principle that conservation should embrace active participation and involvement of multiple stakeholders (states, private sector, local communities & NGOs) in the planning and management of natural resources ...’<sup>7</sup>. The main text of the programme however focuses mainly on the role of the private sector in providing tourism support and infrastructure rather than the development of a more mixed approach to the governance of protected areas in the region.



To take regional support for PPAs a step further the recommendations outlined in Box 5 are pertinent. Firstly, the agreed definition of a PPA needs to be clearly disseminated to regional fora and national conservation agencies, then policies and incentives which could support PPA development, focusing only on those areas which do meet the IUCN

<sup>6</sup> [www.comm.ecowas.int/sec/?id=treaty&lang=en](http://www.comm.ecowas.int/sec/?id=treaty&lang=en)

<sup>7</sup>

[www.sadc.int/files/4614/2122/3338/SADC\\_TFCA\\_Programme\\_FINAL\\_doc\\_Oct\\_2013.pdf](http://www.sadc.int/files/4614/2122/3338/SADC_TFCA_Programme_FINAL_doc_Oct_2013.pdf)

definition, can be promoted. Monitoring and assessment will remain a long term critical element of the development of PPAs in the region to ensure best practices are recognised and encouraged and PPAs are truly fulfilling their role in supporting conservation outcomes in the region.



#### Box 5: Recommendations for developing knowledge and practice around PPAs

In 2014, IUCN WCPA (with UNEP WCMC and the CBD) published the first global technical guidance on PPAs. The eight recommendations from this report (Stolton et al, 2014, pages 47-48) are given here as they are relevant for all regions when developing best practices and guidance around PPAs.

#### Strengthen PPAs nationally and globally

**1. Use the IUCN definition of a protected area:** A privately protected area is a protected area, as defined by IUCN, under private governance (i.e. individuals and groups of individuals; non-governmental organizations; corporations, including existing commercial companies and small companies established to manage groups of PPAs; for-profit owners such as ecotourism companies; research entities such as universities and field stations; or religious entities).

**2. Review national PPA systems:** Most countries have not clarified the definition or other policy and legislative structures surrounding PPAs. Countries should be encouraged by IUCN and the CBD to develop PPA data (baseline and data recording systems) and to enable policy and legislation for developing and supporting PPAs.

**3. Develop and implement monitoring and management effectiveness systems for PPAs:** The long-term success of PPAs depends on their ability to demonstrate conservation effectiveness. Conservation organizations and government protected areas agencies need to work in collaboration with PPA owners/managers on developing monitoring and management effectiveness systems which can be integrated with existing systems.

**4. Create/strengthen national PPA Associations:** National PPA associations should be developed/strengthened to help: 1) determine how effective PPAs are being in their conservation mission; 2) provide training to PPA owners and managers to ensure conservation effectiveness; and 3) agree what should be counted as a PPA and develop systems to report these to national and international databases.

**5. Improve knowledge sharing and information:** Two important activities are suggested: 1) IUCN's PPA Specialist Group and WCPA should prepare a 'best practices' guide for PPAs on the management of existing PPAs and the creation of new ones; and 2) encouragement for religious institutions and companies to create, support and report on the efforts to create and manage PPAs.

#### Extend PPA initiatives nationally and globally

**6. Understand what incentives are needed to support and promote PPAs:** NGOs and research organizations should be encouraged to carry out research on understanding the relationship between a range of incentives and: 1) why owners establish PPAs; 2) why they maintain them once established; and 3) how to ensure conservation objectives when ownership changes. From an economic perspective, all incentives potentially distort markets, thus their positive and negative impacts also need careful study.

**7. Develop incentives to increase conservation role of PPAs:** Building on recommendation 5 above, governments and others (e.g. NGOs, private companies) should ensure appropriate PPA incentives to: 1) expand the conservation coverage of existing protected areas; 2) connect protected areas and develop protected area networks (including across national

boundaries); and 3) extend coverage of threatened species and rare and endangered ecosystems. Incentives should be in the form of both conservation legislation and instruments such as taxation; and flexible enough to allow rapid development of PPAs to respond to conservation crises.

#### Integrate PPAs into national and international reporting

**8. Create structures and incentives to report on PPAs both nationally and globally:** IUCN, other conservation bodies and government organizations should develop systems nationally for collecting PPA data (e.g. through Associations as outlined in recommendation 4). UNEP WCMC should collect data on PPAs, including through the support of national processes, to include in the WDPA and to report to UN bodies and others.

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### JOB OFFER

The Sahara Conservation Fund is looking for a Project Leader, Scimitar-horned Oryx Reintroduction Project, Chad

Job duties will include significant organizational, logistical and social tasks, and include overall responsibility for the building and maintenance of the oryx reintroduction pre-release site, recruitment and supervision of local staff and contractors, contracting for the provision of food and fodder, transport and welfare of the antelopes to be reintroduced, and general management of the project's field-based operations, including facilitation of visits of international project technical and scientific staff.

The Project Leader will also be responsible for building and maintaining excellent working relations with the project's government partners, the project's sponsors, the local Chadian administration, and the local communities. The position is based in the Republic of Chad, Central Africa, with a field-based primary place of work at the oryx reintroduction site in the Ouadi Rime-Ouadi Achim Game Reserve, and at the project's administrative headquarters when built in the town of Arada or Biltine.

**Letter of motivation and full CV to be submitted in either English or French to: [scfjobs@bluewin.ch](mailto:scfjobs@bluewin.ch)**



## IUCN and the University of Oxford release a study entitled, "Learning our Lessons: A Review of Alternative Livelihood Projects in Central Africa"

By S. Wicander and L. Coad

The bushmeat trade across West and Central Africa has been estimated to be worth as much as USD 200 million a year. However, when hunting becomes commercialized or intensified, wildlife populations suffer, and dramatic population declines and local extirpations occur in heavily hunted areas. One of the most widely discussed approaches to increasing the sustainability of hunting is the provision of alternative protein and income-generating sources (or 'alternative livelihoods') to communities that are otherwise dependent on bushmeat for food and/or income. However do these approaches to conservation achieve their goals?

Such projects have been implemented at least since the early 1990s; however, despite significant expenditure, expected to exceed USD 6 million over the next five years in Central Africa alone, the evidence of project impacts has not been reviewed: in short, we do not know how effective they are.

The study 'Learning our Lessons: A Review of Alternative Livelihood Projects in Central Africa' evaluated the effectiveness of alternative livelihoods projects in Central Africa. Its findings, released in a report by IUCN and the University of Oxford indicate that although many projects were co-designed with communities and implemented by national or local managers:

- Many projects are based on untested assumptions
- Projects are not funded at high enough levels or for long enough time periods to have impact.
- Some projects fail community needs and expectations
- Some alternative activities were inappropriate for local markets

Suggestions include having a more robust and realistic project development effort, longer timelines, and better community engagement.

More information, including the full report and associated briefs, is available here: [https://www.iucn.org/news\\_homepage/news\\_by\\_date/?20091/Learning-our-Lessons--A-Review-of-Alternative-Livelihood-Projects-in-Central-Africa](https://www.iucn.org/news_homepage/news_by_date/?20091/Learning-our-Lessons--A-Review-of-Alternative-Livelihood-Projects-in-Central-Africa)



### 3 Job Offers with the Zoological Society of London

#### 1 - Tsavo Technical Adviser (Full-Time Equivalent / 2 year Fixed Term Contract) - Tsavo (Kenya)

##### Overview of role

ZSL is seeking an experienced, innovative and adaptable individual to provide technical support and training of the Kenya Wildlife Service (KWS). In addition to ongoing protected area management to support KWS, the successful individual will develop ZSL partnerships and collaborations with the community and private conservancies which focus on issues of human-wildlife conflict (HWC), buffer zone management, conservation incentives and use of conservation technology for anti-poaching. Recently ZSL has been engaged in the development of new conservation technologies such as SMART (Spatial Monitoring and Reporting Tool) law enforcement monitoring and ZSL's Instant Detect anti-poaching systems.

The post holder will report to the Kenya Country Manager and support them in the management of ZSL's Kenya Country Programme, delivering projects in the Tsavo Conservation Area. This person will be a technical adviser and project manager, working hand-in-hand with the Kenya Wildlife Service.

##### Main responsibilities will include:

- Overseeing protected area support for Tsavo West National Park, and all areas of the Tsavo Conservation Area.
- Developing training law enforcement rangers to utilise and deploy ZSL's Instant Wild anti-poaching systems.
- Progressing existing monitoring systems to fill data gaps in law enforcement coverage, threat analysis, and rhino and elephant population monitoring.
- Working closely with KWS to identify training needs for the Manyani law enforcement training academy, before building the relevant capacity.

##### Person Specification:

- Masters degree in related discipline (such as biological sciences, conservation, natural

resource management etc.), or equivalent work experience.

- Proven experience of engaging with a wide range of stakeholders: international, national, governmental and non-governmental.
- Experience in monitoring techniques (ranger-based monitoring).
- Good understanding of biodiversity conservation issues in East Africa.
- Excellent written and spoken English,
- Ability to speak Kiswahili, is a plus.
- Strong organisational, interpersonal and presentation skills.
- Proven success in planning, managing and implementing conservation projects (project, financial and personnel management) and strategies.

#### 2 – Country Coordinator (1 Year FTC) for West and North Africa Conservation Programme - Cameroon (Yaoundé)

##### Main Duties

ZSL is looking for a Country Co-ordinator for ZSL's Cameroon country programme. The successful candidate will support the Country Manager and project staff with the development and implementation of the Cameroon Country Strategic Plan. The post will assist with project development, design, delivery and reporting. In addition, the you will assist with maintaining existing, and developing new, relationships and partnerships with relevant stakeholders including Cameroonian authorities, donor agencies, local and international NGOs, private sector actors, research institutions and local communities. There is also an element to this position whereby you will work to identify funding sources and secure funds through production and submission of proposals and reports to trusts, government bodies, businesses or individuals, as appropriate.

##### The Ideal Candidate will have:

- Excellent standard of written and spoken French.
- Strong organisation and communications skills and be able to communicate effectively in English.
- A higher degree (MSc or above) in a subject related to conservation/natural resource management or equivalent level of work experience in a relevant field.
- Good understanding of current international and Africa specific biodiversity conservation issues.
- Experience in project design, planning and management and a working knowledge of the project cycle and project management tools.
- A proven track record of writing successful proposals to trusts, foundations and institutions



and experience of developing and managing relationships with partners and donors (Experience of technical and financial report writing is advantageous).

The post will be based in ZSL's office in Yaoundé and will require significant travel to field sites and other locations in Cameroon and the wider region. This is a 1 year renewable contract. The position is to start as soon as possible.

### 3 - Position: Senior Programme Manager – Africa Conservation Programmes (Full-time/Perm) - ZSL London Zoo

#### Overview of role

ZSL is seeking an experienced conservationist with initiative, drive, and excellent leadership and communication skills to take forward our Africa Conservation Programme. This position reports to the Head of Regional Programmes and, working collaboratively with ZSL's technical expertise teams where appropriate, oversees and develops all of ZSL's site-based conservation work in Africa. The post-holder will be directly responsible for the Central, East and Southern Africa country programme - currently working in Kenya, with a history of involvement in central Africa and a brief for expansion in line with ZSL's strategic priorities - and will also oversee, via line management of the Programme Manager for the West and North Africa & Middle East programme, ZSL's work in those regions, currently best developed in Cameroon and Saudi Arabia, with additional involvement in Benin and Chad.

#### Main responsibilities will include:

- Working with the relevant Section Head and Programme Managers to oversee the production of the relevant programme and country strategies, in the context of ZSL's overall conservation strategy, and contributing to the production of the overall conservation strategy.
- Producing financial and programmatic reports from projects to donors and for ZSL's internal purposes.
- Programme development, and grant writing aligned to ZSL's mission targets and major initiatives; project and staff management and administration.
- Building and maintaining relationships with project collaborators, stakeholders and donors.
- Managing the coordination of cross-Society programme activities.

- External representation and promotion of ZSL and its conservation work at conferences.

#### The ideal candidate will have:

- Proven experience in field conservation and project development and management or a higher degree in an appropriate subject such as conservation biology, conservation/development policy or a related discipline.
- Current or previous staff management experience with the ability to critically assess and propose alternative course of action.
- Good understanding of biodiversity conservation issues in Africa.
- Experience working in the region.
- Excellent written and spoken English.
- Strong organisational, interpersonal and presentation skills.
- Proven grant-writing and report-writing ability.

**Please Note:** The position will be based at ZSL's offices in London and will involve significant travel to the relevant countries.

**Applying to one of these offers:** Applicants should send their completed Equality of Opportunity Monitoring Form, CV, and a covering letter detailing relevant experience and skills and stating why they want the position, by email to ZSL's HR Department ([hr@zsl.org](mailto:hr@zsl.org)). ZSL regrets that they will only be able to contact applicants who have been selected for interview.

**Please consult [www.zsl.org](http://www.zsl.org) for more info.**

**Closing Date for these offers: 12<sup>th</sup> April 2015**



#### NAPA – CONTACTS

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Program on African Protected Areas & Conservation  
 PAPACO - Program Officer – Green List

*The opinions expressed in this newsletter do not necessarily reflect those of IUCN*