



NAPA

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PAPACO coordinator

A wrong answer to a real problem



Last month, we saw (in NAPA n°98) that sometimes, and usually for wrong reasons, we find ourselves unable to prevent the extinction of a species in the wild. In that case, protection outside the species' original environment becomes the only alternative. The case of Addax, which follows that of the Scimitar-horned Oryx, twenty years ago, and certainly precedes the one of the Dama gazelle in the same area, is unfortunate but shows that *ex-situ* conservation has a role to play.

There is no doubt about it and no need to debate.

However, *ex-situ* conservation should only be seen as the last option in our daily struggle to preserve biodiversity, that is to say, the species diversity in their original environment. This is sadly not always the case and its use for other purposes can cause many misunderstandings, or even counter-productive results.

A project to transfer a population of (white) rhinos to Australia, in order to create a population that could be used to preserve the species in the long-term, currently exists. Eighty individuals would be transported, for an estimated cost of over \$3 million. The idea is attractive and the list of valid reasons to support it would probably exceed the size of this NAPA.

Yet, in my opinion, it still isn't a good idea.

First, because the situation of rhinos, while certainly still concerning, is not critical enough to require such an operation. Since 2008, when rhino poaching resumed, many steps have been taken. With about 20,000 white and 5,000 black rhinos left, the two species still have some way to go before reaching decent numbers, but the overall population of white rhinos is currently stable and the black rhino's is increasing slightly. We are far from the few hundred white rhinos surviving, only fifty years ago in one single park of South Africa. This shows that the work has paid off and will continue to do so if we keep working and we maintain the pressure.

Then, the creation of populations outside South Africa is already achieved, including in countries such as Kenya where the white rhinoceros did not exist before. There is therefore no risk of global extinction due to a local tragedy.

Also, the efforts of all, whatever form they take, will succeed. Without underestimating the extraordinary work done daily by "rhino protectors" in the field, the biggest impact will be achieved through a radical change of the consumers' habits in Asia. Did we not succeed to stop the seal hunt for their fur? We must continue, continue and continue the information campaigns and the grotesque use of this bloody keratin will eventually belong to the past.

There is also an "ethical" problem in this approach. Certainly the Kruger Park suffers heavy losses, but at the same time, it hosts the largest population of rhinos in the world. Considering that South Africa is not able to protect its rhinos is a bit unfair and obscures the enormous efforts that are deployed and produce results. Moreover, in 2015, the

number of rhinos killed in the country decreased compared to previous years while it still counts 80% of the world population. On what basis could we decide that Australia will do better when in fact it is closer to the 'consumption markets'? Who can believe that by investing the amount of the transfers in a good conservancy, in South Africa, it would fail to secure the survival of 80 rhinos?



Finally, there is a risk in the process. We know that today, the urgency makes the decision and outsourcing a rhino population might lower the pressure for on-site conservation, seen as less essential. In addition, those who want to see rhinos will have the possibility to meet them out of their

original habitat, Africa, and income-loss is a risk for on-site conservation. Not to mention the donor support, private or not, that could be diverted from the primary objective which is to save the species in its ecosystem.

There are in fact very few benefits, in terms of conservation I mean, in following such an approach. There is no reason to oppose it either because it does not jeopardize the species locally and moving a few dozen individuals will not impact the resident population. But we should beware of making it a model for other species as they would have much to lose if we try to create Noah arches of this type before having done everything to preserve them at home.

On rhino poaching, see also the IUCN press release: <http://www.iucn.org/?22519/IUCN-reports-deepening-rhino-poaching-crisis-in-Africa>

Papaco is also on:



Twitter = @Papaco_IUCN
(https://twitter.com/Papaco_IUCN)

And on:



Facebook = facebook /IUCNpapaco
(<https://www.facebook.com/IUCNpapaco>)



MOOC on protected areas management... join us!



Our MOOC on PA management is online, on Coursera. More than **1,700 learners** are currently following the course, exchanging on the forum or in our Facebook group and building a new network of African PA lovers. It is **free** and **on demand** so you can do the course and pass the exams **at your own pace**.

Feel free to **join** our community and register on www.papaco.org, page **trainings**. Also join the group on: <https://www.facebook.com/groups/167668443583415/>



End of our 12th University Diploma in Ouagadougou

On the 10th of June, 2016, our 8-week training course on PA management closed in the capital of Burkina Faso. Started on the 18th of April, it gathered 20 students who exchanged on management and governance of African PA, adding theory to practice on the ground. Seven countries were represented (Benin, Burkina Faso, Côte d'Ivoire, Guinea, Mali, Niger and Togo) and all the students finally got their diploma. This training was organized with IUCN-PACO and the Senghor University (Francophonie) and was funded mainly by the MAVA Foundation. The next edition for West Africa, is planned in Senegal, in 2017.

Main PAPACO's events at the Wold Conservation Congress (Hawaiï 2016)

All events to be organized in French

Forum

KNOWLEDGE CAFÉ (Saturday 3rd September – 14:30 – 16:30): Pooling services for African Conservation Trust Funds: towards more efficiency?

Presentation of the results of a study conducted in 2015 (with WCS) and discussion of the options. Partnership: Conservation Finance Alliance – Conservation Trust Funds participating to the WCC

KNOWLEDGE CAFÉ (Sunday 4th September – 14:30 – 16:30): Green-Listed PAs in Africa: 2 years after Sydney, what results and next steps?

Presentation of the current Green-List process that is going-on in Kenya and how to move forward in new (Francophone) countries. Partnership: GPAP

KNOWLEDGE CAFÉ (Monday 5th September – 14:30 – 16:30): Capacity building for protected areas in Africa: what is the future (2020)?

Reflection on new tools for training and sensitization to be used in Francophone Africa. Partnership: EPFL – WCPA – African PAs participating to the WCC

POSTER (Monday 5th Septembre – 14:00 – 14:30): Innovative funding for PA in Africa: a case study in Benin = la fondation des savanes ouest-Africaines (FSOA).

Short presentation of the FSOA and its activities and impacts. Partnership: FSOA – African CTFs participating to the WCC

Conservation Campus

CAMPUS: (Friday 2nd September morning – 11:00 to 13:00) - 2 hour session: capacity building on e-learning (with *Oxford University*) and how to prepare, develop and implement a MOOC for conservation (taking the MOOC – GAP as a practical example)

CAMPUS: (Sunday 4th September morning) - 4 hour session: capacity building on management of protected areas – based on the first module of the MOOC - GAP

CAMPUS: (Monday 5th September morning) - 4 hour session: capacity building on governance of protected areas – based on the third module of the MOOC - GAP

Advancing equity in protected area conservation

Phil Franks (IIED) and Kate Schreckenberg (University of Southampton)

The important global, national and local benefits provided by protected areas may come at a cost to communities, and any resultant experience of injustice can undermine protected area conservation. Conversely, the success of many areas conserved by Indigenous Peoples and local communities makes a compelling case for the stronger engagement of local rights-holders and stakeholders in all types of protected area. The Convention on Biological Diversity recognizes the need to govern and manage protected areas effectively and equitably; this briefing provides an equity framework to support policymakers, protected area managers, Indigenous Peoples, local communities and other local stakeholders in achieving this.

Protected areas (PAs) cover more than 15 per cent of the earth's terrestrial surface and provide important global, national and local benefits by conserving biodiversity and maintaining ecosystem services. Yet such benefits may come at a cost to communities, and any resultant experience of injustice can undermine PA management. Many PAs are in regions characterized by high levels of cultural diversity and often poverty, and ignoring the rights and needs of marginalized groups in and around PAs has led to significant conflict.

In addition to the moral argument for equitable conservation, a growing body of research provides evidence that the empowerment of local people and more equitable sharing of benefits increase the likelihood of effective conservation.



The requirement for PAs to be governed and managed equitably was expressed in the Convention on Biological Diversity's 2004 Programme of Work on PAs (in which goal 2.1 calls for the promotion of "equity and benefit sharing") and then in Aichi Target 11 in 2010. The expression of these goals has coincided with increased emphasis within sustainable development discourse more generally (eg in the Sustainable Development Goals) on addressing inequality and promoting equity. The International Union for Conservation of Nature (IUCN) identifies four main PA governance types: 1) governance by governments; 2) governance by Indigenous Peoples and local communities; 3) private governance; and 4) shared governance (combinations of the other three). The need to improve conservation and social outcomes is a common challenge in all PAs, but the equity and justice issues that apply may differ depending on the PA's governance type and how it was established. This briefing has been prepared for actors involved in PAs of all governance types (and the systems of which they are part); it provides a framework for assessing and advancing equity and justice in the establishment, governance and management of PAs.



Although the briefing draws on work on both equity and environmental justice, we use the term 'equity' here in response to language used in the context of the Convention on Biological Diversity and the Sustainable Development Goals. We focus on advancing rather than achieving equity because we recognize that equity is a dynamic concept and that perceptions of what is fair or unfair evolve as the context changes (eg as people obtain rights or become wealthier).

Why an equity framework?

Concepts of equity, justice and inclusion have become increasingly prevalent in policies on PAs

(and in conservation in general), reflecting the increased importance afforded to PA governance and the social impacts of conservation. Progress is often constrained in practice, however, by differing understandings of what equity means and differing ideas of how to advance it, and because different aspects of equity are addressed by different PA assessment methods. This lack of clarity is a recipe for weak political and financial support, poorly constructed strategies, the inefficient use of resources, and a lack of accountability for action to advance equity.

Advancing equity, which is an inherently pluralistic concept, will require attention to multiple perspectives. The challenge is to determine how differing perceptions of equity relate to each other and, with this common understanding, to reach a point at which actors can accept multiple objectives and agree on overall priorities. A framework is a tool for this purpose — that is, for elaborating different elements of a key idea and how they relate to each other.

Building on research on equity in payments for ecosystem services and environmental justice, and on guidance developed for the good governance of PAs, we propose a framework for understanding and assessing equity in PA governance and management.

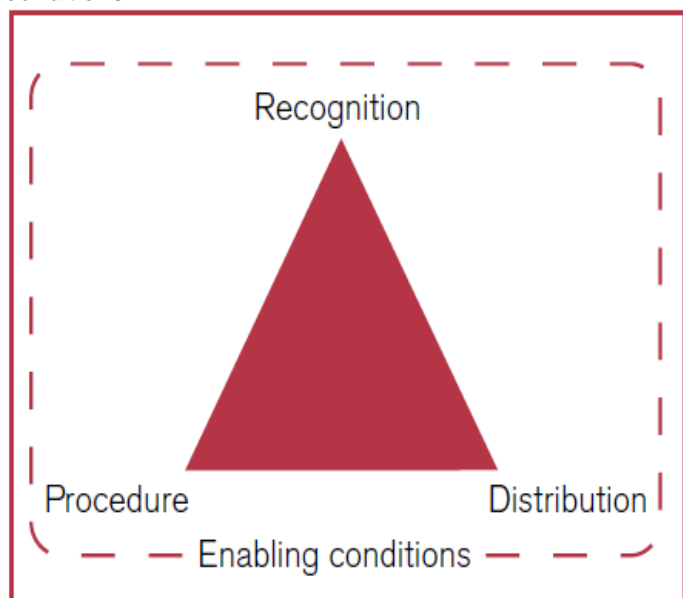
Broadly, equity is considered to have three dimensions that should apply in any field of conservation or development: 1) recognition; 2) procedure; and 3) distribution (Figure 1). Within each dimension, the framework (Table 1) identifies a set of priority equity issues for PA governance and management framed as principles or desired outcomes. The framework also identifies the enabling conditions in which all three dimensions are embedded. Equity dimensions and principles, and enabling conditions Although presented separately below, the three dimensions of equity are highly interlinked and mutually supportive, and they should be considered as parts of the whole rather than in isolation of each other.

Recognition. This means acknowledging — and respecting — the legitimacy of rights, values, interests, priorities and human dignity. These aspects of equity are particularly important for marginalized groups who lack the ability to make their voices heard and in situations where particular actors have undue power to influence, undermine or silence others. The term 'respect' is included in several of the principles in this dimension because

'recognition' is quite often defined narrowly in a manner that is insufficient to prevent people's rights, values, interests and priorities from being ignored or overruled.



Figure 1. The three dimensions of equity, and enabling conditions



Box 1. Understanding equity helps improve effectiveness

Research in Nyungwe National Park, Rwanda, has found that local motivations to support conservation are influenced by the perceived equity of protected area management. Where management interventions are viewed as inequitable, managers must rely on enforcement to ensure results; where interventions are seen as equitable, managers can expect more active support. It cannot be assumed that local views of equity will be the same as those held by other actors.

For example, Nyungwe residents do not favor certain principles of distribution widely employed elsewhere in the design of conservation interventions, such as rewarding those most in need or those who have borne the highest costs. Dialogue among actors is important,

therefore, to identify key equity concerns and the principles that should apply.

Procedure. Whether PA establishment, governance and management are considered to be equitable will be influenced not only by the outcomes but also by the processes by which decisions are made, whether these relate to PA management, resolving disputes, or identifying and assessing the costs and benefits associated with PAs. Underpinning all procedural principles is the effective participation of all actors, giving particular consideration to the right of Indigenous Peoples and local communities to free, prior and informed consent and enabling the participation of marginalized groups.

Distribution. Distributive equity is about how costs are distributed and benefits are shared among stakeholders. Although the distributive dimension of equity is often the one that receives the most attention, the specific ways in which the costs of PAs can be avoided, minimized or mitigated, and the benefits shared, often receive insufficient consideration. External assumptions that benefits should be allocated to those incurring opportunity costs, for example, may go against existing property rights or a local preference to direct benefits towards poverty reduction (see *Box 1*). Equitable distribution of costs and sharing of benefits relies on the recognition of power dynamics and strong procedures to avoid the elite capture of benefits and the imposition of unmitigated costs on particular groups.

Enabling conditions. Certain enabling conditions can greatly advance the equity with which PAs are established, governed and managed at the local scale. One of these is acknowledgement (nationally or sub-nationally) of the full range of PA governance types identified by the IUCN, thereby encouraging the engagement of diverse actor groups. Another enabling condition is ensuring that all actors have the capacity and opportunity to be recognized and to participate — as even the most equitable procedures will struggle in the face of entrenched societal discrimination (eg by gender, ethnicity, religion or class). Resolving serious PA-related conflicts, such as those arising from the lack of recognition of customary rights to resources, will be easier if relevant national laws are aligned with international laws, and if policies on PAs are aligned with those on other land uses. Finally, the process of advancing equitable PA governance and management is more likely to succeed if it is

understood as part of an adaptive learning process that responds to evolving local perceptions of equity and enables forms of governance that are dynamic enough to address new challenges as they arise.



Table 1. Equity framework for protected areas — equity dimensions and principles that apply to prior assessments and the establishment, governance and management of protected areas and to other conservation and development activities directly associated with protected areas

Recognition

1. Recognition and respect for human rights
2. Recognition and respect for statutory and customary resource rights
3. Recognition and respect for the right of Indigenous Peoples to self-determination
4. Recognition of different identities, values, knowledge systems and institutions
5. Recognition of all relevant actors and their diverse interests, concerns, capacities and powers to influence
6. Non-discrimination by age, ethnicity, language, gender, class or beliefs

Procedure

1. Full and effective participation of recognized actors in decision-making
2. Clearly defined and agreed responsibilities of actors
3. Accountability for actions and inactions
4. Access to justice, including an effective dispute-resolution process
5. Transparency supported by timely access to relevant information in appropriate forms
6. FPIC for actions that may affect the rights of Indigenous Peoples and local communities
7. Build on rights-holders' customary governance and management arrangements
8. Identification and assessment of costs, benefits and risks, and their distribution and trade-offs

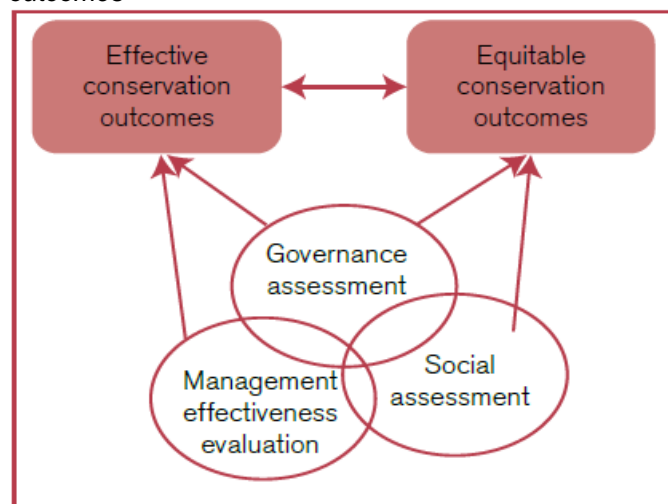
Distribution

1. Effective mitigation of any costs to Indigenous Peoples and local communities
2. Benefits shared among relevant actors according to one or more of the following five criteria:
 - equally between relevant actors or
 - according to contribution to conservation, costs incurred, recognized rights and/or the needs of the poorest
3. Benefits to the current generation do not compromise benefits to future generations

Enabling conditions

1. Legal, political and social recognition of all PA governance types
2. Relevant actors have awareness and capacity to achieve recognition and participate effectively
3. A process for aligning statutory and customary laws and norms
4. An adaptive, learning approach

Figure 2. Protected area assessment tools, and how they support effective and equitable conservation outcomes



Equity and social, governance and management assessments

PAs are subject to three types of performance assessment that may include consideration of equity: 1) social assessment, which focuses on the distributive dimension of equity; (2) governance assessment, including rights-based assessment (eg the Whakatane Mechanism), which focuses mainly on the recognition and procedural dimensions of equity and conservation effectiveness; and 3) management assessment, including Protected Area Management Effectiveness Assessment (PAME), which focuses mainly on the quality of PA management. The proposed equity framework helps operationalize

equity by drawing together the equity elements of these three assessment types (Figure 2), and by identifying and addressing gaps.

Next steps

We welcome comments on this framework as a step towards enhanced consideration of equity in PA governance and management. It will be validated with fieldwork in several PAs as well as at the level of an entire PA system, and a revised version will be presented at the IUCN World Conservation Congress in September 2016. The framework will be useful for PA actors during the planning, establishment and ongoing management of PAs, thereby facilitating and monitoring progress towards more equitable PA governance and management.

Phil Franks and Kate Schreckenberg

Phil Franks is a senior researcher in IIED's Natural Resources Group. Kate Schreckenberg is a lecturer in Natural Resource Governance at the University of Southampton.

The complete article is available on :
<http://pubs.iied.org/17344IIED.html>

Please send your comment and suggestions to:
@IIED and www.facebook.com/theiied

Job offer

Marine Program Senior Technical Adviser for WCS - GABON

The Wildlife Conservation Society (WCS) is the largest and longest-serving conservation NGO in Gabon, having worked in the country for over 20 years. WCS started by supporting pioneering studies of forest ecology that resulted in a negotiated settlement between the government and foresters that ended illegal logging inside the Lopé Wildlife Reserve. The political capital and experience gained during this negotiation in turn catalyzed the launching of a country-wide evaluation of the most intact areas of forest. This formed the basis for the creation in 2002 of a network of 13 National Parks selected to represent all major ecosystems and covering 10% of the country. In 2003, at the request of the Government of Gabon, WCS Gabon significantly expanded its operations to support the Government with a range of issues from policy development to capacity building.

WCS Gabon has more than 10 years of marine conservation experience. During this period, WCS has performed regular missions to improve

knowledge about sea turtle and whale populations, and defined priorities to protect these endangered species. Since its formation, WCS has collaborated with the Presidential Initiative “Gabon Bleu” to define marine priorities and MPAs and for the management of artisanal and industrial fishing. In November 2014, the President of Gabon announced Gabon’s commitment to create a network of new marine parks and no-take fishing zones covering over 23% of the country’s Exclusive Economic Zone. The creation of this new network of marine protected areas presents a unique opportunity to establish sustainable use of marine resources in the country. WCS’ unrivalled field presence and in-depth institutional experience in conservation and management, combined with a reputation for providing impartial and rigorous technical assistance, means our support is increasingly solicited by private industry and different branches of government such as the Ministry of Environment and Ministry of Fisheries.

The **Marine Program Senior Technical Advisor** will be responsible for the leadership and management of the Marine Program of WCS Gabon. S/he will ensure integration of WCS Gabon’s Marine Program with WCS’ Global Marine Program and Gabon Bleu. The Marine Program Senior Technical Advisor will be involved in a broad portfolio of activities but with particular focus on planning and implementing marine conservation strategy in Gabon. The Senior Technical Advisor position is based in Libreville with frequent visits to the country’s coastal areas. The position will report to the WCS-Gabon Country Director and will work closely with Gabonese government bodies, WCS’s Africa Program, and WCS’s Global Marine Program. The position is expected to work particularly closely with the Gabon Bleu program of the Gabonese government to ensure good communication and integration of activities and ensure that WCS Marine program objectives are fully aligned with the government strategy.

Principal responsibilities

Management, including:

- Lead, develop and ensure daily operations and coordination of the WCS Gabon Marine Program in collaboration with governments, partners, and collaborators
- Develop and manage a portfolio of marine projects based on WCS’ 2020 strategy and the Gabon Bleu initiative
- Ensure fundraising efforts and lead on

associated management of grants.

- Ensure general management relating to all general operations of the program, including those relating to logistics, human resources and capacity building, ensuring effective external and internal communications, and representing the Gabon Marine program nationally and internationally

Planning, including:

- Contribute to strategic plans, annual work plans and budgets, and project planning under leadership of WCS' Gabon Program, and in collaboration Global Marine Program, and Africa Program as well as the Gabon Bleu initiative and other key partners
- Provide technical support and guidance to specific initiatives including the implementation of the government's representative systems of marine protected areas

Finance and fundraising, including:

- Support project fundraising activities by sourcing potential donors and developing proposals to secure funding for the Gabon Marine Program
- Manage and monitor project expenditures and budgets and ensure reporting and justification of expenditures following WCS procedures and criteria set by donors

Research and Monitoring, including:

- Collect and review marine information and data relating to the Gabonese marine environment
- Identify information gaps and collect relevant data and information to fill these gaps, as needed

Qualification requirements

- Master's degree or PhD and experience in marine biology and resources management
- At least 5 years of relevant experience, preferably in the area of marine conservation, preferably in Africa
- Demonstrable experience in project management and implementation, including managing large budgets, staff, and liaising with government
- Previous experience and technical competency with one or more of a range of marine conservation issues would be valuable. Key areas of interest include: GIS and marine spatial planning, marine enforcement, fisheries stock assessments, market chain analyses, marine mammal research, marine policy, and capacity building through training programs
- Proven ability to work with national and local

organizations.

- The successful candidate will be expected to undertake scientific field work.
- Experience working in Africa
- Good communication skills, both written and verbal. English & French required.
- The position is based in Libreville with some travel to the program's sites within the country and may require some travel within the region and abroad.
- Applicants should be committed to conservation and to the mission of the Wildlife Conservation Society.

Interested candidates, who meet the above qualifications, should apply by sending an application letter and CV together with the names and contact information of three referees to the addresses below not later than 31 July 2016. Please include "WCS Marine Program Senior Technical Advisor, Gabon" in the subject line of your email.

Send to:
gabitsi@wcs.org with a copy
 to africaapplications@wcs.org



TO READ

An introduction to tourism concessioning: 14 Characteristics of successful programs

The World Bank Group has recently published Part One of a 'Tourism Concessioning Toolkit in Protected Areas', authored by Anna Spenceley, Hermione Nevill, Carla Faustiano Coelho and Michelle Souto.

The work was led by the World Bank Group's Tourism and Competitiveness Global Practice, and the International Finance Corporation's Public-Private Partnership Transaction Advisory

Department (C3P), drawing from experience in Mozambique, South Africa, and other parts of the world. This document sets out the stage and core principles to be taken into consideration when designing concessioning programs.

Overview:

- Governments and Protected Areas Authorities are under increasing pressure to preserve the beauty and biodiversity of their beaches, parks, and pristine natural sites, while also growing tourism activity.
- Tourism concessioning is one solution. Delivering successful tourism concessioning programs, however, is challenging and depends on the right mix of characteristics, technical expertise, and institutional experience.
- The World Bank Group presents 14 key characteristics displayed in most successful tourism concessioning programs.

Follow the link for more info:

<http://documents.worldbank.org/curated/en/2016/05/26367055/introduction-tourism-concessioning-14-characteristics-successful-programs>



TO READ

Green violence: rhino poaching and the war to save southern Africa's peace parks

By *Bram Büscher (University of Johannesburg)* and *Maano Ramutsindela (University of Cape Town)*

(Abstract) - Over a thousand rhinos were killed in 2013 and 2014 as the poaching crisis in Southern Africa reached massive proportions, with major

consequences for conservation and other political dynamics in the region. The article documents these dynamics in the context of the ongoing development and establishment of “peace parks”: large conservation areas that cross international state boundaries. The rhino-poaching crisis has affected peace parks in the region, especially the flagship Great Limpopo Transfrontier Park between South Africa, Mozambique and Zimbabwe. In order to save both peace parks and rhinos, key actors such as the South African government, the Peace Parks Foundation, and the general public responded to the poaching crisis with increasingly desperate measures, including the deployment of a variety of violent tactics and instruments.



The article critically examines these methods of ‘green violence’ and places them within the broader historical and contemporary contexts of violence in the region and in the Great Limpopo Transfrontier Park. It concludes that attempting to save peace parks through ‘green violence’ represents a contradiction, but that this contradiction is no longer recognized as such, given the historical positioning of peace parks in the region and popular discourses of placing poachers in a ‘space of exception’...

The full publication is available on:

http://www.rhinoresourcecenter.com/pdf_files/145/1451557690.pdf

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