



NAPA

News from African Protected Areas

Nouvelles des Aires Protégées
en Afrique

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Costs and benefits...



A few weeks ago, the CEO of Conservation International published an article on elephant trophy hunting in an American newspaper *. His reflection focused on the advisability of maintaining this practice, while the Trump administration still hesitated on lifting - or not - the ban on trophy imports promulgated by the previous administration.

Using the example of Botswana, a country where hunting was banned altogether, he pointed out that "the economics of trophy hunting have long been questionable. An elephant in the wild is estimated to be worth as much as \$1.6 million in tourism revenue over its lifetime. Compare that with \$21,000 for a dead animal's tusks or a few hundred thousand dollars for the most expensive permitted hunts. He added that "trophy hunting accounts for less than 1 percent of total tourism revenue for eight African countries (*where this activity takes place*), and numerous reports have suggested that even this small slice never makes it to the communities meant to benefit".

When dealing with tourism, a dead animal is therefore less profitable than a living one. What about its costs?

Let's take lions as our case study. In the hunting areas where they remain, the densities of lion are very low, in the 2 per 100 km² range, and the generally accepted quotas, respecting age and sex

criteria, are of about 1%. The area needed to hunt a lion is therefore counted in thousands of km² and the cost of protecting such a territory amounts to millions annually; meanwhile, the hunting license will yield at best tens of thousands of dollars, well under 5% of the cost to efficiently maintain the territory. Thus, another way to create value from this lion is necessary, because the often repeated argument "if it pays, it stays" is objectively untenable with hunting alone.

Of course, one could find counter-examples in a closed environment, where unnatural lion densities are artificially maintained - for example, the famous "canned hunting" – and use them to argue that profitable models exist. But that's not what this is about.

These few figures show that over time, big game hunting will not resist the inevitable search for a more "profitable" use of the territories it mobilizes, simply because of demographic pressure. The only question today is to know what will happen to the former hunting grounds. This is an essential and urgent issue.

It was already the central question of Papaco's 2009 study on the contribution of the hunting sector to conservation in West Africa. How to support the evolution of these territories, whose place in the conservation of formal protected areas – made more solid due to their status - is paramount? "The challenge for the coming years is to rethink protected area networks by better integrating hunting activities: this should be done in such a way as to integrate blocks of sufficient size to ensure the long-term preservation of biodiversity... hunting areas still have an important conservation

role to play: the financing and maintenance of peripheral areas”. Before other, much less favorable uses such as agriculture, infrastructure, mining, etc. take its place...

Science fiction? Certainly not ... on March 10, the Tanzanian President officially announced that his government was considering the reduction of "protected" areas" (about 30% of the country including hunting areas) to return them to the populations for other economic activities. This is just the start...

**<https://blogs.scientificamerican.com/observations/the-true-cost-of-a-dead-elephant/>*

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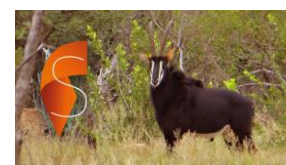


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Please also visit the IUCN-GPAP (IUCN global PA program) webpage and read the newsletter:
<https://www.iucn.org/theme/protected-areas/our-work/newsletter>



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Guidelines for tourism partnerships and concessions for protected areas: Generating sustainable revenues for conservation and development

By Anna Spenceley, Susan Snyman, and Paul F. J. Eagles - Members of the IUCN WCPA Tourism and Protected Areas Specialist Group

The Tourism and Protected Areas Specialist Group (TAPAS Group) is one of several voluntary groups convened under the International Union for the Conservation of Nature (IUCN) World Commission on Protected Areas (WCPA). The TAPAS Group is a network of over 480 volunteers who are committed to promoting sustainable tourism in protected and other appropriate natural areas as a tool in achieving the long term conservation of nature and the associated ecosystem and cultural values. The TAPAS Group's mission is to provide a forum where people collaborate, stimulate dialogue, share expertise, develop and disseminate knowledge, and enhance learning, in order to enhance the planning, development and management of sustainable tourism in protected areas. Its objectives include provision of strategic advice to governments and others on the optimum approaches to sustainable tourism in protected and natural areas, and also to develop and disseminate knowledge on tourism and protected areas, including case studies and best practice syntheses. These guidelines complement other materials created by the group, including best practice guidelines on sustainable tourism in protected areas and visitor management. This NAPA publishes a few extracts from these guidelines that can be downloaded in full on www.papaco.org (page publications).

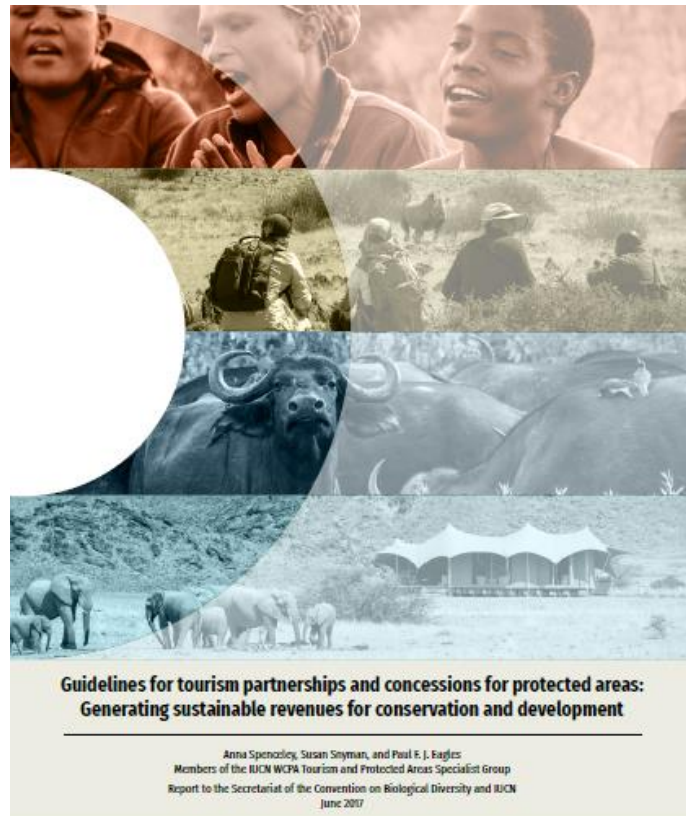
1. A few definitions

For the purposes of the guidelines, some key terms are used throughout and defined here after. It should be noted that in some countries and regions, the terms may be defined or applied differently.

Biodiversity: The variability among living organisms from all sources including, inter alia, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are a part; this includes diversity within species, between species, and of ecosystems.

Community: A social group of any size whose members reside in a specific locality, share government and may have a common cultural and historic heritage/s. It can also refer to a group of

individuals who interact within their immediate surroundings. A typical local community consists of business operators, public agency staff and residents, and their interactions and can include sharing of resources, information and support as well as establishing commercial relationships between local businesses and consumers.



Concession: The right to use land or other property for a specified purpose, granted by a government, company, or other controlling body. It can include a commercial operation and/or a piece of land. A tourism concession could provide accommodation, food and beverage, recreation, education, retail, and interpretive services.

Concession contract: A written agreement between the protected area authority and partner, specifying the rights and obligations of both parties. It might also be called a concession agreement, lease, management or services contract, or by various other names. The partner signing the contract with the authority is commonly known as the 'contractor', 'concessionaire', or 'investor'.

Consumptive tourism: Forms of tourism where wildlife or plants are collected, hunted or fished

(preferably applying principles and approaches to sustainable use).

Lease: A contractual agreement in which one party conveys an estate (i.e. land and facilities) to another party for a specified, limited time period. The lessor retains ownership in the property while the lessee obtains rights to use the property. Typically a lease is paid for.

License: Gives permission to a legally-competent authority to exercise a certain privilege that, without such authorization, would constitute an illegal act. Often seen by the public as a form of quality control and requires due diligence by the competent authority, in contrast to a permit. Possession of the land is not granted through the license. Licenses give protected area authorities the ability to screen applicants to ensure that they fulfill a set of conditions.

Non-consumptive tourism: Forms of tourism that do not consume wildlife, such as photographic tourism with wildlife viewing.

Partnership: An arrangement in which two or more individuals share the profits and liabilities of a business venture. Various arrangements are possible: all partners might share liabilities and profits equally, or some partners may have limited liability.

Permit: A temporary form of permission giving the recipient approval to do a lawful activity within the protected area. Permits normally expire within a short length of time (e.g. 1 day, 1 week). Usually the number of permits is large and limited by social or environmental considerations. In most cases, permits are given to anyone who pays the corresponding fee.

Public-Private Partnership (PPP): An agreement between a state institution and a private party, where the private party is granted the right to access and use public assets such as land and infrastructure for its own commercial use and assumes related substantial financial, technical and operational risks. The private party receives a benefit from using the state property by charging fees to customers that they provide a service to.

Stakeholders: Stakeholders are persons or groups who are directly or indirectly affected by a project, as well as those who may have interests in a project and/or the ability to influence its outcome, either positively or negatively. In relation to

protected areas, stakeholders may include government agencies, non-governmental agencies (NGOs), the private sector, local community groups, local communities and other resource management agencies.



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Tourist: A visitor (domestic, inbound or outbound) is classified as a tourist (or overnight visitor), if his/her trip includes an overnight stay.

Visitor: A visitor is a traveller taking a trip to a main destination outside his/her usual environment, for less than a year, for any main purpose (business, leisure or other personal purpose) other than to be employed by a resident entity in the country or place visited. A visitor (domestic, inbound or outbound) is classified as a tourist (or overnight visitor), if his/her trip includes an overnight stay, or as a same-day visitor (or excursionist) otherwise. For protected areas (PAs), a visitor is a person who visits the lands and waters of the PA for purposes mandated for the area. A visitor is not paid to be in the PA and does not live permanently in the PA. The purposes mandated for the area typically are recreational, educational or cultural.

Sustainable tourism: Tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities.

Nature-based tourism: All forms of tourism that use natural resources in a wild or undeveloped form – including species, habitat, landscape, scenery and salt and fresh-water features. Nature based tourism is travel for the purpose of enjoying undeveloped natural areas or wildlife.

Ecotourism: Responsible travel to natural areas that conserves the environment, sustains the well-being of the local people, and involves interpretation and education.



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2. Tourism in protected areas

Tourism and recreation are linked to protected areas, and recreation is a key ecosystem service in natural areas. Tourism has the potential to contribute directly to protected areas as a global conservation strategy, and to the Aichi Biodiversity Targets adopted under the CBD that relate to conservation (Targets 11 and 12), community

development (Target 18) and public awareness (Target 1). Successful tourism in protected areas requires the ability to develop and market tourism products based on what the protected area has to offer, and the ability to maintain the quality of these areas for ongoing future use. The tourism potential of any protected area depends on a variety of factors, including location, accessibility, market demand, proximity to other popular tourism destinations, marketing, presence of local tourism businesses and infrastructure (e.g. accommodation, catering, guiding, etc.) The ability of a protected area to manage tourism depends on the implementation of effective management strategies, the scale of demand for visits to of tourism, and the legal and political environment covering nature protection in the countries in which they are located.

Long-term sustainability is, therefore, key. To encourage successful tourism it can, in some cases, be more efficient for the protected area authority to outsource tourism concessions. This decision is dependent upon current government policy and the capabilities of the protected area authority in regards to business operation. All organizations that create products, such as tourism experiences, must decide the appropriate service delivery mechanism. They must ask the question: **What tourism should the organization operate internally and what should they outsource?**

A **tourism concession** is defined here as “a lease, license, easement or permit for an operation undertaken by any party other than the protected area agency” and it “provides public service and may require some capital investment by a concessionaire for buildings, equipment and operating costs. A concession could provide accommodation, food and beverage, recreation, education, retail, and interpretive services”.

Tourism concessions in protected areas are part of a much larger system of Tourism User Fees for permitted uses in protected areas, which allow the protected area to raise revenues and meet goals of making the protected area accessible to visitors with quality services, while meeting social and environmental objectives.

Private sector or other stakeholder’s capacity to generate revenues from concessions will depend on their ability to attract tourists to the protected area. This will depend on the protected area’s location, facilities, access, and the feasibility of offering services that visitors are willing to pay for

which cover more than the cost of operations. A feasibility study is the accepted way to determine if a concession can be profitable, and the best practice is for the protected area to undertake a feasibility study before deciding if concessions are a good option. The feasibility study should include an analysis of the numerous different kinds of tourism activities that can take place in protected areas, and specifically in the protected area being assessed. It should also look at matching tourism products to market demand and should be creative in terms of the possibility of including a wide range of tourism products. Ideally, tourism concessions should be compatible with, and complement, the protected area's own provision of tourism opportunities, resources and attractions present. A protected area management plan is an essential for concession planning, to ensure that there is guidance related to what tourism can be developed, where, and how.

Concessions are generally overseen by a small group of specialised protected area staff who understand commercial tourism operations and work with protected area operational staff and decision-makers to administer and award concession opportunities.

Types of tourism concessions and partnerships

The types of tourism concessions that are considered acceptable within protected areas vary a great deal worldwide. Viable options depend on the history of protected area use, the culture of the country and the evolution of protected area policy. Some countries have approaches that accept more intensive human use in certain zones, while others have a stronger protection approach which limits tourism to low impact uses. For example, some activities such as hunting are accepted in some categories of protected areas and banned in others. Within this wide variation, concessions may provide for such services as accommodation from camping areas, cabins to lodges, hotels, restaurants; activities such as guided walking/hiking trails, mountain biking, mountaineering, rock climbing, 4x4 trails, fishing, hot-air ballooning, filming, rafting and boat transport or cruises and retail activities.

Potential concessionaires will have varying interests as to why they would like to operate in a protected area but some of the main reasons include: the ability to earn a profit; uniqueness of biodiversity of the area; remoteness and privacy of the location; facilities provided by the protected area authority (e.g. road network); marketability

and public awareness of the protected area; ease of access; ability to link into an already existing tourism circuit; good existing infrastructure, appropriate legislation and a protected area authority supportive of developing tourism.



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3. Partnership types

There are many services provided in protected areas for visitors, either services directly to the visitors, such as the rental of equipment, or through services that support visitation, such as an electrical system. A decision must be made by protected area authority on the level of each service, the method of delivery of the service, and the financing for each service.

For **insourcing**, protected area authority staffs deliver and finance the service. Insourcing involves the authority functioning like a business, with the protected area facilities and staff providing visitor services. The authority functions like a public utility.

For **outsourcing**, the protected area contracts a third party to deliver a service. Outsourcing of tourism services to a company or organization has

staff. The high transaction costs can also discourage some potential bidders from bidding. The bidder must decide if the cost of bidding can be justified given the potential of long-term benefit of winning the bid.

A **contract** is an agreement between two parties in which both parties agree to do something in return for a benefit to both parties. Important points related to contracts:

- Contracts can be verbal, but this leaves important issues to later interpretation in case of dispute.
- It is more preferable for all contracts to be written to make interpretation much easier and enhance the likelihood that disputes will be successfully resolved through mediation or legal action.
- Contract law underpins all outsourcing activities in protected area tourism. It is important that the responsibilities of each partner are listed in sufficient detail in a contract. Having a clear idea of these responsibilities allows for the regular measurement of contract performance. Typically, there are financial and other penalties for non-compliance.
- The contract includes a section outlining the rules for cancellation of the contract in the case of major noncompliance with contract stipulations.
- Inclusion of clauses for periodic review, to allow for flexibility and adaptation during long contracts.
- Ultimately all the contract stipulations, including those dealing with contract cancellation will be subject to interpretation by the courts.

A unique situation that involves bilateral negotiations is that of transboundary PAs. This situation requires negotiation and legal clarification concerning the rights of concessionaires to move and operate across national boundaries. Legal barriers to crossing of international boundaries in transfrontier PAs remain a major barrier to easy tourist and tourist operator crossings.

5. Protected area concession capacity

The increasing complexity of tourism concessions requires qualified, well-trained staff, with the protected area authority needing sufficient capacity and skills to manage and coordinate various processes related to concessions. This section covers the capacity requirements of protected area authorities for each part of the process.

It is important to start by assessing skills and knowledge of protected area staff by doing a **capacity and skills needs assessment** to determine capacity shortages and requirements.

Undertaking an assessment of potential partners available in an area also helps to facilitate effective capacity building and reduce duplication of functions, skills or resources: why reinvent the wheel? Staff stability is important to maximize on capacity building investments.



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Succession planning and plans to transfer skills should be included in human resource plans as retaining institutional memory and established relationships with all stakeholders is important. It is important to remember that successful capacity building takes time.

In order to ensure that protected area staff capacity building is equitable and sustainable it should include the following:

- The development of **clear and transparent selection criteria** for capacity building in order to avoid conflict within and between communities and protected area staff;
- Selection processes and assessments should be **transparent**;
- Nepotism, cronyism and favouritism in any form should be avoided to ensure **equitable, empowering capacity building**;

- It needs to be accompanied by strengthened and **clear roles, responsibilities** and concrete opportunities;
- There should be **detailed growth paths for protected area staff** or community members to provide them with goals, and to avoid frustration of trained employees with no growth opportunities; and,
- It is important to establish **goals for building capacity and the measurement of results** in order to ensure progress and growth;
- Use locally **appropriate capacity building methods** which are tailored to each specific situation, e.g. appropriate language; and,
- **Monitor and evaluate** the capacity-building during the process to assess learnings and progress.



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One of the most important areas in which to build capacity is in the understanding of the tourism business so that protected area staff can engage equitably with tourism businesses. A diversity of skills in different areas of the tourism concession process is required, with the most valuable being project and contract management, legal, analytical, financial, tourism management, business, market evaluation, environmental, socio-economic,

infrastructure, problem solving, negotiation, monitoring and evaluation, reporting and communication.



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There should be a focus on on-going skills training and development in all of the areas described above. This can take many forms, including:

- **Formal training** with tuition focusing specifically on different aspects of tourism concessions;
- **Practical mentorship training**, including on-the-job training, job shadowing and mentoring by tourism concession staff or technical experts with capacity and skills;
- **Exchange visits**, visiting other protected areas to learn from their successes and challenges, to share ideas and discuss issues related to tourism concessions;
- **Technical experts/consultants** with specific technical skills in areas where capacity is needed can be bought in to guide and mentor staff;
- **Partnership support** through joint venture and other partnership models learning-by-doing, mentoring, on-the-job training and capacity building done in conjunction with the private sector and other partners; and
- **Online forums and resources**. There are a number of online courses, webinars, etc. available

that offer skills training and development. – Joining a forum such as the IUCN WCPA Tourism and Protected Areas Specialist (TAPAS) Group and associated Working Groups allows for important global networking and sharing of skills, knowledge and resources.

Note: IUCN-Papaco is currently preparing a new MOOC on sustainable tourism that will be online at the end of the year

More on www.papaco.org

PANORAMA
SOLUTIONS FOR A HEALTHY PLANET

Public-private partnership to develop a climate-proof PA network

<http://panorama.solutions/en/solutions/public-private-partnership-to-develop-a-climate-proof-pa-network>



The existing pass which runs through Critically Endangered Overberg Sandstone Fynbos
© Chris Burgers

Fifteen percent of the Western Cape is formally protected. Unfortunately, this network is unrepresentative of the biodiversity contained within the province and does not adequately buffer the province against the impacts of climate change. In an endeavor to supplement the existing network, CapeNature has established the Biodiversity Stewardship Programme. Through the programme, priority areas, which have been identified through systematic biodiversity plans, are being safeguarded through elaborate public private partnership agreements and mainstreaming avenues. This results in a meaningful contribution of private land owners towards conservation, allowing to formally protect priority biodiversity. The

land owner is then entitled to tax rebates while the expanded provincial PA network becomes more representative and resilient. Although difficult to quantify, anecdotal evidence indicates that priority biodiversity is being better considered in the environmental authorization processes.

More info on PANORAMA

<http://panorama.solutions/en/portal/protected-areas>

African biosphere - Capacity Building for Biosphere Reserves managers in Sub-Saharan Africa

By Guillaume Ajavon

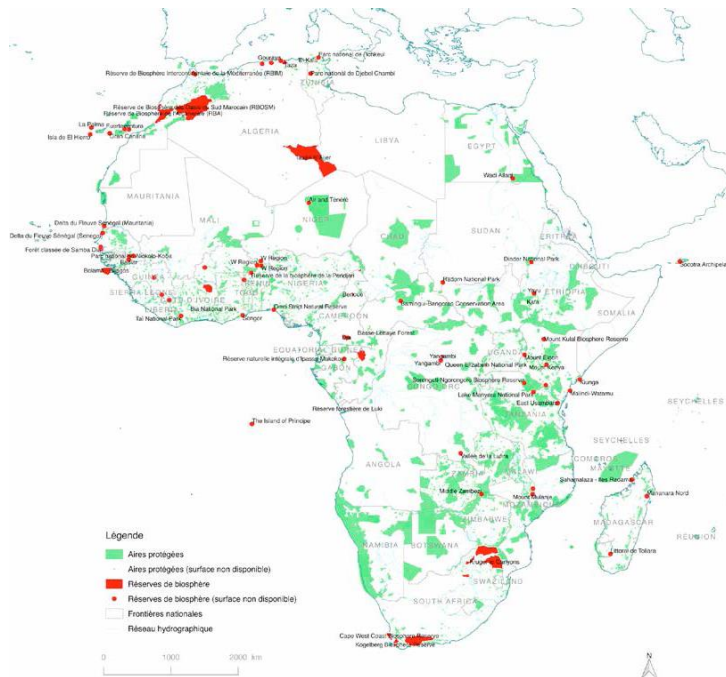
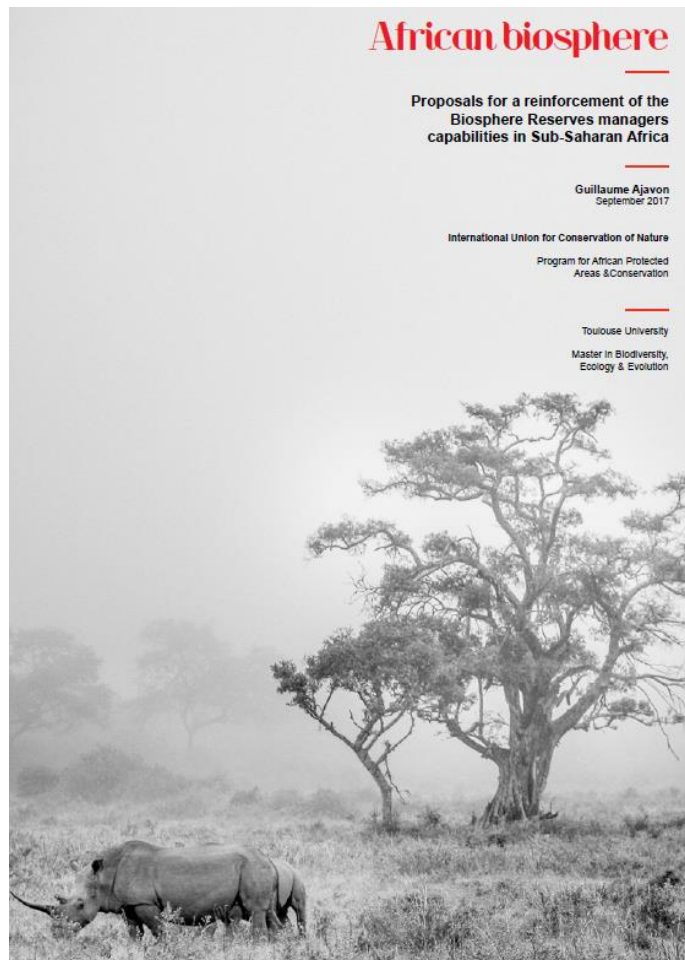
In a global context of ecological crisis and the collapse of biodiversity, UNESCO's Man & Biosphere program appears to be an important support for the protection of remarkable ecosystems and the definition of sustainable development models throughout the world.

Sub-Saharan Africa today faces major environmental, economic and social challenges and the 76 biosphere reserves can be examples of ecological governance and sustainable resource management. Yet in 2017, 30 of these reserves are exposed to an exit from the program because they are not operational, and many others are in difficulty.



@ Guillaume Ajavon

This report was produced within the IUCN Program for Protected Areas in Africa & Conservation (PAPACO) and was based on more than 100 contributions from the officers of 52 African biosphere reserves. It proposes to strengthen the information and training of field workers and to affirm the existence of a genuine network of managers. Indeed, more than half of those contacted said they felt isolated and deprived to implement the principles defined by UNESCO.



Map of the African Biosphere Reserves

This report presents an original iconography that recalls the ecological stakes in Africa and proposes the contents and supports needed to mobilize and reinforce the capacities of the agents of the biosphere reserves of the continent.

The organization of effective workshops (preparation and follow-up), the creation of a website offering adapted technical content (videos, testimonials), and the quarterly animation of the MAB network in Africa are 3 keys suggested to recover the dynamics of this system in the future. Strengthening the capacities of these agents will help informed decision-making by both national authorities and local communities.

Indeed, the existence of a biosphere reserve with qualified personnel must clearly have an influence on the development of a territory, waste management, economic strategy or agricultural practices etc.



@ Guillaume Ajavon

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