



MISSION REPORT IN MOZAMBIQUE

**Participation to the International Conference:
"Sustainable Financing of Mozambique's Conservation Areas"
(Maputo, November 21st & 22nd 2007)**

March 2008

by: François LAMARQUE

1. FRAMEWORK AND GOALS OF THE MISSION

1.1. Framework

A study on the advantages and disadvantages of the management of Conservation Areas (CA) in Mozambique was funded by FAO through the FNPP/GLO/003/NET programme – FAO-Netherlands Partnership Programme (FNPP-Forests). This study was carried out from November 2006 to March 2007, in partnership with the National Directorate of Conservation Areas (DNAC) of the Ministry of Tourism (MITUR), and realised by a team of two consultants: one international from the IGF Foundation (myself) and one national (Samiro Magane).

The study was carried out in three phases: (i) a 1st phase in Maputo to collect information (27th November – 8th December 2006); (ii) a 2nd phase, analysing and documenting the data (from December 2006 to February 2007); (iii) a 3rd phase in Maputo, to present the findings to all partners interested in the subject during a national workshop (12th - 20th February 2007).

The final output of the FAO study were a 134 pages comprehensive report and a 20 pages executive summary including the recommendations, both in Portuguese, published in May 2007 by FAO in collaboration with MITUR and IGF Foundation. The latter document was translated into English in November 2007.

The FAO study is part of a set of complementary discussions and analyses which aimed at improving the management and sustainability of the conservation areas. These discussions include also the design of a National Conservation Policy and Strategy and a reflection on the sustainable financing of the CAs.

The design of the National Conservation Policy and Strategy is on going. The feasibility study of the set up of a sustainable financing mechanism for the CAs which included three references studies was completed in September 2007. Its results were presented through an international conference entitled "Sustainable financing of Mozambique's Conservation Areas " which was held in the Hotel VIP Grand, Maputo, on 21st and 22nd November 2007.

1.2. Goals of the mission

The current mission, funded by FAO, whose global goal was to attend the International conference on CAs sustainable financing, sought particularly two main objectives:

- On request of the meeting's organisers, present the results of the FAO study, and, doing so, both strengthen the FAO input in the general discussion and valorise its work;
- Contribute to keeping FAO in the loop and collect data on the current process of CAs' improvement in Mozambique.

2. RESULTS

2.1. General information on the Conference

The conference was organised both by MITUR and MICOA (*Ministerio para a Coordenação da Acção Ambiental*, Ministry for the coordination of environmental action) with the sponsorship of AFD, KfW, USAID and WWF International and the technical support of IUCN.

The Conference was officially opened by the Minister of Tourism, H.E. Fernando Sumbana Junior and the French Ambassador, Thierry Viteau. The minister of MICOA, H.E. Luciano de Castro, and the Ambassador of Germany, Klaus-Christian Kraemer, were also present at the official table. This shows the current local political interest and international commitment for the improvement of the Conservation of Natural Resources in Mozambique. This feeling was confirmed by the fact that the official closing ceremony was presided by the Minister of MICOA.

105 participants coming from 13 different countries attended the meeting (see list in appendix 1).

2.2. Presentation of the FAO study

The presentation aimed at communicating to the audience the main results of the study on the advantages and disadvantages of the management of the CAs by a parastatal body in Mozambique. Actually, the improvement of the local institutions dealing with Natural Resources is a key point for CAs' sustainable management.

The communication was prepared in collaboration with Samiro Magane who performed the study as a national consultant before becoming a staff member of the FAO representation for Mozambique and Swaziland (FAOMZ). The abstract is given in appendix 2.

The presentation made by myself in Portuguese, was part of a session entitled: "Legal Mozambican framework for the sustainable financing". It was made of 26 slides in English. The duration of the presentation exceeded largely the official time of 15 minutes due to the importance of the topic. It generated a "hot" debate of about half an hour and more than 10 questions and/or comments both from the national and the foreign participants.

The main questions regarded:

- the possible mandate of the Agency (e.g. Wildlife outside of CAs or not ?);
- the channelling of the income generated by CAs with a focus on the 20% going to the local communities;
- the possible existence of several different parastatal entities dealing with Wildlife;
- the steps followed by the other countries studied for the creation of an Agency;
- the reason for the creation of a parastatal in Mozambique (is it really the only way to go?);
- the feasibility of attributing the administrative and financial autonomy to each Conservation area;
- the relations with the stakeholders (Private sector and communities).

The contacts that I had afterwards showed that the study was very well welcome and appreciated. Everybody acknowledged the important and fundamental FAO contribution; an important majority of the people met acknowledged also the pertinence of the creation of a new parastatal body coordinating Wildlife and Natural Resources management.

At last, another obvious signal of the impact of the FAO study was given by the fact that 7 of the final recommendations of the Conference presented to the Minister of MICOA before the closing ceremony, were drawn directly from it, namely:

1. The need for a clarification of the role and attributions of the diverse institutions intervening in CAs Management;
2. The necessity to revise the channelling of the 20% going to the local communities;
3. The revision of the entrance fees with a minimum fee and a differentiated price according to the CA potential,
4. The definition of differentiated levels also for the concession fees for tourism activities in and near the CAs;
5. The modification of the fees and taxes regarding hunting and, more generally, the revision of this activity (improving of the professionalism of the outfitters, e.g.);
6. The revision of the game farms' status, including the withdrawal of the qualification "*Fazendas do bravio*" to those which, being unfenced, are actually hunting blocks;

And,...

7. The creation of a parastatal entity to manage the CAs in Mozambique.

2.3. Technical content of the conference

19 communications were presented during the two days of the conference. The presentations were gathered by themes as indicated in the Conference Agenda of the appendix 3. Three of them dealt with the presentation of the reference studies carried out to prepare the Conference, i.e.:

1. Study on *Developing a Financial Model for Mozambique's Conservation Areas* carried out by WWF Mozambique and funded by WWF International;
2. Study on institutional and legal aspects of *Sustainable Financing for Protected Areas* carried out by the South African consultant office SAL and Caldeira and funded by USAID;
3. Study on *Economic Benefits of Mozambique's Conservation Areas* carried out by IUCN and funded by AFD.

In view of the sustainable financing of the CAs management in Mozambique, we could retain the following points drawn from the diverse presentations:

- The example of Madagascar developed by several orators, revealed that the creation of a Trust Fund would not have been possible without a strong political will at the highest level (the President). It showed also that different steps were needed, notably: (i) the design of new legislative and institutional frameworks; (ii) the calculation of the actual management cost of the Protected Areas (PAs); (iii) the identification of new mechanisms to capitalize the Fund (regular income from the PAs, Debt-for-Nature swaps, carbon credits, green taxes, private sector investments, etc.) The example of Ghana Heritage Conservation Trust strengthened this step by step approach.

- Nevertheless, Jaime Clavelier, basing its statement on his experience in Latin America, declared that Trust Funds were not a panacea and, as far as he knew, Trust Funds have never been able to fund more than 25% of the management cost of a PA at least on the short and medium term. Thus, the financial sustainability should be sought through a mix of various approaches.
- Long-term financial planning is not only a management tool permitting to validate the activities, take sound management decisions, choose and budget the actual priorities. It is also an excellent communication support to raise funds.
- The analysis of the potential of sustainability of the 3 Mozambican CAs included in the WWF study (Bazaruto, Limpopo and Quirimbas NPs), showed that, considering the period 2008-2017, Bazaruto NP would have the possibility to self-finance 55% of its costs, Quirimbas, 30% and Limpopo, 7%. This study stressed the necessity to design a five-year business plan for every CA based on the model developed for the study, in order to identify the costs, income and general balance and to find out and secure the corresponding financing.
- The examples of South America (Costa Rica, Mexico, Nicaragua), Madagascar and Uganda, brought interesting data on the effective possibilities provided by the Payments for Environmental Services (PES): ecological taxes and levies (South America), water catchment (Madagascar), carbon offset (Uganda). There are now real success stories and/or recipes which could be applied elsewhere for the sustainable management of the PAs.
- The specific session devoted to Carbon market brought to the fore a very interesting project implemented by the NGO Envirotrade in collaboration with the populations peripheral to Gorongosa National Park (Mozambique). This project not only allowed the reforestation of the area, but also contributed to the poverty alleviation through the sale of carbon credits by the villagers.
- The analysis of the legal and institutional Mozambican frameworks for: (i) the creation of Foundations and/or Trust Funds; (ii) the feasibility of a sustainable financing for the CAs, showed that both the current institutional and the legislative contexts were not adequate. Numerous legal enforcement texts are still lacking ; the competences of several institutions need to be clarified and put in coherence. It is noteworthy to say that the analysis realised by the FAO before this one, has led to the very same conclusions.
- The analysis of the economic potential of the Mozambican CAs conducted to the following results: (i) their direct contribution to GDP is currently 1.38 Billion MTNs (*Meticais novos*) against 3.17 in Namibia and 2.00 in the Okavango Delta only; (ii) they generate directly 5,000 jobs; (iii) their direct and indirect contribution to GDP is 2.64 billions MTNs; (iv) they induce a global jobs' number of 9,600; (v) their potential, with a regular growth of 5% per year during 20 years, would be an overall contribution to GDP of 6.7 billions MTNs and the employment of 24,300 people. In Mozambique, the direct contribution to GDP from CAs represents 28% of the general contribution of tourism, against 40% in Namibia.

- The communication on the potential role of tourism in Niassa National Reserve (NRR), illustrated an example of the hunting as a sound way to valorise a CA. Actually, even though the NRR shelter 13,000 elephants and a significant population of Wild Dogs (350), the majority of its revenues comes from hunting activities (64% of the gross income 2006: \$ 1.4 millions). This reserve whose territory represents 36% of the total area of the Mozambican CAs, is divided in management units including: natural resources conservation/use area (e.g. hunting blocks), special conservation areas and wilderness areas.
- The involvement of local communities in CAs' management could reduce significantly their operational cost. For the Quirimbas NP for instance the participation of the populations through the COGEP (*Conselho de Gestão Participativa*, participative management council), would thus be responsible for its lower management cost compared to Bazaruto and Limpopo NPs. The respective figures resulting from the IUCN study are actually: 173, 434 and 840 \$/km²/year.

The organisers have decided not to publish abstracts. They will post the presentations on the Conference Website (http://www.wwf.org.mz/index.php?option=com_content&task=view&id=109&Itemid=1) shortly and will notify conference participants when they are available. Before the end of the year, the list of participants and the draft recommendations will be communicated to the persons who attended the meeting. The formal report and CD will only be produced in February 2008 after the background studies are finalized.

3. Conclusion

The FAO consultant's participation, as a speaker, to this conference has permitted to bring to the fore the important FAOs' contribution in the current debate regarding Natural Resources management in Mozambique. The study on the possible creation of a parastatal entity is now widely acknowledged in the country and beyond.

The issue of the necessity of a dramatic improvement of the institutional and legislative frameworks has been addressed ; the idea of the creation of a parastatal Agency is slowly progressing¹.

The fact that 7 of the final recommendations of the Conference be directly drawn from the FAO study, shows that an active participation to this event was very useful.

¹ The day of my departure the DNAC adviser, Alessandro Fusari, asked me the PowerPoint presentation made during the February Workshop. He will use this presentation to prepare an internal MITUR meeting aiming at discussing the possible creation of a Parastatal Agency for the CAs' management in Mozambique.

APPENDIX 1: LIST OF PARTICIPANTS

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APPENDIX 2: ABSTRACT OF THE COMMUNICATION PRESENTED AT THE CONFERENCE

ADVANTAGES AND DISADVANTAGES OF THE MANAGEMENT OF CONSERVATION AREAS BY A PARASTATAL AGENCY IN MOZAMBIQUE

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This paper presents the results of a study requested by the National Directorate for Conservation Areas (DNAC). This study was funded by FAO and realised by the IGF Foundation, between November 2006 and March 2007.

The analysis of the Mozambican policies, strategies and legislation on management of protected areas and wildlife, showed that they were very progressive. However, there is still a need of better coordination and harmonisation. On the other hand, the implementation documents are still very often lacking, turning the legislation largely ineffective. The study of the national institutional context brought to the fore the lack of clarity regarding the responsibilities of each institution for the management and creation of protected areas and even regarding the very role of the protected areas. This leads to several institutional conflicts. A few recommendations were formulated to improve the situation.

We studied also the management of Protected areas by parastatal entities in 9 African countries (South Africa, Tanzania, Kenya, Zambia, Zimbabwe, Côte d'Ivoire, Benin, Mauritania, Madagascar) and elsewhere (Brazil and France), as well as their financing by Funds or Foundations in Cameroon/Congo/CAR, Côte d'Ivoire, Madagascar and Mauritania. These analyses provided very interesting teachings which could be applied to Mozambique.

Different options were then proposed with a view to improving the protected areas' management in the long term. For several reasons, the option: "management by a single parastatal Agency" was chosen and developed. Proposals were made for the parastatal agency concerning mandate, and institutional placement.

The feasibility of the creation of a parastatal body in Mozambique was analysed from an ecological, sociocultural, institutional and economic point of view. The institutional risk and notably the choice of jurisdiction was noted as one of the main difficulty. However, the greatest risk appeared to be economic. Awarding the Agency's financial autonomy is actually the first matter of concern since the SISTAFE Law demands that 2/3 of the operational cost of an autonomous body be generated by the entity itself. An economic analysis showed that the current income from the protected areas does not meet this criterion. Several proposals regarding valorisation of non consumptive tourism and hunting as well as allocation of fees currently charged by other bodies were made. Economic simulations with these new potential revenues were carried out ; they showed that the attribution of financial autonomy to the Agency according to SISTAFE Law would be possible, if the parastatal was given new and diverse revenues. The sustainable financing of the entity was identified as the second crucial point. The creation of a Foundation was proposed in order to ensure the long-term financing of the Agency.

To create the parastatal entity on sound bases, we recommended to carry out a wide and comprehensive consultation of all the stakeholders aiming at eliminating as many difficulties and potential conflicts as possible right from the start, in particular: jurisdiction and institutional placement, bylaws, governance, mandate, human and financial resources, staff complement.

APPENDIX 3: CONFERENCE AGENDA

Wednesday, November 21, 2007

7:30-8:30 Registration

8:30-9:00 Official Opening

H.E. Minister of Tourism: Fernanado Sumbana Junior

H.E. Ambassador of France: Thierry Viteau

H.E. Ambassador of Germany: Klaus-Christian Kraemer

Keynote Address: Developing a Sustainable Financing Strategy for Protected Areas

Léon Rajaobelina, Regional Vice President, Conservation International

9:00-9:15 Conference Themes and Goals – Conference Facilitators

9:15-10:15 Long-Term Financial Planning

- *How can long-term financial planning contribute to financial sustainability of protected areas?*
- *What are costs, revenues and financing gaps for conservation areas in Mozambique?*

Melissa Moye, Director, Conservation Finance, WWF-US

Study on *Developing a Financial Model for Mozambique's Conservation Areas* (reference study) - Hélio Neves, Sustainable Financing Coordinator, WWF Mozambique

10:15-10:30 Break

10:30-12:00 Overview of Payments for Ecosystem Services (PES)

- *How can natural resources be valued and what are Payments for Ecosystem Services (PES)?*
- *How can local communities share benefits through “pro-poor” PES?*
- *What experiences have other countries had with PES?*
- *What is the Katoomba Group's East and Southern Africa Network?*

Jaime Cavelier, Senior Biodiversity Specialist, Global Environment Facility (GEF)

Jean-Christophe Carret, Senior Natural Resources Economist, Africa Region, The World Bank

Biryahwaho Byamukama, Director, Nature Harness Initiatives (Uganda)

13:00-14:00 Lunch

14:00-15:00 Mozambique's Framework for Sustainable Financing

- *What is the legal and institutional framework for sustainable financing of conservation areas?*

Study on institutional and legal aspects of *Sustainable Financing for Protected Areas* (reference study) - António Baltazar Bungallah, Legal Consultant, SAL and Caldeira

Study on *Advantages and Disadvantages of Management of Mozambique's Conservation Areas by a Parastatal Agency* - François Lamarque, Chargé de mission, International Foundation for the Conservation of Wildlife

15:00-15:30 Break

15:30-17:00 Conservation Trust Funds

- *What is a conservation trust fund and how are conservation trust funds managed?*
- *What are the advantages and disadvantages of a conservation trust fund?*
- *What are the key steps in setting up a conservation trust fund?*

Léon Rajaobelina, Chairman, Madagascar Foundation for Protected Areas and Biodiversity
Magnus Ngoile, Team Leader, Marine and Coastal Environmental Management Project (MACEMP), and Board Member, Eastern Arc Mountains Conservation Endowment Fund (Tanzania)

Kwasi Agbley, Chief of Party for Northern Mozambique Tourism Project, Nathan Associates, and former Consultant, Ghana Heritage Conservation Trust

17:00-19:00 Reception/Cocktail

Thursday, November 22, 2007

8:00-8:15 Summary of Day 1

8:15-9:15 Economic Benefits of Conservation Areas

- *How can Mozambique's conservation areas be valued and what is their economic potential?*
- *What is the potential for PES in Mozambique?*

Study on Economic Benefits of Mozambique's Conservation Areas (reference study) - Ebenizário Chonguiça, Head of Regional Programmes, Lusophone and Indian Ocean Island States/Coastal and Marine Ecosystems, IUCN & Jonathan Barnes, Consultant, IUCN.

9:15-10:45 Tourism-Based Revenues and Investment

- *What types of tourism-based revenues can finance conservation areas?*
- *How can communities benefit from tourism revenues and invest in tourism?*
- *What lessons can be learned from Mozambique's experience to date?*

Zacarias Sumbana, Director, National Tourism Fund (FUTUR)

Anabela Rodrigues, General Manager, Company for Management and Development of Niassa Reserve and Representative of Private Sector for CTA

10:45-11:15 Break

11:15-12:45 Carbon Markets

- *What is the feasibility of implementing carbon projects in southern Africa?*
- *What contribution can carbon markets make to sustainable financing of conservation areas?*

Tony Knowles, Carbon Program Leader, Peace Parks Foundation

António Serra, Operation Manager, Nhambita Community Carbon Project, Envirotrade

12:45-14:00 Lunch

14:00-15:00 Private Partnerships and Communities

- *How can the private sector, communities and conservation area management work together for sustainable investment in and around conservation areas?*
- *What contribution can conservation areas make to sustainable development and poverty alleviation?*

João Viseu, Business Director, Gorongosa National Park Restoration Project
Al Hajj Augusto Assane Omar, Leader of Islamic Association of Cabo Delgado

15:00-16:30 Working Groups

- 1) Framework for Sustainable Financing of Conservation Areas
- 2) Payments for Ecosystem Services and Private Partnerships
- 3) Tourism-based Revenues and Investment
- 4) Conservation Trust Funds

16:30-17:00 Break

17:00-17:30 Presentation of Working Group Recommendations & Conference Closing

H.E. Minister for Coordination of Environmental Action: Luciano de Castro