



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

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# **Analyse of the National context**

# *Analyse of the policies*

**Great general principles:** Sustainable Development, Biodiversity conservation, local communities and Private Sector involvement.

**Relevant points:** need for institutional reorganisation and for an improvement of the hunting activity, current CAs' management unsatisfactory.

## **Conclusion:**

1. rich and diverse set of recent policies and sector strategies which take into account the more innovative and modern approaches.
2. coherent policies, but developed in parallel by each sector without the necessary coordination ⇒ Difficult to have an holistic vision of the general guidelines on Conservation in Mozambique.



**The preparation of a national conservation policy and the strategy for its implementation, should be an absolute priority.**

# *Analyse of the National Legislation*

Mozambican **legislation** on the management of natural resources is also **very progressive**.

However, the **implementation documents** are still **very often lacking**, turning this legislation largely ineffective.

There is a **dispersion of the rules applied to the “Protected Areas”** in different legislation documents produced by different ministries without coordination.



We recommend the Harmonisation of the legislative documents on the conservation of natural resources, or better, a specific document on the PAs, bringing together all of the elements dispersed in the different legal documents (better perception of the conservation instruments in Mozambique).

## ***Other recommendations regarding national Legislation***



**Clarify the status of the game farms:** restrict the designation "*fazenda do bravio*" to those which are fenced and consider the others as "*coutadas*" (hunting blocks).



**Award the management of CA and the respective the buffer zone to the same regulating entity and/or to the same administrator.** Being part of the same ecological entity, should not be dissociated.



**Create buffer zones around all the CAs.**



**Simplify the hunting system.** Quite complex (many different types of hunting licences, different interlocutors and procedures)

# *Analyse of the institutional framework*

Coexistence of several ministries and institutions likely to be involved in CA or Wildlife management, without a common vision and with different priorities.

Perception not very clear of the CAs' role(s) and the responsibilities of each institution in the CAs' management and creation process.

Dilution of responsibilities and, sometimes, overlapping of competences able to result in institutional conflicts.

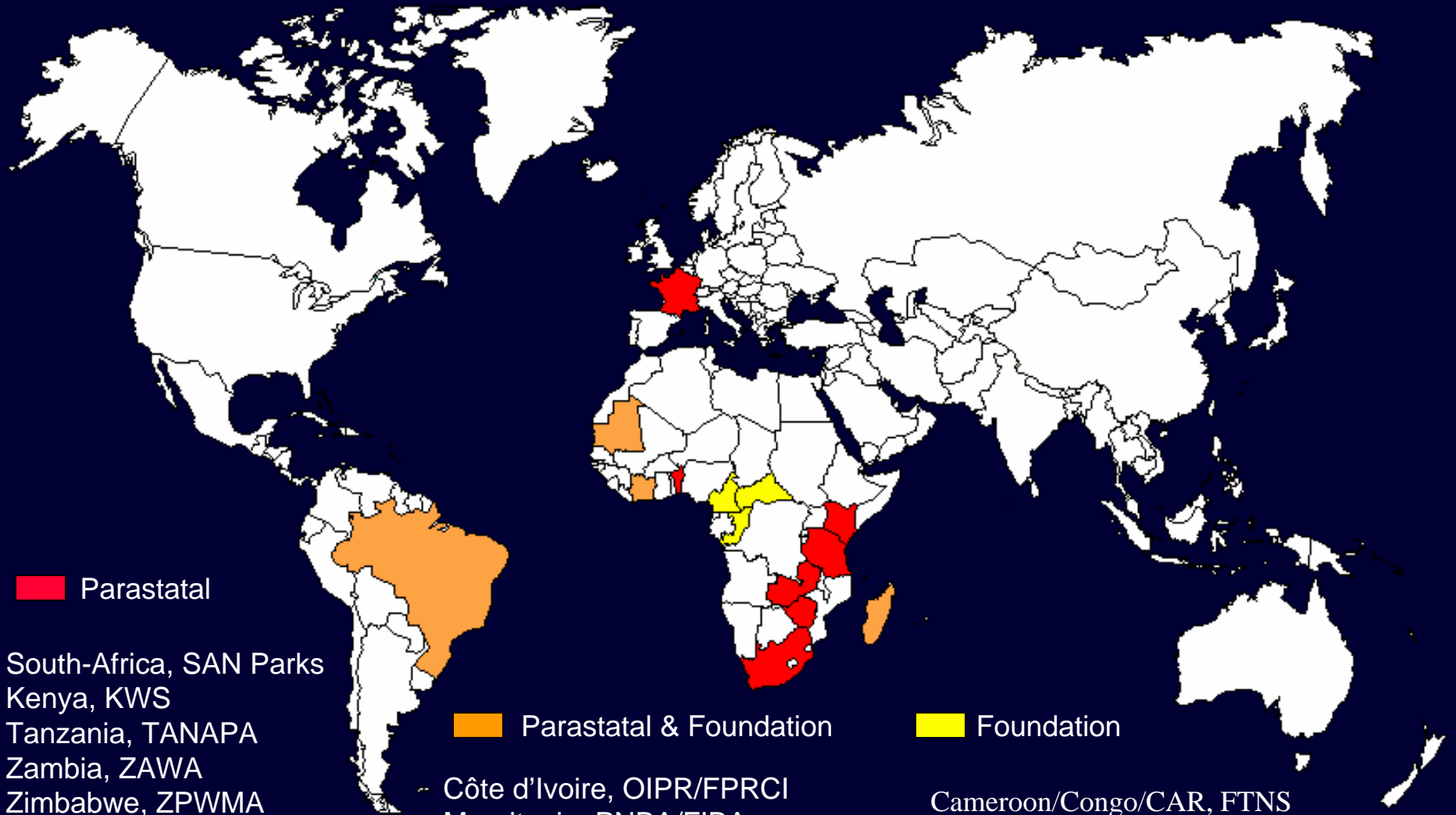
Dispersal of the scarce national staff with appropriate training and skills in the various Gov. bodies leading to the reduction of their technical capacity.



We recommend the revision of the attributions of the different institutions regarding CAs' management. Could not be realized before the preparation of the National Conservation Policy which will establish a common vision and settle its goals.

**Analyse of parastatal entities in  
Africa and in the World**

# *The models analysed*



■ Parastatal

South-Africa, SAN Parks  
Kenya, KWS  
Tanzania, TANAPA  
Zambia, ZAWA  
Zimbabwe, ZPWMA  
Benin, CENAGREF  
France, ONCFS

■ Parastatal & Foundation

Côte d'Ivoire, OIPR/FPRCI  
Mauritania, PNBA/FIBA  
Madagascar, ANGAP/FAPB  
Brazil, IBAMA - FUNBIO

■ Foundation

Cameroon/Congo/CAR, FTNS



## ***General findings***

**Reasons for the creation:** improvement and/or facilitation of PAs and Wildlife management; greater flexibility and responsiveness, faster decision-making, better involvement of the communities, the Civil Society and the Private Sector.

**Institutional placement:** are under the jurisdiction of the Environment Ministry in most of the cases (9 times out of 11), 5 times under Tourism and 3 under both.

**Competences** diverse: NPs ± other PAs ± Wildlife outside of PAs ± Hunting

**Governance:** Board of Directors, Board of Trustees, etc., with participation of the Civil Society.

**Financial resources:** mainly Own Revenues and State Budget allocation, but also: Donors, Donations and Bequests, Loans, Investments & shares, Fines, Foundations.

**Strengths, weaknesses and mitigation measures:** exist in every parastatal providing very useful teachings for Mozambique.

# ***Recommendations for a possible parastatal in Mozambique***



The institutional placement should be thoroughly and widely debated with all the interested stakeholders.



The staff number should be limited and in line with the Mozambican reality in terms of trained people, financial availability and CAs to be managed.



The governance body (*Conselho de Administração*) should attempt to achieve State/Civil Society equality right at the start.



All the financing mechanisms previously quoted, including notably Trust Funds and Foundations, should be investigated as well as other possibilities.

**Proposals and recommendations  
for the creation  
of an Agency**

# *Justification of the choice*

## Considering the following elements:

1. State's desire to maintain some control over the CAs;
2. advantages/disadvantages (out of 8 options studied);
3. Mozambican reality;
4. model increasing currently in the World and particularly in Africa;
5. apparent consensus of the majority of the people met in November 2006;
6. idea not new, considered since 1997 and developed after in various documents;
7. current existence of autonomous parastatal entities in Mozambique inclusively under the jurisdiction of MITUR.



**We recommend the creation of an Agency with legal personality and administrative and financial autonomy”.**

# *The mandate*

Mandate, 5 options with increasing territorial competence:

- 1: only CAs (tourist purposes) and official *coutadas* (hunting blocks);
- 2: option 1 + ecotourism projects and community based ecotourism and conservation programmes;
- 3: option 2 + unfenced game farms (*fazendas do bravio*);
- 4: option 3 + wildlife outside of the areas referred above;
- 5: option 4 + forest reserves.

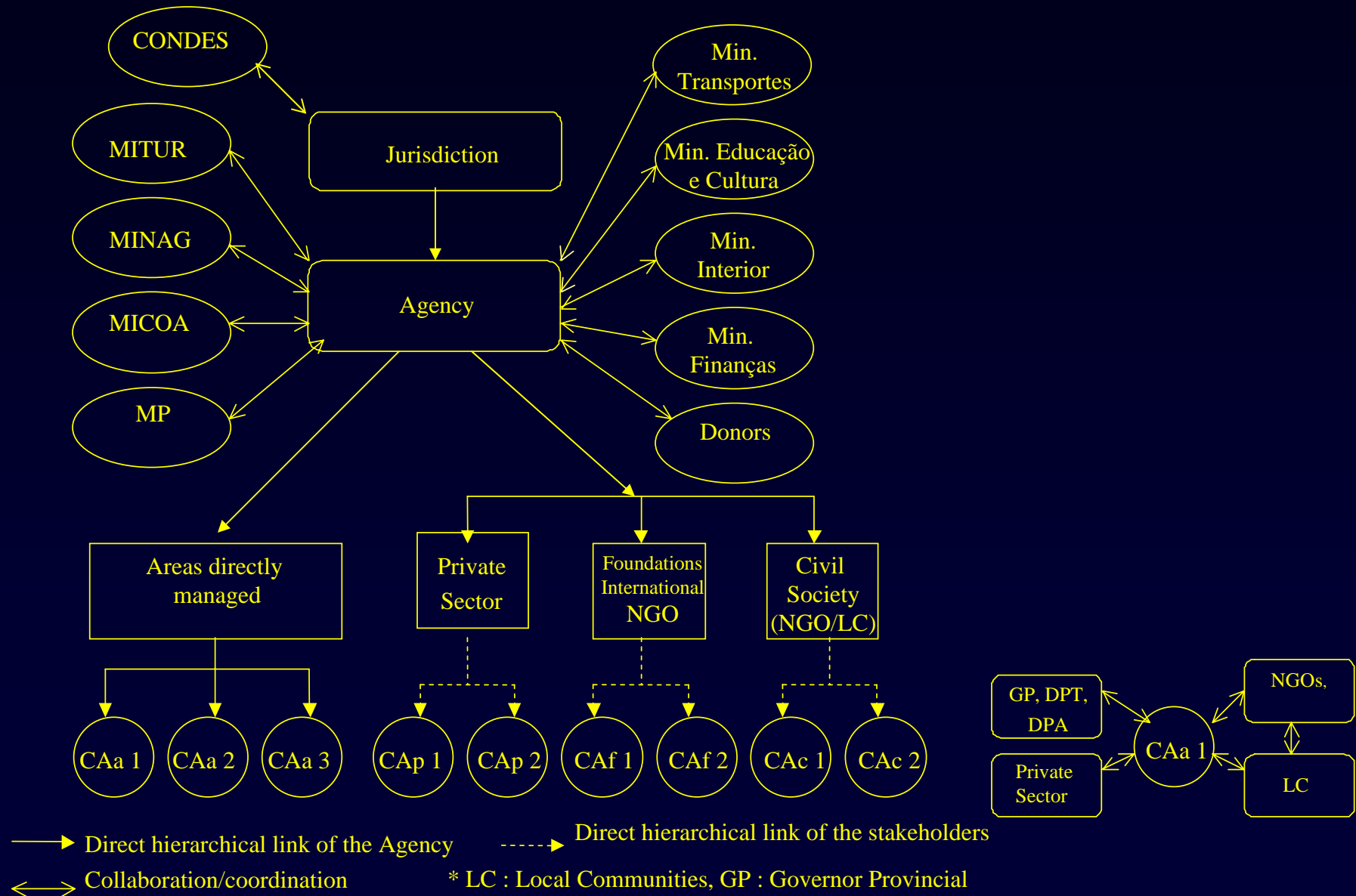


We recommend that the Agency's mandate favour one of the three first options in a first step.



However, it would be desirable that, in the medium or the long term, the whole wildlife have a single consistent management inside and outside the CAs.

# The institutional placement



# **Risks for the Agency**

# *Ecological and socio-cultural*

## Ecological:

Wildlife doesn't re-establish itself in the CAs and "coutadas" ⇒  
Tourism doesn't develop ⇒ income for the Agency's functioning and self sustainability don't increase.

## Socio-cultural:

**Identification of one entity** able to represent all the country's communities and acknowledged by those as their representative in the Board of the Agency.

**Feasibility of working/collaborating with the communities** which are living inside the CAs. This is not obvious, local populations considering CAs' staff rather as oppressors than as collaborators.



We recommend that the Agency establish a department especially dedicated to community matters which will collaborate closely with the NGOs and the COGEP (Participatory Management Councils) foreseen in the Forest and Wildlife Law and its regulation



# *Institutional*

## Jurisdiction

In the other countries, the parastatal is generally under the jurisdiction of the Ministry responsible for Environment.

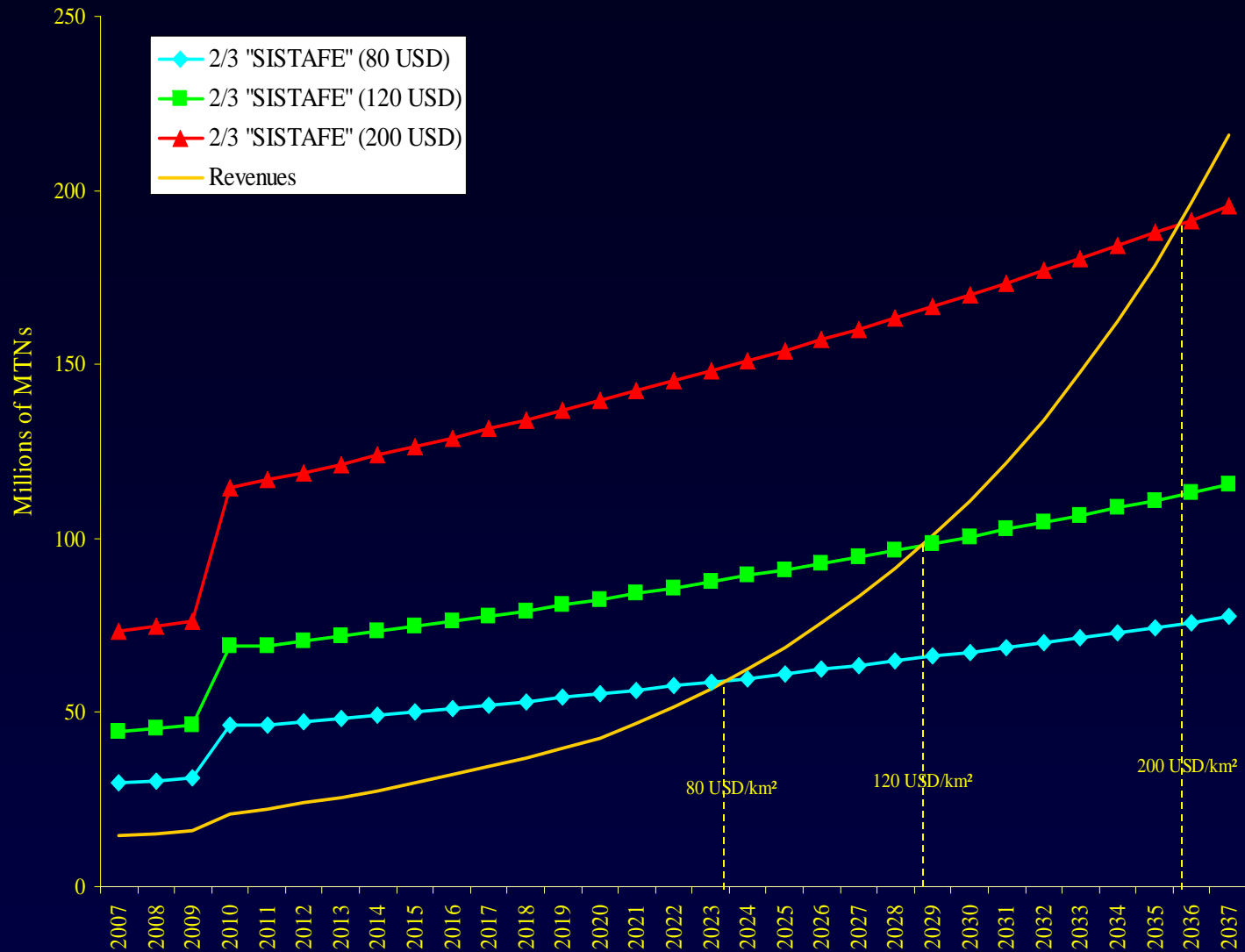
Several options in Mozambique : MITUR, MINAG, MICOA, MPD, Prime Minister, double or inter-ministerial jurisdiction.

- The three first institutions have their advantages and disadvantages, none is, at a first glance, the ideal and obvious candidate.
- MPD, new and not consolidated ministry, would have difficulties to follow the parastatal;
- Jurisdiction under the Prime Minister, guarantee a greater independence, but is not operational, neither do a double or an inter-ministerial tutelage

The turnkey solution does not exist.



We recommend that the conservation areas and their objectives be clearly defined, which will give an indication on the most appropriate jurisdiction.



With the current income, it is impossible to meet SISTAFE Law's criteria.

This stresses the need to find out alternative solutions in order the Agency be able to obtain the Financial autonomy.

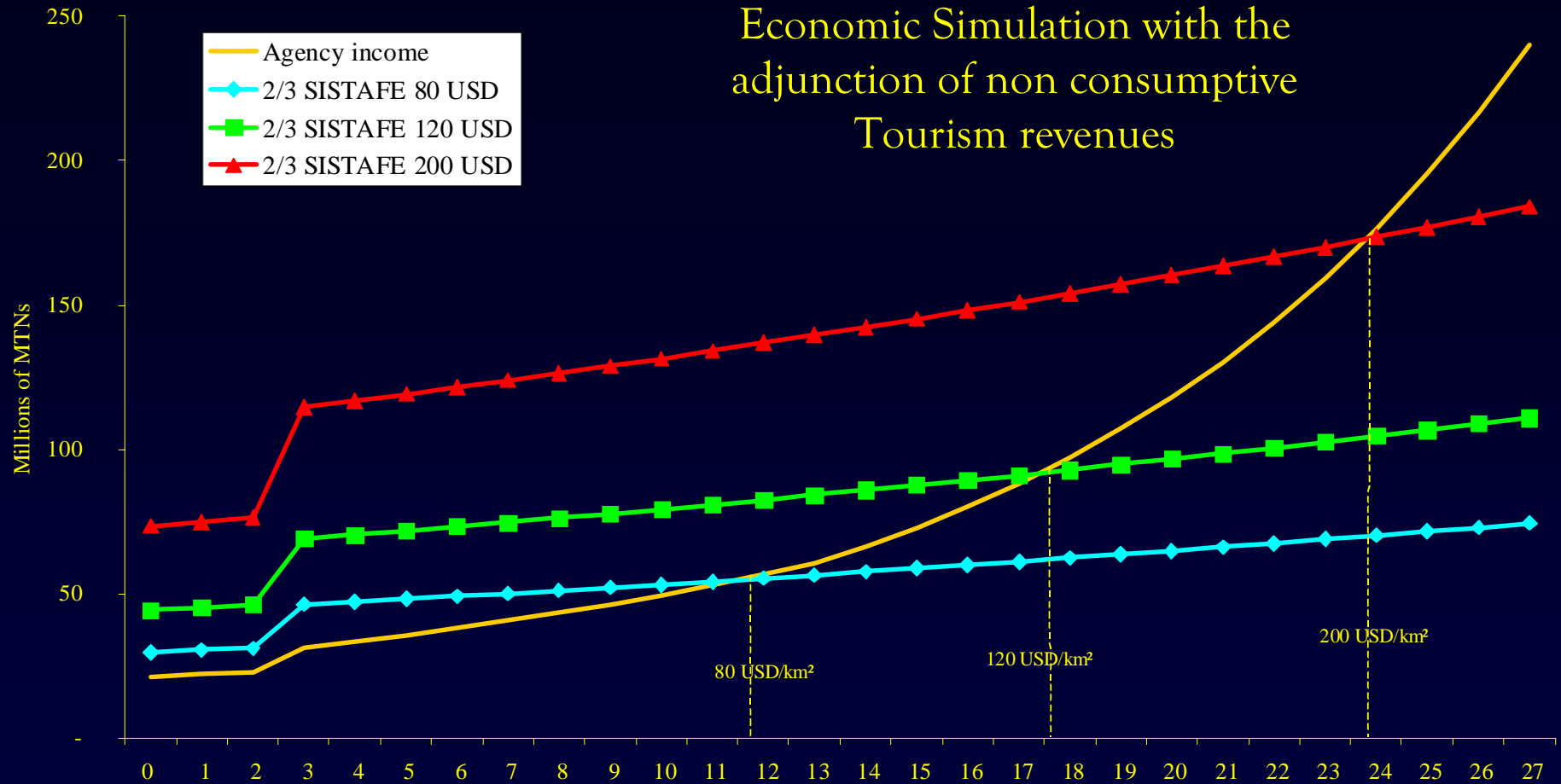
# *Economic*

## 1. Awarding the Agency's financial autonomy

### Potential mitigations

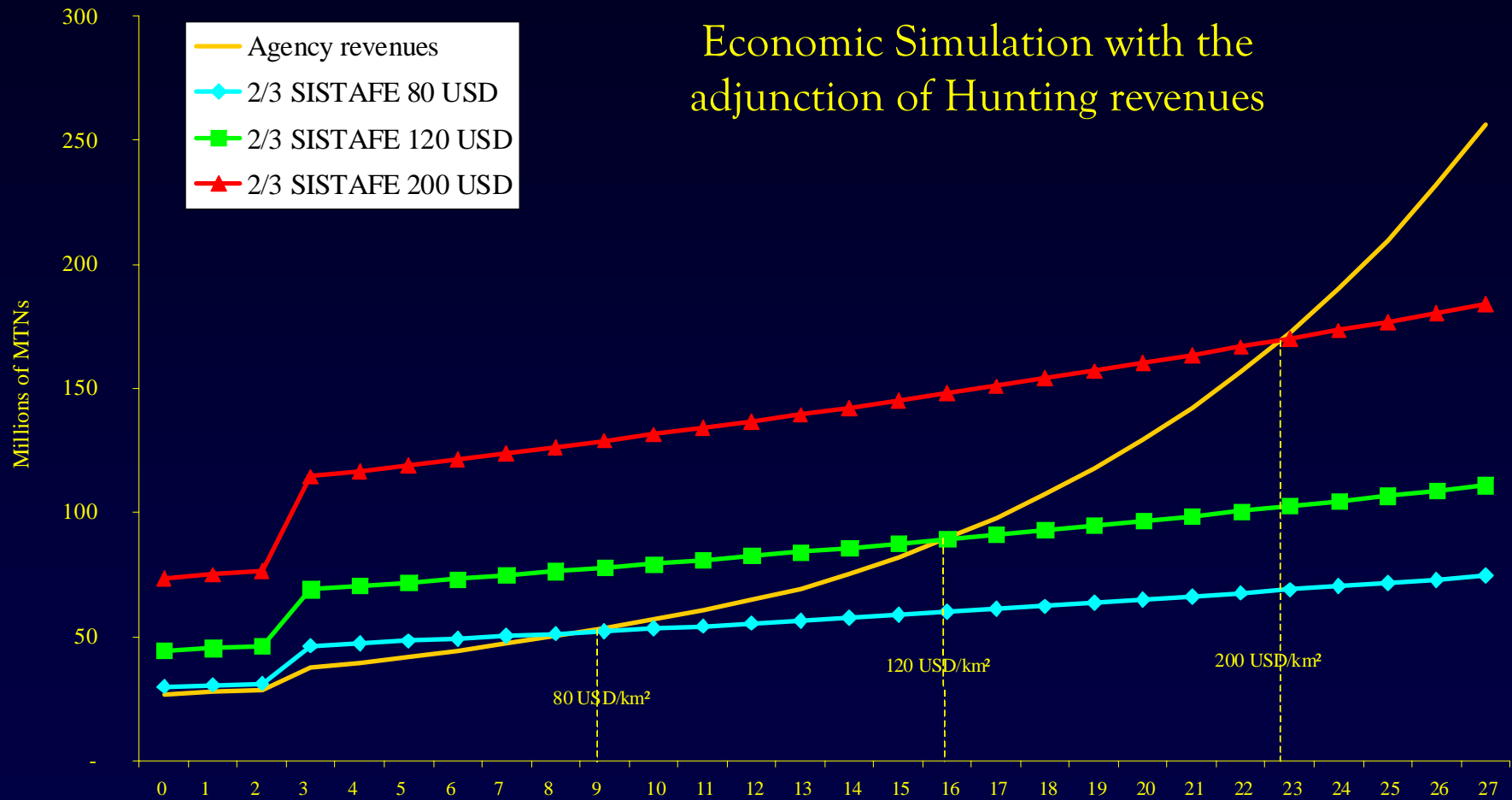
1. Exemption from the SISTAFE Law: Simplest and most immediate solution but would need a specific law.

## Economic Simulation with the adjunction of non consumptive Tourism revenues



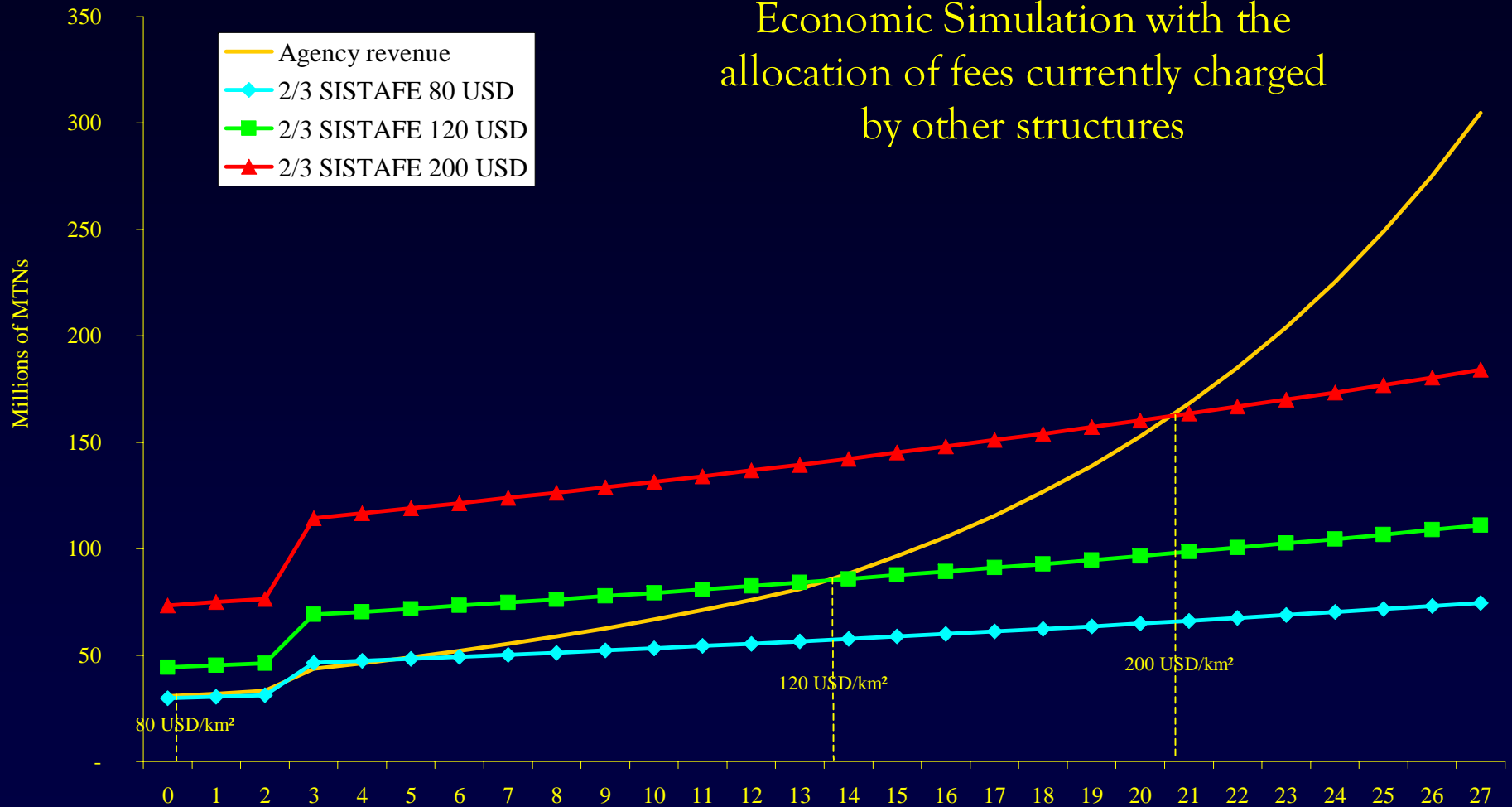
With the single increase in income from the non consumptive tourism, the "2/3 SISTAFE" would only be met in years 12th, 18th and 24th. The difference with the previous situation is not significant.

## Economic Simulation with the adjunction of Hunting revenues



The adjunction of the income from Hunting to the previous situation is not sufficient to meet the SISTAFE Law criteria.

## Economic Simulation with the allocation of fees currently charged by other structures



Thus, the attribution of financial autonomy to the Agency according to SISTAFE Law would be possible, *if new and diverse revenues were attributed to it.*

# *Economic*

## 1. Awarding the Agency's financial autonomy

### Potential mitigations

1. Exemption of SISTAFE Law;
2. Valorisation of non consumptive tourism;
3. Valorisation of sport hunting;
4. Allocation of fees currently charged by other bodies;
5. Payment of Environmental Services: carbon storage and sequestration, protection against erosion, water-catchment, maintenance of water quality, oxygen production, protection of genetic resources, ecological equilibrium, etc.;
6. Other mechanisms to investigate: debt-for-nature swaps, payment of compensations by companies for their impact upon CAs, creation of an "Association of the Friends of Mozambican CAs", CAs' adoption programme.

# ***Economic***

## **1. Awarding the Agency's financial autonomy**

### **Recommendations**



20 % increase in the entrance fees for certain CAs (Limpopo, Gorongosa, Bazaruto, Quirimbas e Maputo);



Effective charging of concession fees for tourist facilities inside CAs and definition of differentiated prices according to the facility's localisation and to the tourism potential of the area;



Consider the increase in fees and licences regarding hunting, in consultation with the hunting operators, and more generally a revision of the hunting activity which could even lead to a certification of the "*coutadas*".



Revision of the redistribution of the revenues coming from tourism activities, including the 20 % going to the communities.



# *Economic*

## 1. Awarding the Agency's financial autonomy

### Recommendations



Feasibility study for a different channelling of the fees currently allocated to other structures (fines, levies for “land use and benefit” from the areas located peripheral to the CAs and other levies going to FFA).



Awareness of the value of the Environmental Services at all levels and particularly at the political level.



Survey of the other financing opportunities provided by the mechanisms previously identified.

# *Economic*

## 2. Long-term financing

It is possible that the Agency be able to support its operating cost. However, for the **investments required** for the CAs' network development and the financial security in the long term, it is necessary to think immediately to the set up of a **sustainable financing mechanism**.

The **examples from other countries** show that specific Foundations are already working in Africa; they also provided very useful lessons for the establishment of a Foundation in Mozambique.

Large international NGOs and Donors consulted have confirmed that they were keen to be financially involved in the creation of a Trust Fund in Mozambique (as they have already did in other countries).

Thus, all the **conditions seem to be met** for the creation of a Foundation specially devoted to CAs in Mozambique.



**We recommend the creation of a Foundation to ensure the sustainable long-term financing of the Agency.**

# Schedule for the creation of the Agency

The initial objective was to create the parastatal entity **by the end of 2008**. This seemed to be consistent with the current agenda.

Activities	Year	2007												2008											
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Consultancy : "Conservation policy and strategy"																									
Validation of the creation of a parastatal																									
Reflection : CAs Sustainable Financing																									
Validation and adoption Conservation policy and strategy																									
Wide consultation on the Agency																									
Demand of exemption SISTAFE Law																									
Creation of the Foundation																									
Official creation of the Agency																									
Nomination Agency's Board																									
Tender for recruitment of staff																									
Recruitment Director and Direction staff																									



We recommend that sufficient time be allocated for the creation of the Agency, so that it is only created after a detailed analysis and adequate consultation of the stakeholders.



We recommend that this consultation aim 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.

Thank you for your kind attention