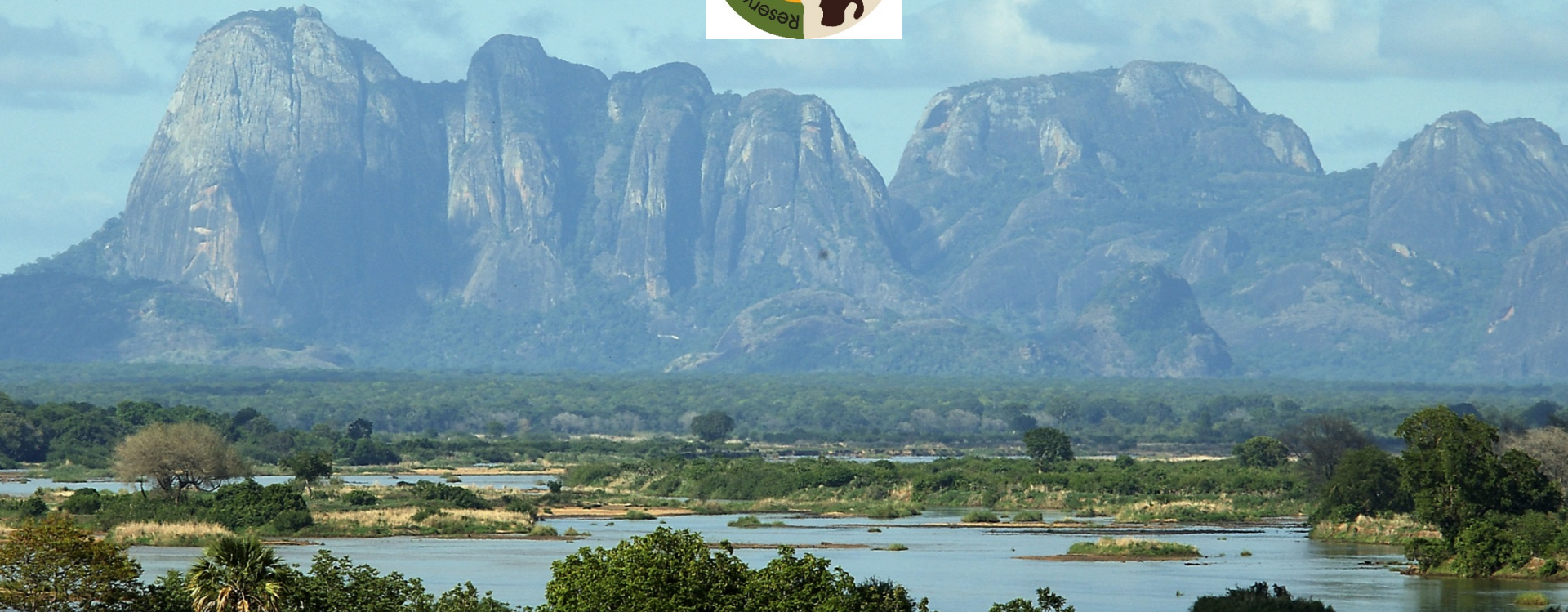# Co-Management of Niassa National Reserve
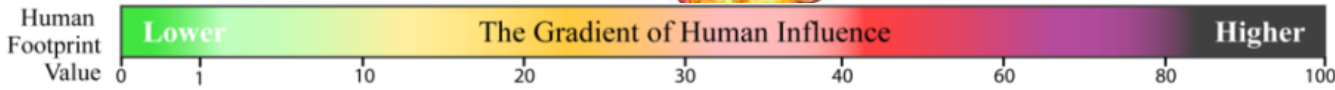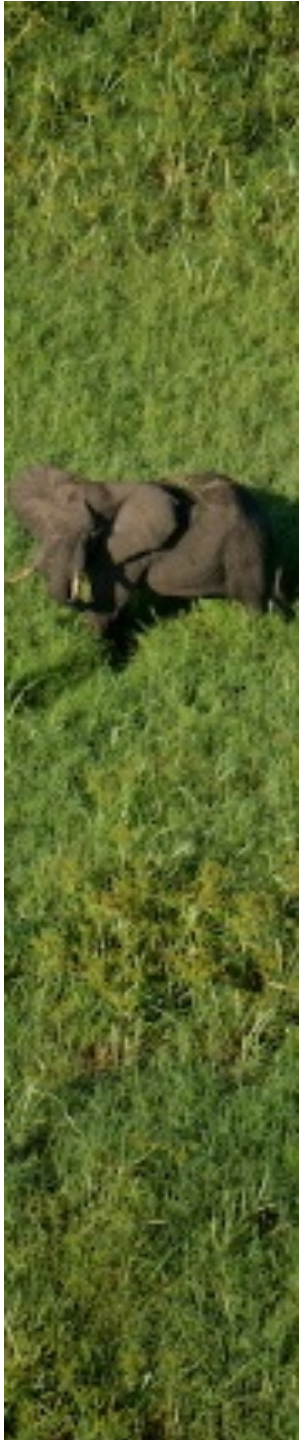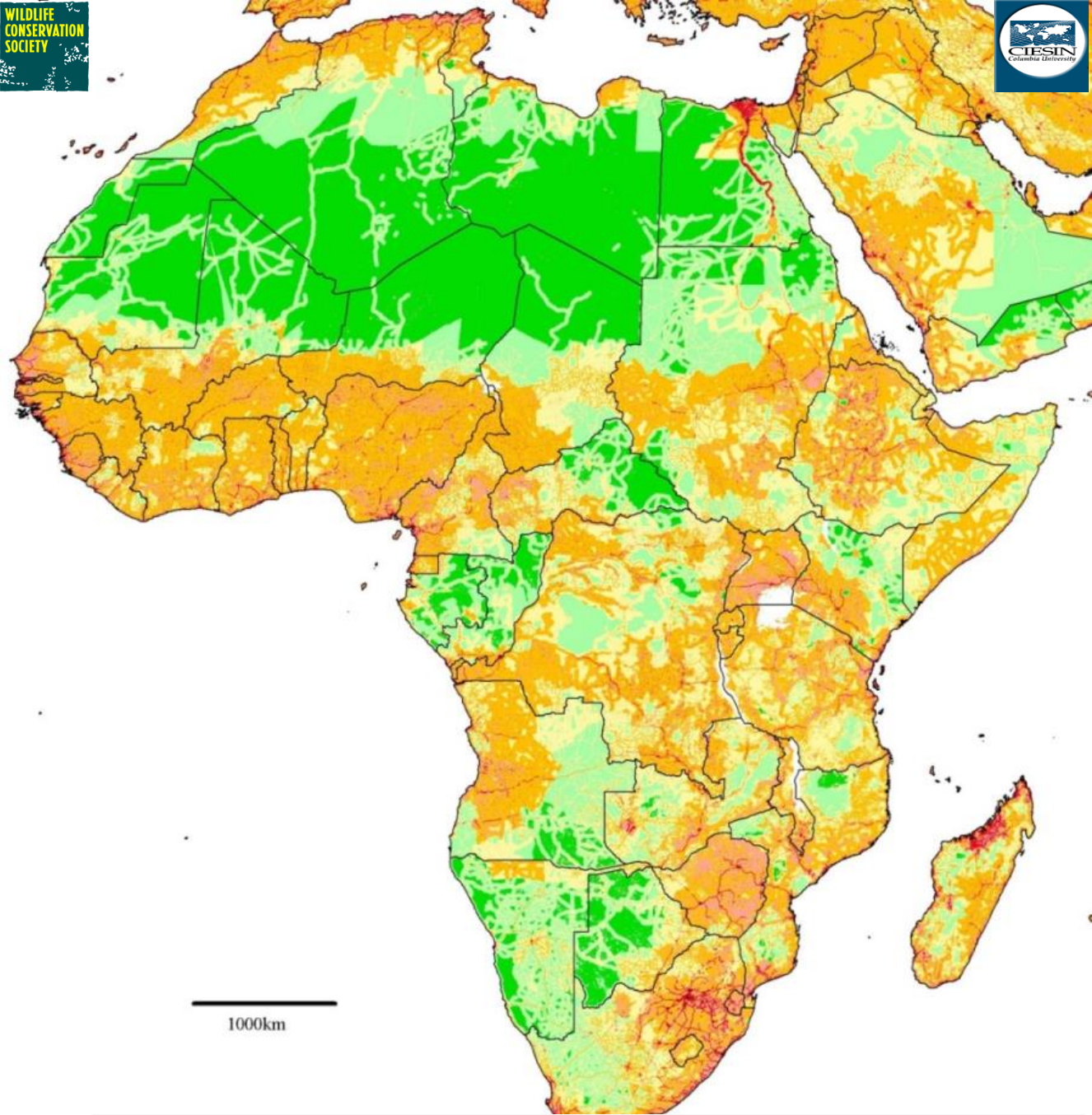
ANAC and WCS
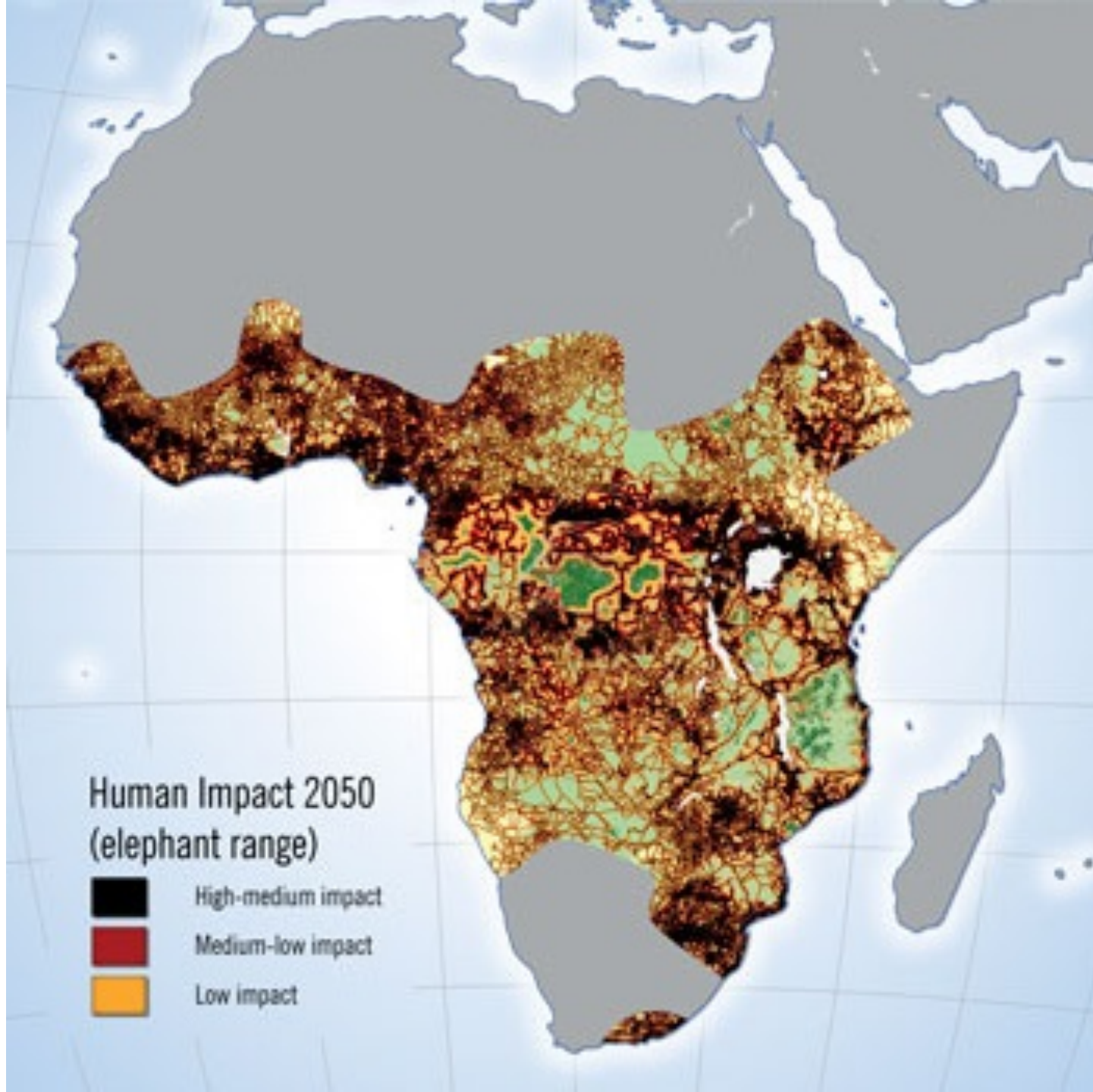
Human
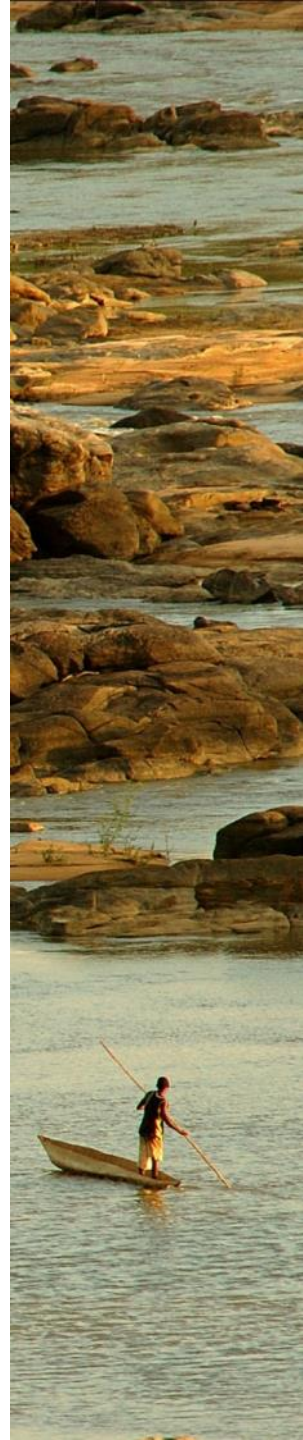Footprint
Value

Lower			The Gradient of Human Influence				Higher
0	1	10	20	30	40	60	80	100

Human Impact 2050
(elephant range)

- ⬛ High-medium impact
- 🟥 Medium-low impact
- 🟧 Low impact

Niassa National Reserve

- 42,300km^2 - ~2,000 elephants, 800-1,000 lion, 450 wild dog

- Significant short-term threats: poaching, mining, logging, poisoning, revenge killing, snaring

- Long-term threats – unmanaged natural resource extraction and land conversion / encroachment

- Poor governance and corruption – land management systems key to addressing threats

- The value of NNR wilderness and ecosystem to local and regional economy will only increase in the future

- Variable political support across Mozambican institutions e.g. road to Tanzania
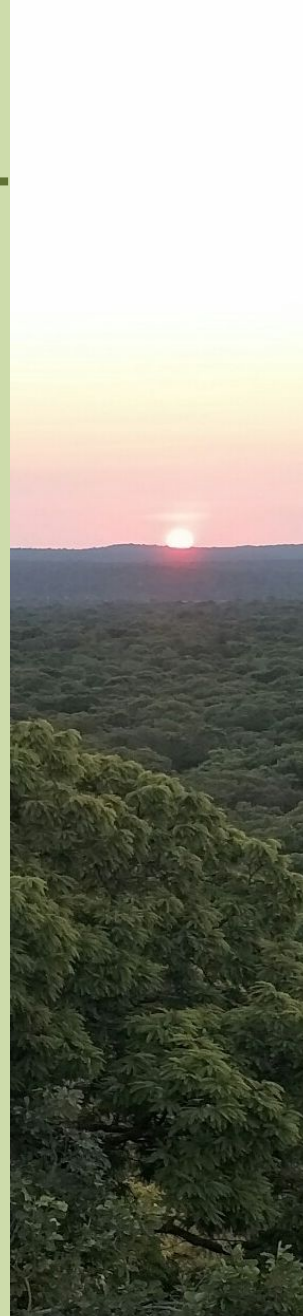
Historical governance of NNR

- NNR under delegated management 2002-12

- GoMZ decision to take back responsibility

- WCS interest – size, wilderness, threats, potential for long-term engagement

- DNAC and WCS started co-management Oct12

- ANAC capacitated in late 2014

- WCS and ANAC on cusp of signing new 10yr management agreement

- Concessionaires with long-term leases for:

  - Hunting

  - Conservation / contemplative
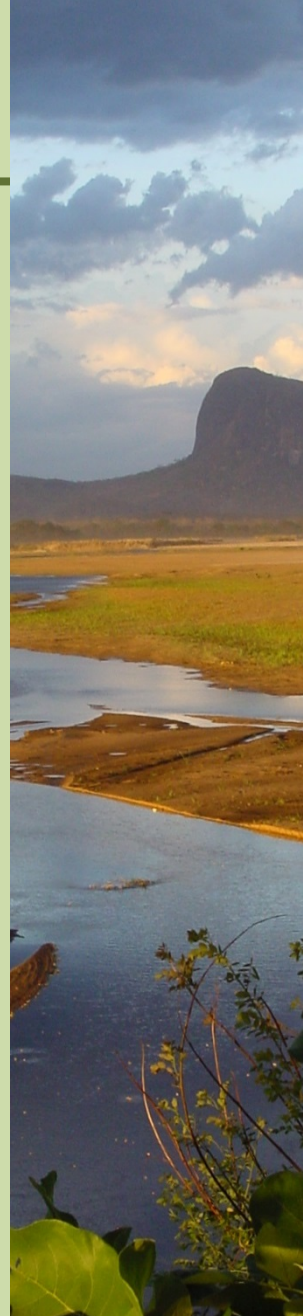
Governance structure

- Initial 3yr agreement Oct 2012, extended

  - Oversight committee – ANAC DG + WCS CD

- New agreement: Integrated → Delegated

  - 25 years, to implement agreed GMP

  - Management Council – ANAC, WCS, Operators, Provincial govt (oversee GMP implementation) – in line with Conservation Law

  - Management Committee – ANAC & WCS national and NNR staff (oversee agreement)

  - (Enlarged) Management Group – NNR staff and local stakeholders
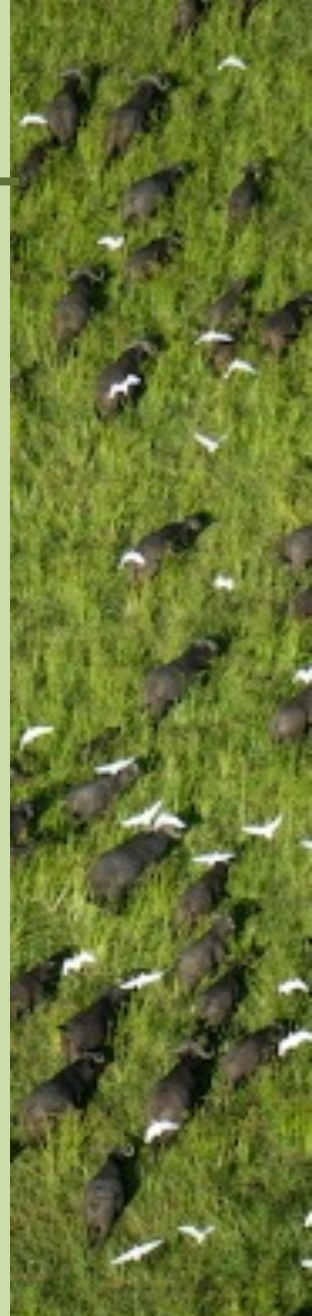
Governance/Management structure

NNR Management Council

Provinces, Districts, Operators, NGOs, etc.

NNR Management Committee

ANAC 2x representatives

WCS 2x representatives

Invited observers

NNR Administration

Warden

Program Director

Departmental staff

Enlarged Steering Committee

Local Government Representatives

Concession Operator Representatives

Community Representatives

Day-to-day management of management units

NNR Administration

Vacant units

Concession Operators

Concessioned management units

Community Institutions

Community management units

Policy framework

- Strategic Plan for the National Administration of Conservation Areas 2015 - 2024

  - Management models:

    - Management by the State

    - Management through Public - Private Partnership (PPP) [Niassa NR mentioned]

    - Management by Private Sector and NGOs [Niassa NR mentioned]

    - Community Management

Management structure

- Management Team – ANAC Warden with overall PAM legal mandate (currently funded by WCS)

- WCS Program Director – oversight of WCS funds, program implementation, and planning

- Shared implementation – WCS ~85% of budget, ~85% of staff (~200 staff total)

- Integrated tasking of staff – reporting by organization

- Civil service salary structure, except senior staff

- Restructuring in line with Ministerial Diploma
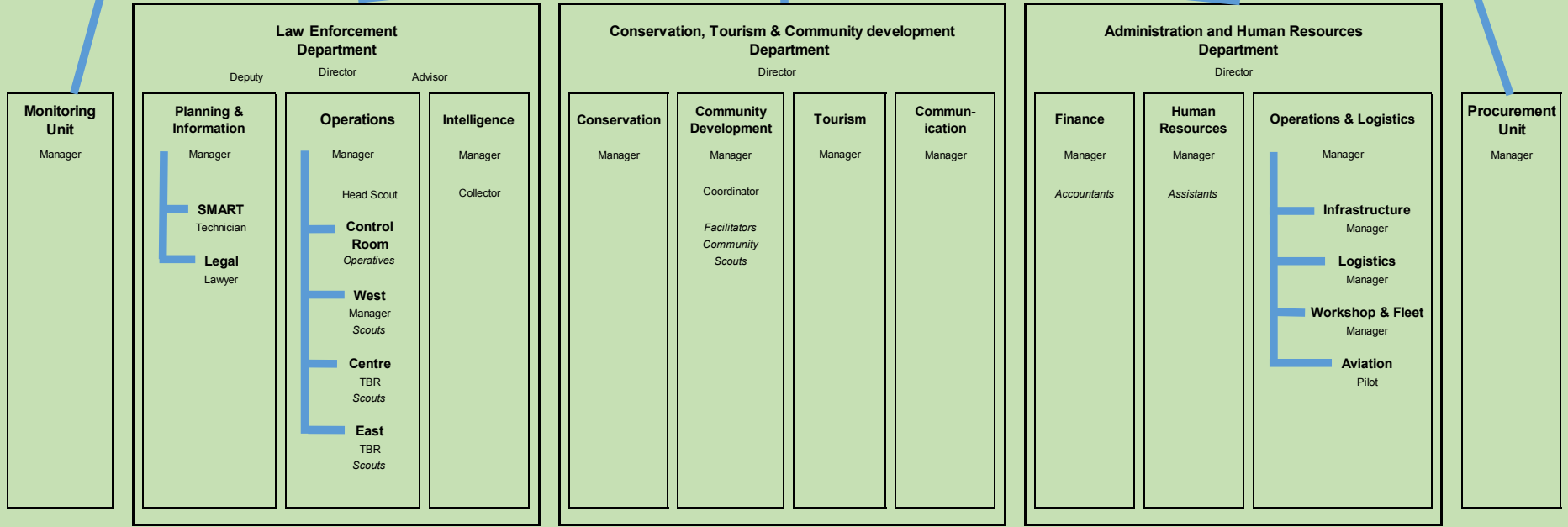
Management structure

Management Council
Provinces, Districts, Operators, NGOs, etc.

Management Committee
ANAC 2x Representatives
WCS 2x Representatives

Reserve Administration

Management Team

Warden

Program Director

Monitoring Unit
Manager

Law Enforcement Department
Deputy   Director   Advisor

Planning & Information
Manager

SMART
Technician

Legal
Lawyer

Operations
Manager

Head Scout

Control Room
Operatives

West
Manager
Scouts

Centre
TBR
Scouts

East
TBR
Scouts

Intelligence
Manager

Collector

Conservation, Tourism & Community development Department
Director

Conservation
Manager

Community Development
Manager

Coordinator

*Facilitators
Community
Scouts*

Tourism
Manager

Commun-ication
Manager

Administration and Human Resources Department
Director

Finance
Manager

Accountants

Human Resources
Manager

Assistants

Operations & Logistics
Manager

Infrastructure
Manager

Logistics
Manager

Workshop & Fleet
Manager

Aviation
Pilot

Procurement Unit
Manager

Agreement Structure

- Article 1: Objectives

- Article 2: Principles of Coordinated Management

- Article 3: Responsibilities of the Parties

- Article 4: NNR Governance and Management Structure

- Article 5: Reserve Staffing and Human Resource Management

- Article 6: Co-financing

- Article 7: Law Enforcement Management

- Article 8: Financial and Administrative Mechanisms

- Article 9: Equipment

- Article 10: NNR General Management Plan

- Article 11: Transfer of Management

Agreement Structure

- Article 12: Concessions

- Article 13: Other activities, projects and agreements

- Article 14: Confidentiality and Intellectual Property

- Article 15: Governing Law and Dispute Resolution

- Article 16: Indemnity

- Article 17: Amendments

- Article 18: Notifications

- Article 19: Miscellaneous

- Article 20: Termination
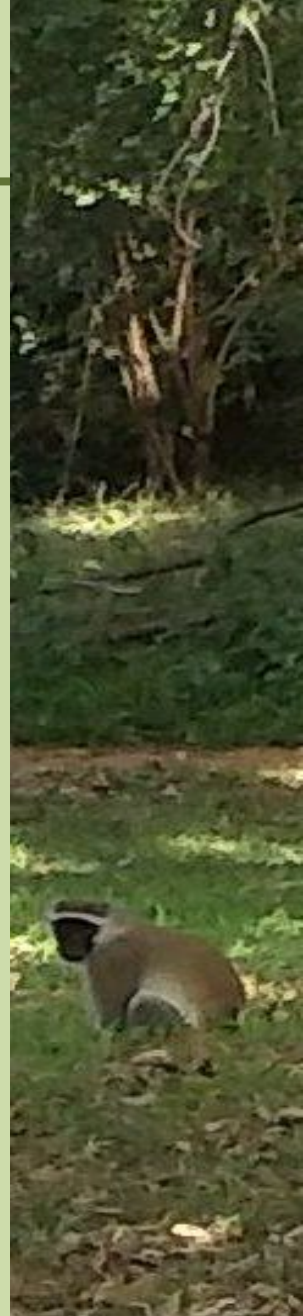
- Article 21: Entry into Force and Validity

Agreement Annexes

- Annex 1 - Niassa Reserve Supervisory Committee: Composition, Roles and Responsibilities

- Annex 2 - NNR Management Committee: Composition, Roles and Responsibilities

- Annex 3 - NNR Management Team: Composition, Roles and Responsibilities

Law enforcement

- Mandate flows through the ANAC warden – appointed by Minister*

- Head of Law Enforcement contracted by WCS and seconded to ANAC – LE responsibility managed by the Warden but performance managed by both ANAC and WCS

- WCS provides LE Advisor(s)

- Issues about licenses for carrying arms

- Currently ≈85 of ≈100 scouts on WCS contracts

- Expected that LE function will move completely to ANAC in time

Community work

- Joint ANAC-WCS team – current focus on outreach, revenue distribution, HWC mitigation

- Current primary focus on reducing human-wildlife conflict

- Starting alternative livelihoods

- With GMP – Separation of Community Blocks

  - Community Development Zones

  - Sustainable Use Zones
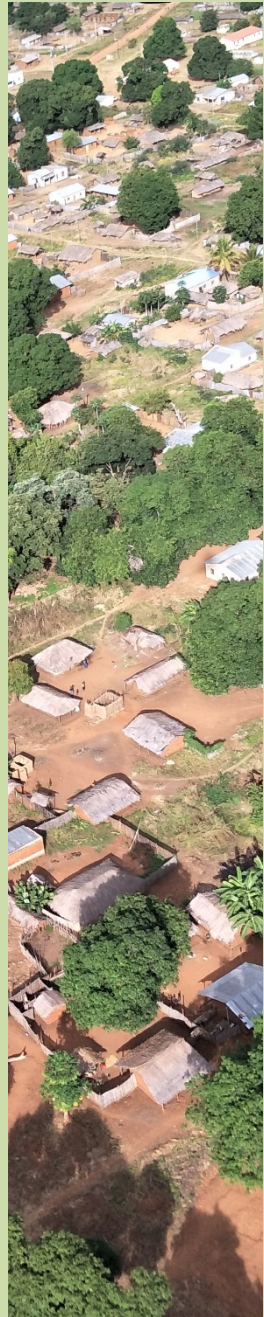
Other PAM roles

- Concession management and coordination – WCS hired Business Development Advisor

- Workshop, logistics, maintenance, infrastructure – WCS hired

- Local government liaison and alignment – led by Warden, supported by WCS

- Aerial support – WCS program (own aircraft)

- Monitoring – WCS and partners

- Finance, admin and human resources – staff hired by WCS

Financing and financial management

- USAID ~60% core support through WCS

- AFD and GEF funding starting – to the partnership

- WCS brings further core support and targeted LE support

- 64% of concession fees remain behind locally as ANAC funds – slow to disperse

- Some other govt. salary support

- Harmonising management of funds to enable joint reporting
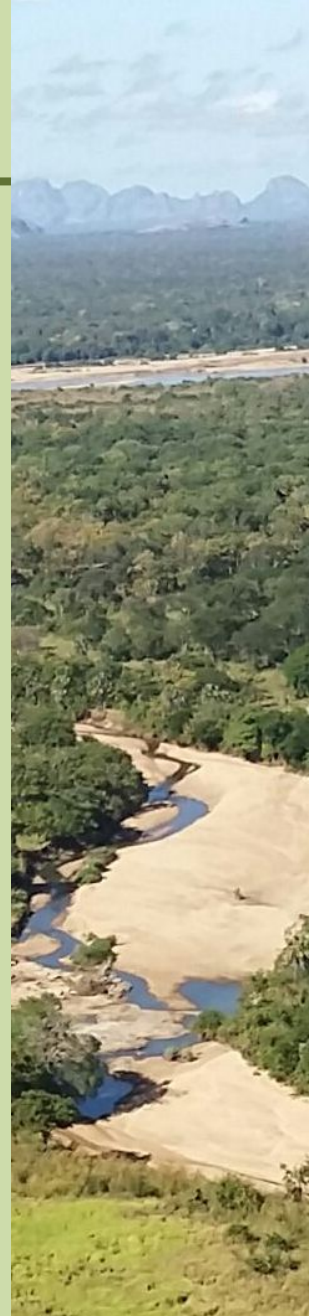
Concession Management

- Concessions predate ANAC and WCS co-management

- Concession agreements variable but not all details known to WCS

- Engagement and performance is variable

- Much disagreement between them – cannot select single representative

Concession Management

- Reserve Management Responsibilities

▪ Implementation of policy, legislation and regulations ▪ Formulation and overall responsibility of GMP implementation ▪ Joint planning and coordination with concession partners ▪ Promotion of conservation concession development and expansion ▪ Promotion of appropriate nature-based business development and marketing ▪ Liaison and coordination with provincial and district authorities ▪ Liaison and coordination with government enforcement agencies (police, border control etc.)	▪ Coordination and development of transboundary initiatives with Tanzania ▪ Advanced law enforcement support (highly trained rapid reaction teams) ▪ Intelligence gathering, analysis and use ▪ Maintenance and management of Reserve wide communication systems and protocols ▪ Judicial engagement, awareness and training ▪ Monitoring, including protocols, central database for analysis and dissemination, and aerial censuses ▪ Oversight and prioritisation of research activities

Concession Management

- Concession Holder Responsibilities

■ Day-to-day anti-poaching and law enforcement operations through recruitment, training and deployment of scouts ■ Wildlife and law enforcement monitoring following Reserve level protocols ■ Implementation of localised community programme ad partnerships ■ Necessary infrastructure development and maintenance – roads, airstrips, outposts etc.	■ Provision and use of adequate vehicles, equipment and other assets for conservation activities ■ Development and marketing of consumptive and non-consumptive tourism (as permitted) and other nature-based enterprise ■ Liaison and coordination with the Reserve management authority over operational plans and activities

Benefits and risks

- ANAC benefits:
  - WCS brings financial & technical capacity
  - International exposure & recognition
  - Shared responsibility & reputational risk
- ANAC risks:
  - WCS does not deliver as expected
  - Over-zealous law enforcement
  - Perceived loss of control of sovereign CA
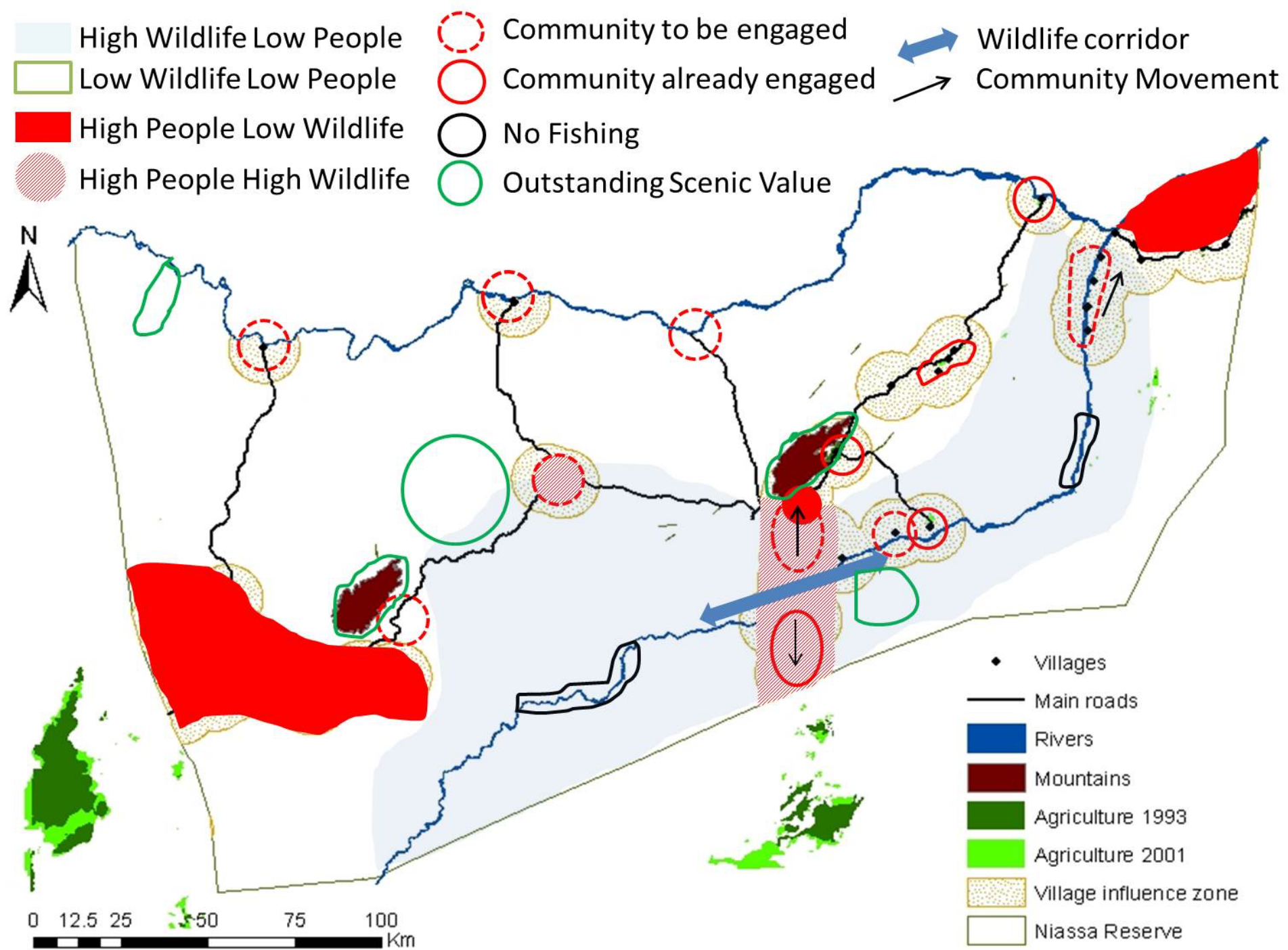
Benefits and risks

- WCS benefits:
    - NNR aligns with WCS vision & strategy
    - Co-management brings legitimacy & long-term exit strategy
    - Shared responsibility & reputational risk
- WCS risks:
    - ANAC does not deliver good LE
    - Political interference through ANAC
    - Reputational risk if the partnership is unable to improve conservation outcomes

Legend:

- High Wildlife Low People
- Low Wildlife Low People
- High People Low Wildlife
- High People High Wildlife
- Community to be engaged
- Community already engaged
- No Fishing
- Outstanding Scenic Value
- Wildlife corridor
- Community Movement

- Villages
- Main roads
- Rivers
- Mountains
- Agriculture 1993
- Agriculture 2001
- Village influence zone
- Niassa Reserve

N

0 12.5 25 50 75 100 Km

Lessons learned

- Strong management agreement that clearly articulates roles & responsibilities required

- More emphasis on governance structures & management systems, including community representatives

- Must first build foundations – infrastructure, staffing, equipment, systems

- Develop structure & plans to guide implementation & measure progress

- Good communication to inform stakeholders to manage expectations