





PUBLIC-PRIVATE PARTNERSHIPS IN THE MANAGEMENT OF CENTRAL AFRICA PROTECTED AREAS

Lessons learned and perspectives

*Paul SCHOLTE, David BRUGIERE
and Jean-Pierre AGNANGOYE*



Wildlife populations in protected areas have long remained relatively stable in Central Africa (Scholte, 2011). This situation is rapidly changing, and Central Africa is now confronted with declining and even collapsing wildlife populations. Since the 1980s, most of the dry savanna protected areas have lost 80% of their antelope populations, with declines in the sub-humid savanna protected areas occurring since the 1990s (Plumptre *et al.*, 2007; Scholte, 2013). Lions have gone extinct in over 60% of protected areas in West and Central Africa over the last forty years (Brugière *et al.*, 2016). Long-term surveys of forest wildlife show more recent rapid declines: for example, forest elephant populations that have dropped by 60% between 2002 and 2011, including in protected areas (Maisels *et al.*, 2013). Amongst several underlying drivers or root causes of these changes, we earlier identified: 1) poor incentives, including wildlife laws, regulations, conflicts and corruption, which limit investing in wildlife conservation, and 2) chronic underfunding, most Central African protected areas running on an estimated 10% of the necessary funds (Balmford *et al.*, 2003; Norton-Griffiths, 2007; Scholte, 2011; Scholte *et al.*, 2018).

Partnerships with private organizations have been suggested to be a means to address the root causes, i.e., “poor incentives” and “underfunding”, as not-for-profit organizations generally are distinguished by their technical expertise and credibility in the eyes of international funding agencies compared to often highly centralized bureaucratic governmental organizations (Hatchwell, 2014; Saporiti, 2006; Baghai *et al.*, 2018; Scholte *et al.*, 2018). Since the early 2000s, protected area authorities in some 12 countries in sub-Saharan Africa have delegated park management to international non-governmental private partners. While Malawi and Zambia led the way in Southern Africa to adopt such partnerships, Central African countries hesitated to embrace delegated management to help restore their parks. Delegated management has long been perceived as “allowing foreigners to take over our national parks”. Doubts about its feasibility and desirability continues to reign amongst protected areas authorities in Central African countries, such as Cameroon and Gabon.

In 2005, the Democratic Republic of the Congo (DRC) took the lead in Central Africa, contracting African Parks Network (APN) for the management of Garamba National Park and Virunga Foundation for the management of Virunga National Park. Since 2010, the DRC has been joined by an increasing number of Central African countries, such as Chad, Rwanda, Congo and Central African

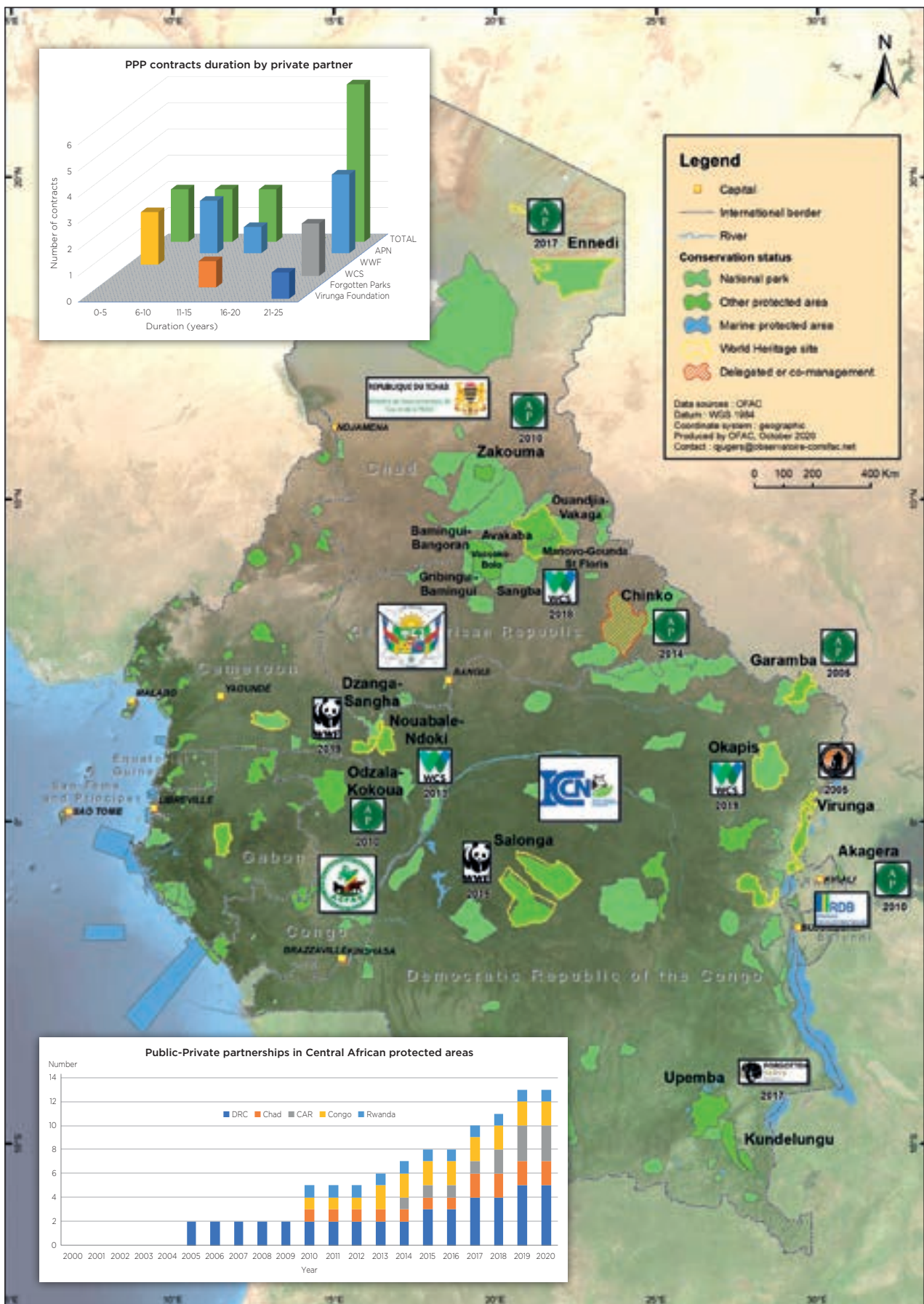
Republic (CAR), which have initiated Public-Private Partnerships (PPP) (Figure 1). As of July 2020, 13 partnerships have been contracted (the 14th at Nyungwe National Park in Rwanda is imminent), managing a total area of c. 205,000 km², the size of Senegal. The presently concluded contracts will allow, pending further studies and developments, this area to increase to c. 306,000 km².

A decade after their start, reviews of PPP experiences have started to appear, with Southern African countries taking the lead (Nyirenda & Nkhata, 2013). However, our understanding of the efficiency of such partnerships and of how law enforcement, normally an exclusive governmental responsibility, needs to be handled, remains poor (Hatchwell, 2014).

In Central Africa, DRC has been particularly active in discussing the experiences it developed during the first years of delegated management. These discussions figured prominently at the annually held CoCo-Congo (Community Conservation Congo) conference in 2013–2015, where the *Institut Congolais pour la Conservation de la Nature* (ICCN), the protected areas authority, met up with its partners to discuss ongoing topics.

In 2014, regional discussions were initiated by the Network of Central African Protected Areas (RAPAC) in Douala, Cameroon. The Central African Forests Commission (COMIFAC) joined to organize exchanges at a subregional level in Central Africa,

Figure 1 - Public-private partnerships in the management of Central Africa protected areas



aiming at learning from delegated management experiences, with a training on PPP and protected areas. In November 2016, alongside the 16th meeting of the Congo Basin Forest Partnership (CBFP) held in Kigali (Rwanda), RAPAC brought various stakeholders of the subregion together to share views on delegated management of protected areas. In October 2017, actors involved in the management of Deng Deng National Park (created as an offset of a hydroelectric scheme), in close collaboration with the hydroelectric company, organized a national meeting to keep Cameroonian authorities informed about experiences with delegated management.

In December 2017, the Sub-working group on protected areas and wildlife (SGAPFS) of COMIFAC took the initiative to develop “Best practices for the management of protected areas through public-private partnerships in Central Africa”. This process incorporated two workshops (December 2017 in Libreville, and April 2018 in Douala) resulting in guidelines that were further developed, published and adopted by COMIFAC’s Board of Ministers in July 2019 (COMIFAC, 2018).

Alongside these initiatives, we collected details on Central African protected areas partnerships, compiled external evaluations from the partnerships and tried to draw further lessons. This allowed a first comparison with protected areas partnerships elsewhere in Africa, highlighting regional differences and possible solutions (Scholte *et al.*, 2018).

The present chapter builds on these PPP review initiatives, presents new data on partnership contracts, and provides subsequent insights that may assist the further development of these partnerships.

It thereby provides an overview of partnership experiences and allows to draw lessons from this form of management as it applies to the specific ecological and socio-economic context of Central Africa. This should lead to a deeper understanding of delegated management and allow governmental bodies to be in a better position to take informed decisions on possible delegated management of one or more of its protected areas. And, should they do so, prepare themselves accordingly.

We start off reviewing the differences between management and governance (section 1). Our focus subsequently turns to defining the different possible types of management. We provide, in the form of a map, charts and tables, an overview of the 13 management agreements thus far contracted, and emphasize the sensitive issues of how law enforcement has been undertaken under such partnerships as well as how funding is being dealt with (section 2). In the following section (3), we provide an analysis of experiences with delegated management by using evaluations of these partnership contracts and the SWOT method (Strengths, Weaknesses, Opportunities and Threats) from the point of view of (governmental) experts and delegated management specialists with different backgrounds and affiliations. In the last section (4), we explore improved practices and models in which the COMIFAC guide on best-practices plays a central role. In addition, other PPP initiatives are discussed, especially in outsourcing tourism operations in national parks. We end this chapter with a number of conclusions and recommendations for the further development of PPPs.



1. Management types of protected areas

1.1 Sovereignty, ownership, governance and management

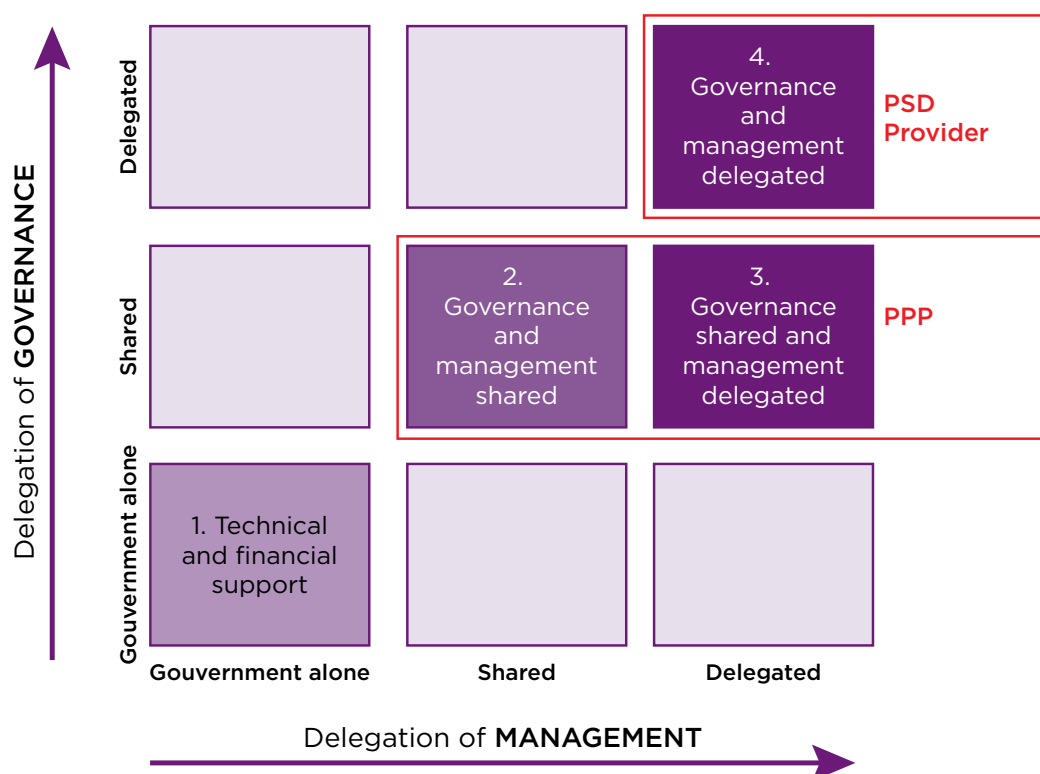
We concentrate in this chapter on partnerships that delegate operational management of a protected areas to a private partner, and generally share governance between the public and private partners. Before discussing these differences, it is important to keep in mind the overarching dimensions of sovereignty and ownership which concern all protected areas. Each country is sovereign in its legislation that all, including management and governance bodies, have to comply with, be it under private or state management, governance or ownership. Ownership of all protected areas in Central Africa lies, to the best of our knowledge, with the State. The State may be

represented by the ministry in charge of wildlife or a dissolved body such as an “agency” or “office” in charge of protected areas.

In Chapter 2, the governance of protected areas in Central Africa was presented, and we refer back to it for specific details. For our discussion about PPP management modes, we refer to the framework provided in Figure 2. There are three variations of governance and management arrangements, namely:

1. Strategic governance and operational management are shared between the public partner and the private partner;
2. Strategic governance is shared between the public partner and the private partner and operational management is delegated to the private partner. This is the main partnership mode considered in this chapter;
3. Strategic governance and operational management are delegated to the private partner.

Figure 2 - Modes of strategic governance and operational management



Source: adapted from Baghai (2016).
PPP: Public-Private Partnership; PSD: Public Services Delegation

1.2 Management modes of Central African protected areas

The following four management modes have been identified in Central African protected areas (COMIFAC, 2018):

a. Public management by a department of the ministry responsible for biodiversity conservation and protected areas management. This is the mode that historically prevailed in all Central African countries, and which remains in place in Burundi, Cameroon, CAR and Sao Tome and Principe;

b. Management by an agency, a specialized technical body of the supervising ministry with a certain degree of administrative and financial autonomy. Historically, DRC was the first country in Central Africa to adopt this type of institution with the establishment in 1975 of what is now named ICCN. Rwanda followed, and more recently Gabon, Congo and Equatorial Guinea have set up national agencies;

c. Community management, a rare mode of management in Central Africa from a formal standpoint, limited to a few isolated cases, such as the Tayna Nature Reserve (DRC) and the Lac Tele Community Reserve (Congo);

d. Public-private partnership management, which began developing in 2005 in DRC, followed by Congo, Rwanda, Chad, and most recently CAR (Figure 1).

All Central African protected areas are under public governance, community or shared. The absence of protected areas under private governance is striking considering that this category is widespread and even growing in Southern and Eastern Africa (Bond *et al.*, 2004). This is largely linked to the nature of the land tenure: in Spanish (Equatorial Guinea) and French-speaking Central African countries, private land ownership rights are very restrictive. Unlike several countries in English-speaking areas (South Africa, Namibia, Kenya), there are no large private properties which have been converted, all or in part, into a protected area by their owners.

It should be noted that several management modes may be found within the same country and in the same protected area category. The exception is the combination of the “public management” and “management by an agency” modes as they are mutually exclusive

within the same protected area category. In Rwanda, for example, the management of national parks is the responsibility of the Rwanda Development Board (RDB). RDB directly manages Volcanoes National Park under the “management by an agency” mode, however, it subcontracts the management of Akagera National Park to African Parks Network under the “PPP management” mode. Meanwhile the management of wetlands, including a Ramsar site (Rugezi Marsh), is supervised by the Rwanda Environmental Management Authority (REMA) under the “management by an agency” mode. In Gabon, the *Agence Nationale de Préservation de la Nature* (ANPN) manages the national parks under the “management by an agency” mode while the *Direction de la Faune et des Aires Protégées* (DFAP) under the Ministry of Water and Forests oversees other types of protected areas managed under a “public management” mode.

Central African protected areas have a long history of “project” style technical assistance, traditionally in combination with the “public management” mode. Nonetheless, the three other management modes also have received assistance from projects, which sometimes makes it difficult to distinguish the difference between management modes, especially the “PPP management” mode.

1.3 Public-private partnership management mode

Public-private partnerships constitute an ordering and procurement mechanism. They differ from conventional practices in terms of the planning and execution of works and provision of public services due to the strong involvement of various institutions or organizations from the private sector (in the broad sense including private companies, foundations, NGOs, etc.). This involvement occurs through the whole or partial delegation of the responsibility of the government as contracting authority to a private entity, which may take place in various ways (see Figure 2).

In general, one speaks of PPP when the public and private sectors collaborate under a contract to carry out infrastructure projects such as roads, railways, hospitals, schools, etc. (SETYM International, 2012). These projects are subject to the signing of long-term

contracts between a public authority and a private sector company. One of the distinguishing features of this management mode is the transfer to the private partner of certain risks associated with the project, in particular its design, construction, management and operation and maintenance. The private partner

commits, in terms of outputs and performance, to carry out the project in question. Furthermore, the private partner seeks to obtain the required funding. In return, the public partner agrees to pay a remuneration to the private partner. This remuneration must reflect the performance of the services effectively rendered.

Long-term technical assistance and public-private partnership: what is the difference?

A large number of Central African protected areas receive support from technical and financial partners in the form of projects. A “project” is a kind of financial assistance that is defined in time and space and targets specific actions laid out in a “project document”. These projects generally are implemented by technical partners – Non Governmental Organizations (NGOs) or consulting firms – which deploy a team of technical assistants who provide support to the government employees managing the protected area.

While the duration of the projects is generally relatively short (3-4 years), the technical partners nonetheless can manage to secure a series of funding which enables them to provide long-term technical and financial support. For example, two NGOs, the World Wide Fund for Nature (WWF) and the Wildlife Conservation Society (WCS) respectively have provided uninterrupted support to the protected areas of Dzanga-Sangha (CAR) and Nouabale-Ndoki (Congo) since the areas were established (in 1990 and 1993, respectively). These two NGOs recently negotiated to change their support from the project form to a PPP arrangement, and contracts were signed to this end in 2013 (WCS) and 2019 (WWF).

What difference does this make compared to long-term technical assistance? First, the contract establishes official governance and operational management entities in the protected areas that did not necessarily exist previously. Through the contract, the State then formally delegates part of its prerogatives to the private partner. This mainly concerns two domains: i) management of protected area staff (including government employees), which passes under the direct authority of a director representing the private partner; and ii) securing long-term funding, which becomes the sole responsibility of the private partner. The last point is crucial: given the inefficiencies of Central African States in terms of financial governance, it is expected that the credibility of the private partner will lead to substantial private and public funding and that this partner will ensure efficient and transparent management.

It should be acknowledged that in the case of long-term technical assistance, the private partner already de facto provides and manages most of a protected areas’ funding, and also sets up forms of shared governance of the protected area through one or several project steering committees, for example. In this case, the real novelty is above all the transfer of the responsibility of the protected area’s entire staff to the private partner.

In general, three key elements constitute a PPP:

- There is a contractual document between the public and private partners that clearly defines the roles, responsibilities and commitments of the two parties;
- The public partner delegates to the private partner all or part of its prerogatives, in particular the management of the protected area’s staff (including government employees);
- The private partner provides or raises funding and manages the funds necessary for the operational management of the protected area (investment and operations).

The efficiency of this type of partnership has been the main reason for the model's application to protected areas which have been underfunded and deprived of investments for a long time. However, the PPPs currently in place in Central Africa are all not-for-profit. Any revenue from the partnership is first invested in the protected area before being used to potentially provide support to communities on the outskirts of the protected area or the public partner (case of DRC).

This management mode requires more in-depth preparation and planning than conventional management modes, and the appropriate management of the procurement stage. This approach makes it possible to stimulate competition between candidates. However, the use of competitive procedures is not yet common in PPPs applied to Central African protected areas. Indeed, all PPPs currently in place were concluded through single source negotiation processes and not calls for tenders.

Examples include the case of APN for Akagera National Park in Rwanda, Zakouma National Park in Chad, Chinko Nature Reserve in CAR, Garamba National Park in DRC, and Odzala National Park in Congo (Figure 1). At present, two contracts are being prepared following a call for tenders, Nyungwe National Park (in Rwanda) with APN and Conk-

ouati-Douli National Park (in Congo) with *Noé* (a French NGO registered in Congo). Unfortunately, their contract negotiations were delayed due to the Covid-19 pandemic.

1.4 Public-private partnership, delegated management or co-management?

Studies focussing on public-private partnerships for the management of protected areas often seek to establish a typology based on different criteria (governance arrangements, operational management, financing, etc.). The terms “delegated management” and “co-management” thus appear often to distinguish the degree of collaboration between the two partners. Co-management is supposed to represent a model where responsibility is more balanced between the two partners. In practice, it has proven difficult to make a distinction between these two models.

Baghai *et al.* (2018) note that in the delegated management model, the governance structure is characterized by a majority of members appointed by the private partner. The latter also appoints the senior officials of the operational management entity and has full responsibility for the operational management of the protected area. In the



co-management model, the sharing of authority is more balanced and the State retains its sovereign missions: anti-poaching operations are directed by the public authority which has the power to hire and dismiss its agents, while the partner can do the same with its own contract staff.

On the basis of these two definitions, the aforementioned authors consider that the protected areas of Virunga and Salonga in DRC, and Dzanga-Sangha in CAR, fall under co-management, while the protected areas of Akagera and Nyungwe (Rwanda), Garamba (DRC), Chinko (CAR), Zakouma (Chad), Nouabale-Ndoki and Odzala-Kokoua (Congo) fall under delegated management. Yet when the partnership agreements are examined in detail, this categorization no longer appears clear. While it is true that in Salonga and Virunga those responsible for combatting poaching are appointed by the public authority, this is also the case in Garamba (under delegated management), but is not the case in Dzanga-Sangha (nonetheless also under co-management), Akagera or Nyungwe. In terms of the composition of governance entities, the criterion of having the majority of representatives appointed by the private partner for delegated management mode appears to be verified overall; however, this is also the case for Dzanga-Sangha, which is nevertheless under co-management.

Overall, in the co-management model, the public partner is more present and the key positions of operational management fall within the public authority's domain, in particular police operations, for which it is responsible under the law. In fact, there is a gradient between co-management and delegated management regarding the transfer of responsibility from the public partner to the private partner which can take several forms. As a result, it is not always easy to assign a protected area to a particular model, as was recognized by Baghai *et al.* (2018).

The “co-management” versus “delegated management” debate is not just a semantic one. In countries where public opinion is very sensitive to the transfer of responsibilities from the public to the private sector, even conditionally, the State will always prefer a co-management agreement regardless of whether in practice all operational management operations of the protected area are carried out by the private partner.

2. Public-private partnership initiatives in Central Africa

2.1 Background

African Parks Network pioneered the implementation of delegated management partnerships in Africa and holds the largest number of contracts with governments of the subregion (6/13 contracts currently and soon 7/14 with Nyungwe) (see Figure 1). This organization has established medium-term partnerships in DRC and Chad, and long-term partnerships in CAR, Rwanda and Congo.

Wildlife Conservation Society is an international NGO that has been engaged in the management of Central African protected areas since the end of the 1980s. In 2013, it started working under a PPP in Nouabale-Ndoki (Congo), a park in which it has been providing technical assistance since 1993. WCS has signed two new contracts: i) in 2018 in CAR (protected areas in the north), where its presence is new; and ii) in 2019 in DRC for the wildlife reserve in Okapis where it has been present for many years.

World Wide Fund for Nature, a conservation NGO, has long dominated the Central African conservation landscape. It recently entered into two PPPs: one relating to Salonga National Park, in DRC (since 2015), and the second relating to the Dzanga-Sangha complex of protected areas (a national park and a special reserve) in CAR, where the organization has operated since the 1980s. WWF is characterized by what is called co-management contracts (Annex 1), with few differences from delegated management but with extremely short contract durations (Figure 1).

Two other organizations are involved in PPP management arrangements. These are: Forgotten Parks in DRC (since 2017) and *Noé* in Conkouati-Douli National Park in Congo (finalization of negotiations underway in 2020).

2.2 Public-private partnerships and law enforcement

Law enforcement is the task of protected area managers that has generally been seen as incompatible with delegated management and has been

considered to be the exclusive responsibility of the State in Central Africa. However, there has increasingly been an effort to bring together the “best of both worlds” by having staff with governmental contracts in the parks’ organigrams. They are thereby allowed to wear arms and verbalize people while being under the management of the private partner. We examined the PPP contracts in our possession to reflect

the diversity of possibilities to organize law enforcement under this model, and presented schematically how the various partnerships have dealt with this issue (see Table 1). Note that this presentation is schematic and reflects our own interpretation. We also added other forms of management, i.e., lease, as applied by trophy hunting enterprises (see also section 4).

Table 1 - Protected areas with delegated, co-management and lease agreements in Central Africa: law enforcement details

Country	Protected Area	Private Agency	Management type	Law enforcement role				Collaboration with armed forces	Notes
				Private partner personnel		State contracted detached			
				Managers	Guards	Managers	Guards		
Cameroon	Hunting zones	Individuals/ companies	Lease	+	++	-	-	+/-	Role of private partner has not been formalized, but tolerated
CAR	Chinko	APN	DM	++	++	-	-		
	North CAR	APN	DM						
Chad	Ennedi	APN	DM						
	Zakouma	APN	DM	+/-	-	+	++	+	Deputy director with state contract
Congo	Nouabalé-Ndoki	WCS	DM	-	-	+	++	+/-	Head of anti-poaching with state contract
	Odzala	APN	DM						
DRC	Garamba	APN	DM	+/-	-	+	++	+/-	Head of anti-poaching with state contract
	Salonga	WWF	Co-m						
	Upemba-Kundelunga	Forgotten Parks	DM	++			++		Park director with state and private partner contract
	Virunga	VF	DM	++	-	++	++	+/-	
Rwanda	Akagera	APN	DM	+/-	--	+	++	+	Head of anti-poaching with state contract

Notes: The contracts that we have not been able to see (Okapi, DRC) are not included.

Abbreviations: APN: African Parks Network; VF: Virunga Foundation; WCS: Wildlife Conservation Society; WWF: World Wide Fund for Nature; DM: Delegated Management; Co-m: Co-management.

++: dominant; +: common; +/-: fair; -: limited; --: none, based on interpretations from the authors. If nothing indicated, no information was available.

2.3. The crucial role of funding in public-private partnerships

Eight (out of 13) of the Central African delegated management contracts (see section 2.1.) presently in implementation explicitly mention financing

on a park with management in their titles (see Appendix 2). In half of the delegated management contracts that have been analysed, raising funds is explicitly expected from the private partner, and its non-fulfilment, generally over two years, could be a reason to dissolve the contract. With exception of



Akagera National Park (Rwanda), all other Central African protected areas depend on international funding for more than 90% of their budgets.

In Table 2, we estimate the relative importance of the different public, private or revenue sources. Where available, we indicate the amounts of protected area management funding based on the major funding sources (see unpublished references in Appendix 2). The mean funding of parks that are the subject of “mature” partnerships is US\$640/km², or US\$800/km² if the two extremes (Odzala and Akagera) are not included. This is lower than the US\$1,200/km² reported as the mean funding of African parks under delegated management (Baghai *et al.*, 2018). APN’s 2016 annual report, comparable with the figures presented, suggests an overall mean of US\$520/km² (60,000 km² divided by the funding available of US\$31.2 million), an amount that declined to US\$439/km² in 2018 due to the inclusion of the vast Ennedi landscape (105,000 km² divided by funding of US\$46.1 million).

These figures are an order of magnitude of the budgets available to state-managed protected areas. These state budgets are often drawn from different sources and composed of investments, personnel costs and operation costs, each through different budget and ministerial lines. Investments for example pass through the ministry of public works, personnel costs through the ministry of public services and operational budget through the ministry in charge of protected areas. Only the latter is directly available to the protected area managers. The few data available to us suggest that the budgets are generally less than US\$50/km². In the case of project-supported state managed protected areas, operational budgets may of course be higher. The available funding for parks in partnerships under development, only US\$90/km², reflects the ambitious size of the parks (15,000–40,000 km²) and highlights the need to develop fundraising mechanisms.

Table 2 - Estimated funding to protected areas with delegated and co- management arrangements in Central Africa and their sources

Country	Protected Area	Area (km ²)	Public sources (1, 3)				Private sources (1, 3)
			EU Mio €	GER Mio €	US Mio US\$	Nat. Mio US\$	Conservation partner network
Delegated Management under development							
CAR	Chinko	15,027	++ 1	-	++	--	-
CAR	North-East (4)	40,724	++ 1.4	--		--	
Chad	Ennedi	24,412	++ 1	--	--	--	+
DRC	Salonga	33,618	++ 3.5	-		-	+
DRC	Upemba-Kundelungu	24,600	+ 0.6	+			
Total		138,381					
Well-established Delegated Management							
CAR	Dzangha-Sangha	1,220 + 3,159	--	+ 1	+ 0.5	+/-	++
Chad	Zakouma	3,100	++ 2	--	-	+ (military)	-
Congo	Nouabale-Ndoki	4,230	--	+ 0.8	+ 0.5	-	+
	Odzala	14,330	++ 1.2	--	++ 1.2	-	+
DRC	Garamba (5)	5,133	++ 4.1	--	+ +	-	-
	Virunga	7,880	++ 3.1	--	+ 0.5	-	-
Rwanda	Akagera	1,122	--	--	--	+ 0.25	-
Total		40,272					
Total without Odzala		25,942					
Total without Odzala and fenced Akagera		24,820					

APN: African Park Network; EU: European Union public funds; GER: German public funds (through KfW); Nat.: National public funds; VF: Virunga Foundation; US: United States public funds (esp. US Fish and Wildlife Service); WCS: Wildlife Conservation Society; WWF: World Wide Fund for nature. CAR: Central African Republic; DRC: Democratic Republic of the Congo

++: dominant; +: important; +/-: medium; -: limited; --: none.

Where available, amounts of funding have been added as illustration. Budgets are therefore tentative and minimum values only.

Mio: Million

Private sources (1, 3)	Park revenues (2, 3)	Investment prior to contractualisation	Budget per park (Mio \$)	Budget (\$/km ²)
Others, foundation and lotteries Mio US\$				
+?	--		4.0	266
	+ hunting zones		1.7	42
+	--		1.2	49
	-		4.8	143
			1.0	41
			12.7	92
+	+	Trustfund with 54 Mio € (esp.GER)	2.4	548
+	+/-	Continued EU funding > 30 years	2.4	774
+	-	Trustfund with 54 Mio € (esp. GER)	3.7	879
1.8				
+	+		3.0?	209?
+	+		5.4	1052
+	+		6.0	761
+	++ 2.0 Mio \$	National public investment in electric fence (2.8 Mio \$)	2.8	2496
			25,7	638
			22,7	875
			19,9	802

1. Sources: Amounts committed, recalculated to annual based on funding cycle of generally 5 years: EU: Action Plans 11th European Development Fund (2018-2022), Chad, DRC, Regional; US: US Fish and Wildlife Service, call for proposals 2018, see unpublished references for details.

2. Akagera: net income in 2019 (APN annual report, 2019).

3. € / \$ = 1.2

4. The area corresponds to those zones considered as priority in the CAR-WCS contract, excluding several of the surrounding hunting zones formally included

5. The amounts mentioned here only concern Garamba National Park (5,133 km²), although part of the budget is also used for the management of the 3 surrounding hunting zones (9,663 km²).

3. Are public-private partnerships the panacea for Central African protected areas?

3.1 Strengths, weaknesses, opportunities and threats of PPP in Central Africa

After reviewing independent evaluation reports of ongoing experiences in Central Africa (Brugière, 2016; Lauginie, 2017) and the conclusions of the sub-regional workshop to capitalize on lessons learned that was organized by COMIFAC and RAPAC on 4-6 December 2017 in Libreville (Gabon), the main Strengths and Weaknesses, Opportunities and Threats (SWOT) of PPPs were identified (Table 3).

3.2 Public-private partnerships in Central Africa: lessons learned concerning the critical conditions for success

The first PPPs developed in Central Africa have now been in existence for some 15 years (see Figure 1). Some, notably those funded by technical and financial partners, in particular the European Union, have undergone formal independent evaluations. This is notably the case for Odzala-Kokoua National Park in 2016 (Brugière, 2016) and Zakouma National Park in 2017 (Lauginie, 2017; Table 4). These evalua-

tions aimed to measure the results achieved and the fulfilment of commitments included in the contractual agreement signed by the two participating parties. These assessment exercises, combined with workshops and working meetings dedicated to PPPs over the past few years, have made it possible to better understand the operating difficulties encountered by certain PPPs in Central Africa. They also make it possible to identify the conditions critical for the success of a public-private partnership. In sum, it appears that there are four key conditions, explained in detail below, which must be combined for a PPP to function correctly. These conditions facilitate the achievement of expected results, both operationally (protection of biodiversity) and in terms of the governance and effective management of a protected area.

3.2.1 Clarity of the partnership agreement

Due to a lack of experience, the first partnership agreements drawn up between States and private partners in Central Africa left room for a certain margin of interpretation, especially in terms of the two parties' commitments. One point in particular has generated many problems: staff recruitment. When the management of a protected area is delegated to a private partner, the latter generally finds a team already in place; they are government employees (civil servants or contract workers) or sometimes project contract workers. The



Table 3 – Analysis of the Strengths, Weaknesses, Opportunities and Threats of PPPs in Central Africa

Strengths	Weaknesses
<ol style="list-style-type: none"> 1. Partners make mutual long-term commitments to the benefit of the protected areas concerned; also improved governance. 2. Increased professionalism in operational management (improved management of funds and equipment; transparency and accountability in their use) and staff management, and increased effectiveness of the management of protected areas. 3. Provision and securing of new long-term funding for operations, necessary investments, maintenance of infrastructure and equipment. 4. Protected areas continue to operate, securing jobs, improvement in the working and living conditions of staff. 5. Significant contributions to community development (in financial terms). 6. Independence and neutrality of the private partner to deal with threats on the protected area. 7. Strengthening conservation status, boosting the image and better promotion of protected areas (tourism and ecosystem services). 	<ol style="list-style-type: none"> 1. Lack of a legal framework in most countries and the public partner’s poor understanding of the basic principles governing PPPs. 2. Incorrect interpretation and confusion of roles in the implementation of PPP project management contracts. 3. Appointment by States of inappropriate individuals to governance bodies (Board of Directors) and operational management of the protected area (protected area management unit). 4. Poor communication between the private partner and the public partner (lack of transparency), generating conflicts of jurisdiction and interpretation in the implementation of certain clauses of the contracts. 5. Funding mobilized based mainly on short-term projects and programs. 6. Lack of predefined objective indicators for assessing the performance achieved under the framework of current PPP agreements. 7. Inadequate training of government employees and others which makes an exit strategy difficult.
Opportunities	Threats
<ol style="list-style-type: none"> 1. Credibility and confidence in relation to financial partners. 2. Diversification of funding sources. 3. Facilitated access to better professional capabilities on the market. 4. Work at the national, sub-regional and international level. 5. Capacity building and transfer of skills to the benefit of national managers. 6. Increased integration of protected areas in the local and national socio-economic context. 7. PPPs can serve as stabilizing factors, especially in areas undergoing political instability and war. 	<ol style="list-style-type: none"> 1. Lack of a suitable legal framework for PPP in countries with the exception of DRC and Rwanda. 2. Rejection of the PPP model by the public partner due to low involvement in decision-making, lack of ownership and lack of institutional benefits (fear of losing some prerogatives, fear of losing sources of power and income). 3. Lack of long-term financial mechanisms, as well as projects and programs. 4. Lack of communication and transparency, which leads the public partner to take a dim view of closer relations between the private partner and donors, in particular concerning the attribution and management of government subsidies. 5. Practices perceived as “discriminatory” (differences in treatment between national and international staff) and weak national capacity building policy. 6. PPPs may further weaken the States, especially if national capabilities are not developed and in the absence of plans for the evolution of PPPs (for example, transferring delegated management to a partner) or even exiting PPPs.

Table 4 – Protected areas with delegated management agreements in Central Africa: details on evaluations^{1,2}

Country	Protected Area	Agency	Evaluation Period	Evaluation types	Law enforcement/Protection	Management & Infrastructure	Biodiversity conservation / Research & monitoring	Community development/Economic impact	Fundraising/Sustainable funding	Authors ³
Chad	Zakouma	APN	2010-2017	Partnership ⁵ EU project ⁶	0.8 0.8	1.0 0.8	0.4 0.2	0.4 0.2	0.6 / 0.2 0.6 / 0.0	d'Huart (2013) Lauginie (2017)
Congo	Odzala-Kokoua	APN	2010-2016	Partnership	0.8	0.8	0.8	0.4	0.4	d'Huart (2013) Brugière (2016)
DRC	Garamba	APN	2005-2013	SWOT	0.8	0.8	0.8	0.4	0.4	d'Huart (2013)
	Virunga	ACF	2005-2012 2005-2013	Internal ⁷ SWOT	0.8	0.6	0.4	0.6	0.8	Internal (2012) d'Huart (2013)
Rwanda	Akagera	APN	2010-2015	Partnership	1.0 (5/5)	0.91 (10/11)	0.31 (4/13)	0.58 (3.5/6)	0.75 (3/4)	Goodman (2015)

Scores indicated on a scale from 0 to 1.0, the degree of attaining the programmed / expected activities²

1. Although all contracts prescribe evaluations, we have only been able to obtain five evaluation reports, plus one SWOT analysis of the partnerships of Zakouma, Odzala-Kokoua and Virunga (d'Huart, 2013).

2. Assessments are interpreted by the authors of this chapter based on evaluation reports. Goodman (2015) scores, based on number of planned activities implemented as indicated by the figures in brackets, were recalculated to 1.0 – 0.0 (max – min) score. The other evaluations lacked such quantitative assessments, and interpretations should be taken with caution.

3. All evaluations were commissioned by the European Union, except Akagera (APN) and Virunga 2012 (auto-evaluation).

4. SWOT: Qualitative evaluation that categorizes findings according to Strengths, Weaknesses, Opportunities and Threats.

5. Partnership, evaluation on contract between public and private partner.

6. Project, evaluation for the funding partner.

7. Internal, by private partner team.

ACF: Africa Conservation Fund, presently Virunga Fund; APN: African Parks Network.

usual procedure is that the private partner carries out an assessment of the quality of this workforce, keeping the agents considered suitable and returning the others to the State. Other people are then recruited to complete the team. Indeed, these recruitments can occur at any time during the operation of the partnership contract when a post becomes vacant. Experience has shown that a poor definition of staff (managers and senior technicians) recruitment processes has generated considerable tensions between stakeholders.

Partnership agreements should therefore describe in detail the methods to be used to recruit staff assigned to the management of the protected area. For senior management personnel, international calls for applications are desirable, and for middle management personnel, national calls for applications are recommended. In both cases, the principal of a short list of the three best candidates to be interviewed should be observed. The partnership agreement must specify the identity of the person (or team) who will conduct the interviews and make the final selection. The most operational system leaves the responsibility for implementing the selection process to the private partner, and the issuance of a no objection notice for senior managers to the State.

3.2.2 Confidence and communication

The success of a public-private partnership relies greatly on the development of a trust-based relationship between the two partners. This cannot develop without close and intense communication, especially during the first years of the PPP's operation, allowing the two partners to get to know each other. Procedures for internal and external communications and exchanges (formal and informal) must be defined in the partnership agreement. Meetings of the Board of Directors (or of any governance entity bringing together the two partners) are critical opportunities for discussion and communication. They help to build a solid relationship of trust. Some PPPs have been set up in French-speaking Africa in a context of mistrust or have stirred much debate, with the State being accused of privatizing a public good and the private partner suspected of doing business at the expense of the community. A communication policy vis-à-vis the general public and civil society must be rapidly developed by the two partners working in collaboration.

In particular, it must explain in a fully transparent manner the mode of operation of the partnership, its governance and the costs and benefits of the approach.

3.2.3 Private partner: compliance with accountability obligations

The terms and conditions of the private partner's accountability to the State must be clearly defined in the partnership agreement. It appears that when new PPPs first began operating in Central Africa, some private partners may have considered the protected area under their management as a private territory. The accountability obligations were limited to submitting contract activity reports. The latter were important but vastly inadequate in terms of accountability.

The private partner should not forget that its role goes far beyond that of a simple service provider whose accountability obligations are limited to those described in the partnership agreement. As it manages a public good of national (and often international) importance, one whose ecosystem services go well beyond the limits of the protected area, the private partner has an important duty of accountability, chiefly to the State. Even if it is not contractually obligated to be accountable to society as a whole, the private partner must communicate with society so that its actions are understood and accepted. Nonetheless, it cannot necessarily communicate all information to the general public because some information could compromise the effectiveness of its actions (fighting poaching, for example). It is in effect up to the two partners, the State and the private partner, to define the communication policy (contents, format, messages, targets, etc.).

3.2.4 Public partner: no interference in operational management

The management of protected areas has historically been a sovereign domain in Central Africa: it is the State which creates parks and reserves, and it is the State which ensures their management. The delegation of management to a private entity, even if this entity has a public utility or non-profit status, is a very recent phenomenon. To some extent, it clashes with a political culture that remains very interventionist. In certain PPPs, the State wanted to influence decisions taken by the private partner for the protected area's

Experience of the African Parks Network: conditions favoring the sound and effective success of public-private partnerships

B. Michel, APN

African Parks Network, a South African NGO established in 2000, has been developing public-private partnerships in nine countries of sub-Saharan Africa and 16 parks for the past 20 years. These parks cover approximately 105,000 km². In 2018, APN employed 4,804 staff and paid US\$10.2 million in wages. APN's 2019 budget is US\$71 million. The NGO is developing partnerships based on the principle of the three "M's" (mandate, money, management):

- "Mandate": it is a strong mandate. It includes complete responsibility and accountability;
- "Money": this assume full responsibility for funding and financial management;
- "Management": this refers to efficient and effective management combining firm implementation of the law and strong community ties.

While the principle of the three "M's" is essential in partnership negotiations between APN and governments in sub-Saharan Africa, how it plays out is adapted to the context of the partner country and its institutional culture. Three institutional arrangements were developed among the 16 ongoing partnerships:

1. The creation of a mixed enterprise which brings together two shareholders, notably APN and the partner government (case of Akagera National Park in Rwanda);
2. The creation of a foundation including two founding members, in this case APN and the partner government (case of the Odzala Foundation in Congo);
3. Direct management of the protected area by a Board of Directors coupled with an obligation to represent both partners (case of Zakouma in Chad, Chinko in CAR, etc.).

Over the 20 years of APN's operations, the implementation conditions essential for success and the achievement of expected results have emerged. They include:

- Ongoing and effective support for the partnership from the country's government and administration;
- Active involvement of the two partners, notably with regard to transparent communication, including during crisis situations (security incidents, poaching or political upheavals);
- Constant and unfailing accountability of the manager;
- Considerable community support and peaceful and suitable communications with local authorities;
- A common vision of medium and long-term objectives shared by the two partners and involving the training of national managers and meaningful capacity-building at all levels.

An absolute prerequisite for the success of a PPP is the willingness of both partners to commit themselves to and share a common vision of the protected area's future. Going against the adage "No will, no way" is therefore a necessary condition for the success of the partnership. It requires a real embrace of the concepts and a certain "maturing" of the implementation of PPPs. Twenty years of experience in managing partnerships has shown that, more often than not, what is needed is patience and above all getting the two partners to learn from each other.



operational management (for example, the process of drawing up the management plan or the implementation of anti-poaching activities). This situation created misunderstanding and tension on both sides.

It is therefore recommended that the State refrain from interfering in the day-to-day operational management of the protected area as long as the partnership agreement fully delegates this to the private partner. On the other hand, during meetings of the governance entity of the protected area (for example, the Board of Directors), the State is fully entitled to discuss with the private partner the operational management modalities and request that certain concerns be taken into account. However, once decisions are taken, the State must let the private partner assume full responsibility for their implementation.

Even after fifteen years of existence, PPPs are still a fairly new model in Central Africa and remain uncommon in many countries (Figure 1). The learning stage has thus not yet been completed, either by the private partners or the State. The experiences underway are rich in lessons for building a balanced contractual relationship between the two partners with a view to delivering sustainable results in terms of protecting biodiversity.

4. What type of public-private partnerships for Central Africa?

4.1 Sub-regional guide on best-practices for the management of protected areas through PPPs

For several years, national institutions in charge of managing protected areas have asked sub-regional organizations (RAPAC, COMIFAC) for their support to better understand and adopt PPPs. The positive results achieved in the initial experiments, and the difficulties and weaknesses identified in the first evaluations undertaken, have continued to stimulate growing interest in the mechanism.

A sub-regional guide to best-practices for the management of protected areas through PPPs (available only in French, *Guide sous-régional des bonnes pratiques pour la gestion des aires protégées en mode Partenariat Public-Privé*) (COMIFAC, 2018), was drawn up at the initiative of COMIFAC and RAPAC with support from GIZ, the German Agency for International Cooperation. This guide is the first attempt to respond to the difficulties encountered and the questions related to the adoption and implementation of

this management arrangement in Central Africa. It targets decision-makers in charge of protected areas in countries covered by COMIFAC to help them make informed decisions regarding the adoption of PPP within protected areas and in preparing related tender documents. The guide can be used to better assess the relevance and opportunities offered by PPPs to guarantee the long-term funding and smooth operations of protected areas.

The guide aims to provide points to consider in the preparation of tender documents and negotiation files and to prepare partnership contracts. It also helps to focus the attention of decision-makers and stakeholders on a few gaps and weaknesses that should be avoided in each of the four phases of the development process of a PPP project.

Depending on the approach and the type of governance adopted by the two parties, responsibilities are clearly divided between the State and the private partner and are laid down in the contract. The guide provides directions and guidance on determining the duration of a contract and arrangements for sharing the revenue generated. It also explains the sharing and transfer of risk, the responsibility for law enforcement and other aspects of the relationship between the public and private partners in the management of the protected area.

The four phases of the development process of a PPP protected area management project must be identified and their implementation must be carefully prepared.

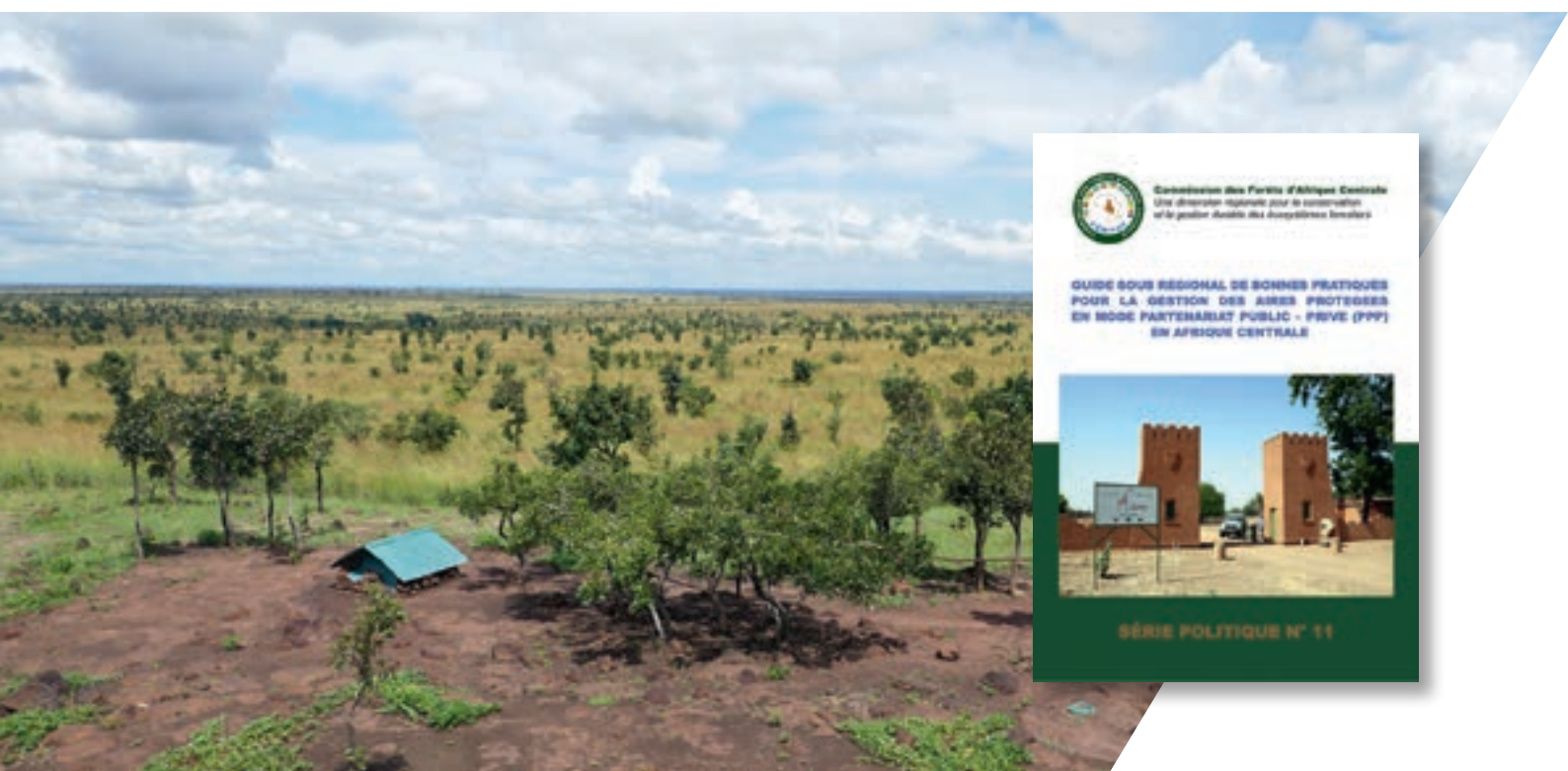
4.1.1 Project identification and preparation phase

The satisfactory implementation of a PPP project for the management of a protected area fundamentally depends on the correct conduct of the initial project identification and preparation phase. This phase should allow each of the partners in general, and in this case the public partner, to answer certain key questions. At this point the task is to clearly determine the motivations, objectives and main expected outcomes, as well as the skills and resources required from the private partner for their achievement.

The protected areas in the national network likely to be the subject of a PPP contract must be identified. This is the first task which the government must tackle before undertaking any other step.

The next priority is to establish an inventory of the protected area to provide reference elements and to determine objective performance assessment criteria to be used in the implementation of the partnership contract. During this phase, the choice must be made clearly on the most suitable governance model (shared or delegated) and on the designation of the appropriate operational management entity (delegated operational management or co-management; see Figure 2).

Lastly, it is necessary to develop specifications tailored to each protected area likely to be the subject of a contract. This will be validated by the competent authority after consulting with all parties interested in making relevant additions and improvements.



The following key points must be considered in particular:

- The nature of the commitments that the private partner will have to assume;
- The type of governance proposed;
- The scope and limits of the delegated powers;
- The terms of payment for services and/or allocation of revenue generated by developing the potential of the sites;
- The duration of the contract and assessment and review arrangements.

4.1.2 Contract formalization phase

The main reference documents for drafting the contract are:

- The texts establishing and governing the organization and operations of the protected area, in accordance with national legislation;
- The tender or restricted consultation file prepared by the public partner which, for this purpose and following a standard model, proposes a draft contract adapted to the specific conditions of the protected area concerned;
- The technical and financial proposal submitted by the private partner.

The guide proposes contents that could be used in for-profit and not-for-profit partnership contracts.

4.1.3 Public-private partnership implementation phase

The main features of the implementation of PPP projects are:

- An implementation, through a long-term contract, primarily aimed at providing services;
- An obligation for the private partner to provide results and not resources;
- The transfer to the private partner of certain risks associated with the project, in particular its design, construction, management or operation, maintenance and financing;
- Recourse to private funding which assumes a transfer of certain financial risks to the private sector.

Implementation is the phase which effectively determines the success or failure of the project based on the right (or wrong) formulations, understandings, interpretations and observations of the clauses of the contract.

4.1.4 Monitoring and evaluation phase

Given the long duration of the contracts (up to 25 years), monitoring and evaluation are critical for PPPs. This involves carrying out periodic monitoring and evaluation of actions and results to assess the need to review, reframe or, in extreme cases, terminate agreements. A certain number of good monitoring-evaluation practices are laid out in the guide.

4.2 Capacity building of staff at the national level

In tandem with the 16th meeting of the CBFP, RAPAC organized a meeting with actors and various PPP stakeholders in the sub-region in November 2016. Among the recommendations resulting from this meeting is one relating to “promoting public-private partnership as a transitional (and not permanent) model aimed, among other things, at developing national human and material resources ready to take over the management of the protected area”.

Although there continues to be divergent opinions regarding the efficiency and feasibility of delegated management, there is a consensus that these partnerships should contribute to capacity building of national personnel (Baghai *et al.*, 2018; Scholte *et al.*, 2018). Does delegated management supplant the State or build its capacities? The evaluation by the European Commission (2014) of delegated management initiatives in DRC concluded that, apart from undeniable strengths, weaknesses include the limited ownership by the protected area authority. The private partner is expected to provide administrative and technical capacities to access and use the funding according to required standards. Raising capacities of national personnel and institutions is hereby critical. Although the recent delegated management contracts (Table 1) pay generally more attention to capacity building, the described expected efforts of the private party remain vague and difficult to monitor and measure. An exception is Rwanda, which has set a ceiling on the number of expatriate staff: four for the management of Akagera National Park, and three for each lodge.

4.3 Towards other types of partnerships

At present, delegated management holds a monopoly on PPPs. This may be understandable where private partners have initiated conservation activities in the area, as is the case with WWF in Dzangha-Sangha protected area (CAR) and WCS in Nouabale-Ndoki National Park (Congo). However, we wonder if this should automatically continue as partnerships mature and protected areas become more developed. In this respect, Garamba National Park is an example where its first delegated

management contract in 2005 totalled seven pages, which tripled to 24 in 2016, with increased expectations within the DRC.

Some other types of partnerships may also be considered, depending on responsibilities handled to the private partner or economic activity considered (Table 5). These other types of contracts and economic models (Roulet, 2004 or Yasuda, 2012 on sport hunting, for example) will not be detailed here but they might offer other opportunities for conservation through economic activities, which differ substantially from non-profit PPPs discussed in this chapter.

Deng Deng National Park in Cameroon: towards a new type of funding mechanism

Deng Deng National Park in Cameroon was established in 2010 on 6,820 km². Its creation was part of the environmental compensation for the construction of Lom Pangar dam, which destroyed approximately 6,000 km² of dense rainforest. This park is home to a wide range of wildlife, notably the northernmost population of lowland gorillas. It has received material support, in particular from *Électricité du Cameroun* (EDC), a public hydro-electric company responsible for the dam. It also has received technical implementation assistance from WCS (2008-2012), followed by the BRLi-SFAB consultancy firm (2014-2018) with funding from the French Development Agency (AFD).

The park is expected to soon benefit from an unprecedented financing mechanism in the sub-region: the hydropower operators benefiting from the Lom Pangar dam must pay a royalty (called "water rights") to EDC. The legal text establishing these water rights stipulates that "a part should be devoted to the rehabilitation and management of Deng Deng National Park". Studies are underway to clarify the payment mechanisms of water rights.

Cameroon has not yet developed PPP arrangements for its protected areas, although this is mentioned as a priority in its forest-wildlife sub-sector strategy and legal provisions exist on this subject. Interest in this type of partnership was renewed during the national technical workshop on PPPs organized on 20 October 2017 in Yaounde (with AFD funding). In response to this interest, it was proposed that Deng Deng National Park be a pilot PPP site at the national level due to the existence of a sustainable funding mechanism facilitating the identification and operations of a private partner. The latter is expected to be recruited through a call for tenders. A project financed by AFD and the French Global Environment Facility (FFEM) should start soon to facilitate the establishment of this PPP.

In view of the number of dams scheduled to be built on the rivers of Central Africa on the one hand, and the development of legal compensation mechanisms for environmental damage on the other, the pilot case of Deng Deng National Park will be of remarkable interest at the sub-regional scale.



Table 5 – Other public-private partnership initiatives in protected areas in Central Africa

Country	Protected area (Number)	Area covered (km ²)	Agency	Contract duration (year)	Subject	Process
Cameroon	Hunting zones (24)	23,847	Individuals / companies	Automatically renewable (5)	Commercial PPP for hunting enterprises	
CAR	Hunting zones, majority no longer operational	3,100,000	Individuals / companies			
Cameroon	Campo-Ma'an	NR	AWF		Tourism investments (lodge) and subsequent management	Public offer
Cameroon	Deng Deng	6,820	EDC			See box on Deng Deng
Congo	Odzala-Kokoua NP	NR	Congo Conservation Company		Wilderness safari ceded operations to Congo Conservation Company, sponsored by the Plattner Foundation	
Rwanda	Akagera NP, Magashi	NR	APN and Wilderness Safari		Tented lodge	Investment funding from Buffett Foundation through APN

APN: African Parks Network; AWF: African Wildlife Foundation; CAR: Central African Republic; EDC: *Électricité du Cameroun*; NP: National Park; NR: Not Relevant; PPP: Public-Private Partnership

5. Conclusions and recommendations

5.1 Conclusions

Since the establishment of the contracts for Garamba and Virunga National Parks in 2005, public-private partnerships have become an important tool for the management of protected areas in Central Africa. The six contracts that reached the end of their terms were all extended, unlike in other African countries, notably Ethiopia.

African Parks Network dominated the PPP landscape in Central Africa in the early years and remains an important actor, holding six of the 13 PPP contracts which are active in the sub-region. WWF and WCS, which also have been very present in this region for decades through the provision of technical assistance, have recently converted their historic collaboration in certain protected areas into PPPs, which testifies to the interest in this model. Furthermore, new actors are gradually emerging, such as Forgotten Parks (in DRC) and more recently *Noé* (in negotiations for two PPPs in Chad and Congo).

Since the first partnership contracts were signed in 2005, major changes have resulted in a second generation of contracts. This evolution notably includes greater ownership by governments, which have formulated increasingly detailed expectations. The example of the Garamba contract is instructive. In 2005, it only contained seven pages without specific expectations; in 2016, the contract had extended to 24 pages and included specific targets.

To strengthen the appropriation of PPPs by governments, COMIFAC has developed a guide to best-practices for the management of protected areas through PPPs (available in French, *Guide Sous-*

Régional de Bonnes Pratiques pour la Gestion des Aires Protégées en Mode Partenariat Public-Privé PPP en Afrique Centrale). The guide focuses on the preparation of tender documents to draw the attention of decision-makers to the gaps and weaknesses to be avoided in each of the four phases of the development process of a PPP project.

The diversification of PPPs in Central Africa, moving beyond the “total” delegated management model, remains tentative. A type of co-management model is gradually emerging where roles and responsibilities are more shared by the two actors.

5.2 Recommendations

The establishment of PPPs should preferably take the form of a call for tenders open to national and international organizations. Allocation through single source negotiations should remain the exception. A standard tender document is available in the guide to best practices for the management of protected areas through PPPs proposed by COMIFAC (2018).

It is crucial to be able to make management contracts accessible to the public “upon reasonable request”. Only contracts concluded with APN and WWF were made available to us, which makes the learning process difficult. Furthermore, this lack of transparency is easily interpreted as a desire to conceal something.

In contracts, the clauses relating to the responsibility of the two partners in the management of protected area administrative and field staff (recruitment, promotion, changes in posts, sanctions, dismissals, etc.) must be very clear so as not to leave room for interpretation. This in particular concerns government employees seconded to the private partner, whose management requires close collaboration between the two partners.



The clauses relating to procedures for communication between the two partners must be detailed in the contracts. It is recommended that, in addition to key events in the governance of the agreements (for example, meetings of the Board of Directors), flexible and partly informal arrangements for exchanges and communications be put in place between the two partners. This is particularly important during the first years of the partnership when the two partners are gradually getting to know and trust each other.

Almost all contracts include regular evaluations, often in a five-year time frame. Unfortunately, this provision often has not been fulfilled and when evaluations are conducted, they have been hindered by a lack of operational plans as they were supposed to be drafted on the basis of these contracts that allow tracking contractual actions and other obligations. We recommend a stricter application of the possibilities that (independent) evaluations offer.

Bibliography

References cited in the text

- Baghai M., 2016. Of Parks and Partnerships. A Review of collaborative approaches to improving management of Africa's State Protected Areas. MSc Thesis, Oxford University, UK.
- Baghai M., Miller J.R.B., Blanken L.J., Dublin H.T., Fitzgerald K.H., Gandiwag P., Laurenson K., Milanzi J., Nelson A. & Lindsey P., 2018. Models for the collaborative management of Africa's protected areas. *Biological Conservation* 218: 73-82.
- Balmford A., Gaston K.J., Blyth S., James A. & Kapos V., 2003. Global variation in terrestrial conservation costs, conservation benefits, and unmet conservation needs. *Proceedings of the National Academy of Science* 100: 1046-1050.
- Brugière D., 2016. Evaluation 2011-2015 de l'Accord de Partenariat pour la Gestion du Parc national d'Odzala-Kokoua, République du Congo. Rapport BRLI Ingénierie, Nimes, France.
- Brugière D., Chardonnet B. & Scholte P., 2016. Large-scale extinction of large carnivores (lion *Panthera leo*, cheetah *Acinonyx jubatus* and wild dog *Lycaon pictus* in protected areas of West and Central Africa. *Tropical Conservation Science* 8 : 513-527.
- COMIFAC, 2018. Guide Sous-Regional de Bonnes Pratiques pour la Gestion des Aires Protégées en Mode Partenariat Public-Privé PPP en Afrique Centrale. COMIFAC, Série Politique 11. <https://www.comifac.org/documents/autres-publications/>
- European Commission, 2014. Évaluation de la coopération de l'Union Européenne avec la République Démocratique du Congo 2008-2013. Rapport, Union Européenne, Kinshasa, RDC.
- Goodman P.S., 2016. Akagera National Park Management Performance Review for the period 2010 to 2015. Report.
- Hatchwell M., 2014. Public-private partnerships as a management option for protected areas. *Animal Conservation* 17: 3-4.
- Lauginie F., 2017. Evaluation à mi-parcours externe de l'Accord décennal de Partenariat Public-Privé (PPP) entre le Gouvernement de la République du Tchad et African Parks Network (APN) au titre de la délégation de gestion du Parc national de Zakouma (PNZ) et de sa périphérie. Rapport Particip Gmbh et ETI Consulting.
- Maisels F., Strindberg S., Blake S. *et al.*, 2013. Devastating decline of forest elephants in central Africa. *PLoS ONE* 8: e59469.
- Norton-Griffiths M., 2007. How many wildebeest do you need? *World Economy* 8: 41-64.
- Nyirenda V.R. & Nkhata B.A., 2013. Collaborative Governance and Benefit Sharing in Liuwa Plain National Park, Western Zambia. *Parks* 19(1): 103-114.
- Plumptre A.J., Kujirakwinja D., Treves A., Owiunji I. & Rainer H., 2007. Transboundary conservation in the Greater Virunga Landscape: its importance for landscape species. *Biological Conservation* 134: 279-287.

Roulet P.-A., 2004. Chasseur blanc, cœur noir ? La chasse sportive en Afrique centrale. Thèse doctorat, Univ. Orléans, France : 563 p.

Saporiti N., 2006. Managing National Parks. How Public-Private-Partnerships can Aid conservation. The World Bank Group. Public Policy for the private sector. Note No. 309, World Bank, Washington DC, USA.

Scholte P., 2013. Population trends of antelopes in Waza National Park (Cameroon) show escalating effects of poaching and livestock intrusion. *African Journal of Ecology* 52: 370-374.

Scholte P., 2011. Towards understanding large mammal population declines in Africa's protected areas: a West-Central African perspective. *Tropical Conservation Science* 4(1): 1-11.

Additional references

African Parks Network, 2019. Annual report 2018. https://www.africanparks.org/sites/default/files/uploads/resources/2019-06/AFRICAN%20PARKS%20-%202018%20Annual%20Report%20-%20Full%20-%2005062019%20-%20Digital_0.pdf

African Parks Network, 2020. Annual report 2019. <https://www.africanparks.org/sites/default/files/uploads/resources/2020-06/AFRICAN%20PARKS%20-%202019%20Annual%20Report%20-%20WEB%20READY%20v4%20-%20Low%20Res.pdf>

Akagera National Park, 2018. January 2018 monthly report.

d'Huart, J.-P., 2013. Avancement des partenariats public-privé existants dans les Parcs Nationaux de la Garamba et des Virunga (R.C. Congo), d'Odzala-Kokoua (République. du Congo) et de Zakouma (République. du Tchad). Analyses des forces et des faiblesses des PPP et piste d'amélioration et de renforcement. Rapport AGRECO, Bruxelles.

EPEC, 2015. The Guide to Guidance How to Prepare, Procure and Deliver PPP Projects. European PPP Expertise Centre.

Fondation Tri-Sangha, 2018. Annual Report 2017. <http://www.fondationtns.org/dev/wp-content/uploads/2018/05/RAPPORT-ANNUEL-FTNS-2017-ENG-LD-print.pdf>

Lescuyer G., Poufoun J.N., Defo L, Bastin D. & Scholte P., 2016. Does trophy hunting remain a profitable business model for conserving biodiversity in Cameroon? *Int. Forestry Review* 18 (S1): 108-118. http://www.cifor.org/publications/pdf_files/articles/ALescuyer1602.pdf

Union Européenne, 2015. Annexe de la décision de la Commission relative au programme d'action annuel 2015 en faveur de la République Démocratique du Congo à financer sur le 11^e Fonds Européen de développement. Document relatif à l'action pour le programme Environnement et agriculture durable pour la sauvegarde des sites biologiques prioritaires de la République démocratique du Congo. <http://ec.europa.eu/transparency/regdoc/rep/3/2015/FR/3-2015-6758-FR-F1-1-ANNEX-2.PDF>

Scholte P., Agnangoye J.P., Chardonnet B., Eloma H.P., Nchoutpouen C. & Ngoga T., 2018. A Central African perspective on delegated management of protected areas. *Tropical Conservation Science* 11: 1-10.

SETYM international, 2012. Document du module de formation sur les partenariats public-privé 2012-2013. Document non publié.

Yasuda A., 2012. Is sport hunting a breakthrough wildlife conservation strategy for Africa? *Field Actions Science Report* 6: 1-8. <http://journals.openedition.org/factsreports/1362>

Union Européenne, 2016a. Annexe 2 de la décision de la Commission relative au programme d'action annuel 2016 en faveur de la République du Tchad à financer sur le 11^e Fonds Européen de développement. Document relatif à l'action pour le programme d'appui à la gestion concertée des aires protégées et écosystèmes fragiles du Tchad (APEF) URL : https://ec.europa.eu/europeaid/sites/devco/files/ad-2-aap-chad-2016_fr.pdf

Union Européenne, 2016b. Annexe relative au programme d'action annuel 2016 en faveur de la région Afrique centrale à financer sur le 11^e Fonds Européen de Développement. Document relatif à l'action pour Programme d'Appui pour la préservation de la biodiversité et les écosystèmes fragiles – phase 6 (ECOFAC6). https://ec.europa.eu/europeaid/sites/devco/files/ad-3-central-africa-2016_fr.pdf

U.S. Fish and Wildlife Service, 2018. Central Africa Regional Program Catalog of Federal Domestic Assistance (CFDA) Number: 15-651. Funding Opportunity Number: F18AS00060. Notice of Funding Opportunity and Application Instructions. <https://www.fws.gov/international/pdf/FY18-AFR-NOFO.pdf>

Zakouma National Park, 2018. January 2018 monthly report.



APPENDICES

Appendix 1 - Protected areas with delegated or co-management agreements in Central Africa: generalities

Country	Protected Area	Area (km ²)	Category IUCN	World Heritage Site	Partner
CAR	Chinko	15,027	VI	no	Chinko project + APN
		18,392 (2)			APN
	Dzangha-Sanga	1,220 / 3,159	II VI	yes	WWF
	North-east Protected area complex	40,724 / 113,898 (3)	I + II + IV Hunting zones (VI)	yes	WCS
Tchad	Ennedi	24,412	V	yes	APN
	Zakouma NP + Siniaka Minia WR + Bahr Salamat WR	3,100 4,643 + 20,950	II + IV	no	APN
Congo	Nouabale-Ndoki NP	4,230	II	yes	WCS
	Odzala-Kokoua NP	14,330	II	no	APN
DRC	Garamba NP + HZ	5,133 9,663	II Hunting zones	yes	APN
	Okapi	13,700	IV	yes	WCS
	Salonga NP	33,618	II	yes	WWF
	Upemba NP - Kundelungu NP	24,600 ?	II, IV, Hunting zones	no	Forgotten Parks
	Virunga NP	7,880	II	yes	VF
Rwanda	Akagera NP	1,122	II	no	APN
	Nyungwe NP	1,019	II	no	APN

Protected areas: HZ: Hunting Zone; NP: National Park; WR: Wildlife Reserve

Partner: APN: African Parks Network; VF: Virunga Foundation; WCS: Wildlife Conservation Society; WWF: World Wide Fund for Nature;

Management Type: Co-m: Co-management; DM: Delegated management

1. Indicated are all signed contracts, the newer ones superseding the older ones (Chinko, Garamba, Virunga, Zakouma) as indicated.

2. The 18,392km² area is to be enlarged, pending 'three years of studies' with all neighboring hunting zones totaling 17,819km² and 'following a change in status of other hunting zones' an additional 9,990km² that would bring the total at 46,201km².

Type	Contract since (1)	Contract duration (year)	Management body name	Governance oversight	Notes
DM	2014	50	Chinko project	Board of Directors	Part of the area (made up of hunting concessions) to be upgraded in a national park within 3 years (2)
	2020	25	Directorate-General		
Co-m	2019	5	Management unit	Monitoring committee	Contract after > 30 years of support
DM	2018	25	Direction	Board of Directors	
DM	2017	15	Direction	Board of Directors	Reserve Naturelle et Culturelle de l'Ennedi created on the 6 th of February 2019
DM	2010	20	Direction	Board of Directors	
	2017	10			
DM	2013	25	Foundation	Board of Directors	
DM	2010	25	Foundation	Board of Directors	
DM	2005 2011 2016	5 3 10	Direction (Foundation considered)	Board of Directors	2011 contract not seen, said to be linked to EU-WB funding
DM?	2019				Contract not seen
Co-m	2015	3	Management unit (Foundation considered)	Steering committee	Contract after > 10 years of support
DM	2017	15	Management committee		Consultatif Comité de coordination du Site,
DM	2005 2011 2015	? 10 25	Management committee	Board of Directors	2005 contract not seen
DM	2010	20	Non-profit business	Board	
DM	2020?	?	?	?	Contract under negotiation, not seen

3. The area (40,724km²) corresponds to those zones considered as priority in the CAR-WCS contract, i.e. Manovo-Gounda-St.Floris NP, Bamingui-Bangoran NP, Vassoko-Bollo Strict Nature Reserve and Koukourou-Bamingui Faunal Reserve and Zone Pilote Sangha, 'with increasing efficiency and funding' this will be enlarged to a total of c. 67,769 or 'potentially, after evaluation', to 113,898km².

Appendix 2 – Delegated and Co-management Contracts

CAR

Chinko

Accord de partenariat entre le Ministère de l'Économie Forestière, Environnement et Tourisme et le Projet Chinko pour la gestion et le financement de la Zone de protection du Chinko République Centrafricaine (2014). Signed: for the Government of the Central African Republic, the Minister of Forest Economy, Environment and Tourism Hyancinthe Touhouye; for the Chinko Project, Executive Director David Simpson.

Accord de Partenariat entre le Gouvernement de la République Centrafricaine représenté par le Ministère des Eaux, Forêts, Chasse et Pêche (MEFCP) et African Parks Network pour la gestion et le financement de l'aire de conservation de Chinko (2020). Signed: for the Government, Minister Amit Idris; for African Parks Network, Peter Fearnhead.

North-East

Accord de partenariat entre la République Centrafricaine représenté par le Ministère des Eaux, Forêts, Chasse et Pêche et lla Wildlife Conservation Society (WCS) pour la gestion et le financement du complexe des Aires Protégées du Nord-Est de la République Centrafricaine et son paysage fonctionnel (2018). Signed: for the Government, Minister Lambert Lissane-Moukove; for WCS, Dr. Hon G. Robinson.

Dzanga-Sangha

Accord de cogestion pour la gouvernance et le financement des Aires Protégées de Dzangha-Sangha (APDS) entre le gouvernement de la République Centrafricaine représenté par le Ministre des Eaux, Forêts, Chasse et Pêche (MEFCP) et le Fonds Mondial pour la Nature (WWF-international). Signed: for WWF Marc Languy, Director for Central Africa; for the Central African Republic, S.E. Lambert Lissane-Moukove, Minister of Water, Forests, Hunting and Fishing.

CHAD

Zakouma

Accord de Partenariat entre le Gouvernement de la République du Tchad et African Parks Network (APN) pour la gestion et le financement du Parc National de

Zakouma (2010). Signed: for the Government of the Republic of Chad, the Minister of Environment and Fishery Resources Hassan Terap; for African Parks Network, Countries Director Jean Marc Froment.

Accord de Partenariat entre le Gouvernement de la République du Tchad et African Parks Network (APN) pour la gestion et le financement du Parc National de Zakouma et son Grand Ecosystème Fonctionnel (2017). Signed: for the Government of the Republic of Chad, represented by the Minister in charge of protected areas Ahmat Mbodou Mahamat; for African Parks Network, Peter Fearnhead, Chairman and CEO.

Ennedi

Accord de Partenariat entre le Gouvernement de la République du Tchad et African Parks Network (APN) pour l'appui à la création puis la gestion et le financement de la réserve naturelle et culturelle de l'Ennedi (RNCE). Signed: for the Government, Minister of the Environment and Fisheries Dr. Ahmat Mbodou Mahamat; for African Parks Network, the Director of Operations Baudouin Michel.

CONGO

Odzala-Kokoua

Accord de Partenariat pour la gestion et le financement du Parc National d'Odzala-Kokoua République du Congo (2010). Signed: for African Parks Network, Executive Director Peter Fearnhead; for the Republic of Congo, Minister of Forest Economy, Sustainable Development and the Environment Henri Djombo.

Avenant no. 1. Accord de Partenariat entre le Gouvernement de la République du Congo et African Parks Network du 14 November 2010 Relatif à la gestion du Parc National d'Odzala-Kokoua en mode partenariat public-privé (2017). Signed: for African Parks Network, Executive Director Peter Fearnhead; for the Republic of Congo, Minister of Forest Economy, Sustainable Development and the Environment Rosalie Matondo.

Nouabale-Ndoki

Accord de Partenariat pour la gestion durable et le financement du Parc National de Nouabalé Ndoki, Répu-



blique du Congo (2013). Signed: James Deutsch, WCS Africa Program Director; for the Government, the Minister of Forest Economy and Sustainable Development Henri Djombo.

DRC

Garamba

Contrat de Gestion entre l'Institut Congolais pour la Conservation de la Nature et African Parks Network, Kinshasa (2005). Signed: for African Parks Foundation, Paul van Vlissingen; for Congolese Institute for Nature Conservation (ICCN), Dr. Cosma Wilungula Balongelwa.

Contrat de Gestion du Parc National de la Garamba entre l'Institut Congolais pour la Conservation de la Nature et African Parks Network (2016). Signed: for African Parks Network, Peter Fearnhead; for ICCN, Dr. Cosma Wilungula Balongelwa.

Virunga

Contrat de Gestion entre l'Institut Congolais pour la Conservation de la Nature et L'Africa Conservation Fund (UK) (2011). Signed: for Africa Conservation Fund-UK (United-Kingdom), Jan Blonde Nielsen and S.E. Francois Xavier de Donnea; for ICCN, Dr. Cosma Wilungula Balongelwa and Yves Mobanda Yogo.

Contrat de Gestion entre l'Institut Congolais pour la Conservation de la Nature et la Virunga Foundation (2015). Signed: for Virunga Foundation, Mr. Francois Xavier de Donnea and Mr. Jan Blonde Nielsen; for ICCN, Dr. Cosma Wilungula Balongelwa.

Salonga

Protocole d'Accord spécifique définissant les modalités de Cogestion du Parc National de la Salonga entre l'Institut Congolais pour la Conservation de la Nature et le World Wide Fund for Nature (2015). Signed: for WWF, Jean Claude Muhindo; for ICCN, Dr. Cosma Wilungula Balongelwa.

Upemba-Kundelungu

Contrat de Gestion du complexe Upemba-Kundelungu (CUK) entre l'Institut Congolais pour la Conservation de la Nature et Forgotten Parks Foundation (2017). Signed: for Forgotten Parks Foundation, Dr Peter Blomeyer; for ICCN, Dr. Cosma Wilungula Balongelwa.

RWANDA

Akagera

Public Private Partnership Agreement between The Rwanda Development Board and the African Parks Network relating to the Management and Financing of Akagera National Park (2010). Signed: for African Parks Network, Peter Fearnhead; for Rwanda Development Board, John Gara.