



# **Analysis of Protected or Conservation Areas Governance Models**

*Practical exepriences of GIZ projects/programmes in Africa*

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## Abbreviations

BFP:	Beaver falls project
BFM:	Biodiversity and forest management
BSB:	Séna Oura - Bouba Ndjida Bi-national
CAR:	Central African Republic
CBPE:	Bi-national planning and implementation committee
CBS:	Bi-national supervisory committee
CBSA:	Bi-national supervisory and arbitration committee
CDA:	Conservation and development agreement
CFP:	Village forest committee
CGCD:	Conservation and development governance council
CGL:	Local management committee
CL:	Local convention
COD:	Guidance and decision committee
COMIFAC:	Central Africa Forests Commission
COS:	Guidance and monitoring committee
COVAREF:	Committee for the collection of wildlife royalties
CST:	Tri-national scientific committee
CTD:	Local and regional authorities
CTPE:	Tri-national planning and implementation committee
CTS:	Tri-national monitoring committee
CTSA:	Tri-national supervisory and arbitration committee
CVS :	Village monitoring committee
DRC:	Democratic Republic of Congo
EIA:	Environmental impact assessment
<u>GIC :</u>	<u>Group</u> of communes <u>initiatives</u>
GIZ:	Deutsche Gesellschaft für Internationale Zusammenarbeit / German technical cooperation
GRN :	Natural resources management

ICCN :	Congolese institute for nature conservation
IIED:	International Institute for Environment and Development
ILOD:	Local guidance and management agencies
KfW:	Kreditanstalt für Wiederaufbau/ German Development Bank
LAB:	Fight against poaching
MDP:	management and development plan
MECNT:	Ministry of the Environment, Nature Conservation and Tourism
MINEF:	Ministry of Water Resources and Tourism
MINFOF:	Ministry of Forestry and Wildlife
MP:	Management plan
NGO:	Nongovernmental organization
NPA:	New Protected Areas
OCFSA:	organization for Wildlife Conservation in Central Africa
OIPR:	Cote d'Ivoire parks and reserves agency
PA:	Protected area
PAGE:	Environmental management support programme
PDL:	Local development plan
PNC:	Comoé national park
PNKB:	Kahuzi-Biega national park
PNL:	Lobeké national park
PNSO:	Séna Oura national park
PNT:	Taï national park
PROFIAB:	Programme for the promotion of agriculture and biodiversity activities
ProPFE:	Forestry and environmental sector support programme
PSMNR:	Programme for the sustainable management of natural resources/
PSSE:	Environmental and social protection plan
SAT:	Regional development plan
SNRD:	Sector Network Rural Development
STD:	Deconcentrated technical services

TNS:	Sangha tri-national
UICN:	International Union for Conservation of Nature
ULG:	Local management unit
UTO:	Operational technical unit
UTO SE:	South East operational technical unit
ZIC:	Game areas
ZICGC:	Community-managed game areas
ZP:	Peripheral area

# 1 Executive Summary

IUCN defined protected areas governance in its glossary published in 2014 as the various interactions between structures, processes and traditions that determine authority and responsibilities, decision taking and the involvement of citizens and other stakeholders. In other words, the term governance refers to decision taking and fulfilment of conditions for their effective implementation. It therefore is the process through which authority and responsibility are instituted and exercised over time. It relates to who takes the actual decision, who decides what should be done and how the decisions are taken. On the basis of this assertion, there is no ideal type of governance, since it relies on a set of principles tailored to given contexts.

On the strength of this observation, the GIZ Sector Network Rural Development (SNRD) Africa on “Climate Change-Means of Subsistence-Natural Resources Management” decided to optimize, field experiences of more than 30 years of German cooperation in protected areas governance in Africa, particularly in Central Africa. Hence, this study analyses 25 practical experiences, including one in an area different from protected areas, using survey questionnaires completed by group members. The experiences were drawn from Cameroon, Central African Republic (CAR), Chad, Madagascar, Côte d'Ivoire, and transboundary initiatives supported by COMIFAC (Central Africa Forests Commission), notably the BSB Yamoussa complexes (Sena Oura - Bouba Ndjida) between CAR and Cameroon and Congo Republic. These analyses were supplemented by the technical contributions of group members.

The projects/programmes considered under this study include bilateral and regional initiatives, which determine the level of interventions and types of actions and measures applicable or applied, on the one hand, and the targeted direct project beneficiaries, ranging from local communities to national or sub-regional institutions in the area of the projects/programmes goals, on the other hand. Issues addressed include capacity building, demarcation of land for community use, as well as ecosystems conservation and sustainable management. Chapter 2 spells out the key concepts employed in this analysis, in a bid to a shared understanding of certain concepts whose definitions are specific to the projects/programmes considered within the scope of this study.

Chapter 3 dwells on the analysis of practical experiences from 4 key angles: rights holders and interested groups, mode of organization of local communities and their level of involvement, type of legal instruments and, lastly, governance and decision-taking organs.

This phase is followed by a classification of the governance models of the cases studied. Hence, referring to the IUCN classification that identifies 4 main protected areas governance models, the specificity of our analysis consisted in categorizing the different experiences, which highlights 3 governance systems. The different models are classified as follows:

- Governance by government;
- Shared governance;
- Governance by communities.

In parallel to this analysis, several challenges were identified and they enabled to finalize the document through recommendations for projects/programmes, in general, and those implemented by GIZ in particular. Hence, regarding project/programme design and measures to be implemented, emphasis should be given to the following aspects:

- putting in place and supporting appropriate governance structures, for instance through structures capable to guarantee stakeholder participation, retrocession mechanisms and frameworks that create synergies between sectors;
- recognition and responsibility of customary law instruments at the local level;
- taking into account of economic incentives for communities;
- availability and diversification of sources of financing;
- the quality and capacities of civil society NGOs involved in the process, given the crucial role they play in supporting communities.

Moreover, it appears clearly that by their very nature, GIZ projects/programmes, notably with regard to their time frame, constitute a hindrance to protected areas governance. Innovative approaches should be sought in a bid to increase access to new sources of financing and, in particular, pool existing resources. Also, it should be considered that the current purely conservative approaches are out of tune and that protected areas governance actions are henceforth at the service of sustainable development and therefore should meet expectations for the improved living conditions of local populations. Reflections on the greater importance of forest ecosystems services and biodiversity mainstreaming approach to projects/programmes steered by SNRD offers a glimmer of hope for improving governance of protected or conservation areas.

## **2 Introduction**

### ***2.1 Context and rationale***

This document falls in line with the activities of the “Climate Change-Means of Subsistence-Natural Resources Management” working group of the Sector Network Rural Development (SNRD). SNRD is a community of GIZ professionals working in rural development in Africa. It therefore represents a significant knowledge base and capacity development pool for optimizing and enhancing specific projects/programmes experiences.

Therefore, during the traditional annual meeting of the “Climate Change-Means of Subsistence-Natural Resources Management” working group in April 2016 in Madagascar, the protected areas sub-group was put in place to analyse and share the experiences of the different projects/programmes that expressed their interest to be part of the sub-group.

In fact, German cooperation, in particular GIZ, has through its various instruments has been involved in several protected areas governance processes throughout the world, notably in Africa, in COMIFAC countries, in particular Democratic Republic of Congo (DRC), Central African Republic (CAR), Chad and Cameroon, as well as in other countries including Benin, Côte d’Ivoire, Ethiopia, Namibia and Madagascar. In addition, GIZ is implementing a biodiversity sector project which deals, among others, with aspects of protected areas governance. Unfortunately, these different experiences have not been sufficiently documented or translated into guidance documents for future projects. Each project seems to recommence a new process without drawing sufficiently from the strengths and weaknesses of various previous actions on other sites.

This document therefore aims to optimize GIZ’s experiences in protected areas management in Africa. It aims to contribute to the improvement of GIZ projects/programmes design and implementation, share good practices and learn from the different successes and failures.

### ***2.2 Methodology and constraints***

#### ***2.2.1 Methodology***

The methodology consisted in first putting in place and organizing a group to finalize the terms of reference, propose a roadmap and ensure coordination of this study. The roadmap covering the period from June 2016 to November 2017 study was designed using several methods such as documentary research, surveys and interviews with targeted persons in the

four main phases presented below. It should be noted that interviews were conducted at all phases of the process, depending on the information to be collected.

### **Phase 1: Documentary research and drafting of questionnaire**

This phase consisted in the bibliographical search of GIZ publications within the scope of the study, in order to avoid duplication, but also to ensure the quality of the questionnaire, both in terms of its format and content. After this phase, a questionnaire was issued to members of the sub-group.

### **Phase 2: Analysis of questionnaire and classification of the different governance methods**

The completed questionnaires were analysed and the collected information classified according to the different methods highlighted through the different surveys. During this phase, informal interviews were conducted with targeted persons, sometimes non-GIZ staff members, in order to further detail certain issues. Such interviews were conducted directly or from a distant location, depending on distance and availability of the interviewees.

### **Phase 3: Preparation of the draft guide**

Based on information collected through documentary research and interviews, a format for the report was designed and a draft guide prepared. The draft was thereafter forwarded to group members for additional inputs and comments. Some members of the SNRD who initially did not complete the questionnaires also made comments at this phase.

### **Phase 4: Finalization of the guide**

The additional information and comments received were consolidated and a new version forwarded to group members. This version was presented at the SNRD meeting that was held in Lomé from 21 to 24 November 2017. Comments following this presentation were again incorporated in the document, at the finalization phase.

## ***2.2.2 Survey questionnaire***

The survey questionnaire was prepared on the basis of a bibliographical review, in close collaboration with COMIFAC and ProPFE programmes which had already begun, in December 2015, to optimize German cooperation experiences under community protected areas co-management and management processes in Central Africa. This initiative had

already enabled to collect numerous information, whose utilization and analysis contributed significantly in structuring the survey questionnaire.

The questionnaire comprised 15 open questions grouped into four parts. Part 1 (questions 1 to 6) relates to information on the overall configuration of the programme, notably the subject, area of intervention, objectives, targets and context. Part 2 (questions 7 to 10) emphasizes aspects concerning the implementation of protected or conservation areas governance. Therefore, surveyors sought to obtain detailed information on the type of activities conducted and methods used, on the financial, human and material resources mobilized and, lastly, the results obtained. Part 3 (questions 11, 12, 14) deals with the successes, lessons learned, with emphasis on innovation and ability to replicate them, constraints and opportunities identified through the experimented cases. Part 4 (questions 13 and 15) charts the way forward and focuses on information relating to the sustainability of the processes, as well as envisaged or possible prospects, in an objectives-oriented manner.

### **2.2.3 Constraints**

The methodology encountered several constraints:

*Designing the questionnaire* – The challenge in designing the questionnaire consisted in collecting as much information as possible without making the questionnaire complex in terms of its structure and content, and thereby ensure that it would take lesser time to be completed. This often gave the impression that answers were incomplete and required additional direct or phone interviews to clarify or develop certain points further.

*Time frame of the survey* – Questionnaires were returned well after the set time limit, which contributed to delay the process significantly and required to exercise flexibility in incorporating all contributions, irrespective of when they were received.

*Number of contributions* –not all the programmes initially targeted on the basis of the interest expressed at the Madagascar meeting responded. Therefore, the majority of cases considered in this document are drawn from Central Africa (Cameroon, DRC, Chad and CAR), with the exception of those of Madagascar and Côte d'Ivoire.

## 2.3 Clarification of certain concepts

For the purpose of clarity and common understanding, it was deemed necessary to precise certain key concepts that underpin the cases considered in this analysis, notably:

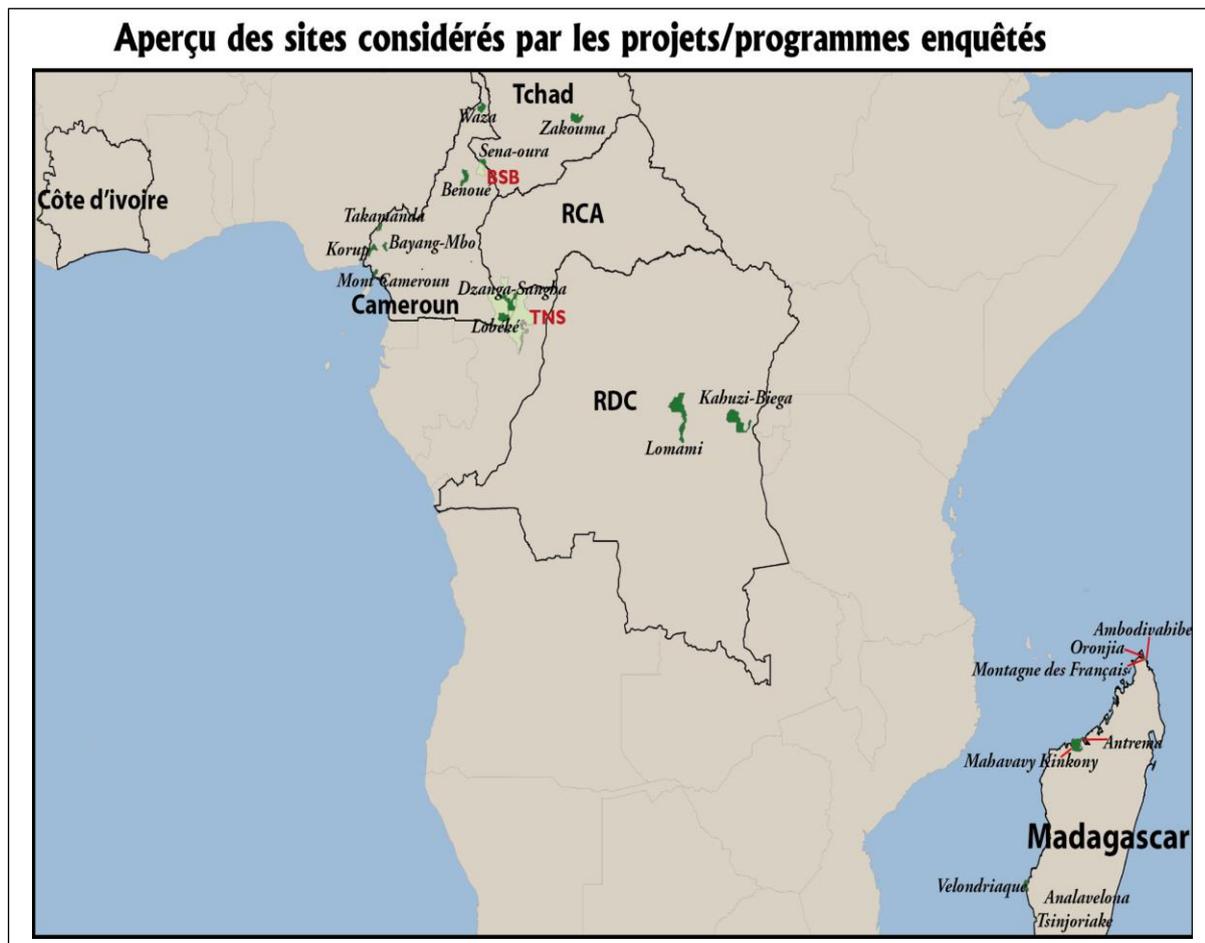
- **Conservation area:** ... a spatial measure over a given area or territory where, irrespective of the way it is recognized, its primary purpose, and even, sometimes, its concrete and conscious management practices – de facto conservation is visible, or is being achieved, and is likely to be maintained in the long term.....
- **Governance:** Interactions between the structures, processes and traditions that determine the exercise of authority and responsibilities, decision-taking and the involvement of citizens and other actors (Borrini-Feyerabend *et al*, 2014). Governance relates to who decides, what is done and how decisions are taken.
- **Governance by government/State:** governance by a federal or national body or ministry; by a sub-national body or ministry in charge or delegated for that purpose (for instance, an NGO).
- **Shared governance:** Collaborative (through various forms of collaboration between several actors and institutions at different levels of influence); joint (multi-stakeholder management committee or other multi-partner bodies); and/or transboundary (official arrangements between one or several sovereign States or territories, at different levels on both sides of the international borders).
- **Private governance:** Governance by an individual proprietor, by non-profit organisations (NGOs, universities, cooperatives); by profit-making organizations (individuals or companies).
- **Governance by indigenous people and/or local communities.**
- The concept of **Community-based conservation** of natural resources refers to local resource governance measures and collective practices. It is based on the shared knowledge and local governance of these resources. Sustainable governance measures are characterized by the development and adoption by local user communities of common rules that limit and regulate the use of natural resources. Communities can therefore sustain and conserve precious common resources through their own self-governance arrangements. Such approach is founded on the transfer of legal resource management competencies to local institutions.

## 2.4 Characteristics of the cases studied

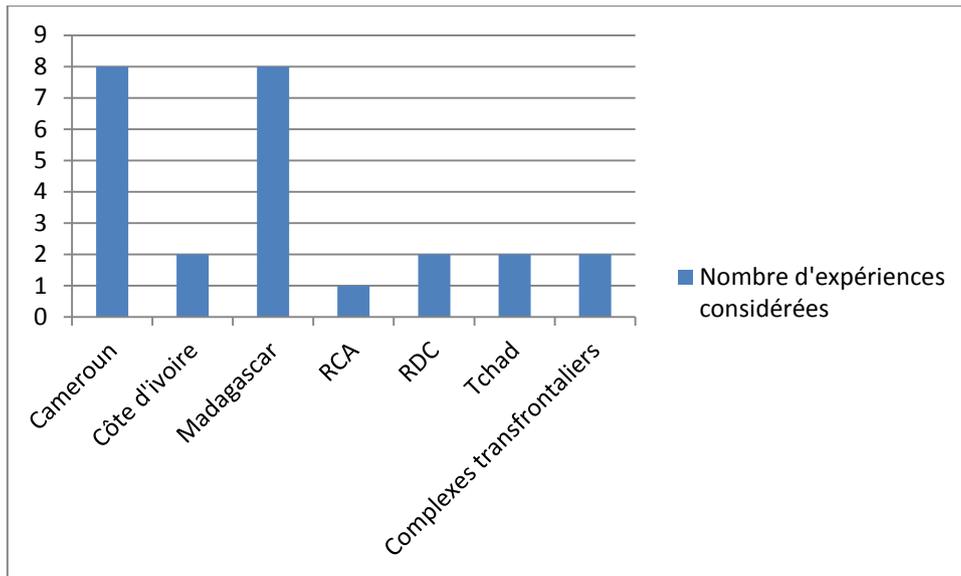
The different contributions enabled to optimize experiences in 24 protected areas and one conservation area, notably UTO in the south of Cameroon. The study involved 8 protected areas in Madagascar (Ananavelona, Velondriake, Tsinjoriake, Mahavavy Kinkony, Antrema , Oronjia, Montagne des français, Baie d'Ambodivahibe ), 7 in Cameroon (Korup, Mount Cameroon, Takamanda, Bayang Mbo, Lobeke, Waza, Benoue), 2 in Chad (Sena oura, Zakouma), 1 in CAR ( Dzanga Sangha), 2 in DRC (Lomami and Kahuzi Biega), 2 in Côte d'ivoire (Taï et Comoé) and 2 transboundary areas (Trinational de la Sangha and BSB Yamoussa).

These cases clearly showed that the contexts differ depending on countries and the sites concerned. Issues relating participation, protected areas management and development of local communities were the main concerns in this study.

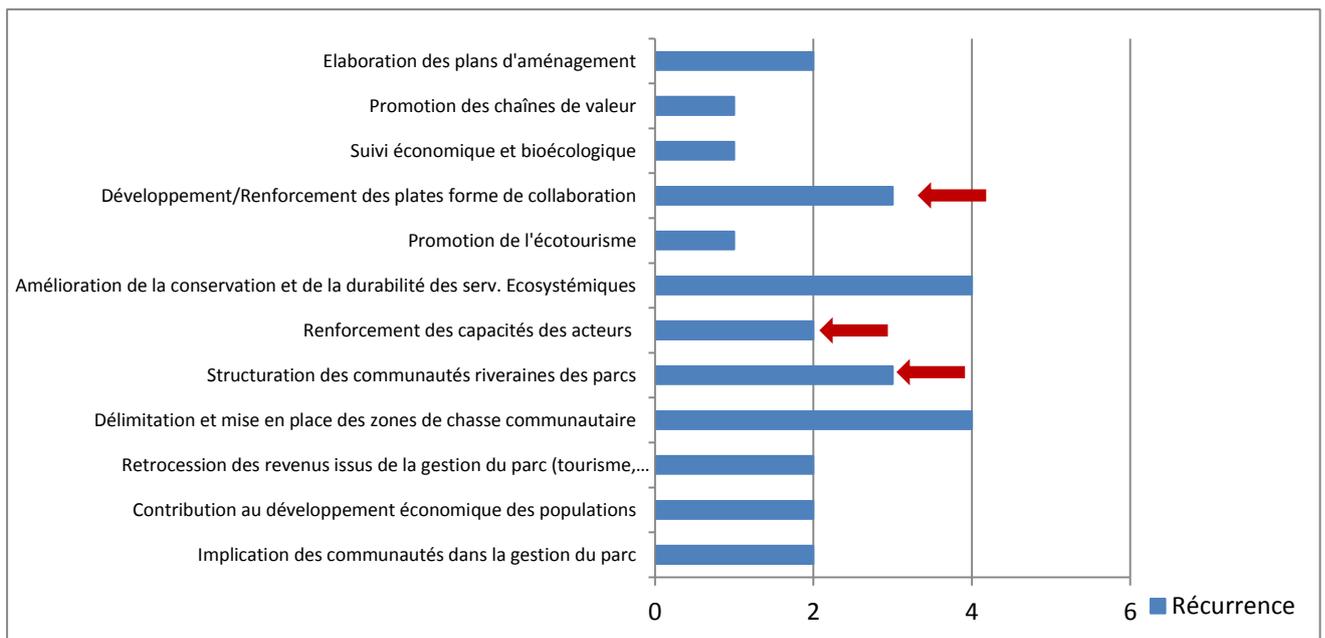
The graphs below show the different contexts of the cases studied.



**Figure 1: Sites considered under the projects/programmes surveyed**



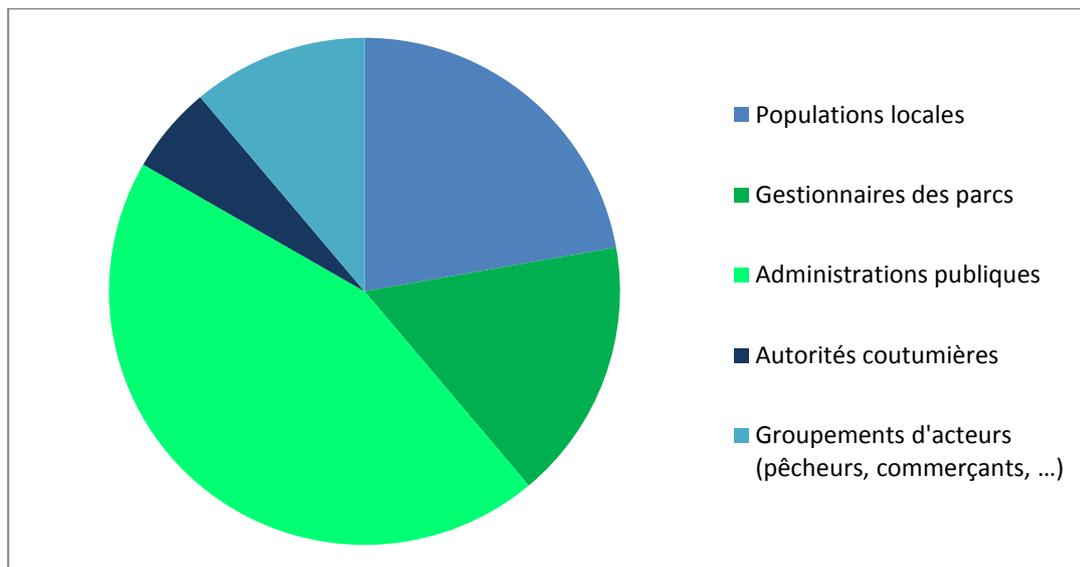
**Figure 2: Location of projects/programmes studied**



**Figure 3: Issues addressed under the projects/programmes studied**

All cases studied sought to resolve one or several problems. Figure 2 highlights the issues addressed, as reflected in the survey and their recurrence in the different questionnaires. It is noted that there is a wide range of preoccupations with a higher recurrence in the need for delimitation and putting in place of community hunting areas, as well as issues relating to the improved conservation and sustainability of ecosystem services. However, the capacity

building needs of actors, in general, materialized by red arrows on the graph, remains the major preoccupation in the different cases studied.



**Figure 4: Category of actors involved in the different cases studied**

The cases studied enabled to classify the different actors. Figure 4 therefore shows that the actors involved in the cases considered could fall under two main groups: State actors (government services, park managers) and riparian communities (local populations, traditional authorities, groups). It is observed that State actors represent about 70% of actors in the surveyed cases, which is not surprising given the very nature of GIZ technical cooperation projects.

### **3 Case study: Governance models of the surveyed experiences**

To establish governance model under the protected or conservation areas considered in this study, it would be necessary to first determine who exercises authority, responsibility and accountability accordingly.

In all the cases studied, lands belong to the State. Similarly, it is the State who takes the decisions to design management plans, institute modes of collaboration with actors and monitor and evaluate the implementation of the said plans. All these elements are moreover governed by laws and regulations adopted at the national level. However, it is worth observing that the official assignment of authority or responsibility over governance involves aspects of decision taking, both official and non-official, as well as the roles of government, traditional and cultural institutions.

Hence, this analysis goes beyond what is provided for under the law to equally consider real life situations. Although the analysis shows that almost all the cases considered are characteristic of State governance, it should equally be noted that this type of governance varies in terms of mode of collaboration with actors and decision-taking processes/levels. Understanding protected areas governance implies clarifying the processes leading to the determination of rights, assignment of responsibilities and accountability obligations. Although these aspects constitute a major characteristic of conservation mechanisms, protected areas are not the only factors contributing to nature conservation. With regard to the IUCN definition of protected areas, this entails the prime objective in the management of protected areas is nature conservation, whatever its governance model. This excludes areas and resources for which conservation is accidental or is rather the secondary purpose. The latter category is considered within the framework of this study since they also contribute to biodiversity conservation, the proper functioning of ecosystems and sustainability of community modes of life. This category is referred to as other conservation areas. In the context of this study, such is the case of the UTO project in South-East Cameroon.

### ***3.1 Types of protected area governance models (in accordance with IUCN)***

#### ***3.1.1 Governance by government/State***

Under this type of governance, State bodies are assigned authority, responsibility and accountability in the management of protected areas, determining conservation objectives and designing and implementing a management plan. In all the cases studied, the State owns the lands and related resources. However, there are some variations from one model to another. For instance, in DRC, the park is managed by a national agency whereas in CAR it is managed by conservation services. In any case, the State exercises ownership and manages alone or in partnership with other actors (communities, NGOs, private entities...).

#### ***3.1.2 Shared governance***

According to IUCN, this type of governance reflects the different rights recognized by democratic societies. Generally, complex processes and institutional mechanisms are used to assign management authority and responsibility among the many national actors at the

sub-national level, including government agencies, representatives of indigenous populations, local communities through associations, private entrepreneurs and land proprietors.

Specific shared governance sub-types should be identified. For instance, in collaborative management, the decision-taking authority, responsibility and accountability would be assigned to an agency (often a government agency). However, the agency is required by law to collaborate with other stakeholders. The “mild collaboration” form signifies informing and consulting other stakeholders. The “strong collaboration” form entails that a body of stakeholders formulates and approves by consensus a number of technical proposals for the regulation and management of the protected area. The proposals are subsequently submitted to the relevant authority for decision. Under shared management, the various actors agree on a method of management with the decision-taking authority on the necessary responsibilities and accountability arrangements.

In addition, shared management requirements are stronger where decisions are taken by consensus. Otherwise, the balance of power reflected in the composition of the managing body may be transformed into another form of governance (for example where government actors or private land proprietors hold majority vote). Because of the numerous actors involved, a certain form of multi-actor management may be particularly suitable for many trans-boundary protected areas.

### **3.1.3 Private governance**

According to IUCN, this type of governance concerns private parks involving protected areas that belong to individuals, cooperatives, profit-making or non-profit entities. For example, conservation NGOs purchase land for the purpose of conservation. Many land proprietors pursue conservation objectives on their lands in order to preserve their ecological or aesthetic value. In many countries, people manage their lands for hunting or game ranching for eco-tourism.

Also, certain uses such as revenues generated from eco-tourism or collection of taxes and duties are additional incentives. In any case, the authority responsible for management of the land and protected resources depends on the land proprietors who set conservation objectives, determine the conservation method and are accountable for decisions. They participate in the formulation of the relevant legislation in accordance with conditions agreed upon with government. Their responsibility before society is however limited. Some forms of responsibility before society could be negotiated with the government, against some specific incentives.

No protected area falls under this type of governance in the cases studied.

**3.1.4 Governance by local communities**

According to IUCN classification, this is a type of governance by local communities. In areas conserved by communities, authority and responsibility is exercised by communities through certain governance methods or rules agreed upon locally. Such forms of governance and rules are very diverse and could be very complex. For instance, land and/or some resources could be collective and controlled, but others may be individually owned and/or controlled on a clan or community basis. Each community develops its own rules and organizes management in a way that may or may not fall within the sphere of national law but be based on local practices.

To control resources, communities organize themselves in various ways, including through legal entities such as associations or local development initiatives.

**3.2 Proposed models studied**

The case studies were conducted on the basis of the following characteristics.

**3.2.1 Rights holders and interested entities**

In the context of protected areas, rights holders refer to actors to whom the society attributes legal or customary rights on land, water and natural resources. Interested entities or, in broader terms, stakeholders, have interests or preoccupations directly or indirectly related to land, water and other natural resources, but are not legally or socially recognized as holding any rights.

Our analysis focuses on rights holders.

<b>Parks</b>	<b>Rights holders (authority, responsibility and accountability)</b>
National parks and wildlife reserves in Cameroon (Mount	The <b>Prime Minister</b> establishes national parks through the signing of classification decrees. This establishes them as permanent forests or forest estates and thus, belonging to the State.

Cameroon, Takamanda, Korup, Banyang Mbo, Benoué, Waza, Lobéké)	The <b>Ministry of Forestry</b> , at the central level, validates the management plan (long-term vision, management objectives and how these are related to lifestyles and local development, internal zoning including different governance and management regulations, management plans and/or rules). <b>Conservation services</b> implement the management plan and report to the Ministry of Forestry.
Kahuzi Biega national park and Lomami park in DRC	National parks are established by <b>order of the President of the Republic</b> , upon government's proposal, after the vote of parliament, without any prior investigations. The <b>Directorate General of the Congolese nature conservation institute (ICCN) and the Ministry of the Environment, Nature Conservation and Tourism (MECNT)</b> approves and validates the general parks management plan. ICCN, the public establishment that reports to the Ministry, is the parks management body. ICCN is mandated by government to preserve biodiversity throughout the Congolese territory. It is also responsible for the protection of wildlife and flora, scientific research and promotion of tourism, in compliance with fundamental nature conservation principles.
Sena Oura national park (PNSO) in Chad	The President of the Republic promulgated the law to establish PNSO, after its adoption by the National Assembly of Chad (Law No. 011/PR/2010 of 10 June 2010). At the Ministry of the Environment and Fisheries, the Directorate of Conservation and Protected Areas is responsible for the management of the Park.
National parks in Côte d'ivoire (Taï, Comoé)	According to Law No. 2002-102 of 11 February 2002, parks and reserves lands fall under to the <b>State public estate</b> . The Taï wildlife and flora reserve therefore became, in 1972, the Taï National Park by decree No. 72-544 of 28 august 1972, with a surface area of 350 000 hectares. In 1968, by Decree No.68-81 of 9 February, the entire Bouna reserve and Kong forest was established as the Comoé national park that currently covers a surface area of 1 149 150 ha. The <b>Côte d'ivoire Parks and Reserves Agency (OIPR)</b> , under the technical supervision of the Ministry of Sanitation and Sustainable Development, is responsible for the sustainable management of national parks and reserves. It designed the management plan for the Taï and Comoé national parks. <b>The OIPR South West Zone Directorate and North East Zone Directorate</b> are respectively in charge of the management of the Taï and Comoé national parks. They are responsible for: (i) enforcing legislation relevant to the protection, sustainable management and development of parks and their peripheral areas (ii) preparing and implementing parks management and business plans, as well as all other measures necessary for their development.

New Protected Areas (NPAs) in Madagascar	Following the Durban Declaration in 2003 during the World Parks Congress on the need to establish new protected areas in Madagascar, after a long identification, negotiation and finalization process, the State established new protected areas in April 2015. Management is delegated, either to the community with an ad hoc committee comprising the management committee, either an NGO, either an association, as the case may be, that are the promoters of the new protected areas.
BSB Yamoussa (Cameroon-Chad)	BSB Yamoussa is a transboundary conservation area comprising protected areas contiguous to Sena Oura and Bouba NDjida. The two parks are <b>territorially and legally under the jurisdiction of Chad and Cameroon</b> , and are managed by conservation officers under the authority of the competent ministries. The Bi-national Supervisory and Arbitration Committee (CBSA) is the supreme decision-taking organ, composed of the 2 relevant ministries (MEP and MINFOF) and the COMIFAC Executive Secretariat.
Sangha Tri-National (TNS) (Cameroon, Congo, CAR)	The Sangha tri-national complex stems from the cooperation agreement signed on 7 December 2000 between Cameroon, Republic of Congo and Central African Republic. The agreement spells out the framework for the management and functioning of the transboundary conservation area. Also, TNS member governments signed protocol agreements relating to the fight against poaching and the free movement of persons and property. The three parks have management and administrative personnel provided or financed by the three governments and international cooperation agencies.

**Table 1: Rights holders and interested entities**

### **3.2.2 Local communities mode of organization and level of participation**

In order to conduct the governance process efficiently, all stakeholders must organize themselves accordingly. Therefore, in the majority of cases, most programmes and projects sought to support local development organizations by structuring communities (apart from the other key stakeholders), in order to enable them protect their interests and be able to participate efficiently in negotiations. The negotiations are aimed at:

- the acquisition of specific capacities (for example: attending meetings, negotiating, being recognized and acting as a legal entity, controlling access to natural resources, monitoring biological diversity, etc.);

- reaching an internal agreement on values, interests and preoccupations over the land surface areas and natural resources in question;
- designating a representative who would lead such internal agreement up to the negotiation forum.

Parks	Community organization methods
<p>National parks in South West Cameroon (Mount Cameroon, Takamanda and Korup) and the Banyang Mbo wildlife reserve</p>	<p>Peasant Forestry Committees (<b>PFC</b>) serve as the discussions platform between each village and the park. PFC or other village committees are therefore structures that represent the populations who serve as intermediaries and facilitate dialogue, consultation and negotiation between villagers, local governments, NGOs, conservation agencies, economic operators and/or forestry companies and forestry services. They should ensure that the population participates in the management of natural resources. The creation of PFC is therefore indispensable only where there is no group or committee that represents the local population. Farmers' organizations in villages or other common interest groups could thus be the privileged representatives of populations before forestry services. Where such organizations represent several villages and can speak for each of these villages, it would also not be indispensable to create new structures (PFC) in each village.</p> <p>Village forestry committees are composed of eight members, designated unanimously by all villages, depending on the objectives of each village. The list of members designated for a renewable 3 year term is therefore forwarded to the MINFOF Divisional Delegation. PFC are composed as follows:</p> <ul style="list-style-type: none"> <li>- the village chief or a representative of village chiefs (for one sector)</li> <li>- 1 member of the village development committee;</li> <li>- 1 representative of internal elites;</li> <li>- 1 representative of external elites;</li> <li>- 2 representatives of women's associations;</li> <li>- 1 representative of farmers;</li> <li>- 1 representative of youths.</li> </ul> <p>PFC members are representatives of populations, people who have proven their commitment to the general interest of the community (through their activities in the village or responsibilities within village associations), honesty (dissemination/posting of any information in the village), dynamism,</p>

	spirit of initiative, capacity to listen, patience, persuasion and especially their availability.
Benoué national park (Cameroon)	In order to involve the riparian indigenous population in the co-management of the Bénoué park, village wildlife committees were created in all villages along the No.1 highway, up to game areas 1 and 4. They were tasked with the selection and monitoring of community guards for the surveillance of game areas, for ecotourism, sharing of bush meat obtained from game hunting and execution of decisions concerning their villages.
Waza national park (Cameroon)	See (3.2.4) Governance organs and decision-taking methods
Lobéké national park (Cameroon)	<p>Village forestry committees (see paragraph on national parks in South West Cameroon).</p> <p><b>Committees for the enhancement of wildlife royalties (COVAREF)<sup>1</sup></b> at Lobéké are in charge of revenues derived from ZICGCs. This is a local entity around the Lobéké park that seeks the recognition of the rights of local populations to access wildlife resources and derive benefits from their exploitation, as well as to enable the population to participate in taking decisions. Associations bringing together several riparian villages were put in place in the Lobéké national park in that regard. Villages are represented at COVAREF by two categories of members who are members as of right, notably, village heads and locally elected officials and, as necessary, delegates designated according to village population size. The functioning of COVAREF is ensured by three organs: the General Assembly, the COVAREF Bureau and the Management Unit.</p> <p>Dialogue among actors is carried out through the development/strengthening of collaboration platforms between natural resource management institutional actors and technical operational management organs (management committee, steering committee and the technical implementing and coordinating committee). These different organs comprise all stakeholders in the management of natural resources in the area.</p>
Sena Oura national park(Chad)	<p><b>The Local Guidance and Decision Organs (ILOD)</b> of Dari and Goumadji prompted the creation of the Sena Oura national park and represent the first level of coordination of natural resources conservation interventions. It is composed as follows :</p> <ul style="list-style-type: none"> <li>- traditional leaders (canton head, village head) and chiefs (land chief, water chief);</li> <li>- representatives of development organizations;</li> </ul>

<sup>1</sup> Was put in place within the framework of the community initiatives supported by the park

	<ul style="list-style-type: none"> <li>- socio-professional organizations;</li> <li>- various users of natural resources;</li> <li>- deconcentrated technical services of the State in the area.</li> </ul> <p>ILOD mandate in the park peripheral areas include:</p> <ul style="list-style-type: none"> <li>- carting the direction for sustainable natural resources management;</li> <li>- determining natural resources management requirements and organizing the prevention and control of bush fires;</li> <li>- mobilizing funding for the putting in place of natural resources development and preservation actions;</li> <li>- taking major decisions for the smooth functioning and organization of natural resources preservation;</li> <li>- mediation in case of conflict among users of natural resources.</li> </ul> <p>ILOD are part of the consultations platform for conflict resolution in and around the park. The park management plan provides for their involvement in the management of the park. This last element has not yet been formalized.</p> <p>Within the framework of BSB Yamoussa, ILOD is part of CBPE.</p>
Taï national park (Côte d'Ivoire)	<p>At the operational level, to ensure sustainable natural resources governance of the park, five associations of fishermen and one association of fish merchants was put in place within the framework of a local agreement. The aim was to formalize the activities of fisheries actors in the Buyo Division and further involve them in the implementation of the said agreement.</p> <p>To that end, the different associations are part of the larger governance system made up of: the steering committee that includes all actors and management units that are closer to fishermen's fishing camps.</p>
Comoé national park (Côte-d'Ivoire)	<p>Institution of a <b>local management committee (CGL)</b>.</p> <p>The legal basis of CGL is founded on the law relating to the creation, management and financing of national parks and nature reserves. CGL gives its opinion on all technical, cultural or budgetary matters.</p> <p>The purpose of CGL is the sustainable management organ of natural resources through the participation of all stakeholders.</p> <p>CGL, acting as a board of directors, on an advisory basis, is composed of:</p> <ul style="list-style-type: none"> <li>- Préfets or the divisions or regions concerned;</li> <li>- the Director of OIPR or his representative;</li> <li>- the Director to the park or reserve;</li> </ul>

	<ul style="list-style-type: none"> <li>- 2 elected representatives of NGOs operating in the park/reserve or peripheral areas;</li> <li>- representatives of the territorial authorities and territories constituting the fishing zone (regional councils, representatives of village organizations, etc.);</li> <li>- 2 representatives of economic operators in the tourism and handicrafts sector;</li> <li>- 1 member of the scientific council.</li> </ul> <p>CGL convenes once every three months to: formulate opinions and guidance concerning management tools (management plan, operations plan, etc.); give moral assurance through participation in sensitization and consultation activities with communities (for example: participation in sensitization campaigns); facilitate administrative, political or legal decisions for the creation of village conservation and development associations; formulate criticisms and guidance through reports on the execution of operations plans and various studies reports.</p>
Kahuzi Biega park and Lomami national park (DRC)	<p><b>Governance, conservation and development councils (CGCD):</b> these local structures are the interface between the populations and park authorities in order to help fight against poaching, destruction of the park, channel the local development support of the Congolese institute for nature conservation. These entities bring together: local communities, communities who are dependent on the resources, traditional authorities, representatives of the governor at the local level, marginalized and claimant groups, holders of ancestral powers, representatives of extractive industries and civil society operating in the sector. A spokesperson is elected to head the executive and ensure daily management.</p> <p>Protocol agreements were signed between the park and communities (PNL protocol- Balanga sector, of 21 August 2017).</p>
NPA (Madagascar)	Management committee at the level of each NPA
BSB-Yamoussa (Cameroon-Chad)	<p>The Bi-national planning and implementation committee (<b>CBPE</b>), <b>apart from the divisional and/or regional representatives of</b> the relevant ministries, comprises conservation officials, representatives of natural resources management local structures, as well as projects that support natural resources conservation or sustainable management.</p> <p>For the Chadian side, the ILOD of Goumadji and Dari are also part of CBPE (see members and mandate of ILOD below under the section dealing with Sena Oura).</p> <p>For the Cameroonian side, ILOD also comprises representatives of the</p>

	relevant traditional authorities and local councils.
TNS (Cameroon, Congo, CAR)	The TNS cooperation agreement provides for 4 organs, notably: <ul style="list-style-type: none"> <li>- The tri-national supervisory and arbitration committee (CTSA);</li> <li>- The tri-national scientific committee (CST);</li> <li>- The tri-national monitoring committee (CTS);</li> <li>- The tri-national planning and implementation committee (CTPE), none of which provides for the representation of local communities.</li> </ul>

**Table 2 : Modes of community organization**

### **3.2.3 Types of governance legal instruments**

The cases studied show that there is no standard governance agreement, since each agreement depends on the context and actors involved. Agreements may involve local communities, indigenous organizations and private enterprises, as well as State authorities, government agencies, research and education institutions, international agencies and development partners. Agreements may also be designed in a collective framework including all actors or targeting specific actors depending on their level of involvement in the management of forestry and wildlife resources. Two types of agreements emerge:

- customary agreements ;
- legal agreements.

Certain provisions of agreements with multiple stakeholders refer directly to natural resources. Other agreements refer to natural resources only in an indirect or complementary manner, for example in terms of interventions for economic development, health, education, social organization, governance, culture, etc. Coordinated interventions in many sectors are useful for the equitable distribution of costs and social benefits of the proper management of natural resources. In this regard, governance involving several stakeholders paves the way for larger interdisciplinary and multi-level agreements.

In practice, this means that an agreement involving multiple stakeholders is often designed as a package comprising a management plan of the natural resources in question, and one or several additional agreements dealing with specific socio-economic and cultural issues. Such additional agreements are very important since they make the management plan acceptable for all stakeholders, thereby ensuring its sustainability.

Parks	Types of stakeholder agreements and benefits sharing methods (resources are the subject of community management agreements/initiatives)
South West Cameroon national parks (Mount Cameroon, Takamanda and Korup) and Banyang Mbo wildlife reserve	<p>Signature of a <b>conservation development agreement</b> (CDA) between the village head and the park warden, and approved by the administrative authority. Within every CDA, the parties identify the specific issues and interests determining their vision, formulate management objectives within the park area, agree on their roles and responsibilities and benefits sharing mechanisms, on a joint intervention plan as well as on roles and responsibilities in implementing their interventions, assess their internal capacities for implementing planned interventions, assist each-other in acquiring the required capacities for fulfilling their responsibilities, assess their performance on the basis of set objectives and adapt their strategies accordingly. Specific agreements may be signed for every given actor for the management of specific resources.</p> <p>Signature of <b>agreements between parks and local councils</b> for the implementation of conservation and development activities. Given that the council is in charge of the implementation of the council development plan, it undertakes to include conservation activities in the council development plan and to implement the eco-development activities negotiated with the population.</p>
Benoué national park (Cameroon)	<p>An <b>agreement between the Ministry of Forestry and Wildlife and the population</b> concerning the co-management of wildlife areas No. 1 and 4 was signed in 2004. It defines the resources to be co-managed, the entities to be conserved and general partnership rules. The key issue under this agreement is the retrocession of revenues from wildlife areas 1 &amp; 4 to the riparian populations, and the involvement of village community guards in surveillance and sport hunting activities. The retroceded revenues are managed by the populations themselves. The agreement also relates to community hunting, collection of dead wood, timber, fishing in the pools and the backwaters of Bénoué river, the exclusive management of Bel Eland camp and zoning of the two wildlife areas.</p>
Waza national park	<p>A <b>framework agreement for the management of resources</b> such as straw, acacia gum, fish and the Waza visitors' centre was negotiated and signed between the Waza national park and the riparian populations. The framework agreement provides for specific</p>

(Cameroon)	agreements for each group of users of specific resources. It provides for resources to be exploited in conformity with the recommendations of the scientific council, the villages involved in the process, and sanctions in case of failure to comply with the terms of this agreement.
Lobéké national park (Cameroon)	<p><b>Collaboration agreement with the private sector:</b> forestry companies and hunting guides, after consultations, concluded a collaboration agreement on combating poaching, that spells out the responsibilities of the different parties:</p> <ul style="list-style-type: none"> <li>- forestry companies notably undertook to facilitate supplies of alternative sources of protein to their workers, in replacement of bush meat, and set up check points on the different strategic roads leading to their sites;</li> <li>- hunting guides for example undertook to recruit at their own expense and deploy persons in charge of controlling poaching, placed under the supervision of MINOF sworn officials;</li> <li>- the two groups are bound to contribute materially to the organization of anti-poaching operations, mainly intended to dislodge poachers that are almost permanently present on their respective forest concessions .</li> </ul> <p><b>Signature of a memorandum of understanding known as the Mambélé agreement.</b> This was signed between the forestry divisional authorities, economic operators (professional hunting guides and forestry companies) and communities (local councils and riparian communities) hunting and NTFP/PNL zones, Boumba-Bek and Nki, in order to promote the participatory and concerted management of wildlife resources in South East Cameroon.</p> <p><b>Signature of management agreements between COVAREF and the Ministry of Forestry and Wildlife</b> for the community management of 9 hunting areas and in the neighbourhood of PNL. These hunting areas were provided for in the management plan of PNL, as a compensatory measure for the population, and as a wildlife resources conservation initiative in the agroforestry area neighbouring the park (wildlife regulation area)</p>
BSB Yamoussa	<p><b>Cooperation agreement between the Government of the Republic of Cameroon and the Government of the Republic of Chad,</b> aimed at the creation and joint management of a protected areas complex around Sena-Oura in Chad and Bouba Ndjida in Cameroon, with a view to biodiversity conservation. Le BSB Yamoussa is a transboundary conservation area for the joint management of protected areas contiguous to Chad and Cameroon. The Parties undertook to implement a management system in</p>

	<p>the form of a partnership in the following main areas:</p> <ul style="list-style-type: none"> <li>- Harmonization of legislation;</li> <li>- Fight against poaching;</li> <li>- Fight against bush fire, pollution and various nuisances;</li> <li>- Scientific research;</li> <li>- Ecological and socio-economic monitoring;</li> <li>- Control of exploitation of resources;</li> <li>- Eco- tourism;</li> <li>- Institutional support and capacity building;</li> <li>- Involvement of local and indigenous populations, economic operators and civil society;</li> <li>- Financing of activities;</li> <li>- Sharing of benefits;</li> <li>- Putting in place of a transboundary communication system.</li> </ul> <p>The details are spelt out in specific bi-national protocol agreements. Specific anti-poaching and eco-development protocols (October 2017) are currently in the process of validation.</p> <p>Upon validation by CBSA, the specific eco-development protocol will provide guidance on the structures and procedures for ensuring the participation of populations, as well as access to benefits and formalization of user rights.</p>
Sena national park (Chad)	<p>Oura park</p> <p>The creation of the park was prompted by the <b>intercommunity charter</b> for the conservation and management of natural resources (GRN) in the area by the Dari ILOD.</p> <p>Signature of local agreements on the management of natural resources in the different zones between all the villages concerned specified specific conservation and resource management efforts. The management objectives of these agreements include: protection of plants to ensure their sustainability and development, protection of wildlife to ensure its development, management of farming and grazing lands around the area in conformity with forests and wildlife requirements, and contribution to poverty reduction in the area.</p>

	<p>In preparation for the creation of the national park, the Dari ILOD designed and signed with the Goumandji Canton neighbouring ILOD a local agreement for the game area. It is on this basis that the first park management plan was prepared. It is also on this basis that the law creating the park was adopted in 2010.</p> <p>The local development plans (LDP) permits Chadian cantons to express the needs of the populations in a free and responsible manner in order to improve their living conditions. Local development plans comprise aspects pertaining to infrastructure, socio-economic development and natural resources management.</p> <p>The design of a framework and major thrusts in inter-village area management (charter) enabled to chart common directions, identify actions to be conducted in the context of sustainable natural resources management, and regulate through regional agreements (RS) or lands management plans (LMP) more specifically.</p> <p>The local development plan, with regard to the management of similar natural resources areas, ensures that these aspects are not omitted during the design of LDP.</p> <p>In the presence of ILOD, implementation of local agreements and lands management plans is ensured by the executive bureau in collaboration with village supervisory committees (VSC) that are the local structures in charge of monitoring the application of agreed rules.</p>
Taï national park (Côte d'Ivoire)	<p>It should be noted that Law No.2002-102 of 11 February 2002 relating to the creation, management and financing of national parks provides for the establishment of <b>lands management contracts</b>. This refers to a contract between the manager of a park or reserve and the rural populations in the area, represented by associations, private or administrative entities. The contract notably spells out conditions for the intervention of the contracting populations in supervision, management, maintenance and, as necessary, cultural and tourist activities in the park, reserve or surrounding areas. Against this backdrop, a local agreement was prepared for the sustainable management of the resources of Lake Buyo. This convention is supplemented by several action plans.</p>
Comoé national park (Côte d'Ivoire)	<p><b>Lands management contracts in the form of local agreements</b></p> <p>These contracts determine conditions for water supply from the park to the riparian population, specifically women. In that regard, they aim in particular to contribute to the sustainable management of resources in the Comoé biosphere reserve and, specifically, to</p> <p>(i) determine conditions for water supply to riparian households obliged to enter the Park illegally; (ii) propose sustainable alternative</p>

	measures enabling riparian villages to have regular and sufficient drinking water in villages at all seasons; (iii) strengthen the capacities of water management structures in villages in view of joint and sustainable management.
TNS	<p>Implementation of TNS cooperation agreement is reflected through the signing and enforcement of three protocol agreements between three countries, notably:</p> <ul style="list-style-type: none"> <li>- the protocol agreement on the fight against poaching;</li> <li>- the protocol agreement on the free movement of TNS personnel;</li> <li>- the protocol agreement on the organization and functioning of the tri-national brigade for the fight against poaching.</li> </ul> <p>These different legal instruments translate the will of the countries concerned to jointly manage their forest ecosystems in compliance with the priorities of the sub-regional convergence plan of the Central Africa Forests Commission (COMIFAC).</p>
NPA	<p>In the process for creation of new protected areas, promoters are required to carry out an environmental impact assessment in order to obtain the environmental permit and environmental specifications for the creation of NPAs. In 2011-2012, the State issued a decree for the temporary protection of NPAs, which was already a sort of contract legalizing their creation. In 2015, after evaluation, the State issued a decree for their definitive creation and protection. All these instruments are forms of contract between the State and promoters of NPAs.</p> <p>Currently, the government of Madagascar is planning delegation of management to promoters and managers, in order to officialise the concept of management delegation by the State.</p> <p>Participation of local populations in the management of NPA is effective through the putting in place of 3 documents derived from EIAs as follows: the development and management plan (DMP), the social and environmental protection plan (ESPP) and, lastly the environmental specifications. Every protected area must have these three official documents.</p>

**Table 3: Types of governance legal instruments**

### **3.2.4 Governance bodies and modes of decision-taking**

Governance bodies could be of various types covering a wide range of levels of authority and responsibility. They have two common characteristics: they involve at least two actors (many actors very often), and have to take management decisions for a given area, land space or given natural resources.

The main types of governance bodies include: decision-taking bodies, advisory bodies, executive bodies and joint structures.

Parcs	Governance bodies
South West Cameroon national parks (Mount Cameroon, Takamanda and Korup) and the Banyang Mbo wildlife reserve	<p><b>The Park management committee</b> is chaired by the Secretary General of the Ministry of Forestry and wildlife, assisted by the Director of Wildlife, who is the vice chairperson. The park warden acts as secretary to the committee. Its membership is composed of administrative authorities (3 members) representatives of ministries (10 members), members of parliament (2 members), 1 representative of civil society, 2 representatives of economic operators, 1 representative of partners, 2 representatives of traditional authorities. The committee meets<sup>2</sup> in principle two times a year.</p> <p>It examines and approves proposed management activities, annual work plans, budgets and reports; it considers and approves the recommendations and proposals of the park scientific and technical committees and ensures the smooth implementation of the management plan.</p> <p><b>The local advisory committee</b> brings together local actors in each subdivision to improve participation in the management of the park. It normally meets once a year, or as the need arises. It is composed of the relevant local government services, traditional institutions, community representatives, the municipal council, local NGOs. At the level of villages, village forestry committees regularly discuss the interactions between the park management and the local communities. Its organization and functioning partly guarantee discussions on sector-specific issues.</p> <p>Co-management of protected areas is since 2004 implemented in South West Cameroon through the Natural Resources Sustainable management Programme (PSMNR) at the Ministry of Forestry and Wildlife. It is aimed at the protection of ecosystems with high conservation value (protected areas) in this region, while seeking to improve the living conditions of the riparian communities. In that regard, PSMNR founded its approach on the different tools/structures designed to that effect, in experimentation of its co-management approach. Among these elements, there are clusters platforms.</p> <p><b>The cluster platform</b> is the central structure that ensures regular communication and information sharing among park managers,</p>

<sup>2</sup> Generally, this committee does not meet

	<p>riparian villages, and the local planning, implementation, evaluation and co-management platform. In collaboration with other park services, it is responsible for the resolution of conflicts inherent to the management of natural resources. It designs an action plan jointly with the park and monitors implementation thereof. It elects a member, a community facilitator to ensure permanent liaison and dialogue with the park.</p>
Benoué national park	<p><b>Benoué reserve monitoring committee.</b> This is a consultation and management forum between the riparian populations and the conservation services of the benoué reserve. The committee has powers to take decisions concerning various activities and is statutory members and advisory members.</p> <p>.</p>
Waza national park	<p><b>The conservation service</b> is in charge of the implementation of the management plan.</p> <p><b>The management committee</b> of the Waza national park comprises different actors directly involved in the management and exploitation of the resources of the park. The management committee convenes at least once a year. It is responsible for: (i) approving the budget and annual work plan prepared by the park warden, (ii) assessing implementation of the management plan, (iii) adopting proposals submitted by the local scientific, technical and advisory committees; (iv) harmonizing the interventions of the different actors in view of the sustainable management of resources of the Waza park.</p> <p>The committee is chaired by the Secretary General of MINFOF and the rapporteur is the park warden, with 21 members as follows: 2 administrative authorities, 6 representatives of MINFOF, 7 representatives of other ministries, 1 member of parliament, 2 representatives of economic operators, 1 representative of populations, 1 representative of IUCN, 1 representative of local NGOs.</p> <p><b>The local advisory committee</b> convenes at least twice a year. It is in charge of identifying socio-economic actions in accordance with the activities selected in the management plan to be submitted to the management committee.</p> <p><b>The park consultations committee</b> was established by MINEF in 1998 to serve as the executive organ of the Waza national park and the co-management consultations framework. It is has a dual mission as follows:</p> <ul style="list-style-type: none"> <li>- Within level of the park, it serves as a consultations framework between the riparian populations and conservation services.</li> </ul> <p>The sole responsibility for taking decisions in the park belongs to the conservation service. However, as concerns the</p>

	<p>regulated access to some clearly determined resources in the park, the populations are bound to be involved, for the purpose of equity.</p> <ul style="list-style-type: none"> <li>- Within the park surroundings, the committee has power to decide on the different activities to be conducted. Such decisions, as well as the management rules governing them, must take into account the close interaction between the surrounding areas and the park. No planned activities within the park surroundings should be incompatible with conservation policies.</li> </ul> <p>The committee is composed of representatives of the different actors involved in the management and exploitation of park resources and surrounding areas. It comprises statutory and advisory members. The statutory members are the three representatives of the Ministry of Forestry and Wildlife, the Regional Delegate for Forestry and Wildlife, the park warden, heads of the units provided for under the management plan and 11 representatives of the.</p> <p>The advisory members are: mayors of the municipalities concerned, the main authorities of the districts concerned, 3 representatives of the Waza Logone project, 1 representative of the Waza-Logone Plain management committee.</p> <p>The objectives of the committee are, among others, the conservation of park resources, harmonization of the rights and duties of riparian populations towards the park and vice-versa, preservation and improvement of the living conditions of the current user and riparian populations.</p> <p>There are four other local committees representing the north, east, south and west zones. Each committee represents all the villages in the zone, and its managing organ is composed of a chairperson, a secretary and a treasurer.</p>
<p>BSB Yamoussa</p>	<p>The bi-national agreement provides for bi-national structures : the Bi-national supervisory and arbitration committee (CBSA) is tasked with:</p> <ul style="list-style-type: none"> <li>- defining the general guidelines for the functioning of BSB Yamoussa in conformity with this agreement or any other applicable instrument;</li> <li>- determining and putting in place mechanisms for the sustainable financing of BSB Yamoussa;</li> <li>- approving joint regulation;</li> <li>- approving programme budgets and bi-annual reports;</li> <li>- approving protocol agreements;</li> </ul>

	<ul style="list-style-type: none"> <li>- examining and taking any necessary measures for the prevention and resolution of conflicts.</li> </ul> <p>CBSA is composed as follows:</p> <ul style="list-style-type: none"> <li>- ministers in charge of forestry and wildlife of the Parties to the agreement;</li> <li>- the Executive Secretary of the Central African Forests Commission (COMIFAC) acting as rapporteur.</li> </ul> <p><b>The Bi-national Planning and Implementation Committee (CBPE):</b> is the planning and executing organ of BSB Yamoussa. It is in charge of:</p> <ul style="list-style-type: none"> <li>- implementing the policies adopted by CBSA ;</li> <li>- preparing the annual work plans and consolidated budget;</li> <li>- preparing draft protocol agreements;</li> <li>- coordinating the execution of the activities of BSB Yamoussa;</li> <li>- ensuring the application of protocol agreement provisions;</li> <li>- ensuring the dissemination of information;</li> <li>- preparing annual reports.</li> </ul> <p>CBPE is composed as follows:</p> <ul style="list-style-type: none"> <li>- divisional and/or regional representatives of ministries in charge of forestry and wildlife;</li> <li>- wardens of BSB Yamoussa protected areas;</li> <li>- conservation or natural resources sustainable management project officials operating in the protected area or areas peripheral to BSB Yamoussa;</li> <li>- representatives of natural resources local management structures.</li> </ul> <p>In addition, the bi-national monitoring committee (CBS) oversees the execution of the decisions of CBSA by CBPE.</p>
Lobéké national park (PNL)	<p>The <b>management committee</b> is in charge of harmonizing the interventions of natural resources sustainable management actors in the park and its peripheral areas. It is responsible in particular for:</p> <ul style="list-style-type: none"> <li>- ensuring communication and mediation among all stakeholders;</li> <li>- mobilizing and monitoring the commitments of each party with regard to implementation of the management plan;</li> </ul>

	<ul style="list-style-type: none"> <li>- ensuring the smooth functioning of the various stakeholders platforms;</li> <li>- strengthening the participation of populations in biodiversity conservation;</li> <li>- promoting sustainable management practices by operators in the forestry and hunting branches;</li> <li>- encouraging the putting in place of mechanisms for the resolution of human/animal conflicts;</li> <li>- ensuring the proper functioning of COVAREF by notably monitoring joint-venture contracts with the private sector.</li> </ul>
Sena Oura national park	<p>PNSO, is placed under the administrative authority of the <b>Directorate of National Parks</b>, specifically the Directorate of Protection of Conservation Areas. The park is placed under the management of a warden. Management of the park is ensured in collaboration with structures put in place to that effect, notably: the management committee, the Sena Oura local management committee, the technical and scientific committee and the consultations platform.</p> <p>A complex governance structure was proposed in the initial management plan with several contradictory elements. Only the consultation platform was established and officialised for addressing conflicts and disputes arising from the activities of the park. It is composed of representatives of administrative authorities and local technicians, including representatives of populations and representatives of the park transition zone local committee. In the current revision of the management plan, the proposed governance system envisages to put in place a more simple governance system.</p> <p>Pending the formalization of a simplified system, ILOD – at the origin of PNSO –entertain regular informal contacts with the park warden in view of consultations and solutions to problems. They collaborate within the framework of the control of bush fires and the fight against poaching.</p>
Taï national park	<p>The strategic management of the Taï national park(PNT) has opted for an open analysis and decision taking format which, apart from the Cote d'Ivoire Parks and Reserves Agency (OIPR) also involves representatives of all stakeholders, notably local authorities, technical and financial partners, economic operators, civil society and riparian populations. In this regard, the park local management committee (CGL), inspired by the OIPR management council, was put in place in accordance with Article 35 of decree No. 2002-359 of 24 July 2002, relating to the establishment, organization and functioning of the Cote d'Ivoire parks and Reserves Agency to giving its opinion on all technical, cultural or budgetary matters submitted for its advisory opinion by the Director of the</p>

	<p>OIPR south west zone.</p> <p>CGL gives its opinions and observations in particular on:</p> <ul style="list-style-type: none"> <li>- the park management annual activities report;</li> <li>- the Taiï national park development and management plan ;</li> <li>- lands management contracts and draft agreements with economic operators on the surroundings of PNT.</li> </ul> <p>Still at the strategic level, the guidance and decision-making committee (COD) was created by decision of the Director general of OIPR. COD decides for income-generating micro-projects related to the park conservation, as well as basis social infrastructure projects submitted for funding.</p>
Comoé national park	<p><b>Local management committee (CGL).</b> CGL gives its opinion for all technical, cultural and budgetary matters. It aims at the sustainable management of protected areas with the participation of all stakeholders. CGL (the advisory organ), only gives its opinions.</p> <p>Composition :</p> <ul style="list-style-type: none"> <li>- Préfets of the divisions and regions concerned;</li> <li>- The Director General of OIPR or his representative;</li> <li>- The Director of the park or reserve;</li> <li>- 2 elected representatives of NGOs operating in the park/reserve or its surroundings;</li> <li>- Representatives of local governments where the protected areas are located (regional councils, village associations, etc.);</li> <li>- 2 representatives of economic operators in the tourism and handicrafts sector ;</li> <li>- 1 member of the scientific council.</li> </ul>
Kahuzi Biega national park	<p><b>COCOSI:</b> « Comité de coordination du Site du Parc National de Kahuzi- Biega » "Kahuzi-Biega National Park Site Coordinating Committee" is a management and coordination structure between the Site and its main partners under the authority of ICCN.</p> <p>CoCoSi meets for programming and evaluation meetings twice a year, involving DG-ICCN- partners and external resource persons as appropriate. It is chaired by the Site Manager, with the participation of Program Managers, Station Managers and their deputies,</p>

	<p>partners operating in the site and representatives of local authorities and communities.</p> <p>It is a framework of exchange bringing together:</p> <ul style="list-style-type: none"> <li>- The representative of the General Director of ICCN / DG</li> <li>- Park managers (site manager, his deputies, station and deputy heads and program managers)</li> <li>- The representatives of the financial technical partners and the donors.</li> <li>- the politico-administrative and customary authorities of the province concerned</li> <li>- representatives of local communities / local structures</li> </ul> <p>According to the National Strategy for the Conservation of Biodiversity (SNCB), this framework allows the Site to examine all management issues twice a year under the supervision of the ICCN General Director.</p>
NPA	<p>The State delegates management to the relevant managing bodies.</p> <p>The guidance and monitoring committee (COS), the management committee and the local management committee (ULG) are responsible for the management of NPA.</p> <p>COS is responsible for strategic decisions for the management of NPA. The composition of COS may differ from one NPA to another, depending on the regional and even the local contexts. However, there are some statutory members such as deconcentrated technical services (STD) and local and regional authorities (CTD) in each region.</p> <p>The management committee is the organ any manager, promoter and eventually representatives of local populations refer to for any matter concerning management of the protected areas.</p> <p>The local management unit (ULG) comprises representatives of the riparian local communities of the protected areas. The protected area management committee delegates management to them through the transfer of certain powers and building of technical capacities for decision taking. Information flow and decision taking is both ways, from top to bottom and from bottom to top, depending on the context the general policy of the State.</p>
TNS	<p><b>The cooperation agreement</b> provided for the following four organs for its functioning:</p>

- a tri-national supervisory and arbitration committee (CTSA);
- a tri-national technical and scientific committee (CST);
- a tri-national monitoring committee (CTS);
- a tri-national planning and implementation committee (CTPE).

CTSA is the highest TNS decision-taking organ.

It is composed of ministers in charge of wildlife and forestry in States parties and the Executive Secretary of the Organization for the Conservation of Wildlife in Central Africa (OCFSA), acting as rapporteur.

CTSA is in charge of:

- determining the general guideline and functioning of TNS, in accordance with the Agreement or any other applicable agreement;
- facilitating research and mobilisation of resources for the activities of TNS;
- proposing common regulations;
- approving action plans and biannual reports;
- proposing draft agreements ;
- considering and proposing any necessary measures for the prevention and resolution of conflicts. CTSA meets in ordinary session twice a year.

CST is an advisory organ.

It is the organ responsible for monitoring the implementations of CTSA decisions. It is composed of préfets of the border divisions or regions concerned, State prosecutors of the divisions or regions concerned, law enforcement officers of the above-mentioned administrative units, divisional or regional representatives of the ministries of wildlife and forestry of the States concerned, representatives of donors, wardens of the TNS protected areas, officials of the conservation or natural resources management projects operating in the area, and any other experts designated by States.

	<p>The missions of CST are to:</p> <ul style="list-style-type: none"> <li>- resolve conflicts within its sphere of competence;</li> <li>- monitor the implementation of action plans;</li> <li>- monitor the application of provisions of the protocol agreement;</li> <li>- approve and monitor work plans;</li> <li>- monitor the functioning of CTPE;</li> <li>- finalise annual reports;</li> <li>- support coordination between government services and the private sector. CTS meets once a year in ordinary session.</li> </ul> <p>CTPE is one of the main TNS organs. On the field, it is the main mechanism for the planning and coordination of transboundary activities.</p> <p>It is composed of managers of TNS protected areas and officials of conservation or natural resources sustainable management projects operating in the protected area.</p> <p>CTPE meets twice a year on a rotating basis at the headquarters of one of the parks to develop and implement a joint action plan.</p>
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**Table 4: Governance bodies**

### 3.3 Classification of cases studied according to IUCN typology

On the strength of this analysis, the cases studied can be classified as follows:

Type of governance <sup>3</sup>	Sub-type	Protected area/country
Type A : Governance by the State	Federal or national agency responsible	PNKB and PNL in DRC by the Congolese Institute for Nature Conservation  PNT and PNC in Côte d'Ivoire by l'OIPR
	Anfra-national agency responsible (conservation service : deconcentration)	National parks and reserves in South West Cameroon (Mount Cameroon, Takamanda, Korup, Banyang Mbo, Benoué, Waza, Lobéké)
	Management by government delegated to a community	
Type B : shared governance	Co-management or collaborative management	Ananavelona, Velondriake, Tsinjoriake, Mahavavy Kinkony, Antrema, Oronjia, Montagne des français, Baie d'Ambodivahibe
	Transboundary governance	BSB Yamoussa, TNS
Type C : governance by local communities	Putting in place of an ad hoc committee including a management committee (university, association with specific expertise and community association)	AP Tsinjoriake

**Table 5: Categorization of governance in the cases studied**

## 4 Key recommendations

<sup>3</sup> IUCN typology

Activities and practices in governance of protected or conservation areas are deployed in a social, legal, institutional, economic and political context. They are therefore influenced by both internal and external factors.

Following the analysis, this chapter formulates recommendations for projects/programmes dealing with governance of protected or conservation areas. It therefore highlights elements that deserve particular attention, upstream at the project/programme design phase, but also during the entire implementation process.

- ***The governance structure generally put in place by authorities should take into account other stakeholders through the establishment of political, legal and institutional framework conducive to co-management.*** such framework should notably transfer the protected substantive rights to local communities, and recognize co-management as a political or legal tool. Such enabling environment should trigger reforms – including forest and land use reforms - and co-management driven and progress-gear decision taking, because co-management would not be achieved in a rigid and exclusive system.
- ***Putting in place of a robust collaborative framework and shared governance agreements:*** inclusive collaborative models and tangible, fair and balanced shared governance agreements would lead to good co-management practices. However, this requires to structure and build the capacities of communities.
- ***Customary institutions should be recognized and empowered in contexts where there is strong traditional authority:*** As is often the case, strong traditional authority could be an ally for shared governance, by guiding and regulating the behaviours of populations. Acceptance by local communities of the responsibilities and collective action rules binding them could easily be achieved in such context.
- ***Take into account economic incentives in favour of communities:*** governance would be validated at the local level if the communities are granted economic and financial incentives, which would further mobilize them towards programme/project activities. The economic gain would spur adhesion to the process. Emphasis should be laid on measures that would distinguish actual commitment from economic opportunism.
  - ***Availability of financing and diversification of sources of financing:*** the main management actors – the State, community organizations and local NGOs – should ensure

upstream that financing is performed on a long-term basis. Apart from the contributions of projects/programmes, a strategy should be developed in view of the diversification of sources of financing and self-financing in order to boost interventions and ensure sustainability.

- ***Putting in place of retrocession mechanisms:*** the redistribution of benefits (such as revenues sharing) within local communities is a decisive incentive. Actions in view of the putting in place and operationalization of such initiative should be carried out.
- ***Taking into account of local knowledge:*** local communities have over the centuries demonstrated their knowledge of natural resources and space management. These communities also have their own systems through which they represent natural resources and space. Shared governance would be an efficient means to tap from such local knowledge.
- ***Inter-sectoral synergies:*** to be productive, shared governance should be inter-sectoral. It is therefore important because at its intersection of all the relevant sector ministries (Environment, forestry, regional development, finance, territorial administration, agriculture, mining, etc. ...).
- ***Involvement of support NGOs and civil society NGOs in advocacy for natural resources management:*** support NGOs are essential assets for protected areas management, since they generally act as projects/programmes intermediaries. Because they defend the rights of local communities and because they speak louder for these communities, strong and committed civil society organizations can bring pressure to bear on decision makers, law makers and planners to mainstream their concerns at the institutional, political and legal levels. The choice of such NGOs and building their capacities deserves particular attention.

Depending on the institutional weaknesses of project/programme contexts, emphasis should be laid on legal aspects, notably as concerns **the insecurity of community tenure rights**. Moreover, the will of the countries concerned to achieve the status of middle-income economy in the medium term is very often in discrepancy with conservation and development requirements, notably with regard to decisions relating to the use of protected areas for investments in the agricultural, mining and other sectors deemed to be more profitable. One of the major challenges would therefore be to prioritize approaches capable of developing the ecosystem services of forest areas. In that regard, it would be necessary to conduct research and share the findings among projects/programmes, in order to quantify and assess the contribution of protected areas to the socio-economic development of the riparian communities.

## 5 Annexes

### ***5.1 List of projects/programmes surveyed***

1. Environmental Management Support Programme (PAGE) in North, North West and South West Madagascar: Supporting Managers of the IUCN Category III and V New Protected Areas;
2. Congo Basin Forests Sustainable Management Programme (COMIFAC): Support Project for the Sena Oura- Bouba Ndjida Bi-national Complex (BSB Yamoussa);
3. Development of the Taï and Comoé Economic Space in Côte d'Ivoire: Lake Buyo Sustainable Management Governance and Taï National Park Conservation;
4. Joint Natural Resources Management Programme (PGCRN) in Mayo Kebbi;
5. Decentralized Rural Development Programme (PRODALKA);
6. Project for the Protection of Forest around Akwaya (PROFA);
7. Mount Cameroon Integrated Forest Conservation and Development Project;
8. Korup National Park ;
9. Sustainable Natural Resources Management Programme (PGDRN) ;
10. Support Programme for Implementation of the Rural Sector Development Strategy:- Forestry and Environment Aspects (ProPFSE).

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