A photograph of a herd of antelope, likely topi, in a savanna landscape. The antelope are standing in tall, golden-brown grass. In the background, there are rolling hills under a clear blue sky. The image is partially obscured by a large orange diagonal shape on the left side, which contains text.

A resource guide to support
partnerships that conserve
protected areas and promote
sustainable and inclusive development

Collaborative Management Partnership



Toolkit

**ENVIRONMENTAL LEADERSHIP PROGRAMME ON
SUSTAINABLE AND RESILIENT INFRASTRUCTURE**

December 1, 2021

SUPPORTED BY



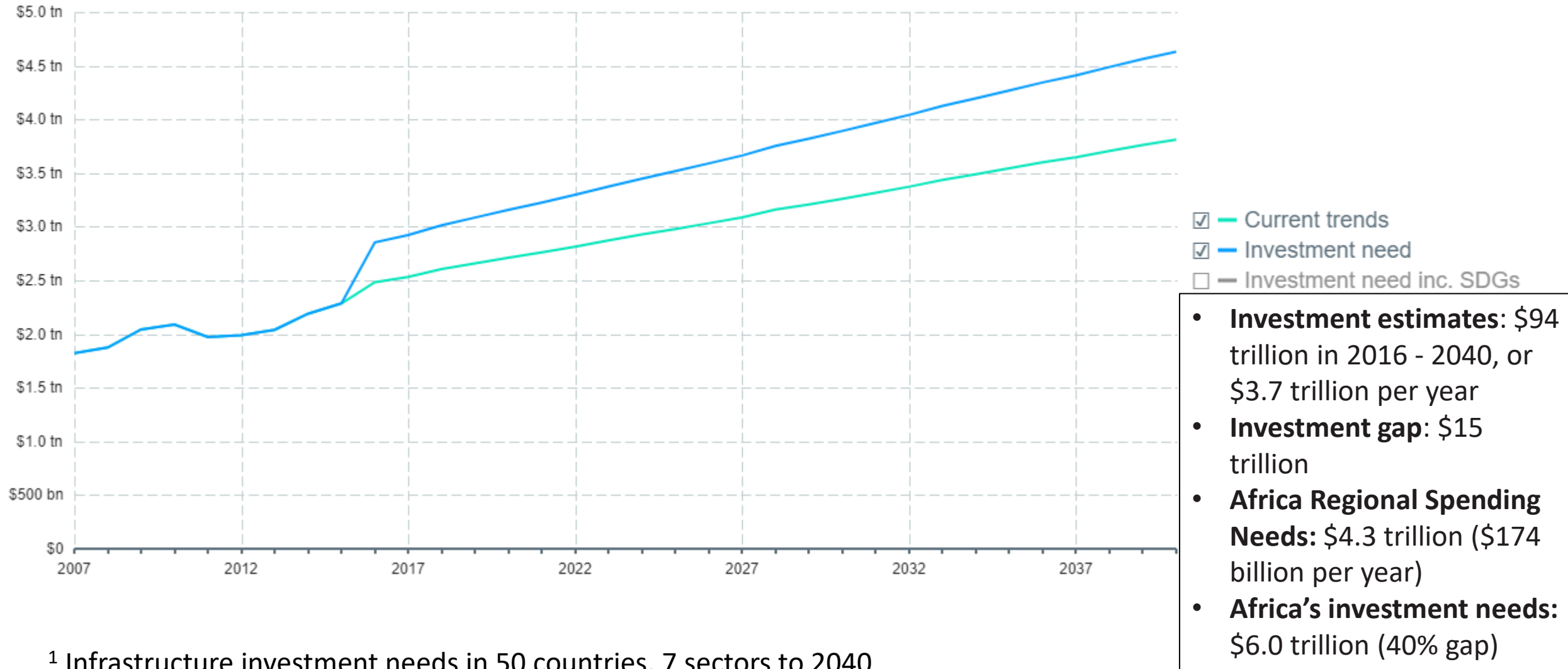
LED BY



WORLD BANK GROUP

Infrastructure Gap: Global Infrastructure Hub estimates¹

Infrastructure investment at current trends and need

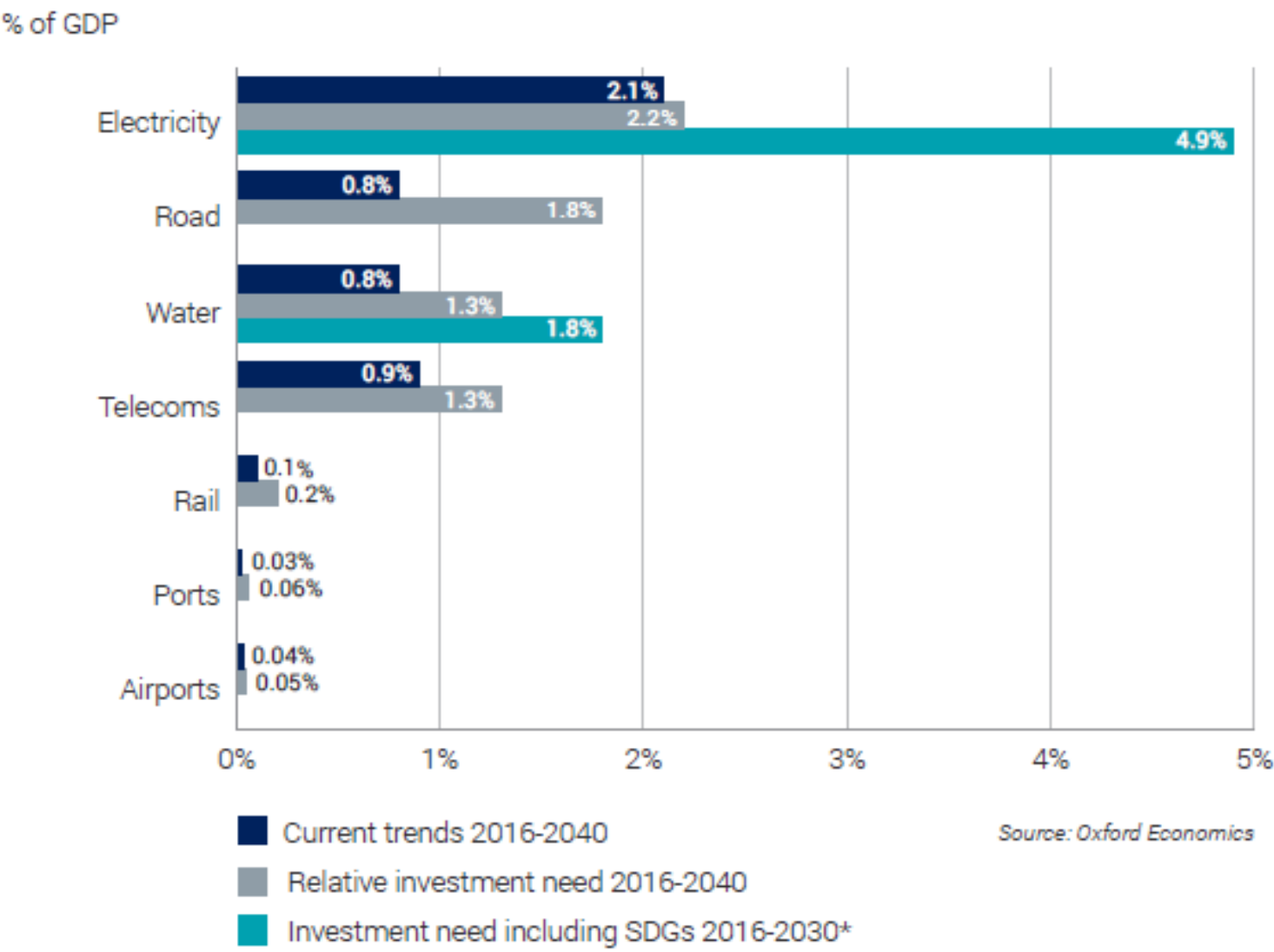


¹ Infrastructure investment needs in 50 countries, 7 sectors to 2040

Source: <https://outlook.gihub.org/>

Infrastructure investment needs in 10 ‘Compact with Africa’ countries, 2016-2040

Fig. 1. Infrastructure investment needs in the 10 CWA countries, 2016-2040



*SDG requirement calculated for electricity and water only

Source: Oxford Economics

CWA countries:

- Egypt
- **Ethiopia**
- Morocco
- Senegal
- Benin
- Cote D'Ivoire
- Ghana
- Guinea
- **Rwanda**
- Tunisia

Sample policy and investment options

Potential Sustainable and Resilient Infrastructure Investment options

Policy

1. Promote private sector participation in infrastructure implementation
2. Include environmental/climate fiscal reforms as part of economic packages
3. Support integration of nature/climate criteria in infrastructure decision making; environmental taxation; and use of contingent liabilities

Debt Instruments Public/private

1. Sovereign debt issuances (including green bonds)
2. MDB/Bilateral concessional loans
3. MDB/Bilateral guarantees and risk transfers
4. Sustainability linked bonds/loans
5. Climate/conservation impact bond
6. Debt-for-nature/climate swaps

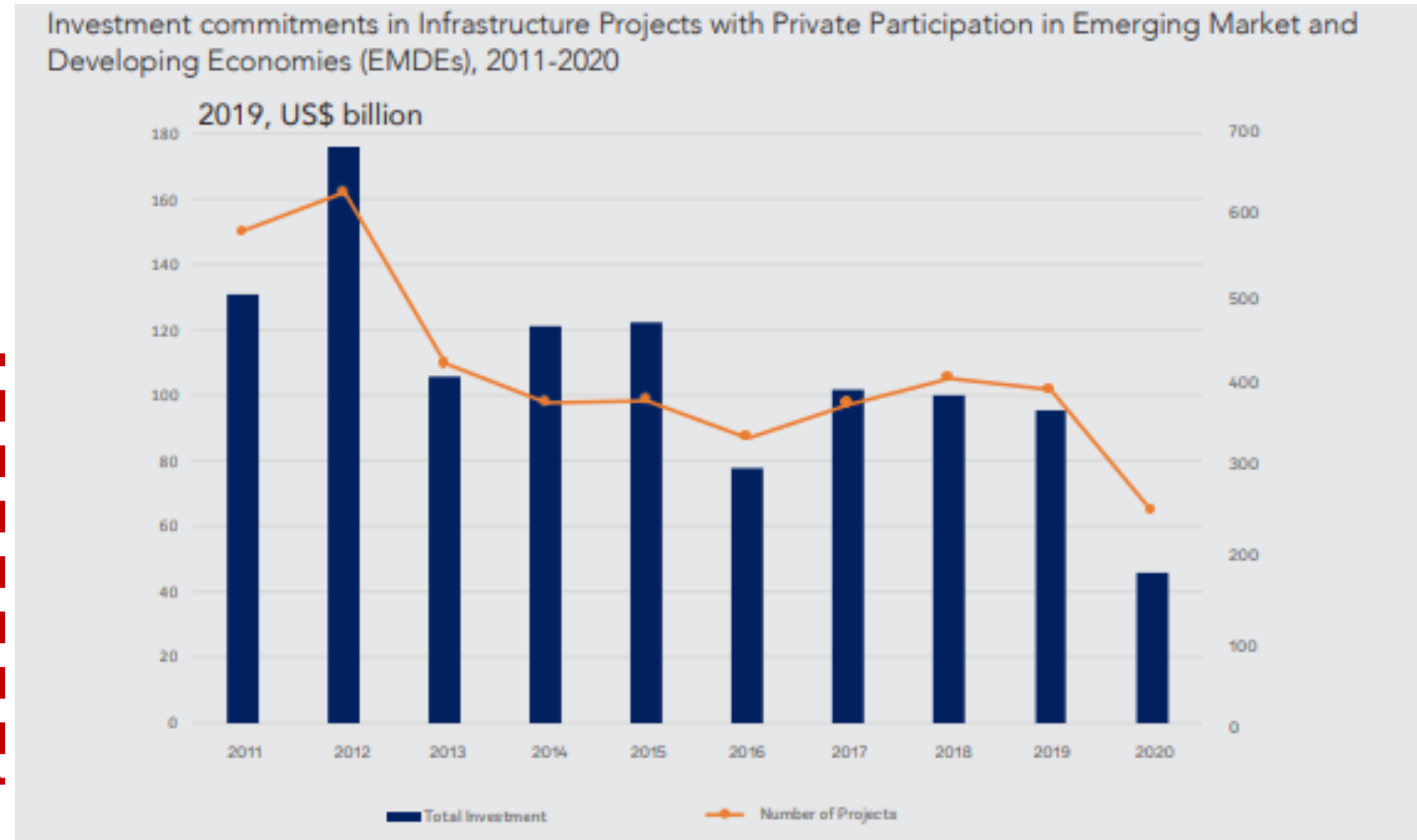
Non-debt Instruments Public/private

1. Grants (GEF, GCF, etc.)
2. Structured bonds or insurance (not issued by sovereign)
3. Green Private equity (PE) funds
4. Private Equity sustainable infrastructure and resilience funds
5. Bilateral Overseas Development Assistance

Private sector financing is needed to increase infrastructure investments

- Governments have limited fiscal space
- Private financing can improve infrastructure without overburdening public balance sheets
- Private sector can bring in technical expertise, innovation, and greater efficiencies

- **Public Private Partnerships (PPP)** are long-term contracts between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration is linked to performance



Source: <https://pppknowledgelab.org/countries>

PPP Reference Guide https://library.pppknowledgelab.org/documents/4699?ref_site=kl

The methodology for the World Bank's Private Participation in Infrastructure Database can be accessed at <https://ppi.worldbank.org/en/methodology/ppi-methodology>

PPPs for Conservation Areas

Collaborative Management Partnerships (CMPs)



CMPs relate to when a protected area (PA) authority (government, private, community) enters into a contractual arrangement with a partner (private or NGO) for the management of a PA. Through a CMP, the PA authority devolves certain management obligations to the partner.

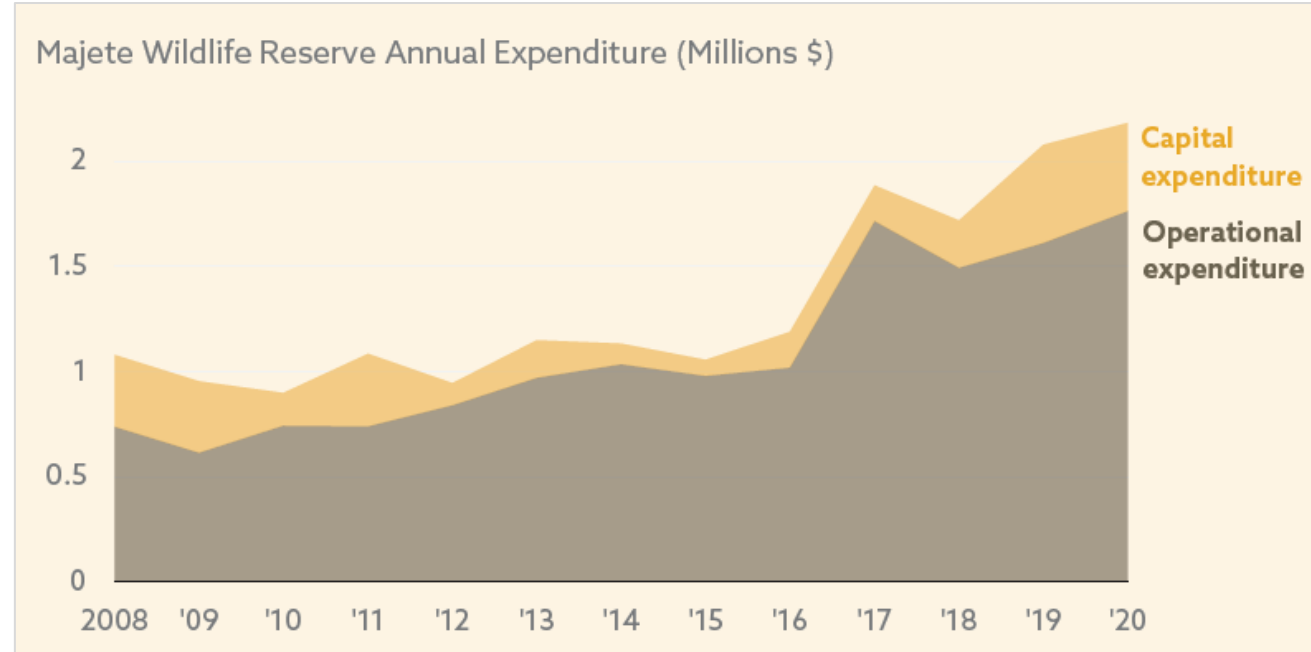
Covered in
the Toolkit

Collaborative Management Partnership Models		
Financial and technical support		State retains governance authority, and the partner provides technical and financial support (usually no management agreement).
Co-management		
	Bilateral	State and partner collaborate on PA management under a management agreement, the two entities and their structures working side-by-side.
	Integrated	State and the partner agree to collaborate on PA management through a management agreement and create an SPV to undertake management, with equal representation by the parties on the SPV board.
Delegated		Similar to integrated, but the private partner appoints the majority of the SPV board, and more management rights devolved.

Opportunities and Potential Benefits of CMPs

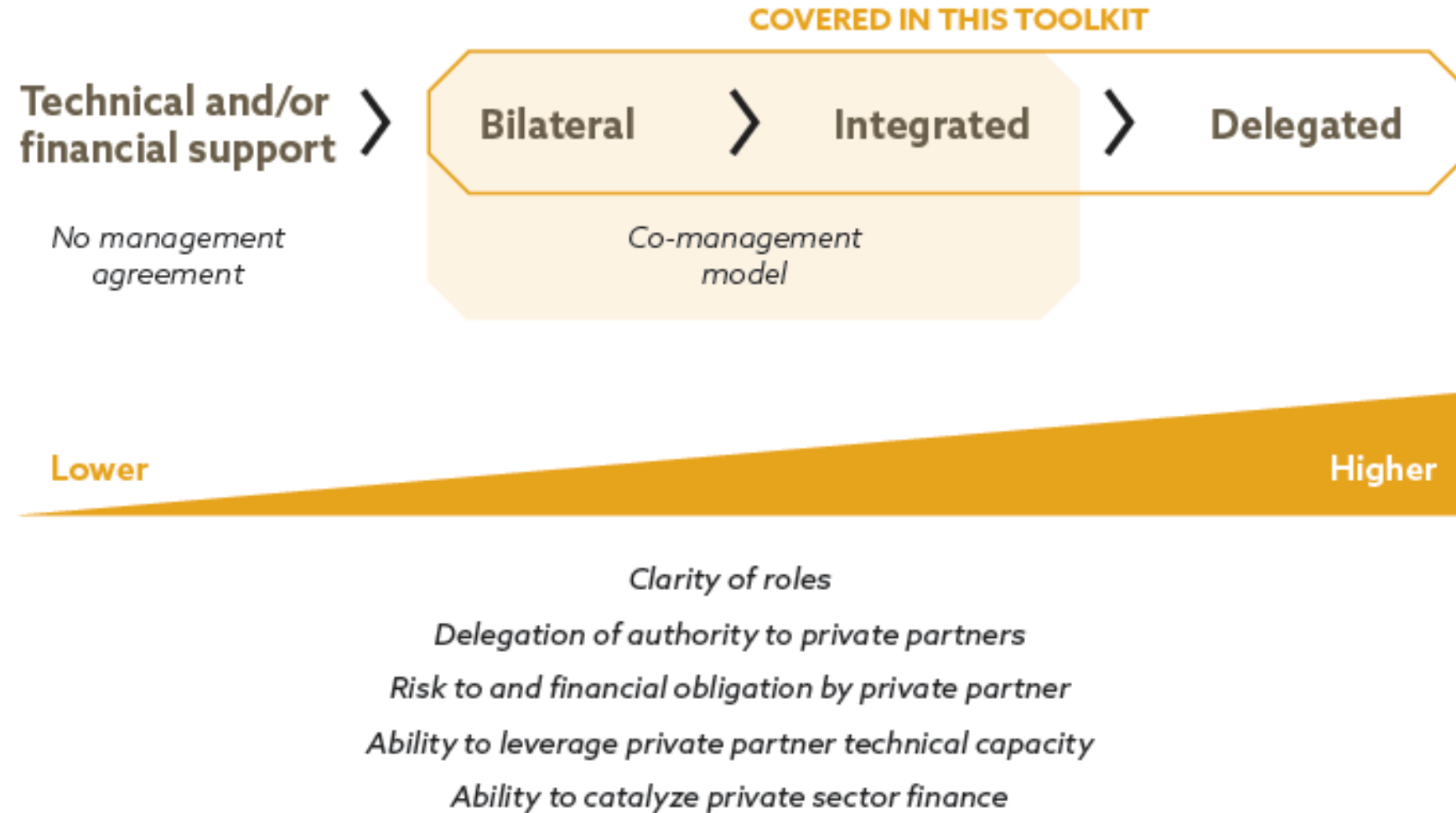


- Economic Drivers
- Technical Drivers
- Operational Drivers



Gonarezhou National Park in the southeastern part of Zimbabwe is managed through a CMP between the Frankfurt Zoological Society and the Zimbabwe Parks and Wildlife Authority. Annual funding for the park increased in year one by 50 percent and the current annual budget is approximately \$5 million, including capital expenditure.

Risks and Obligations Associated with CMP Models



Principles for Success



1. CMP Development

- Attract a Qualified Partner
- Confirm Adequate Funding and Capacity to Generate Finance
- Develop the Contract Together
- Clarify Roles and Responsibility

2. Nature of the Partnership

- Trust Between Partners
- Buy-in at All Levels
- Common Goals and Objectives
- Respect Environmental and Social Standards

3. Governance

- Provide Adequate Duration and Outline Succession
- Ensure Equitable Representation
- Communicate the Partnership
- Mitigate Risk

4. Administration

- Unify Staffing
- Determine Management Leadership
- Align Policies and Procedures
- Pre-plan Closure/Termination

5. Operations

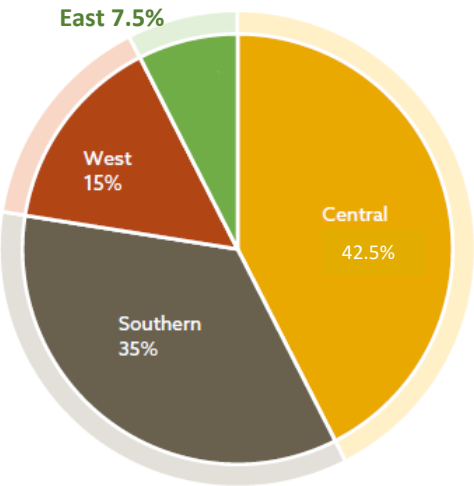
- Develop Work Plans Together
- Legitimize the Management Framework
- Respect the Mandate of Law Enforcement
- Effectively Engage Stakeholder Communities
- Respect Transboundary Responsibility

6. Finance

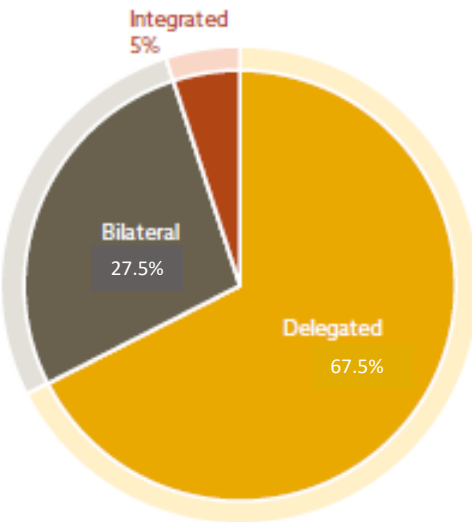
- Build Towards Sustainability
- Drive Enterprise Development
- Manage Surplus/Deficit

Status of CMPs in Africa

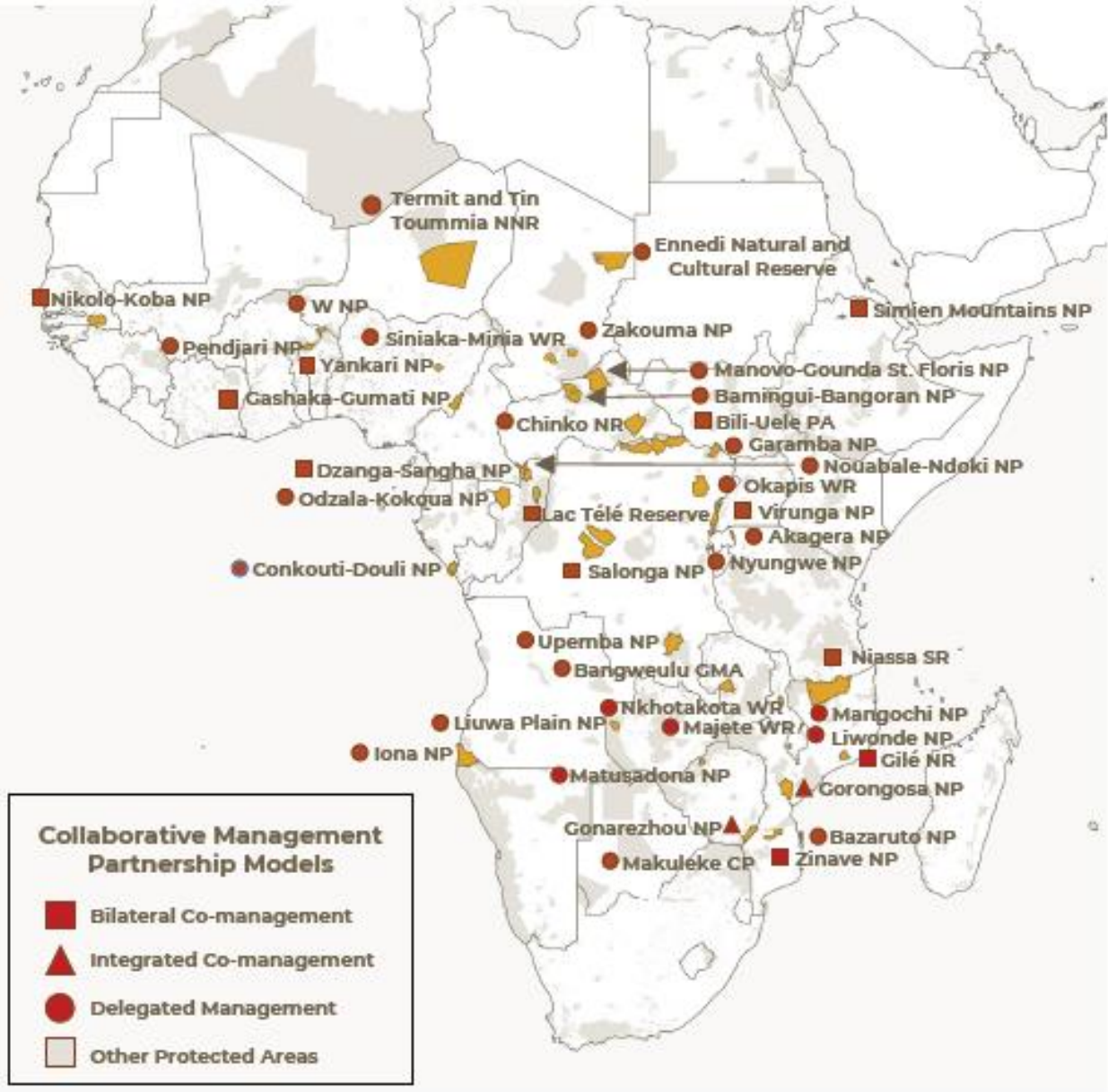
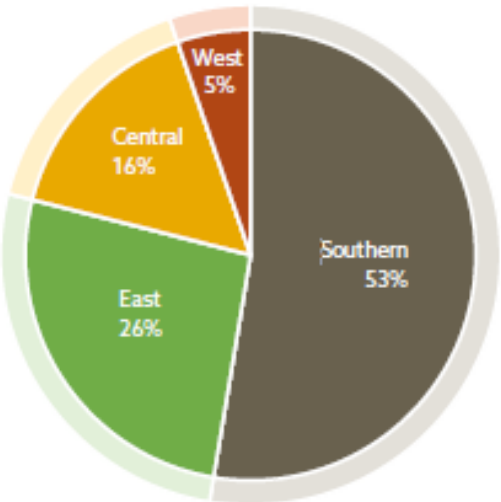
Regional CMP Distribution in Africa



Types of CMPs



Share of Pipeline of CMPs under Active Development



Source: Updated from Baghai et al. 2018; Baghai 2016; Brugière 2020; NGO and PA authority websites; and communication with CMP NGO and PA authority partners.

Akagera National Park

Rwanda

Figure D.1
Akagera NP Case Study

Why CMP?
Akagera National Park, the only savannah ecosystem in Rwanda, was challenged by poaching and encroachment. The park was a net loss for the government of Rwanda and had limited expertise to fulfil its tourism potential.

Goals of the Partnership:
To restore ANP and wildlife; diversify Rwanda's tourism product and keep people in the country longer; and attract private sector investors.



Key details

Type of CMP

Delegated

Size of the park

1,122 km²

CMP timeframe

2010 to 2030

Years to establish a CMP

3 years

Public partner: Rwanda Development Board

Private/NGO partner: African Parks

Legal structure: Company, Akagera Management Company Ltd.

Governance: Board of Trustees (7 Trustees: 3 appointed by the government and 4 appointed by African Parks)

Revenues:

Revenue Retention: All revenue retained at park

Revenue Growth: \$203,000 (2010) to \$2.6 million (2019) (COVID-19 impacted 2020 tourism revenue)

Lessons learned

It takes time to develop a CMP. Having examples from other parks and high-profile advocates is important.

Prioritizing time for community and stakeholder consultations is key.

Conduct proper due diligence to understand park challenges and properly budget.

Management

- Ranger team increased: 42 (2012) to 82 (2019).
- Ranger field days increased from 9,719 (2012) to 19,177 (2019).
- Built 120-kilometer solar-powered predator-proof fence to reduce human-wildlife conflict.

Tourism

- New private sector partnerships with Mantis Group (60 rooms) and Wilderness Safaris (6 rooms).

Tourism growth

- 15,000 tourists (2010) to 50,000 (2019).

Community impact

- 2,000 school children visit ANP annually.
- \$604,000 in community benefits in 2020.
- Community guides 2014: \$22,500; 2019: \$160,000.
- 22 teachers trained and mentors from 11 different schools in 2020.
- Community benefits increased from \$0 (2009) to \$604,000 (2019).

Operational budget

- < \$400,000 (2009 budget), \$2.84 million (2020 budget).

Employment trends

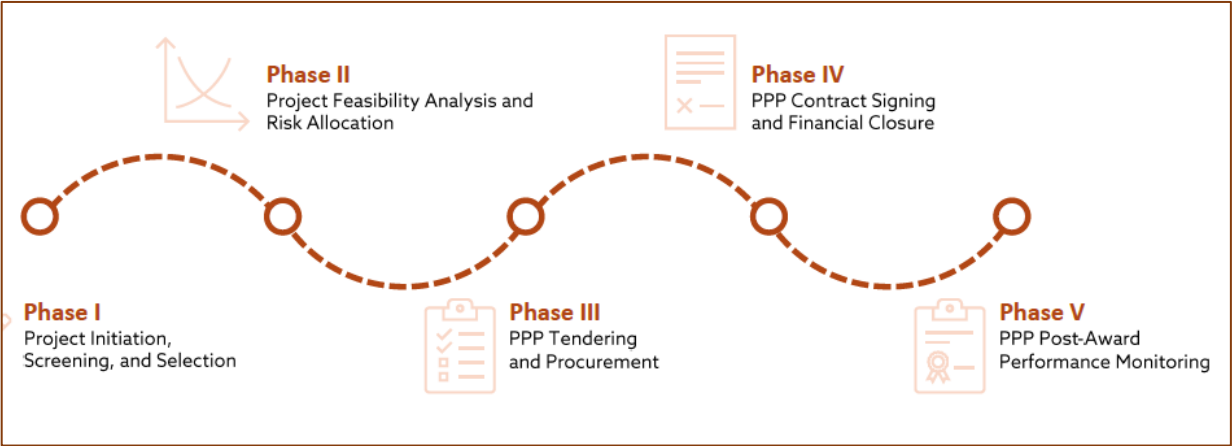
- 18 people (2010) to 273 (2020) (99 percent Rwandan).

Wildlife growth

- Reintroduced eastern black rhinos: Zero (2010), 25 (2020).
- Reintroduced lions: Zero (2010), 35 (2020).

Tools & Examples

Malawi Five Step PPP Process



Source: Malawi PPP Legislation 2011

Sample Protected Area Selection Tool: Drivers, and Deterrents and Risks

Protected Area Selection Matrix		Evaluation		
Evaluation (Weak (+1), Average (+2), Strong (+3))				
Category	Drivers	Park A	Park B	Park C
Revenue dynamics	Current revenue dynamics	+	+	+
	Presence of commercially successful tourism facilities	+	+	+
	Potential for wildlife-based tourism revenue	+	+	+
	Potential for other revenue generating opportunities	+	+	+
Community	Current community relations	+	+	+
	Current community cost	+	+	+
	Current community benefits	+	+	+
	Potential for community benefits	+	+	+
Ecological and natural capital	Ecological priority for government	+	+	+
	Natural capital value	+	+	+
Evaluation (Low (-1), Medium (-2), High (-3))				
Category	Risks and Detractors	Park A	Park B	Park C
Detractors and risks	Security and safety	-	-	-
	External drivers of threats	-	-	-
	Management trends	-	-	-
	Flagship parks	-	-	-
	Land claims	-	-	-
TOTAL Score		#	#	#

Source: Adapted from World Bank Group 2020.

Considering Environmental and Social Standards

- ESS are a set of policies, guidelines, and operational procedures designed to first identify and then, following the standard mitigation hierarchy, try to avoid, minimize, restore, and compensate when necessary adverse environmental and social impacts that may arise in the implementation of a project.
- ESS should include a comprehensive framework that enables staff, project developers, managers, and partners to clearly identify and avoid social and environmental adverse impacts.

General Framework to Inform the Design of a Stakeholder Engagement Strategy



Recommendations to Scale CMPs

- **Governments**

- Create an enabling environment and policy framework
- Develop long-term vision and strategic plans

- **Donors**

- Provide technical and financial assistance
- Support business plans and capacity building

- **NGOs**

- Develop and share operating procedures
- Build local capacity



Appendices





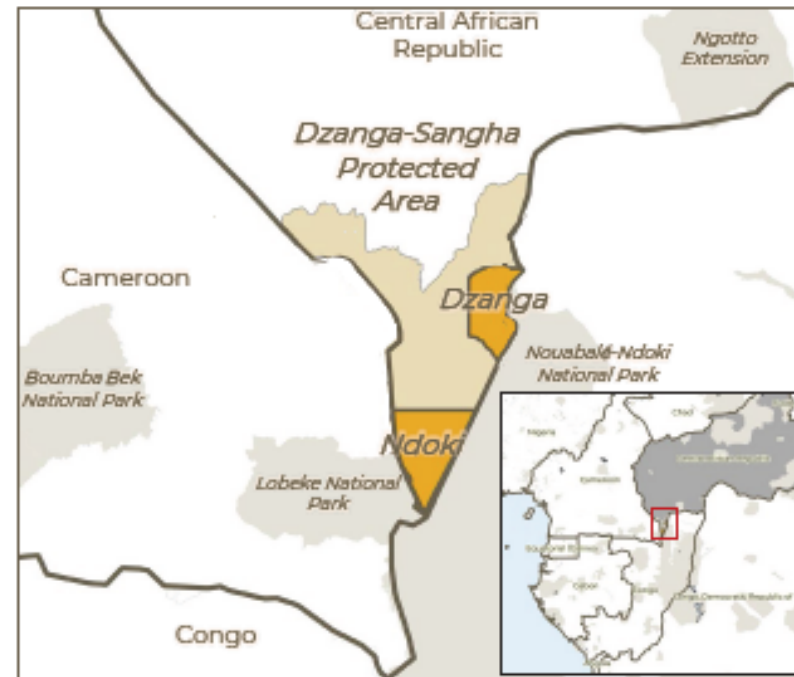
Dzanga-Sangha PA

Central African Republic

Figure D.2
Dzanga-Sangha PA Case Study

Why CMP?
To address threats to the DSPA from illegal poaching, habitat destruction, and exploitation of natural resources.

Goals of the Partnership:
To protect the natural ecosystems of DSPA while promoting sustainable development and improving the livelihoods of local communities.



Key details

Type of CMP

Integrated

Size of the park

3,859 km² – 1,220 km²

Dzanga-Sangha
Dense Forest Special Reserve

Dzanga-Ndoki NP

CMP timeframe

2019 to 2024

prior agreements were in place

Years to establish a CMP

1 year

Public partner: Ministry of Water and Forest, Hunting, and Fishing (MEFCP)

Private/NGO partner: World Wildlife Fund

Legal structure: CMP

Governance: Monitoring Committee composed of WWF and MEFCP, chair position held by the government

Revenues:

Revenue Retention: 40 percent of the park entrance fee goes to community

Revenue Growth: Approximately \$6,900 was generated in 2019 from park entrance fees

Lessons learned

Inclusivity and long-term partnerships, with a commitment in terms of finance and presence, is essential to a successful outcome.

Multiple use zones in PAs provide unique opportunities, but can also create challenges for protection and management.

Management

- Established technical and financial resources necessary to support fragile ecosystems.
- Elephant and great ape populations are stable, including 3 habituated gorilla groups.

Tourism growth

- 12,000 tourists since 1992. 9,350 from 2000-2020 and 3,000 from 2010 to 2020.

Community impact

- Healthcare has been provided to local communities (especially BaAka) with 30,000 patients seen between 2018-2019. Early warning systems were implemented to mitigate zoonotic diseases.
- Park tourism has contributed to infrastructure improvements that benefit local communities such as schools. Community tourism generates \$55,000 annually to directly improve the livelihoods of the BaAka and Bilo people.
- Health care, communication, education, human rights center, livelihood programs, and transportation have been provided.

Operational budget

- \$5,563,688 funded annually from donors.

Employment trends











- DSPA employs 250 staff, most from local communities.

Wildlife growth

- Elephant stable (averaged 2016-2020): 776 to 830. Great Apes stable (averaged 2016-2020): 2412 to 2702.

How CMPs Support the Achievement of the SDGs



SDG	How CMPs Contribute	SDG	How CMPs Contribute
 1 NO POVERTY	CMPs foster economic development and provide income through wildlife based tourism, management, and other businesses sparked by enhanced management	 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	CMPs attract investment and support infrastructure and development in the PA and surrounding region
 2 ZERO HUNGER	CMPs enhance regional stability and security and create an enabling environment that spurts agricultural development and revenue from employment, tourism, and other businesses	 13 CLIMATE ACTION	CMPs enhance the effective management of PAs, which mitigate climate change and enable natural adaptation processes. Employment and enhanced development due to enhanced PA management create more resilient communities living in and around PAs
 3 GOOD HEALTH AND WELL-BEING	CMPs support improved health care for communities living in and around the PA through provision of supplies, support to clinic staff, development of clinics, and ambulatory access	 14 LIFE BELOW WATER	CMPs enhance marine protected areas and support the sustainable development of seascapes
 4 QUALITY EDUCATION	CMPs support improved education for communities living in and around the PA through bursaries, environmental education, school development, teacher training, and provision of supplies	 15 LIFE ON LAND	CMPs help to protect, restore, and promote the effective management of terrestrial ecosystems, sustainably managed forests, combat deforestation, and halt land degradation and biodiversity loss
 8 DECENT WORK AND ECONOMIC GROWTH	CMPs enhance management of PAs, attract investment, and stimulate regional economic development, which promotes economic growth and employment	 17 PARTNERSHIPS FOR THE GOALS	CMPs are partnerships (PPPs) that strengthen the means of implementation towards fulfillment of the SDGs

Steps to Identify, Screen, Prepare, and Establish a CMP



Process	Chapter	Section	Step	✓
Identify and Screen CMPs	Chapter 4	4.1	Government decision to engage in a CMP	<input type="checkbox"/>
		4.2	Legal review	<input type="checkbox"/>
		4.3	Review agency goals and targets	<input type="checkbox"/>
		4.4	Screen and select potential PAs for CMPs	<input type="checkbox"/>
		4.5	Screen and select CMP models	<input type="checkbox"/>
		4.6	Review regional plans	<input type="checkbox"/>
Prepare for Establishing a CMP	Chapter 5	5.1	Complete a feasibility study	<input type="checkbox"/>
		5.2	Determine the management partner selection process	<input type="checkbox"/>
		5.3	Pre-tendering stakeholder engagement	<input type="checkbox"/>
		5.4	Formation of a committee to support the partner selection	<input type="checkbox"/>
		5.5	Development of criteria for partner selection	<input type="checkbox"/>
		5.6	Development of a prospectus and tendering materials to attract and inform partners	<input type="checkbox"/>
		5.7	Tendering process and selection of partner	<input type="checkbox"/>
Contract and Manage CMP	Chapter 5	5.8	Contract development	<input type="checkbox"/>
		5.9	Contract management and monitoring	<input type="checkbox"/>

CMP Tendering Process to Select Suitable Partners



Resource Box Tendering Concessions

The tendering process for a CMP is similar to the process for engaging tourism investment partners. Spenceley et al. 2017 provides a comprehensive framework for developing effective tourism partnerships and concessions in PAs.

Guidelines for Tourism Partnerships and Concessions for Protected Areas: Generating Sustainable Revenues for Conservation and Development

<https://www.cbd.int/tourism/doc/tourism-partnerships-protected-areas-web.pdf>

Spenceley et al. 2016. An Introduction to Tourism Concessioning: 14 Characteristics of Successful Programs

https://www.researchgate.net/publication/304300673_An_introduction_to_tourism_concessioning_14_characteristics_of_successful_programs

Determining Partner Criteria

- ✓ Operational Structure
- ✓ Technical
- ✓ Financial Capacity
- ✓ Social Impact
- ✓ Shared Vision

CMP Tendering Process

A. Tender and promote CMP opportunities for Expression of Interest (EOI)



Bidders generally have **2 months** to submit an Expression of Interest

B. PEC reviews EOI against criteria and invites full proposals



Bidders generally have **3 months** to submit full proposal

C. PEC reviews full proposals, conducts due diligence, and selects partner



Standard Headings in a CMP Contract



• Parties	• Law Enforcement
• Background	• Community Relations
• Definitions / Interpretations	• Establishing Park Fees
• Objectives	• Existing Commercial Relationships and New Concessions and Enterprise Development
• Governance Structure	• Assets
• Geographical Area	• Liability and Indemnity
• Delegation of Management	• Conflict Resolution
• Duration, Start Date, and Renewal	• Performance Review
• Integration of Staff	• Termination
• Staff Recruitment	• Data Ownership
• Reserved Matters	• Communication
• Donor Funding and Revenue Management	• Other Sections
• PA Management Roles and Responsibilities	
• Non-Management Responsibilities	

Thank You

CMP StoryMaps

- [Akagera National Park, Rwanda](#)
- [Gorongosa National Park, Mozambique](#)
- [Nouabalé-Ndoki National Park, Republic of Congo](#)

Global Wildlife Program

<https://www.worldbank.org/en/programs/global-wildlife-program>

Elisson Wright

ewright1@worldbank.org

Kathleen H. Fitzgerald

k.fitzgerald@conservation-capital.com

