

Zinave National Park

Management Plan

June 2010

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Appendixes: attached to this document

Appendix A: Community Consultation

Appendix B: The Ecology of ZNP

Appendix C: The Zinave Community

Appendix D: Natural Resource Use

- Section 1: Natural Resource Utilisation
- Section 2: Firewood Study

Appendix E: ZNP Charrette

Appendix F: Situational Analysis

LIST OF ACCRONYMS

ToR	Terms of Reference
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
SADC	Southern African Development Community
DNFFB	National Directorate of Forest & Wildlife
BNP	Banhine National Park
ZNP	Zinave National Park
DNAC	National Directorate for Conservation Areas Designated for Tourism
IUCN	International Union for Conservation of Nature
MICOA	Ministry for Coordination of environmental affairs
NGO	Non Governmental Organisations
GPS	Geographic Positioning Systems
TFCA	Transfrontier Conservation Areas
CBNRM	Community Based Natural Resources Management
HR	Human Resources
SMART	Specific Measurable Achievable Relevant Time-bound
LACs	Limits of Acceptable Change
EMP	Ecological Management Plan
RUP	Resource Use Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization

1. Introduction

1.1. Purpose of the Document

This is Volume I of the Zinave National Park (ZNP) Management Plan (2010) and is called the Master Plan. It is a strategic document which sets out the overall Vision and approach to park management. It should be read in conjunction with Volume II, the ZNP Implementation Plan which is a working document that guides and directs the management staff in the methods and approaches for the effective and efficient management of ZNP.

1.2. Review of the Management Plan

This Management Plan will be reviewed in Partnership with all interested and affected Parties at least once every four years. It is the responsibility of the Park Manager, coordinating with National Directorate for Conservation Areas Designated for Tourism (DNAC), to ensure that this takes place.

Important: A detailed description of the review process followed and key issues arising should be added to the existing information in Appendix A: “Community Consultation” every time a review takes place.

1.3. Structure of the Management Plan

The Management Plan is organised in such a way as to reduce the need to frequently revise the main body of the Management Plan. It is divided into two volumes: Volume I and Volume II.

Volume I is entitled "Master Plan" and contains the following:

- Park vision, objectives and approach;
- Park governance structures
- Park management portfolios
- Park boundaries, sections and management zones
- Appendices.

Volume II is entitled "Implementation Plan" and contains the following:

- Operational Objectives
- Gannt chart
- Business Plan
- Parts

Categories of information that may easily change in the short term are appended to the Management Plan as Appendixes or as parts of the Implementation Plan.

- The Appendices of the Master Plan (Volume I) contain background information that is not needed directly for management purposes and informs Park Management and the Management Plan.
- The parts of the Implementation Plan (Volume II) contain the plans for the various Park Portfolios that are consolidated under the part "operational objectives". They also contain protocols, templates and the results generated by the various management tools described in the audit. Anything needed for hands on management of ZNP is placed in the Implementation Plan.

1.4. How to use the Management Plan

The Management Plan was kept as simple as possible for easy implementation and adaptation. The Implementation Plan is the document used on a day-to-day basis. The Appendixes and Implementation Plan parts system is designed for easy filing of Park Management information, ongoing updating of the Management Plan, and to ensure that the institutional memory of ZNP is not lost when staff changes take place.

Park staff responsible for specific portfolios (e.g. law enforcement) should have a copy of the relevant parts and all documents contained therein. It is their responsibility to ensure that their respective Parts are kept up to date and developed over time.

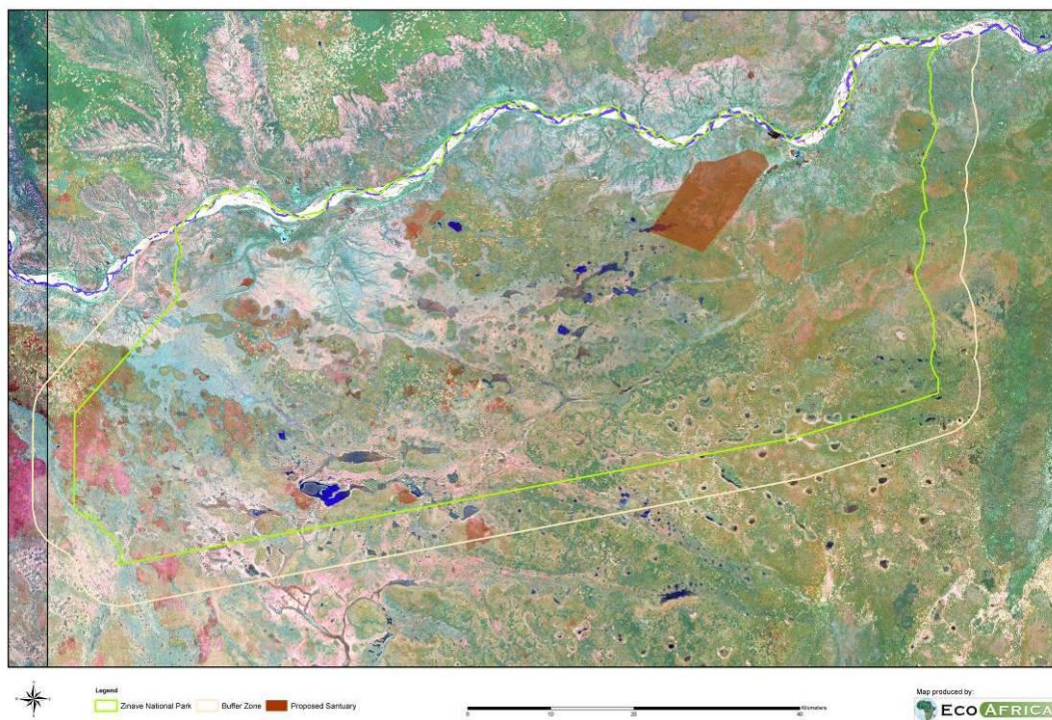
All documents should be kept in electronic as well as in printed format. The Park Manager is responsible for keeping an updated, Master File of the Management Plan. It is his/her responsibility to ensure that the relevant information is obtained from other staff members that are responsible for portfolios.

2. Background

2.1. Location, size and regional setting of ZNP

Zinave National Park (ZNP) is 400,000 ha in extent and located largely within Inhambane Province between the latitudes 21° 21' - 21° 54' S and longitude 33° 2' - 34° 2' E. A small south western section of ZNP falls within Gaza Province. The Save River constitutes the northern boundary with the Coutada 4 hunting concession area on the other side. Coutada 5, another concession area, lies north-east of ZNP without adjoining it directly.

Zinave National Park



The ZNP is considered an integral Part of the Greater Limpopo Transfrontier Conservation Area¹ (GLTFCA) and provides key protected areas for migratory mammals in the region. The GLTFCA includes the Limpopo and Banhine National Parks in Mozambique, the Kruger

¹ Includes the Kruger National Park and the private and provincial reserves adjacent to it in South Africa, the Gonarezhou National Park in Zimbabwe, and the Limpopo, Zinave and Zinave National Parks in Mozambique.

National Park (KNP) in South Africa, Gonarezhou National Park (GNP) in Zimbabwe, and the interstitial land between these parks. A process is underway to develop the tourism infrastructure and linkages of the GLTFCA and strengthen what is a major conservation project.

2.2. History of ZNP

The history of ZNP reflects the migration of peoples over the centuries with an early presence of Bushmen and later of Bantu-speaking people and Arabic traders. During the Portuguese colonial period the area was known for its big game and hunting tended to peak in the dry season when water was scarce. Declining wildlife numbers, largely as a result of hunting, motivated the colonial government to proclaim ZNP under *Diploma Legislativo* 47/73.

The park objective at the outset was to protect certain species using the acacia, miombo and mopane woodlands. These included Giraffe (*Giraffa camelopardalis*), Roan Antelope (*Hippotragus equinus*), Tsessebe (*Damaliscus lunatus*), and Ostrich (*Struthio camelis*).

After independence and during the Civil War a dramatic increase of hunting led to the decimation of most species of economic and prestige value, such as elephant, lions, and elands. Only in 1998, well after the cessation of hostilities in Mozambique, were the first DNFFB stationed in ZNP to re-establish the parks.



Image 1: A picture of the Save River from Zinave National Park

2.3. Legal and statutory background

The ZNP is classified a National Park in terms of the Forest and Wildlife Act, the highest level of protection possible within Mozambican law (an IUCN category 2 National Park²). It

² “An area of land or sea designated to protect the ecological integrity of one or more ecosystems for present and future generations; to exclude exploitation or occupation inimical to the purposes of designation of the area, and to provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible” Davey, A.G. (1998). National System Planning

allocates responsibility for the management and development of ZNP to DNAC, which falls under the Ministry of Tourism.

The Management Plan takes into consideration and conforms with the following legislation and categories of law.

2.3.1. International conventions and protocols

Mozambique is a signatory to a number of international conventions that have an implication for conservation in the country. These include the Convention on Biological Diversity (CBD), Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Ramsar Convention on Wetlands.

Mozambique is also a signatory to various Southern African Development Community (SADC) protocols. Of direct relevance are the SADC Protocol on Wildlife Conservation and Law Enforcement and the SADC Protocol on Shared Watercourse Systems. The former calls on member states to promote co-operative management of shared wildlife resources and wildlife habitats across international boundaries, as well as ensuring sustainable use of wildlife and effective enforcement of relevant legislation within each State. Water is one of the critical transboundary resources in the SADC region. The latter protocol on shared watercourse systems was developed in 1995 and provides for the judicious and co-ordinated development of shared watercourse systems in the region to support socio-economic development.

2.3.2. Constitution

The Constitution (2004) recognises the importance and right of civil society actors to Participate in administration as problem solvers, facilitators of development initiatives and pro-active agents of change³.

The Constitution defines nature protection areas “State public domain” that cannot be alienated, sold, pledged or mortgaged (Article 46). Land users have some protection

for Protected Areas. International Union for the Conservation of Nature (IUCN), Gland, Switzerland and Cambridge, UK. X + 71pp.

³ Meneses, C. & Cunha, F. 1998. Legal and Institutional Framework for Regional Transfrontier Investments. IUCN, Mozambique.

when land is inherited or occupation and use rights long established. However, this shall not apply if, and when, the law considers such land as a legal reserve, i.e. a Protection Zone, or if it has already been legally assigned to any other citizen or entity (Article 48).

The Constitution further requires the state to promote initiatives:

“directed at obtaining further knowledge of natural resources, at carrying out inventories and valorisation, and at defining the conditions of their utilisation in conformity with the national interests” (Article 36).

“to guarantee the ecological equilibrium and the preservation and conservation of the environment, with the aim of improving the quality of life and living standards of the citizens”. (Article 37).

2.3.3. The Environmental Law

The Environment Law (no. 20/97, MICOA) establishes/recognises:

- That the environment may be used to improve the quality of life of citizens, while maintaining biodiversity and ecosystems.
- That the environment should be viewed as consisting of interdependent ecosystems, natural and man-made, that need to be managed to ensure that use limits are not exceeded.
- The competence of government to establish Environmental Protection Areas to protect natural systems that have ecological and socio-economic value.
- That local communities, and to a certain extent NGOs and the private sector, shall participate in the management of such areas.
- That any activities within such areas may be subjected to monitoring and management.
- That certain activities that may threaten conservation and the reproduction, quality and quantity of biological resources, especially those that are threatened with extinction, may be prohibited.

2.3.4. Forest and Wildlife Law

The “Forest and Wildlife Law of Mozambique” (DNFFB, 1999) aims at protecting, developing and using the forest and wildlife resources of the country in a rational and sustainable manner for the economic, social and ecological benefit of the current and future generations of Mozambicans.

The “Policy and Strategy of the Development of Forests and Wildlife” (DNFFB, 1999) describes the ecological objectives as the “protection and conservation of forests and wildlife” with emphasis on the rehabilitation of National Parks, wildlife reserves and forests and the extension of conservation areas.

This objective is defined by the following: Improvement of protection, management and use of conservation areas in order to contribute to the sustainable national and local development, appropriate land use and conservation of biodiversity.”

2.3.5. Land Act and Law on Archaeological Works

The Land Act and the Law on Archaeological Works determine that zones of archaeological value should be protected and declared as “archaeological protection zones”. All projects that involve the excavation, demolition or enlargement of fields need to ensure the safe removal of archaeological objects. The project budget should allocate at least 0.5% of the value of the projected works for this.

The Land Act envisions that “as a universal means of creating wealth and social well-being, the use and enjoyment of land is the right of all the Mozambican people.” The revision of the law was “intended to encourage land use and enjoyment so that this resource, which is the most important that the country has, is valued and contributes to the development of the national economy”.

Article 3 of the law states that all land is State property and may not be sold or in any other way alienated, mortgaged or pawned.

Article 6 of the law states that all total and partial protection zones are public domain. This obviously includes National Parks, these being total protection zones.

Article 8 states that the right to use and enjoy land may be acquired through occupation by Mozambican individuals who have been using the land in good faith for at least ten years, and by local communities whose right to use and enjoy land in terms of Article 7 will comply with the principles of co-titularity for all purposes of the law.

Article 14 states that the right to use and enjoy the land may be terminated through revocation of such right for reasons of public interest, after the payment of a fair indemnity and/or compensation, in which case the non-removable improvements will revert to the State.

Article 20 states that in rural areas the communities and villages take part in the (1) management of natural resources, (2) allocation of the right to use and enjoy the land, (3) identification and definition of the boundaries of the parcels they occupy, and (4) resolution of conflicts.

2.4. Park infrastructure

ZNP has the following infrastructure:

- Three official gates: Machaqueta in the west, Tunga Tunga in the south and the Save River post located in the east. All these posts have only limited accommodation facilities for the park guards.
- Management Camp: Permanent office and storage buildings, concrete buildings for the park administrators and other staff members and tents as accommodation. It has a radio, borehole and generator. The camp also serves as a tourist campsite although no facilities exist and tourists must be self-sufficient.



Image 2 and 3: on the left is the Park Administrator's house and office and on the right is a work space used for meetings.

- A concession lodge is being developed to the west of the main camp on the banks of the Save River. It will contain accommodation for tourists (tents, log cabins and permanent structures) and a restaurant.
- Boreholes with hand pumps provide all drinking water (slightly saline, but palatable).
- The maintenance camp has a generator for electricity. The lodge will have its own generator.

A detailed description of the infrastructure is available in Appendix C: Infrastructure Management, under ‘Infrastructure Audit’.

2.5. The Ecology of ZNP

The detail is attached as Appendix B: The Ecology of ZNP (Maps included).



Image 4 & 5: on the left is a scenic view on the 4*4 trail in Zinave and an Impala on the right

2.6. The Zinave Community

There are up to 4200 Shangaan-speaking people that live within ZNP and its buffer zone in some 13 villages are here collectively called the “ZNP Community”. They are well organised with Indunas (Cabos) in charge of smaller settlements, Hosis responsible for larger agglomerations of villages and subject natural resource use to traditional controls.

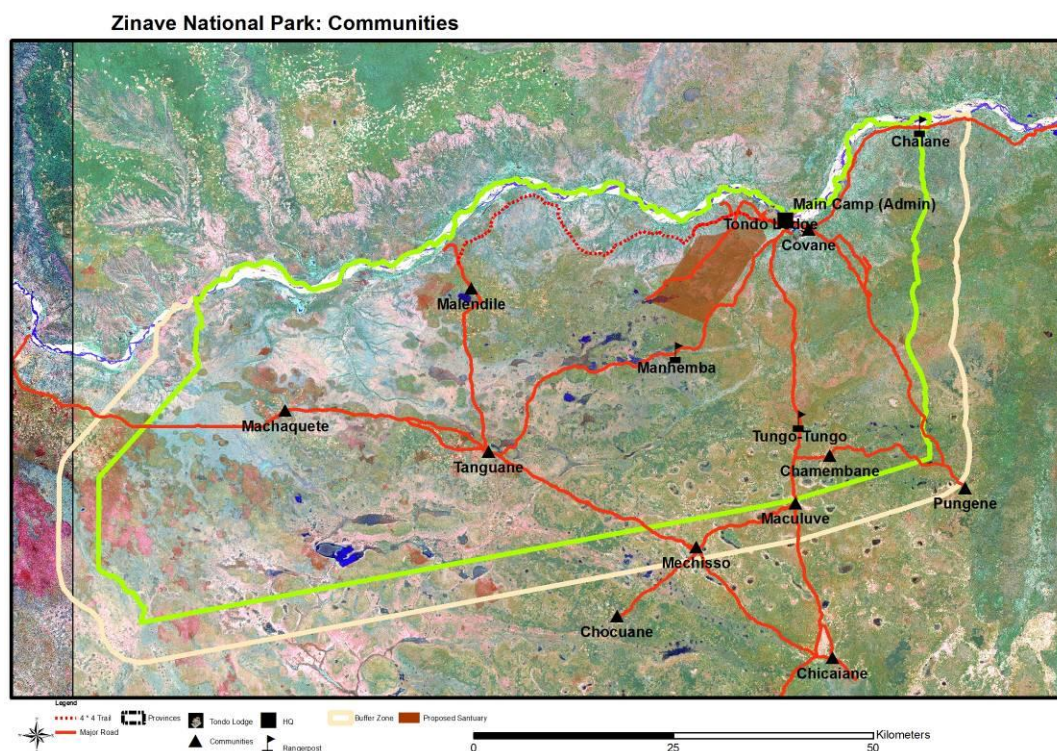


Image 6: Children from Covane village

The leadership structure combines the traditional with the modern in the person of village secretaries that are responsible for ‘external affairs’.

The population of ZNP is not stable, as many people may migrate into ZNP temporarily after the rains, or to the wetlands during droughts. However, resource utilisation in ZNP is not an open access system and is managed fairly effectively by the traditional leadership. During the dry season and droughts people's reliance on certain plant and water resources become critical. Community members felt strongly that park development should take place in a manner that would ensure their continued access to specified resources inside ZNP.

A detailed characterisation of the community and their perspectives is presented in Appendix C: The ZNP Community.



2.7. The local economy and natural resource utilisation

The local economy is depends on bartering though there are a number of shops in the buffer zones and within the park at some villages. Cash incomes are obtained through migrant labor, the small number of posts made available by the Park administration, the seasonal cashew nut sales and selling honey that is done consistently throughout the year. Villagers generally practice traditional shifting agriculture and use a wide range of plants, fish and animal resources inside ZNP and its buffer zone – with particular dependancy on the Save River, where people move to in the rainy season. The wide distribution of the villages reflects the

dependence of the population on the resources within ZNP. Natural resource utilisation is discussed in some detail in Appendix B: The Ecology of ZNP and Appendix D: Natural Resource Use.



Image 7 & 8: On the left is an informal store from Covane village and on the right is the honey processing house in Tuanguane village

2.8. Threats and constraints

Threats to the ZNP's development as a Protected Area revolve mainly around the growing human presence within ZNP, resultant ecological pressures and the prospect of population growth in the longer term. Major constraints include the underdeveloped tourism infrastructure, the fairly limited tourism offering and limited financial resources represent.

However, all of these factors are subject to change and a detailed Threats and Constraints Analysis is therefore included as Appendix F.



Image 9: A fire that broke out in ZNP

3. Park Vision, Mission and Objectives

3.1. Vision

An effectively co-managed Park, which protects the structure and function of the ecosystem in concert with sustainable utilisation of natural resources, while protecting and respecting

the culture and indigenous knowledge of the Zinave Community, and promoting responsible tourism as a means of uplifting the lives of the Zinave Community and contributing to sustainable regional development.

3.2. General outcomes strived at

- Management of ZNP as a partnership between government and the Zinave Community, and with the participation of other actors like the private sector, NGOs and academic institutions⁴;
- Effective administration of ZNP with adequately trained and motivated staff, with a good understanding of, and respect for, the culture of the Zinave Community and the ecology of ZNP.
- Effective and efficient management of the camps and park infrastructure.
- Protect the integrity of the ZNP through effective access control and regulation of activities within ZNP in close cooperation with the Zinave Community.
- Optimal use of the financial resources of ZNP through effective financial planning, efficient use of resources, and tight control over income and expenditure.
- Management of ZNP as a restricted access, multipurpose area with clearly defined use zones in accordance with which natural resources are used responsibly and sustainably to the benefit of ZNP and the Zinave community.
- Conservation and restoration of ZNP's habitats, species, ecosystems, landscapes and aesthetical features, through an adaptive management, minimum intervention approach, within the wider context of the TFCA.
- Development of the tourism potential of ZNP to the benefit of ZNP, the Zinave Community and the region as a whole.
- The management of ZNP as a cultural landscape to ensure protection of its cultural resources, and the preservation of the indigenous knowledge, traditional resource use practices and management systems, and the values and lifestyles of the Zinave community, for the benefit of the community and as the foundation of cultural tourism in ZNP.

⁴ The participation of any other actors in the management of ZNP must conform to the requirements of the section on Park Governance.

- The development of social and natural sciences research to monitor, inform and support park management, biodiversity conservation, community development, cultural landscape management and tourism development.
- The achievement of sustainable community livelihood benefits and development that makes optimal and sustainable use of all available resources and opportunities to the benefit of the Zinave Community.



Image 10 & 11: Consultative meetings held in ZNP, on the left with the Covane village and on the right in Tanguane

3.3. Approach

ZNP is a resource-poor park with respect to natural, infrastructural, human and financial resource, like many of Mozambique's Protected Areas. Support for the development of the ZNP and the Zinave Community can be obtained through the following:

- Partnerships with resourced and capacitated third parties like NGOs, universities, and the private sector. For the foreseeable future partnerships with these should be used to implement the 'Specialist Portfolios' with the objective of gradually transferring these to the ZNP Administration.
- Integrating traditional resource management and governance systems of the Zinave community into the park management system. This should be achieved by formalising existing traditional and customary natural resource use management mechanisms and regulations, and, where necessary, to ensure that these are placed on a sustainable footing that is compatible with the ZNP's biodiversity conservation objectives.



Image 12 & 13: Consultative meetings with community members from Machaquete

The mobilisation of such additional resources requires commitment and understanding on the part of the Park Manager, relevant Government officials and third parties such as NGOs and Universities. Key issues are as follows:

- the principle of collaborative joint-ventures with third parties;
- the notion of meaningful, empowered community participation in decision making;
- the significant contribution that traditional resource regulation systems can make to effective biodiversity conservation and park management;
- the need to understand community interests and the potential impacts arising from biodiversity conservation initiatives;
- further, the need for a negotiation-model of conservation development⁵ which gives recognition to the importance and value of debate, dissent, disagreement and

⁵ A negotiation model of conservation development assumes that:

- The state has a legitimate interest in wanting to protect certain areas or natural resources (species, habitats, etc.) and to develop them for conservation;
- Local people generally also have a legitimate interest in wanting to use such resources on their own terms;
- Better (cheaper and socially sustainable) conservation outcomes can be achieved by negotiating solutions in a constructive, open manner (synergistic bargaining/integrative bargaining).

The negotiation model of conservation development generally rejects the traditional CBNRM approach on the basis that it emphasises ‘harmony’ at the expense of dealing openly with the underlying conflicts of interest, resulting in conservation ‘solutions’ that do not reflect social realities and which are therefore socially less sustainable.

argumentation and conflict as part of a healthy participatory process. The absence of these elements tends to reflect the disempowerment of the beneficiaries of conservation development, rather than their consent.

Also required is a good understanding of:

- how such collaboration with third parties can be successfully managed within the park governance system described in this Management Plan;
- how traditional resource management/regulation systems and indigenous knowledge can be successfully integrated with scientific biodiversity management;
- community subsistence strategies and the basic principles of community development;
- how to conduct negotiations to resolve conflicts of interest to mutual satisfaction of the Zinave community and the ZNP.

4. Park governance and management structures

4.1. Objectives

The overall Park management objectives include the following:

Management of ZNP as a partnership between government and the Zinave Community, and with the participation of other actors like the private sector, NGOs and academic institutions⁶.

4.2. Park management structures

In keeping with this objective the ZNP is managed by five interlinked entities:

- The Zinave Steering Committee
- The Zinave Management Board
- Park Administration, inclusive of subsidiary management portfolios,

⁶ The Participation of any other actors in the management of ZNP must conform to the requirements of the section on Park Governance.

- Zinave Development Forum (currently Intervillage Association)
- Village Associations

Each of these is discussed below and should be implemented as resources, capacities and the speed of community processes permit. It is here emphasised that it is not problematic for parties such as government, the private sector, NGOs, development agencies, and various community groups to have vested interests. The problem arises when such interests are not made explicit and are dealt with accordingly. For instance, the state has a legitimate interest to protect biodiversity conservation on the ground. NGOs and development agencies have legitimate interests in finding and supporting viable projects on the ground. Community members have a legitimate interest in protecting their livelihoods and improving their living conditions. Proper governance is undermined should parties represent their interests in non-transparent or inappropriate ways.

4.3. Zinave Steering Committee

4.3.1. Objectives

To coordinate the development of park tourism development plans and tourism-related infrastructure, such as roads and signs, with key actors in the Province.

4.3.2. Membership of the Steering Committee

The members of the Steering Committee are:

- DNAC;
- The Provincial Government;
- Affected District Governments;
- Warden and key Management Staff of the ZNP;
- TFCA Project Implementation Unit;
- Other Interested and Affected Parties as identified by the Steering Committee.

4.3.3. Operation of the Steering Committee

The Steering Committee will:

- be administratively and financially autonomous;

- design and adhere to a protocol developed and agreed to by its Members;
- to meet every six months or whenever deemed necessary by its Members;

4.4. Zinave Management Board

4.4.1. Objectives

The Management Board will ensure that the Vision and objectives of this Management Plan are achieved. To do this it will:

- Approve the annual Integrated Park Development Plan, ZNP Management Plan and the Implementation Plan;
- Approve subsidiary portfolio plans on which the Implementation Plan is based.
- Monitor the general adherence of ZNP Administration and the Zinave Community to this Park Management Plan.

4.4.2. Membership of the Board

Board membership is divided into two categories⁷:

Voting members:

- Government represented by a senior representative of DNAC or an appointee (cannot be Park Manager as he/she has to report to the Board).
- The Zinave Community represented by Village Association representatives⁸;

Non-voting members:

- District Government delegates;
- Private sector parties involved in ZNP;
- NGOs involved in ZNP;

⁷ The reasons for this distinction are to: make possible unencumbered negotiations between the key parties with direct vested interests in the management of the land. The voting rights accorded further ensure that Board decisions reflect, in as much as this is possible, the interests of these key parties.

⁸ At present the Vuka Zinave Association established through LVIA has received legal entity and has representative members from all villages.

- Technical advisers (of the State, communities or NGOs).
- Any other Interested and Affected Parties as identified by the Board.

4.4.3. Operation of the Board

The membership and operation of the Board is subject to a Constitution, included in Part A: Park Governance and Management as Section 1: Zinave Management Board Constitution. The Constitution spells out the membership of the Board, their rights and responsibilities, decision making, conflict resolution, and related matters⁹.

In as much as this is not specified in the Constitution, the following general principles will apply to the operation of the Board:

- The General Annual Meeting of the Board will be timed in a way that would ensure maximum community participation in decision making.
- General Community Meetings (members of the Associations/ Park residents only) before and/or after the General Annual Meeting of the Board to discuss issues/decisions will be held on a revolving basis in the different villages in ZNP. The purpose of these meetings is to discuss and disseminate information on issues and decisions to be discussed/discussed at the Board meetings.
- In addition the Board will have a Communication Plan to ensure wide communication of Board's progress and decisions to Park staff and the general community.

4.5. Park Administration

4.5.1. Objectives

The overarching Park Management objectives include the following:

⁹ Note: the current Management Plan contains only a concept Constitution with principles for decision making. This could form the basis of the Constitution that will have to be developed at a later stage as per the Implementation Plan.

Effective administration of ZNP with adequately trained and motivated staff, with a good understanding of, and respect for, the cultural and natural dimensions of ZNP.

This requires effective and efficient action on the Core Portfolios and monitoring and reporting on the Specialist Portfolios. The responsibilities of ZNP Administration in respect of the Core and Specialist Portfolios are outlined below.

4.5.2. ZNP Management Portfolios

Park Administration is organised into a number of portfolios. These are as follows:

- Park Governance: Part A
- Financial management: Part B
- Human Resources: Part C
- Law Enforcement: Part D
- Camp and Park Infrastructure: Part E
- Ecological management: Part F
- Cultural landscape management: Part G
- Community development: Part H
- Tourism: Part I
- Research and monitoring: Part J
- Park Boundaries and Zones: Part K.

Individual Portfolio Plans and supporting documentation, such as templates, are located in the relevant parts of the Implementation Plan as indicated in each section below.

4.5.3. Park Staffing

ZNP is managed by a Park Manager, who is supported by staff that are responsible for the various park management portfolios.

Portfolios that are not filled for financial or other reasons have to be managed directly by the Park Manager.

The number of staff and allocation of portfolios to them can vary depending on need and finances. The staffing and distribution of responsibilities is described in the Staffing Plan - Part C: Human Resources.

The Board appoints all senior staff including the Park Manager. The Board will consult the Park Manager about the appointment of senior staff. The appointment of junior/non-professional staff takes place at the discretion of the Park Manager, making use of official DNAC procedures.

4.5.4. The Operation of Park Administration

The Park Manager reports to the ZNP Board and is responsible for providing them with the annual Implementation Plan, relevant portfolio plans and budgets.

The Park Manager also has to provide the ZNP Board with the following reports:

- An annual ZNP Management Report.
- Quarterly ZNP Management Reports

All senior ZNP staff, including outsourced positions, report directly to the Park Manager on their portfolios. Each of them has to produce at least a quarterly and an annual report for their portfolios, or more often as determined by the Park Manager.

4.6. Zinave Development Forum

4.6.1. Objectives

The objective of the Development Forum is to facilitate, coordinate and promote community development initiatives in Zinave. Subsidiary objectives are to:

- Provide the Board with technical advice and high quality information about Community Development and the Zinave Community;
- Develop and regularly review an Integrated Community Development Plan for the Zinave Community (see Section **Erro! A origem da referência não foi encontrada.**: Community Development);
- Obtain support and funding from Government, aid agencies and the NGO sector for a multi-pronged, coordinated community development initiative in Zinave;

- Develop Partnerships with research institutions to conduct social research at Zinave;
- Appoint Community Development Facilitators to implement tasks specified in the section on Community Development;
- Ensure wide community Participation in planning and promotes consensus about the development of the Zinave Community.
- Ensure effective feedback to the Zinave community and other interest groups and structures;
- Ensure resolution of conflicts.

4.6.2. Membership of the Development Forum

Members of the Development Forum could include the following:

- Park Manager and/ or deputy
- Village Association Delegates
- District Government Delegates
- Private sector with direct involvement in ZNP.
- Relevant NGOs working in ZNP
- Aid agencies and donor organisations.
- Academic institutions and researchers.

4.6.3. Operation of the Development Forum

The operation of the Development Forum is subject to guidelines. These are attached as Section 2: Development Forum Constitution, in Part A¹⁰. In general it is important that a development agency takes the lead in establishing the Forum and that the process is characterised by strong community participation.

¹⁰ Only a concept constitution is included. This has to be developed at a later stage as per the Implementation Plan.

4.7. Village Associations

4.7.1. Objectives

The objectives of the Village Associations are to:

- Clearly identify and register members of the Association;
- Facilitate communication with and Participation in relevant aspects of Park Administration and management;
- Self regulation of resource use at the village level.

The subsidiary objectives of the Village Associations will be to:

- Develop and update monitor resource use regulations (in collaboration with ZNP and relevant third Parties) for approval by the Management Board;
- Provide inputs into and monitor the implementation of Zone Management Plans;
- Develop and monitor the implementation of Village Development Plans;
- Serve as a channel of communications between the village, on the one hand, and Park Management, NGOs and the Private Sector, on the other, by representing the Association in the abovementioned fora;
- Assist with conservation monitoring, access control and monitoring of illicit resource use;
- Deal with conflicts arising from law enforcement;
- Bring indigenous knowledge to bear on conservation management, by ensuring collaboration between conservation monitors and researchers, and indigenous knowledge practitioners;
- The fair and equitable distribution of benefits from conservation, if any.

4.7.2. Membership

The membership looks as follows:

- Community development facilitators appointed by ZNP and/or the Community Development Forum (In the interim CDFs are appointed by ZNP. Ideally this function should eventually be taken over by the Forum.).
- Traditional leadership.

- Resource users.

In addition:

- Female representation within each association should be a minimum of 30%.
- Villages should be encouraged to elect members with some form of higher education.

4.7.3. Requirements

Effective community participation in park and development decision making requires:

- Community-based Participatory structures that represent the interests of all sections of the community;
- Community leaders with an adequate understanding of the basic technical background needed to participate meaningfully in decision making;
- Wise community leaders that are committed towards the principle of accountability and fair distribution of benefits from conservation and development;
- Active empowerment and promotion of vulnerable sections of the community;
- Experienced community development facilitators appointed by ZNP or in Partnership with Aid agencies, NGOs, the Private Sector and/or universities.

4.7.4. Operation of the Village Associations

The constitution and operation of Village Associations are subject to a Constitution as in Part A. These have to be developed and filed in Part A of the Implementation Plan.

The Village Association Constitutions spell out the membership of the Village Association, their rights and responsibilities, decision making, conflict resolution, and related matters.

NB: Different villages with different leadership structures should ideally not be consolidated into a single Village Association.

Village association constitutions should have the following elements:

- Village Associations should have simple, practical and flexible constitutions, which should be developed with the relevant Village Committee and approved by the Management Board (see attached example). One of the key problems with complex constitutions, is that it creates a gap between literate and illiterate members of the community.
- The Village Associations are low cost structures with limited overheads. They make use of local infrastructure and organisation. For this reason it is important that they are disaggregated, following local governance structures and networks.
- Village Associations will be responsible for the management of only small amounts of funding. That is, the funding they deal with should be restricted to monies generated as community benefits from tourism operations, etc.
- Where possible Village Associations should make use of existing community-based structures, as opposed to creating new structures. Village Associations should include all relevant interest groups in the village, in particular women and the actual resource users. Specific resource user groups could be included by way of subcommittees if necessary.
- They will meet at least once per quarter, or more often as determined by its members, with the Section Ranger or Park Manager to consider Section management issues;
- Decision-making on Village Associations should be by consensus. Should consensus not be possible, the matters concerned should be dealt with on Management Board level.

4.8. Key tools

- **Implementation Plan**

The Implementation Plan is included in Section 6 of the Management Plan. It consolidates the activities needed to implement the planning that took place in all portfolios. It is the responsibility of the Park Manager to develop the Implementation Plan in collaboration with his/her portfolio managers. The implementation plan should include a communication plan.

- **Annual ZNP Management Report**

This is a concise report on the performance of each portfolio against the Implementation Plan and budget. It includes reporting on the Integrated Community

Development Plan and related community development activities. It is the responsibility of the Park Manager to write and submit the report to the Board at least one month before the annual board meeting.

- **Quarterly ZNP Management Report**

This is a concise report on the performance of each portfolio against the Implementation Plan and budget for a relevant quarter. It is the responsibility of the Park Manager to write and submit the report to the Board at least once per quarter.

5. Park Management Portfolios

5.1. Introduction

The Park Administration executes its responsibilities through 10 Portfolios that are divided into two categories. These are:

Administrative Portfolios:

- Financial Management
- Human Resource Management
- Law Enforcement
- Camp and Park Infrastructure Management
- Park Boundaries and Zonation

Specialist Portfolios:

- Ecological Management
- Cultural Landscape Management
- Community Development
- Tourism
- Research and Monitoring

Each of these portfolios cover key actionable areas of Park Administration and are discussed further below.

- The Administrative Portfolios represent the core of the Park Administrative system. In the foreseeable future the Park Administration will focus on these.
- Where possible the ‘Specialist Portfolios’ will be subcontracted or ceded to self-funded and capacitated third parties like NGOs, the Private Sector or Universities. However, these will report to the Park Manager in the same way as any other Portfolio and will not be independent of the Park Administration.
- The Park Manager allocates responsibilities for Portfolios to staff members and oversee their management.

The responsibilities of the Park Administration with respect to each of the Portfolios are discussed in the relevant Portfolios further below. The Park Administration will focus on the ‘Administrative Portfolios’. Where possible ‘Specialist Portfolios’ will be subcontracted or ceded to self-funded and capacitated third parties like NGOs, the Private Sector or Universities.

5.2. Financial management

5.2.1. Objectives

The Park Secretary is responsible for aspects of financial management and planning¹¹.

The overarching objectives of the management plan include the following:

Optimal use of the financial resources of ZNP through effective financial planning, efficient use of resources, and tight control over income and expenditure;

5.2.2. Key tools

Key tools that should be used include the following:

- Annual financial reports:

¹¹ Financial planning currently takes place in the Project Unit and may in future be located on Provincial level. Regardless as to where the control lies, the Park Manager should take active Chapter in the financial planning.

The secretary, in collaboration with the Park Manager, should put together an annual financial report consisting of a summary of all important financial information. This should be submitted to the Park Board along with the new annual Park budgets. Copies of the reports should be kept in Part B, Section 3 of the Implementation Plan.

- Annual audit:

The financial report should be audited by an independent external auditor for submission to the board. Annual audits should be kept in Part B, Section 4 of the Implementation Plan.

- Transaction Journal:

The secretary should record all financial transactions in a transaction Journal as the first step towards proper bookkeeping. This should be kept in Part B, Section 5 of the Implementation Plan.

- Requisitions and orders logbook:

All requisitions and orders should be recorded in a dedicated logbook. The record should be kept in Part B, Section 6 of the Implementation Plan.

- Vehicle and fuel use logbook:

A record should be kept of vehicle and fuel use. This should be kept in Part B, Section 7 of the Implementation Plan.

- Record of wages and salaries:

A record should be kept of all wages paid to labourers. This should be kept in Part B, Section 8 of the Implementation Plan.

- Stores register:

A register should be kept of all groups kept on store. This should include usables and perishables. It should be kept in Part B of the Implementation Plan, Section 9.

- Assets register:

A register should be kept of all Park assets. This includes all movable objects and material not stored in store rooms and equipment issued to staff. It should be kept in Part B, Section 10 of the Implementation Plan

Use of these tools should be phased in over time as the need arises and as resources (human and financial) permit.

5.2.3. Planning

Annual financial plans and budgets form part of the Park Development and Park Management Plans, and should be reflected in the Implementation Plan. The financial plans should therefore be completed two months before the annual Board meeting to provide the Park Manager with the time needed to develop his submissions to the Board. Financial planning should be coordinated with the Park Manager and all portfolio managers

- Annual Park administration budget:

This is a budget for all Park Administration costs. It has to be submitted annually to ZNP Board for approval. A zero-base budgeting system should be followed: i.e. all expenditure has to be motivated anew every year. The budget should make a distinction between overheads and operational costs. It should be included in ZNP Implementation Plan in Part B, Section 1.

- Annual Park development budget:

This is a budget for the development of ZNP above and beyond its normal administrative costs. It may or may not be developed by ZNP administration. However, once developed a copy should be kept by the secretary in the ZNP Implementation Plan, Part B, Section 2.

5.3. Human resource management

5.3.1. Objectives

HR management is the direct responsibility of the Park Manager or an appointed HR Manager.

The HR objectives are to ensure that ZNP disposes over adequately trained and motivated staff, with a good understanding of, and respect for, the cultural and natural dimensions of ZNP.



Image 14: The first gate post when entering Zinave National Park using the Mabote route

Subsidiary objectives include:

- To maintain staff motivation and ensure that their performance is orientated towards the achievement of the management objectives of the ZNP and the Great Limpopo Transfrontier Park;

- To ensure that personnel have the skills needed for their jobs and personal development.

5.3.2. Key tools

- Formal job descriptions for Senior and Junior Staff. The Job Descriptions are included in Section 1 of Part C: Human Resource Management.
- The Statute governing the responsibilities of Field rangers. The Statute is included in Part C, Section 4.
- A staff code: The staff code should describe the behaviour that is expected from staff, rules and regulations, as well as behaviour that is not accepted. Staff should receive training about the staff code and it should be displayed in a prominent place. The Statute is included in Section 3 of Part C: Human Resource Management.
- Motivation system: The Park should have a formal motivational system which rewards positive behaviour and censures negative behaviour. The Motivational system is included in Section 4 of Part C: Human Resource Management.
- Learning needs assessments: The skills of staff are assessed and compared with the skills needed by the Park to meet its objectives. Learning needs assessments form the basis of the Training Plan.

All templates, protocols, job descriptions should be placed in Part C: Human Resources.

5.3.3. Planning

- **Staffing Plan:**

The Staff Plan specifies the staffing needs of the Park and those generated by the Park Development Plan. Staff development should also be reflected in the financial planning of the Park. The HR manager should review the Staff plan at least once every two years.

The Staff Plan is included in Part C: Section 1.

- **Training Plan:**

The Training Plan specifies the training needs of the staff and the way in which those needs are to be met. The Training Plan is based on a Learning Needs Assessment in which the existing skills and qualifications of the staff is measured against what they need to perform their work. Training Plans could include:

- On the job training;
- Experiential training through rotation between Parks in the Great Limpopo Transfrontier Park; and
- Formal educational programmes.

Training plans should move from generic training of staff groups towards specialised training aimed at the career development of individual staff members.

The Training Plan is included in Part C: Section 2.

5.4. Law enforcement

5.4.1. Objectives

Law enforcement is the responsibility of the Law Enforcement Manager acting in Partnership with the Zinave Community. The overall aim of this critical function is to:

- Protect the integrity of ZNP through effective access control and regulation of activities within ZNP in close cooperation with the Zinave Community;
- Core objectives of Law Enforcement are to:
 - Regulate activities in ZNP, such as resource utilisation and tourist behaviour, in accordance with the management plan;
 - Assist with the collection of field information for the monitoring programme;
 - Ensure protection and maintenance of Park assets and infrastructure;
 - Maintain the territorial integrity of ZNP through effective boundary and access control.
 - Actively build harmonious and constructive community relations as the foundation for effective co-management.

5.4.2. Approach

Law enforcement, particularly anti-poaching operations, is the most difficult and sensitive portfolio in ZNP as it relates to a key aspect of the conflict of interests between ZNP and the community. It brings Park staff in frequent conflict with members of the Zinave Community and (for different reasons) is high on the agenda of law enforcement officials and members of the community.

Against this background it is critical that law enforcement rests on a high degree of consensus between ZNP and the Zinave Community. Given the resource constraints facing ZNP, it is critical that law-enforcement planning and implementation is viewed as a fundamentally co-operative exercise, which involves the community leadership and resource users. Approaches that rely largely on force, will further alienate the Zinave community and will eventually run into resource constraints that will undermine effective law enforcement.

It is recognised that a shift to another law enforcement paradigm will not be easy and may require ongoing interventions by conflict resolution/mediation experts. However, it is an objective that can be achieved if the will to do so exists.

The further effectiveness of Law Enforcement in ZNP will depend on the development of a focused approach that specifies priorities for law enforcement with respect to habitat and species conservation, with responsible staff being fully aware of the relevant legislation and knowledge of the correct approach for arrests and preparing charges.

5.4.3. Requirements

Specific requirements are as follows:

- An adequate number of well-trained and motivated park Section Rangers, Fiscals, and Field Rangers (refer to HR plan);
- A well-trained anti-poaching unit; alternatively, sufficient anti-poaching training to be provided to the Field Rangers (refer to HR plan);
- Active and informed participation of trained Community Rangers (refer to Community Development and Beneficiation);

- Pro-active collaboration of the Zinave Community in ZNP protection through the Village Associations.
- The Park Law Enforcement Plan should be submitted to the Board as Part of ZNP Management Plan for approval. The Park Law Enforcement Plan should be based on Section Law Enforcement Plans (see below) ;
- Section Law Enforcement Plans should be negotiated with the affected Village Associations, with the objective of achieving consensus about law enforcement objectives and activities in their areas.

5.4.4. Key tools

- Access Control Protocol:

The rules of access to ZNP are defined in an Access Control Protocol. Part D: Section 4¹². This protocol needs to be developed as the plan is being implemented.

- Public Engagement Protocol:

This protocol should contain a clear specification of required, permitted and forbidden behaviour regarding the engagement of the public (tourists, visitors, community members and any other member of the public who has entered the ZNP illegally for illegal activities). It should include:

- Regulations for the questioning of persons;
- Regulations for the searching of persons and/or properties;
- Regulations for the seizure of persons and goods;
- Rules of engagement regarding the use of violence and fire-arms.

It is essential that community members participate in the development and ongoing revision of the protocol.

The Public Engagement Protocol is included in Part D: Section 3.

- Law Enforcement Audit:

¹² This protocol needs to be developed

This annual review of the Threat Assessment, Law Enforcement Plan, Law Enforcement Communication Plan, and the various protocols and regulations should be implemented in collaboration with all affected Parties, such as the Village Associations, NGOs, and/or the Private Sector. Participation should err on the side of caution and involve, rather than exclude Parties.

Law Enforcement Audits are included in Part D, Section 2.

- Incidents Log:

An incidents log should be kept as per the Research and Monitoring Plan. Part D: Section 5.

5.4.5. Plans

- **The Law Enforcement Plan**

The Park and Section Law Enforcement Plans should contain the following headings:

- a) Introduction: Highlight key issues.
- b) Review:
 - Law Enforcement Experience: Experiences made with law enforcement over the preceding year. All important incidents should be listed and details provided (in an appendix if necessary). Community and staff feedback obtained during the review of the Plan should be provided.
 - Threat Assessment: A review of current and potential threats to the Park, making use of staff and community feedback.
 - Zone and Resource Management Plans: Identify aspects of Zone Management Plans that require monitoring and law enforcement, and changes, if any.
 - Review of regulations: assessment as to whether any aspects of the Park Regulations need to be updated.
- c) Law Enforcement Objectives

Assess Park and Section-level Law Enforcement Objectives. Objectives should be clear and measurable. Specify clear targets and measures.

d) Law Enforcement mechanisms and activities

Specify Law Enforcement mechanisms and activities to be used on a Section level. Clearly identify any traditional and/or Village Association level mechanisms that can be used. These should be given precedence over policing options.

e) Law Enforcement Management

Clearly state how the mechanisms and associated activities will be managed, and resources and staff allocated.

f) Communications plan:

Explain how park regulations will be explained to the general community and park visitors. Specifics are needed: Who will communicate what to whom at what time and location.

g) Implementation Plan

Provide a clear schedule for the implementation of the identified activities.

h) Budget

Law Enforcement Plans should contain a Communication sub-plan aimed at explaining law enforcement objectives, protocols and regulations to visitors and the Zinave Community. It should specify what should be communicated, how and when this should be done, by whom.

The Park Law Enforcement Plan should be reviewed on an annual basis by the Head Ranger collaborating with the Section Rangers.

The strategic objective of the law enforcement *planning* process is to gain the support of the Zinave Community for the Law Enforcement Plan, thereby reducing the reliance on patrols and force to achieve Park Management objectives. The following process should be followed:

a) Development of Draft Section Law Enforcement Plans:

The Section Ranger develops a Draft Section Law Enforcement Plan. He does so as a problem solving exercise in collaboration with the affected Village Associations. The following is relevant:

- The objective here is not simply to inform community leadership about the Plan, but to achieve consensus about the content and implementation of the Plan. Generally this should not be problematic as Village Association participation should have taken place in the development of the zone and resource use management plans. A key objective of the community engagement phase would be to secure full community support for the law-enforcement plan, including (possibly in future) the assistance of Community Rangers.
- Section Rangers and Fiscals should participate in this process. It should be facilitated by the Community Development Facilitator.
- The problem solving should be informed by the Threat Assessment, the relevant Zone and Resource Management Plans, and traditional resource management plans.

b) Development of Park Law Enforcement Plans:

The Park Manager or his deputy:

- Assesses the Draft Section Law Enforcement Plans and may refer them back to the Section Rangers and relevant Village Associations for improvement;
- Assesses the need for additions to the Law Enforcement Plan in collaboration with other staff members;
- Consolidates the Final Section Law Enforcement Plans into a Park Law Enforcement Plan;
- Submits the Plan to the Board for approval.

Disagreements between the Park and Village Associations about the Section and/or Park Law Enforcement Plan that cannot be resolved, must be referred to the Board for decision making. Tactical specifics, such as dates and location of patrols do not have to be divulged in the course of this process.

- c) The Section and Park Law Enforcement Plan should be reviewed on an annual basis following the same process. Each component of the plan contents provided underneath should be reviewed for changes.

The Law Enforcement Plan is included in Part D: Section 1.

5.5. Camp and Park infrastructure management and development

5.5.1. Objectives

Park infrastructure¹³ management, maintenance and development is the direct responsibility of the Park Manager unless otherwise indicated.

The overall Park Management objectives contain the following:

To ensure the most efficient and effective development, use, operation, and maintenance of park sites and infrastructure in accordance with clear norms, standards and practices.

Subsidiary objectives include:

- Cost effective use of infrastructure and equipment through proper storage and maintenance.
- Delegation of responsibility for specific infrastructure to individual members of staff.
- Timely budgeting and development/replacement of infrastructure and equipment.

¹³ Camps include all sites and depots under the control of the park. Park infrastructure includes all fixed structures (e.g. fences, housing), equipment (weapons, tools, etc.) and movable assets (e.g. vehicles, tents, stock), and earthworks, such as roads and dams.

Camp and infrastructure management will increase in importance over time as visitor numbers increase, more sites are developed and environmental impacts increase. It is therefore important, that camp and infrastructure management as a practice is established in ZNP over the next five years.

5.5.2. Key tools

- Camp and Infrastructure Audits:

The purpose of such audits is to:

- assess the condition of camps and infrastructure,
- assess adherence to management and maintenance plans (if these exist),
- identify critical health and safety issues,
- identify training needed by staff for fulfilment of duties,
- assess community-related infrastructure needs,
- provide the information needed for the development of Infrastructure Management and Maintenance Plans and Infrastructure Development Plans.
- Camp and Infrastructure Audits should be conducted for individual installations or categories of infrastructure.
- Camp and Infrastructure Audits are included in Part E, Section 3.
- Detail on different types of Camp and Infrastructure Audits can be found in Part J (Research and Monitoring), Section 1: Research and Monitoring Plan.

- Environmental Management Audit

The Environmental Audit takes place once per year and could be aimed at individual camps and/or infrastructure. It identifies all environmental impacts and risks and specifies what mitigation measures and safety and health procedures are required. Audits are to be submitted to the Management Board on an annual basis. Once every five years, a comprehensive environmental audit, should be conducted by independent external professional.

Environmental Management Audits are included in Part E: Section 4.

5.5.3. Plans

- Camp and Infrastructure Management and Maintenance Plans:

Each camp and category of infrastructure should have clear, simple management and maintenance plans. These should clearly indicate the following:

- Objectives, targets and measures, including environmental management¹⁴;
- Allocation of responsibilities;
- Allocation of resources (budgets);
- Protocols and procedures.

Camp and infrastructure management and maintenance plans should include the following:

- Safety and Health Plans, including procedures to be followed for emergency evacuation of tourists, staff and/or community members if required,
- Environmental Management Plans, inclusive of Waste Management Plans.

The need for specific camp or infrastructure management and maintenance plans is addressed in the Park Management Plan and included in Part E: Section 1.

- Camp and Infrastructure Development Plans

Camp and Infrastructure development has to keep up with community needs and visitor numbers. To achieve this, Infrastructure Plans have to be developed and updated on a regular basis. Such plans should clearly identify the infrastructure required, timelines for implementation, allocation of responsibilities, and budgets. Infrastructure development should have a long term perspective.

Camp and Infrastructure development plans are included in Part E: Section 1.

¹⁴ For example, environmental management objectives could include items such as managing the impact of effluent or refuse from the camps. Risk management objectives could include items such as managing the risk of fire.

5.6. Ecological Management

5.6.1. Objectives

The overarching objectives of the Management Plan include the following:

To achieve the conservation and restoration of ZNP's habitats, species, ecosystems, landscapes and aesthetical features, through an adaptive management, minimum intervention approach, development of ZNP's wider connectivity within the context of the TFCA, and ensuring sustainable resource utilisation.

There is a direct link between this objective and Park Law Enforcement. Park Protection aims at reducing or eliminating illegal entry into ZNP and illegal resource use, while Field Services, in cooperation with the conservation specialists and with the support of the Zinave community, conduct the management interventions necessary for biodiversity monitoring and management.

This means that:

- ZNP habitats, species, ecosystems, landscapes and its physical features have to be managed actively to ensure conservation and restoration; and
- An adaptive management system, which relies on minimum intervention, should be used to manage wildlife populations and vegetation within the ZNP.
- The ZNP should be managed as an integral part of the TFCA and aim at maintaining wider connectivity with regional ecological processes; and
- The short and longer term impacts of human populations within the ZNP on its biodiversity through agriculture and other resource utilisation activities should be understood and managed with a view to achieving sustainable use patterns (see governance and community development sections).

5.6.1. Requirements

Achieving these objectives requires the following:

- The definition of clear and achievable ecological management objectives.
- Recognition of the long term consequences of continued human population growth with the ZNP.
- Longer term human population growth and accompanying intensification of resource utilisation is addressed in ecological management plans from the outset.
- An awareness of the dependence of the Zinave community on harvesting plant and animal material from the ZNP, the complexity and changing patterns of resource use, and the reluctance on the part of the Zinave community to have more wild animals come back into their areas. The ecological management plan should therefore also address human animal conflicts.
- Community support for the location of management zones and sites, the accompanying resource use regulations and rules, and law enforcement within these areas.
- Awareness that the success of conservation measures ultimately depends on their collaboration, particularly in light of inadequate resources allocated to the ZNP.
- The effective monitoring of ecological processes and human impacts arising from resource utilisation, and ongoing scientific research to inform the further development of the ecological management planning and practice.

5.6.2. Key tools

- Key tools include the following: **Conservation targets:**

Conservation targets must be SMART:

- **S**pecific (clear and precise with well-defined end results).
- **M**easurable (quantifiable amount of change to be achieved).
- **A**chievable (realistic and doable with given financial and staff resources).
- **R**elevant (related to agreed conservation targets).
- **T**ime-bound (possible to be completed within an agreed time frame).
- **Limits of Acceptable Change (LACs)**

LACs is a powerful tool and will help managers to develop management interventions for specific species and habitat management problems. LACs can only be set on the basis of sufficient data and requires a strong research programme.

- **Monitoring**

The effective use of SMART conservation objectives and LACs depends on an effective monitoring system.

- **Stakeholder engagement**

Effective conservation management in a setting like the ZNP with limited resources requires stakeholder consent. This is best achieved through good communication and an effective stakeholder engagement system. This is particularly important when dealing with the mitigation of human impacts on the ZNP's biodiversity. Stakeholder engagement processes are described in the Park Governance section.

5.6.3. Plans

Necessary plans include the following:

- **The Ecological Management Plan**

The Ecological Management Plan (EMP) should include clear ecological management objectives and targets, and specify the activities needed to achieve these. Adaptive management requires ongoing adaptation of the EMP in response to monitoring and evaluation results. The EMP is included in this master plan as Part F - Ecological Management, Section 1 - Ecological Management Plan.

- **Resource Use Plans**

Resource Use Plans (RUPs) should be negotiated with the Zinave community, ideally with each of the individual Village Associations. A generic RUP for each of the resource types harvested in the ZNP can be used, but care should be taken

to adapt it to the specific situation of individual Village Associations. The RUPs should refer to the EMP and contain at least some of the following:

- specification and general location of the resources used;
- specification of resource management system, where feasible relying on traditional management system;
- register of resource users (where appropriate);
- protocols for access to the resource;
- permissible harvesting methods;
- timing/scheduling of resource use;
- harvesting levels;
- monitoring of protocols, harvesting levels and ecological impacts;
- sanctions for breaking protocols;
- dispute resolution mechanism.

These plans should be included in Part F Ecological Management, Section 2 - Resource Utilisation Plans.

- **Research and Monitoring Plan:**

Research and Monitoring is included in more detail in the implementation plan Park J.

5.7. Cultural landscape management

5.7.1. Objectives

The overall Park Management objectives contain the following:

The management of the Park as a cultural landscape to ensure protection of its cultural resources, and the preservation of the indigenous knowledge, traditional resource use practices and management systems, and the values and lifestyles of the Zinave community, for the benefit of the community and as the foundation of cultural tourism in the Park.

This means that:

- The Park should be recognised as, not only a natural landscape worthy of protection, but also as an equally valuable cultural landscape in which people have been living for thousands of years. Early hominids roamed this region, so too Stone Age gatherer-hunters, the first Iron Age settlements appearing some 2000 years ago. Also Arab traders and white colonialists left their marks on the land, thereby becoming part of a collective cultural history.
- The value of the cultural landscape in Zinave National Park derives largely from the traditional resource practices of the Zinave Community and the religious or cultural associations that they have with specific places and nature in general. They are highly dependent on the various natural resources in the park, and have adapted their lifestyle to the seasonal cycles and the fluctuation of rainfall.
- The cultural landscape and resource use practices are well worth preserving as they not only add value to the lives of the Zinave Community, but can also form the basis for cultural tourism in the Park.
- Protection of the cultural landscape requires active management thereof. This is because the cultural landscape is often vulnerable and easily erodes. UNESCO speaks of a so-called 'associative cultural landscape'. This is where the heritage value of a landscape is derived mainly from the non-material religious or cultural associations that people have with specific places and nature in general.

5.7.2. Requirements

Achieving the protection of the cultural landscape therefore requires the following:

- A clear understanding of what has to be managed: Without knowing what the cultural resources are, they cannot be managed;
- The commitment of the Zinave community and Park management to the protection of the cultural resources of the Park: if they do not appreciate the importance of cultural landscape management, it will not take place.
- The tools generally used for Cultural Landscape Management require short-to longer term inputs from social/cultural specialists.

5.7.3. Tools

- **Cultural Resource Audit:**

The Cultural Resource Audit is used to identify and explain the nature of important reservoirs of indigenous knowledge, religious and other sacred sites, and important cultural practices and heritage. It produces a database explaining the status of such heritage and their level of vulnerability to various threats.

The Cultural Resource Audit's are included in Part G: Section 3.

- **Cultural Landscape Mapping:**

A cultural landscape map typically consists of a physical map of sites of cultural importance that corresponds with a cultural heritage database. A map could also contain several layers that could demonstrate the historical unfolding of the landscape. Cultural Landscape Maps are included in Part G: Section 2.

5.7.4. Plans

- **Cultural Landscape Management Plan:**

A Cultural Landscape Management Plan uses information generated by a Cultural Resource Audit, Cultural Landscape Mapping and the State of Conservation Report to specify objectives, targets and measures for the conservation of the cultural landscape. Such a plan intersects with and informs the Zonation Plan (further below) in that the Management Plan provides for the identification of special sites, such as sites of significant religious or cultural significance, with specific management objectives.

5.8. Community Development

5.8.1. Objective

The Community Development Officer is responsible for this portfolio.

The overarching objectives of the Management Plan include the following:

Sustainable community livelihoods, benefits and development that makes optimal and sustainable use of all available resources and opportunities to the benefit of the Zinave Community.

Sustainable community development is a prerequisite for lasting conservation outcomes. Along with effective biodiversity conservation and law enforcement, community development is therefore one of the most important components of the Management Plan.

5.8.2. Requirements

Successful community development requires the following:

- An integrated approach to community development that involves optimal, rational use of all available resources and promotes meaningful participation of the beneficiaries in decision-making.
- A rational combination of top-down and bottom-up planning methods, with a meaningful decision-making decentralised to as low a level as possible.
- A commitment toward community development on the part of Park staff, the private sector, researchers, community members and other actors involved in the Park, and an understanding of the linkages between effective natural resource management, food security and community development.
- An understanding on the part of these actors that successful community development depends on respect for local people and the knowledge that they have of their immediate environment and needs. Development interventions that are based on the assumption that local people are unable to make rational decisions in their own interest tend not to be successful.
- A co-operative, participatory approach to community development that emphasises the participation of the direct beneficiaries of development interventions, notably disempowered and marginalised groups within the community, in the earliest stages of development planning and decision-making.

5.8.3. Key tools

The Community Development Officer has to use the following tools.

- **Social Audits**

Park Administration and third parties (such as NGOs, tourism operators and research institutions) that are active in the Park should conduct Social Audits. Social Audits

should be required of all such parties that will operate in the ZNP on an ongoing basis for more than a year. These should be submitted to the Management Board on an annual basis.

The Community Development Officer should ensure that Social Audits are conducted jointly with members from the relevant Village Associations or community representatives to the Management Board. The objective of the Social Audit is to measure actual performance against the Social Plan and to identify problems in implementation. It should also assess the match between the Social Plan and the Community Development Plan and the Park Management Plan.

Social Plans should be subject to an external audit at least once every four years.

Social Audits are included in Part H: Section 4.

5.8.4. Plans

The Community Development Officer is responsible for planning under this portfolio.

- **Social Plans**

A Social Plan should contain the following:

- Identification of all opportunities for community beneficiation arising from the relevant operations: inter-alia, opportunities for employment creation, small business, formal and informal training, etc.
- A clear plan containing measurable, long-term objectives in each of these areas and incremental steps for achieving these.
- Provision for qualitative, non-measurable objectives, as the value derived from these often exceeds qualitative benefits.
- A clear set of short term (annual) objectives in the format of a logical framework, complete with measurable targets, budgets, and allocation of responsibilities.

Social plans may not be developed in isolation by consultants, but in collaboration/cooperation with relevant sections of the Zinave community and

Management Board. Social Plans have to be subjected to annual Social Audits on an annual basis before submission to the Management Board for approval.

Social Plans are included in Part H: Section 3.

- **Village Development Plans**

The Community Development Facilitators should help Village Associations to develop Village Development Plans. These must:

- identify key ‘felt needs’ on the part of the community;
- be developed in a participatory, bottom up manner, involving all affected and interested community level stakeholders;
- contain an implementation and fundraising plan;
- propose partnerships with Government, the donor community and NGOs;
- comply with the activities permitted within Buffer zones and Cultural Landscape Management objectives;
- be approved by the Board for fundraising and implementation;
- be audited on an annual basis and reported to the Board;
- be audited by an independent third party once every four years.

Village Development Plans may be consolidated into a single Integrated Community Development Plan and/or with the overall Park Development Plan for approval by the Board. The Integrated Community Development Plan is included in Part H: Section 1. Village Development Plans are included in Part H: Section 2.

5.9. Tourism

5.9.1. Objectives

The overarching objectives of the Management Plan contains the following:

Development of the tourism potential of ZNP in Partnership with the private sector, where appropriate, and making sustainable use of the cultural and natural resource base, so as to contribute to the financial sustainability of ZNP and benefit the Zinave Community and the region as a whole.

5.9.2. Requirements

The overarching objectives of the Management Plan contains the following:

Development of the tourism potential of the Park in partnership with the private sector, where appropriate, and making sustainable use of the cultural and natural resource base, so as to contribute to the financial sustainability of the Park and benefit the Zinave Community and the region as a whole.

5.9.3. General principles

- ZNP will be developed by means of market-driven private sector investment and Community Public Private Partnerships, where appropriate, following open and transparent tender processes.
- There will be a sharing of benefits between the community and the park, the community benefiting from equity sharing, business opportunities, and job creation, while the park benefits from contributions to operational costs.
- Tourism development of the park will be integrated with and contribute to the regional tourism offering, and the socio-economic development of the region.
- The development of tourism opportunities will take place in designated development zones in an environmentally and culturally responsible and sustainable manner, ensuring that negative impacts on the environment and local community are minimised through responsible management practices.

5.9.4. Key tools

Plans are here presented as tools, as they can be used to monitor private sector operators active in the park. The following plans and reports could be expected from the private sector and should be integrated into agreements with them:

- Financial Reports:

Audited financial reports to be submitted to the Management Board on an annual basis (at least) in a format to be decided by the Management Board.

- Camp and infrastructure development plans:

The development of camps and infrastructure by a tourism operator can take place only on the basis of a Camp and Infrastructure Development Plan that has been approved by the Board. Such a plan should also address the decommissioning of the site and are subject to an Environmental Impact Assessment.

- **Environmental Management Plans:**

All activities and affected terrains should be included in the Environmental Management Plans, including viewing spots and other areas that may be used by tourists. The plans should be submitted to the Park Manager and the Management Board on an annual basis after completion of an annual audit. Deviation from the Environmental Management Plan requires permission from the Park Manager. A comprehensive Audit should be conducted once every five years. The Park remains responsible for monitoring the environmental impact of tourism operations on an ongoing basis and may require that these are addressed.

- **Social Plan**

The private sector should submit a Social Plan on an annual basis after having conducted a Social Audit. The Social Plan should follow the format presented in the section on Community Development.

- **Other reports:**

Additional reporting requirements may be specified by the Board or by the contract with the tourism operator.

These reports should be included in Part I, Section 3.

5.9.5. Plans

- **The Tourism Development Plan**

The Tourism Development Plan should be developed in collaboration with the Park and the Zinave Community and submitted to the Board for approval. It should comply with all the requirements and objectives of the Management Plan in respect of

- Zoning restrictions,
- Biodiversity management objectives,
- Cultural resource management objectives and,
- Maximisation of community benefits.

The Tourism Development Plan is included as Part I, Section 2.

- **Tourism Zone Plan**

Tourism activities have to comply with the management objectives of the zones in which they take place (These zones are described in Section 5.10). For easier management of tourism activity, these requirements may be consolidated into a Tourism Zone Plan for the purposes of tourism management.

The Tourism Zone Plan is attached as Part I, Section 1.

5.10. Research and Monitoring

5.10.1. Objectives

Research and Monitoring is the responsibility of the appointed Portfolio Manager/Research Manager.

The overarching objectives of the Park Management Plan contain the following:

The development of social and natural sciences research to monitor, inform and support park management, biodiversity conservation, community development, cultural landscape management and tourism development.

To meet the objectives of the Management Plan, research and monitoring will be required in the sectors of conservation and cultural landscape management, community development and capacity building, and the development of options for tourism.

Research and monitoring should be used as part of the Adaptive Management Cycle. Monitoring will determine baseline conditions, and can then be used to evaluate management strategies and objectives on an ongoing basis.

5.10.2. Requirements

- Systematic management of research and monitoring.
- Formal assessment and approval of research proposals.
- The approval of research that has no conservation benefits, but may still generate social benefits such as capacity building.
- Local retention of research results in an accessible manner.
- The development of research partnerships with academic institutions, both national and international.

5.10.3. Key tools and protocols

- **Research approval process**

The Research Protocol should be used for the approval of research proposals (Part J Section 3)

- **The Research and Monitoring Audit**

The Research Manager should conduct an annual audit of the Research and monitoring portfolio. The objectives of the Research and Monitoring Audit are to:

- Obtain an overview of the research and monitoring conducted over the previous year. This relates to the number of researchers, types of research, materials and data generated
- Assess the impacts of research such as incomes generated, community beneficiation, and general experience with the researchers, and negative social and cultural impacts such as research fatigue.
- Determine whether research has provided feedback, whether copies of research results were provided to the Park and whether these have been archived in inaccessible manner;

- Assess benefits derived from research by the Zinave Community and Park staff (in the case of Park staff these benefits should be qualitative only and relate to capacity building);
- Assess the management and policy implications of research results and make suggestions for changes;
- Review and update the research objectives, guidelines and targets contained in the Research and Monitoring Plan;
- Make suggestions for the further development of research and monitoring.

The Audit should be submitted to the Management Board along with the revised Research Plan. Once every three years the Audit should be conducted by an independent external specialist.

The Research Audit is included as Part J, Section 2.

5.10.4. Plans

- **The Research and Monitoring Plan**

The Research and Monitoring plan sets out social and natural sciences research and monitoring objectives. Research priorities will change over time. The Plan should therefore be audited on an annual basis and the revised plan submitted to the Board for approval (see Research Audit above). A formal external audit of the Plan should take place once every three years.

The Research Plan is included in Part J, Section 1.

5.11. Park Boundaries and Zonation

5.11.1. Objectives

The overarching park management objectives include the following:

Management of the park as a restricted access, multipurpose area with clearly defined use zones in accordance with which natural resources are used responsibly and sustainably to the benefit of the Park and the Zinave community.

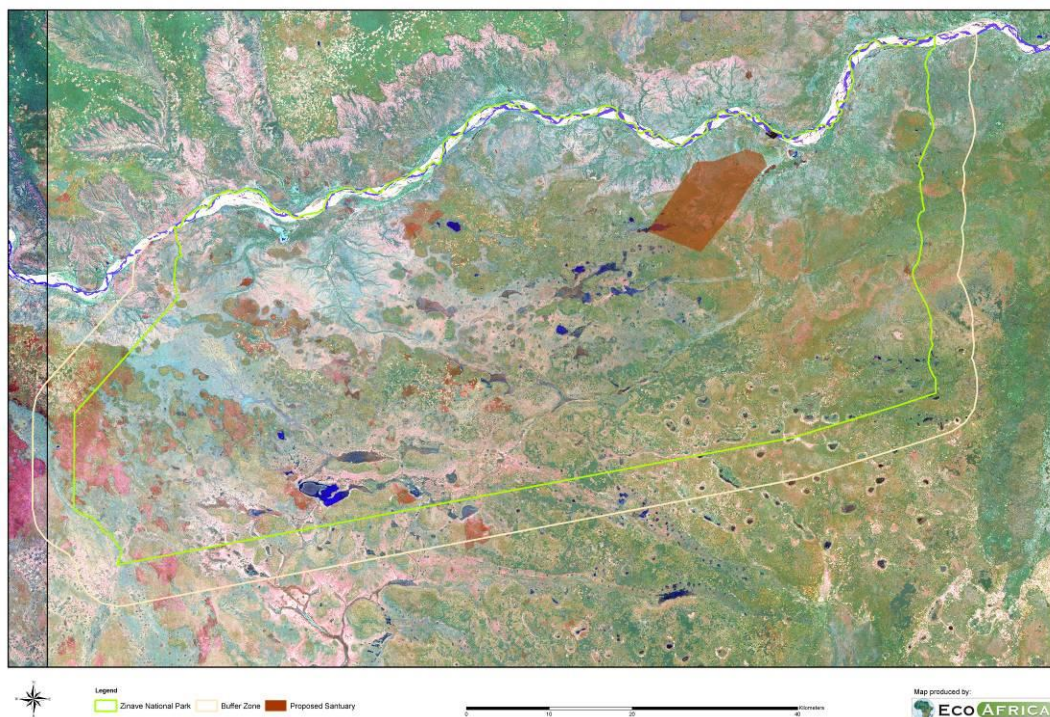
To achieve the above this Management Plan makes use of boundaries, management sections and management zones and sites.

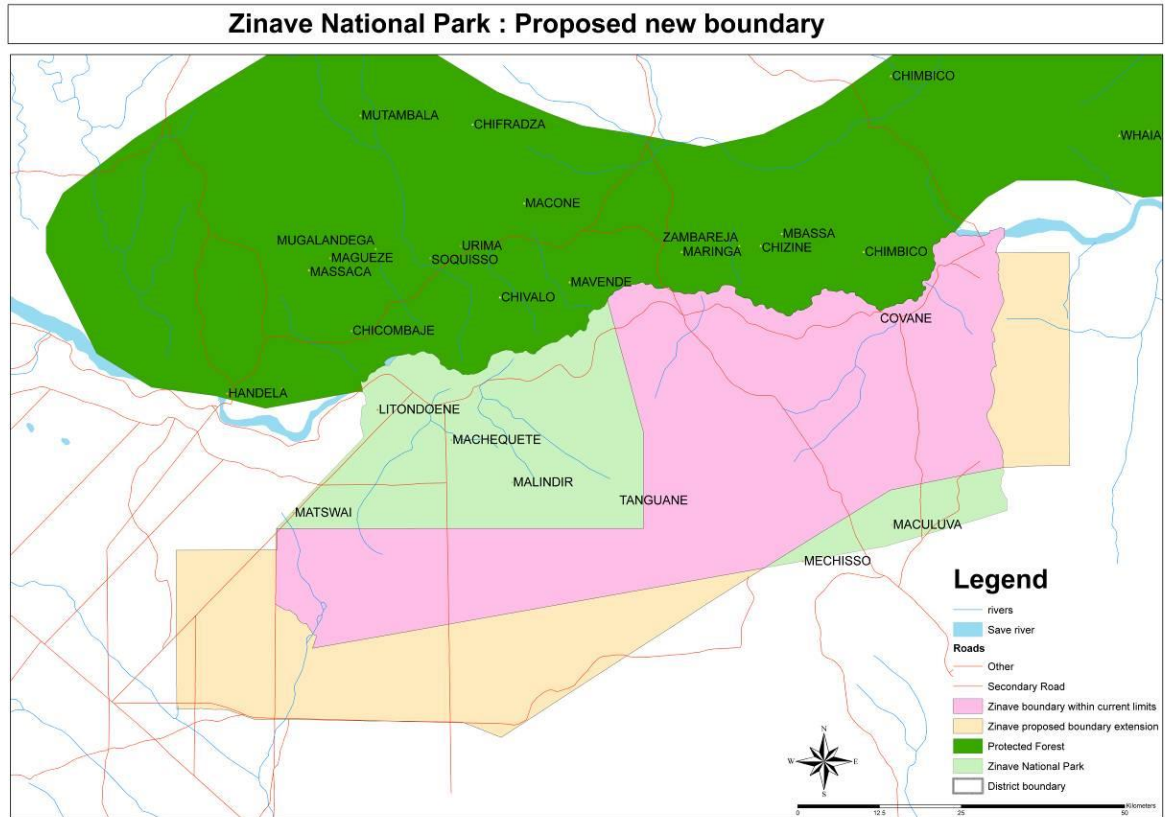
5.11.2. Park Boundaries

Park boundaries should have at least the following characteristics:

- A boundary should be clearly mapped. The map should be accessible to all stakeholders.
- A boundary should be visually recognisable on the ground to Park staff, community members and visitors.
- It should be possible to police a boundary and control movement across it.
- The current boundaries of the ZNP are as follows:

Zinave National Park

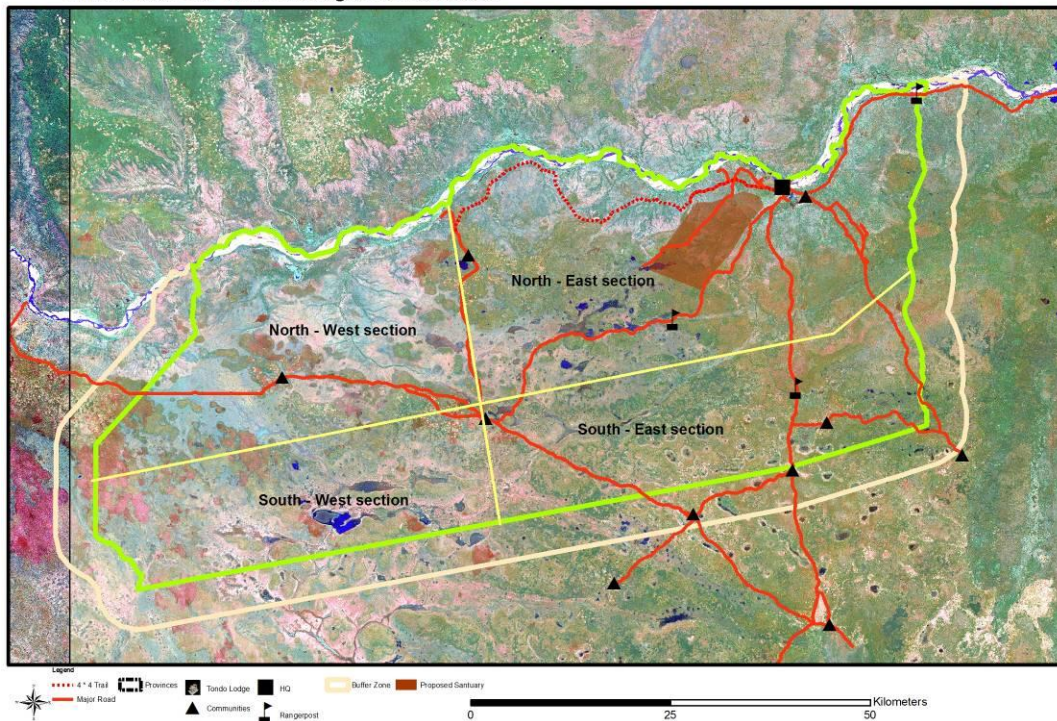




5.12. ZNP Park Management Sections

Park Management Sections are units into which a Park is divided for administrative purposes. Management Sections cut across ecological management units such as the zones and sites. ZNP is divided into four Management Sections with the following names: South-East, South-West, North-East and North-West.

Zinave National Park: Management Sections



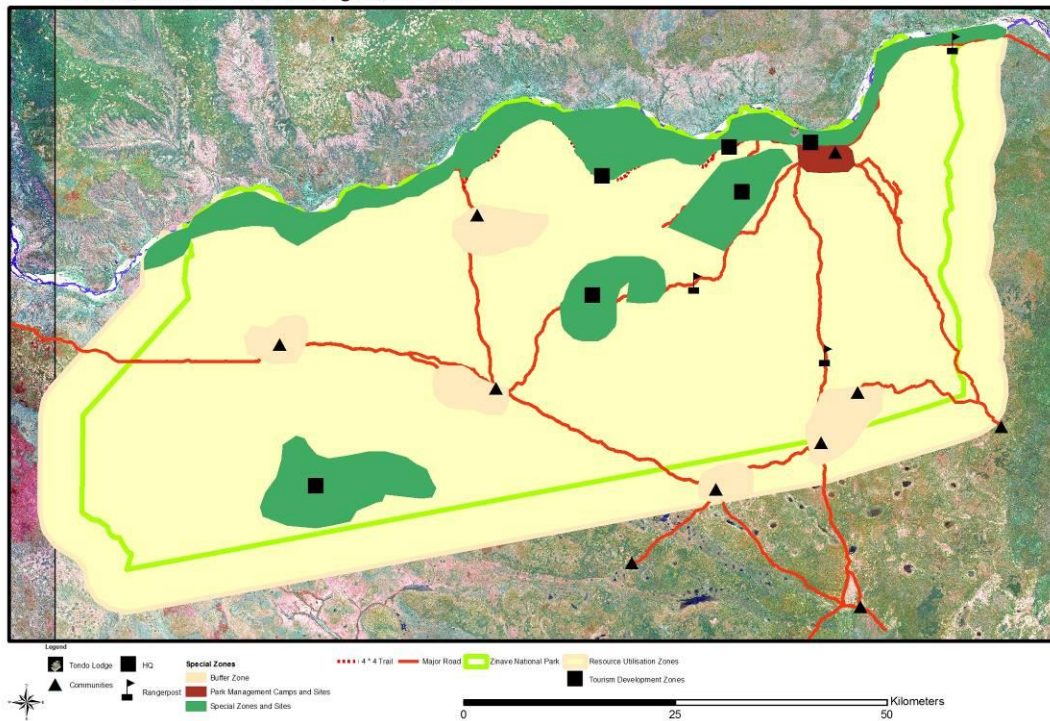
5.13. ZNP Management Zones and Sites

Management Zones and Sites are management tools that help Park managers to make decisions about land-use that have potential impacts on the ecological and social environments. The zonation of the ZNP ensures that development and human use of the area does not take place at the expense of biodiversity conservation, connectivity to the wider GLTFCA and the preservation of a sense of wilderness. It also attempts to ensure that different developments and uses of the area are, wherever possible, complementary. Management zones do not always have visible boundaries on the ground. However, for management of resource utilisation, some zones may need to be clearly identifiable.

The ZNP is divided into the following management zones as per the map below:

- Special Zones and Sites
- Resource Utilisation Zones
- Buffer Zones
- Tourism Development Zones
- Park Management Camps and Sites

Zinave National Park: Management Zones



5.13.1. Special Zones and Sites

Special Zones and Sites are limited areas with special natural, ecological, cultural, or historical features, the protection of which requires special management objectives and utilisation rules.

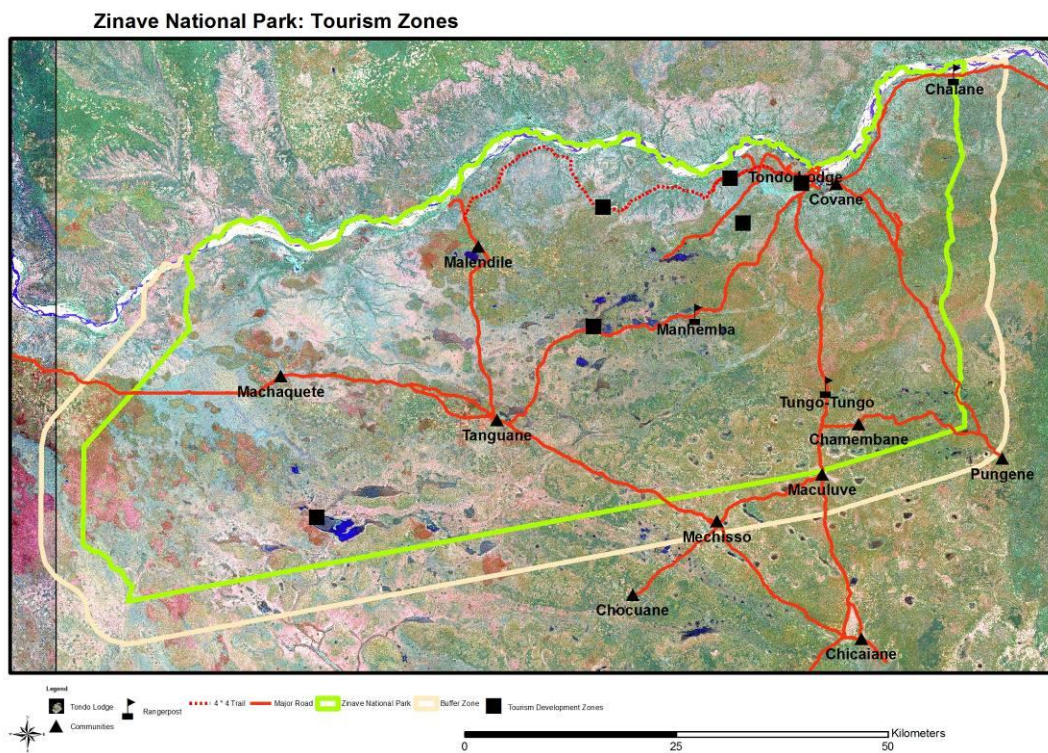
- Sites that contain special examples of fauna and flora, such as a particularly old tree;
- Areas set aside for the protection of rare or endangered species and their habitats;
- Areas set aside for the protection of breeding populations;
- Sacred sites, or sites that are of particular cultural, social historical importance;
- Area set aside for the protection of environmental features that are important for tourism.

Permissible infrastructure and activities in special zones or sites depend entirely on the nature of the feature that is being protected and the management steps necessary to do so. Special Sites should comply with the following:

Special Zone/Site Management Plans should be worked out in collaboration with the Ecological Management and Community Development Portfolios and the affected Village Associations. The plans should be filed under Part K, Section 2.

5.13.2. The Tourism Development Zones

Tourism development zones are areas within which tourism camps and associated infrastructure can be developed (see map below).



Typically permissible infrastructure in Tourism Development Zones includes the following:

- Limited ungraded roads for game viewing and park management;
- Walking trails;

- Low impact permanent camps with accommodation and basic services;
- Rustic temporary campsites;
- Bird hides;
- Boreholes and water infrastructure;
- Landing strips;
- Scientific monitoring infrastructure.

Tourism activities may extend beyond the Tourism Development Zones into resource utilisation zones, special zones or sites, or shamba zones. Tourism activities in such areas have to comply with the requirements of Zone Management Plans, should these exist. Special restrictions relating to tourism activities may also be developed for such Zones.

5.13.3. Resource Utilisation Zones

Resource utilisation zones are areas within the Park which sustainable utilisation of natural resources is permitted. There are two types of Resource Utilisation Zones:

- Low Management Resource Utilisation Zones: these are the Resource Utilisation Zones that require little monitoring and management to maintain ecological function and prevent degradation of the resource base;
- High Management Resource Utilisation Zones: These are Resource Utilisation Zones that include sensitive ecological areas or in which threatened species are exposed to use pressure (see Ecological Plan). Such zones require stricter use rules and more intensive management.

Infrastructure typically permitted in Resource Utilisation Zones include the following:

- Low impact roads;
- Temporary, low-impact fields;
- Temporary, low-impact dwellings;
- Scientific monitoring infrastructure.

The above infrastructure may be regulated more strictly in High Management Resource Utilisation Zones.

5.13.4. Buffer zones

Buffer Zones are residential areas between ZNP and the surrounding areas in which traditional subsistence farming with crops and stock is practised, along with the harvest of natural resources.

Typically permissible infrastructure in Buffer Zones include the following:

- Traditional homesteads;
- Agricultural fields;
- Livestock pens;
- Water infrastructure such as boreholes or pits;
- Roads;
- Schools;
- Clinics.

Permissible activities include the following:

- habitation, traditional agriculture, resource utilisation and other livelihood practices, including hunting;
- commercial use of natural resources should be discouraged;
- cultural tourism should be promoted only after proper consultation with the community representatives and the development of clear tourism guidelines and agreements.

The Buffer Zone Management Plans should be developed in collaboration with the Ecological Management and Community Development Portfolios and filed in Part J, Section 3.

5.13.5. Tools

- **Management Plans**

Each Section should have a management plans which consolidates the following information:

- The objectives, rules and regulations contained in the management plans of any zones and sites in its jurisdiction.
- Monitoring objectives and plans determined by the conservation management and community development portfolios.
- Law-enforcement objectives, plans and regulations determined by Park management.
- Communication objectives and plans determined by Park management.

Each Zone and Site should have a management plan which specifies the following:

- The Zone/Site's ecological management objectives, targets, strategies and measures, including vulnerable ecological features of the zone
- Permitted and prohibited activities and resource harvesting practices
- Permitted and prohibited infrastructure
- A zone management committee, which may or may not coincide with the relevant Village Associations.
- Resource Utilisation Plans, where appropriate
- Monitoring methods
- Mitigation strategies for dealing with negative impacts

The Resource Utilisation Zone Management Plans have to be worked out in collaboration with Village Associations in any affected area. The plans should include suitable fines and/or punishments for minor or first time offenders.

As the Tourism Development Zone may cut across different ecological management zones, the regulations and restrictions of such zones should be consolidated into a Tourism Development Zone Plan used only for Tourism Management.

Zone management plans are filed under Part K of the Implementation Plan. A copy of the Tourism Zone Management Plan is filed in Part I.

- **Management Audits**

Boundary, Zone and Site management audits should take place at least once per year and should be conducted by the Park Manager and/or Head Ranger in collaboration with the relevant structures of the Zinave Community.

The underlying Resource Use Plans should be audited jointly by the resource users and park management on at least an annual basis. Audits should be informed, where possible, by proper research.

An independent external audit should take place once every three years.

Boundary, Zone and Site Audits should be filed in Part K of the Implementation Plan.