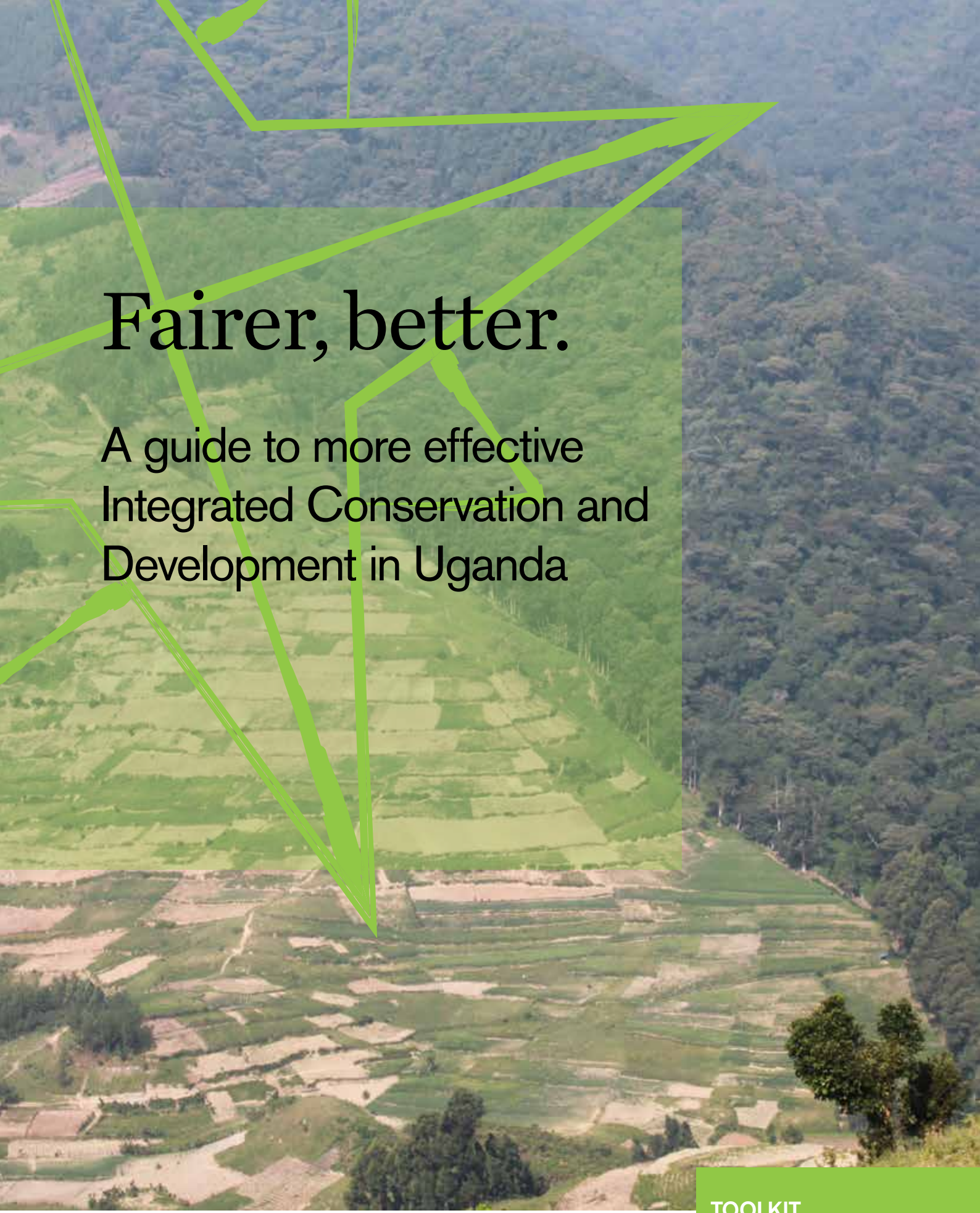

Fairer, better.

A guide to more effective Integrated Conservation and Development in Uganda

TOOLKIT

PCLG

U-PCLG
Uganda Poverty and Conservation Learning Group

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povertyandconservation.info

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Cover photo and contents page: The boundary of Bwindi Impenetrable National Park, Uganda (credit L King; 2015)

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Foreword

Over 50 years ago, in the United Kingdom, a university professor told his students (I was one of them) that conservation and the environment were bed fellows, destined to evolve, in time, and that a positive balance between them was not guaranteed. Most of us now agree that J.Z. Young was spot on.

When conservation areas were first identified and gazetted, it was decided that they be protected by people armed with guns. The guards were under strict orders to keep everyone out. The areas became strictly out of bounds even to local residents.

The conflict between people and protected areas that J.Z. Young anticipated has developed, and has, unfortunately, been accompanied by dwindling support for the conservation process.

Economic factors, too diverse to discuss here, call for our attention, as they appear to be at the heart of the conflict. Poverty is a component of the economic equation, albeit an important one. This explains why the phrase 'poverty alleviation' is so common today. Poverty, however, is not the only component we must contend with in our efforts to get rid of this conflict.

Rational thought and detailed analysis of current conservation issues suggest that it was not the initial conservation strategy alone that is responsible for the problems faced today. Economic issues, spearheaded by poverty, are present even where conservation areas do not exist. In the heat of the debate, this is often forgotten! Conservation areas should be championed as a good weapon in fighting economic problems. In doing so we need to remember that 'poverty-alleviation projects' are not the full answer to the problems we need to solve.

The good research work already done in Bwindi Impenetrable National Park, Uganda, has provided a platform for a better approach. An equity perspective is clearly the ideal method of intervention targeting, and this approach forms an important component of this guide.

I thank all those who have worked hard to prepare the guide. Many will benefit from their efforts.

Professor Frederick I. B. Kayanja

BSc, BVetMed, MSc, PhD, DSc (hc), MRCVS (UK), LCP (UK), FRVCMA (UK), L'AMOPA, FUNAS, FTWAS

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In brief

Integrated Conservation and Development (ICD) aims to provide local people with ways to meet their daily needs, or make a living, which help conserve protected areas.

This guide has been designed to support Uganda's leading work on ICD as well as help a wider readership better understand how fairness can make protected areas more effective and sustainable.

It draws on research that explored who continues to use resources illegally from Bwindi Impenetrable National Park and why, despite ICD. The findings — that local people believe protected area conservation is unfair, and these beliefs are as important as poverty in driving illegal activities — show that interventions to reduce poverty in a general way are not the most effective at protected area conservation. Instead, interventions that adopt an equity perspective and target the people most affected by the costs of conservation can improve ICD. This guide aims to turn these research findings into practical advice.

Concepts, changes and challenges

ICD involves many concepts including authorised and unauthorised resource use, poverty, conservation and equity. But these can be understood differently by different people. The definitions in this section can help ICD practitioners make sure that their stakeholders all share a common understanding of these concepts: especially the complexities of poverty and why ICD cannot hope to reduce poverty at any grand scale, but it can be better at benefitting the poorest people who suffer the most from protected area conservation.

ICD interventions are now varied and numerous, and the approach has changed substantially over time. The descriptions provided can help ICD practitioners avoid misunderstandings about what ICD is and how it can best achieve conservation.

Uganda's legal and institutional frameworks

Uganda is a signatory to a number of international conventions, agreements and treaties. These set a clear mandate for Uganda to conserve natural resources in a way that contributes towards poverty alleviation and promotes equity and benefit sharing — the building blocks of ICD.

This section highlights the main international instruments, as well as the national policies and institutional framework, which support ICD in Uganda. It aims to help ICD practitioners gather a picture of where they stand within this framework, and all the people and processes that need to work together for the ICD approach to be truly sustainable.

Sharing experiences of ICD in Uganda

Uganda's extensive history of ICD has generated much experience about its successes and challenges in conservation, poverty alleviation and fairness. These experiences, which are summarised in this section, are immensely valuable for ICD practitioners in Uganda and elsewhere.

Developing fairer, more effective approaches

The final section in this guide contains a series of practical guidance sheets that support fairer, more effective approaches to ICD. The sheets are intended to help practitioners explore different aspects of their ICD interventions and better understand and predict its effectiveness in protected area conservation. They can be used for any protected area and the full variety of ICD interventions already in place. They include:

- Understanding the who-and-why of resource use
- Mapping poverty-conservation linkages
- Creating an 'evidence model' to help plan what works
- Enabling local voices in decision-making
- Enhancing equity within conservation
- ICD checklist.

1. Introduction

This guide offers practical advice on how to make Uganda's Integrated Conservation and Development (ICD) work better by ensuring it is targeted and fair. It draws on research at Bwindi Impenetrable National Park that explored why, even after 25 years of leading work on ICD, poaching and other unauthorised resource use still take place.

Global gains, local losses

Protected areas that conserve globally important wildlife can impoverish some of the world's poorest and most vulnerable people, often by prohibiting their access to natural resources. So how do we conserve protected areas in a way that does no harm — or even does good — for local people?

Integrated Conservation and Development was introduced during the 1980s. It aims to provide local people with ways to meet their daily needs or make a living that alleviate pressure on protected areas. After many donors and governments applied the approach, various ICD interventions emerged. For example, the provision of schools and health clinics to benefit the wider community, and support for households in more sustainable farming practices. It can work well, with ICD interventions improving the attitudes of local people towards conservation and enabling their involvement in protected area management. But in many cases, local people continue to harvest resources illegally from protected areas, despite the benefits provided by ICD, and this poses a continuing threat to conservation. So why has ICD had such mixed results and how can we best improve it?

Research at Bwindi Impenetrable National Park, southwest Uganda, was undertaken to provide some answers. It explored who uses protected resources and why they do so, despite over 25 years of ICD. One particularly clear message emerged, which is backed up by broader international experience: un-targeted projects that aim to reduce poverty at a general level are not the most effective in addressing threats to conservation. Instead, taking an **equity perspective** can help by improving the targeting of interventions especially to benefit those suffering the greatest costs of protected areas. But how do practitioners make ICD approaches fairer and, by doing so, more effective for protected areas?

WHAT IS ICD?

Essentially the ICD approach uses socioeconomic tools to help conserve protected areas. Many ICD tools or interventions exist. These include provision of social amenities such as schools and health clinics, investments in livestock rearing and agricultural improvement programmes, raising conservation awareness, allowing controlled access to protected resources, sharing tourism revenue, cultural approaches, and help to develop local enterprises.

This guide aims to turn the Bwindi research findings into practical support for people designing and implementing ICD interventions in Uganda. It aims especially to support the better targeting of interventions, on an equitable basis, to reduce threats to protected areas and benefit local people suffering most from the costs of conservation. It also aims to help a wider readership better understand how fairness can make protected area management more effective and sustainable.

Uganda is at the forefront of ICD, after a long history that began with people being given alternatives to the resources they were taking from protected areas. Its many ICD programmes include sharing tourism revenue with local people and allowing resource harvesting inside protected areas. This guide is one more step in support of this leading work by the Uganda Wildlife Authority (UWA), the government agency responsible for conserving Uganda's protected areas and wildlife, and its partners.

How to use this guide

If you are involved with the ICD approach to protected area management then this guide is for you. It will show you the paths to take for a fairer and more effective approach. It will not give you a detailed prescription, but it can be applied to any protected area and the wide variety of ICD interventions that exist. If you are just starting an ICD intervention, this guide can help you design, plan and implement it. If you already have an intervention on the ground, it can help you to reflect on progress and check that everything is on track to achieve what you originally envisaged.

Following this introduction, there are five main sections, which can be read consecutively or independently so you can easily find what interests you most. The sections gradually become more practical, with Section 6 containing a series of exercises or guidance sheets. The guide is designed to be used as a working document and includes space for you to record your own thinking/notes.

Within each section, look out for the icons on the right. They highlight 'Go To' pointers and 'In more depth' sections about particular topics. You will also find notes called 'Learning from Bwindi' that describe findings from the Bwindi research.

GO TO

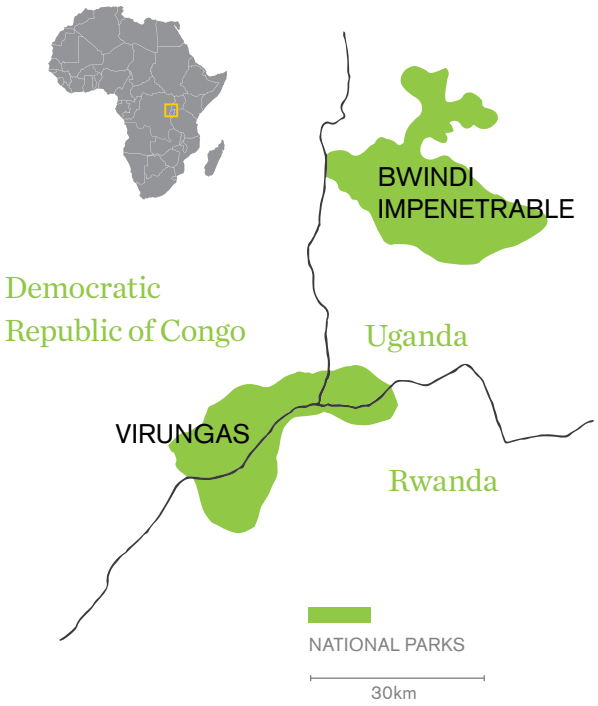
IN MORE DEPTH

LEARNING FROM BWINDI

2. THE BWINDI RESEARCH	Overview of the Bwindi research that forms the basis of this ICD guide
3. CONCEPTS, CHANGES AND CHALLENGES	Defining the concepts of ICD, agreeing what ICD means and understanding the challenges to the ICD approach
4. UGANDA'S LEGAL AND INSTITUTIONAL FRAMEWORKS	The legal and institutional frameworks that set a context for ICD work in Uganda
5. SHARING EXPERIENCES OF ICD IN UGANDA	Experiences from Uganda's ICD interventions that help improve future practice
6. DEVELOPING FAIRER, MORE EFFECTIVE APPROACHES	A series of practical guidance sheets to help better understand, describe and predict how ICD interventions can work best

2. The Bwindi research

You will find concepts and ideas throughout this guide illustrated with findings from research at Bwindi Impenetrable National Park. This section is for those interested to know about ICD at Bwindi and the main research findings in more detail.



Location of Bwindi Impenetrable National Park, Uganda (IGCP)

ICD at Bwindi

Bwindi Impenetrable Forest in south-west Uganda became a national park in 1991. As in many protected areas facing similar pressures, people were banned from entering Bwindi in order to protect the forest, its critically endangered mountain gorillas and other endangered and endemic species. But conflict rapidly escalated between local people and conservation authorities over peoples' loss of forest resources. The ICD approach was introduced to resolve conflict and support community involvement in protected area management.

Bwindi's ICD programme is exceptional given its extensive number of interventions. These include general poverty-alleviation programmes for local communities, such as support for sustainable agriculture and health care. Others focus on specific links between poverty and conservation pressures, such as on-farm tree planting to reduce timber collection from the forest. Also, through the authorised resource use 'multiple use' programme, local people collect medicinal plants, basketry materials and honey from inside the protected area. Success has been mixed. Bwindi's ICD programme has certainly improved relations between local people and conservation authorities. But it has had little influence on illegal activities and tended not to benefit the poorest households.

GO TO

'Development AND Gorillas? Assessing 15 years of ICD in Southwest Uganda' (Blomley *et al.* 2010) for details on Bwindi's ICD approach.

Download for free from: pubs.iied.org/14592IIED.html

Who is using protected resources illegally and why?

The research, conducted as part of the project 'Research to policy: building conservation through poverty alleviation'[1], began by focusing on local people who had been arrested for illegal activities, as recorded in law enforcement reports. It found they are significantly poorer than others within their community. It also found that many live extremely close to Bwindi — within about 0.5 kilometres of the national park boundary — and in remote areas far from trading centres that others within their community benefit from. All of this suggests that the poorest people have little or no option but to use resources from Bwindi to meet their daily needs. In other words, poverty is a major cause of illegal resource use.

The next stage was to understand the profiles and motivations of all local people involved with illegal activities, not just those arrested.

Hunting bushmeat in Bwindi is forbidden under national park status. Yet, bushmeat is the resource that most people want and harvest from the national park. Many bushmeat hunters live close to the national park and hunt because of poverty: they cannot afford meat or livestock or they seek bushmeat for medicinal needs. This again suggests that poverty is a major cause of threats to conservation, with the poorest living near Bwindi and turning to the forest because they have few, if any, alternatives.

But not all bushmeat hunters are the poorest in their community. Some hunt to compensate themselves because they feel they do not receive a fair share of ICD benefits. For example, local people said benefits from revenue sharing were not distributed fairly, that official jobs within the protected area went to outsiders, or that there was inadequate official support when animals come out of the forest and raid their crops. One famer commented:

"People are angered by the revenue sharing of giving goats. Those who are benefitting by receiving goats are those who are not living near the park. People near the park [like us] are denied goats, so we are angry and go to the park and poach."

So what is the end result? Local people believe that protected area conservation is unfair, and these beliefs are as important as poverty in driving illegal activities.

How best to improve ICD?

ICD interventions must target communities' specific links (both positive and negative) with protected areas, especially so that those suffering the most from conservation will benefit the most from interventions. This specific targeting of ICD interventions is best achieved by adopting an equity perspective.

GO TO

'Linking conservation, equity and poverty alleviation' (Twinamatsiko *et al.* 2014) for full details about the Bwindi research and all of the findings.

Download for free from: pubs.iied.org/14630IIED.html

Ranking motivations for unauthorised resource use (credit M Harrison; 2013)

[1] Research to policy: building capacity for conservation through poverty alleviation' (2012-2015) coordinated by the International Institute for Environment and Development and funded by the UK Government's Darwin Initiative with co-funding from UK aid.

3. Concepts, changes and challenges

This section describes the main concepts related to ICD, outlines how the approach has changed over time and describes some of the challenges of applying ICD to protected area conservation.

Key concepts

Your work as an ICD practitioner will likely involve these concepts:

- **Authorised and unauthorised resource use**
- **Poverty**
- **Poverty alleviation**
- **Conservation**
- **Poverty-conservation linkages**
- **Equity/fairness.**

But these words can be used differently in different contexts, sometimes generating misunderstandings that confuse matters and hold things back. So defining these concepts and making sure you and your stakeholders share a common understanding is often important. The definitions that follow aim to help you with this.

Authorised resource use

Authorising resource use is among UWA's most prominent ICD interventions in some of its protected areas. It has various names including 'multiple use' and 'collaborative resource management', but essentially involves the same thing — locally elected people can harvest certain resources (often plant-based or non-timber forest products) from exterior zones inside a protected area during certain times of the year.

For your work in ICD, it is worth noting that allowing local people into protected areas to collect resources (albeit in a controlled manner) has been one of the most effective ways that UWA has improved its relations with local people. It also lets traditional harvesting practices continue and can provide some support to local livelihoods.

LEARNING FROM BWINDI

Local people place great value on UWA's resource access programme

Local people highlighted the shortcomings of the resource access (multiple use) programme at Bwindi, notably the short harvest seasons, small quotas and limited number of resources to harvest. But despite these, the majority described at length the value of allowing specialists within their community to gather basketry and medicinal resources, and honey from beehives, from the forest.

A home at the edge of Bwindi Impenetrable National Park (credit M Wieland; 2014)

Unauthorised resource use

Unauthorised resource use (also called illegal activities) takes many forms and involves many different people. Organised criminal and militia units are involved in the illegal wildlife trade, such as poaching elephants to sell ivory. National-level trading in commodities such as hardwoods, often involves town traders employing local people to collect the target resources illegally. At the local level, the rural poor often have little or no option but to gather basic necessities from a protected area to meet their daily needs.

A major difficulty facing Uganda, and many other African countries, is the need to increase its law-enforcement efforts to tackle the problems driving biodiversity loss, while not making local poverty worse or undermining relations with local people. Both worsening poverty and worsening relations can themselves exacerbate unauthorised resource use, particularly if the poor then depend even more on natural resources or if unauthorised resource use is driven by conflict with conservation authorities or becomes an act of deliberate sabotage.

Your ICD intervention can help overcome this challenge by working alongside law enforcement. Guidance Sheet A in Section 6 of this guide provides practical support for better understanding who undertakes unauthorised resource use and why they do so.

Poverty

In Uganda, poverty is described by the government, civil society organisations and the poor themselves as:

"a lack of means to satisfy basic materials and social needs, as well as feelings of powerlessness, social exclusion and lack of knowledge" *(MFPED 2000; 2002)*

Poverty can vary within the same community and between different regions. Some people move in and out of poverty, whereas others become trapped, and all can experience poverty in both relative and absolute terms. Essentially, poverty is complex and is about much more than just lack of money. So what does this mean for your work?

- Since poverty is a complex and challenging issue, ICD cannot hope to reduce it at any grand scale. But it can be better at benefitting the poorest people living near protected areas who suffer the most from conservation.
- Since poverty is about more than money, considering factors such as education, health and access to information is important, especially when identifying the 'poorest' people living near a protected area.
- And since poverty is complex, understanding the links between local poverty and conservation problems is vital for ICD to be effective.

To help you tackle these issues, this section describes the concept of poverty–conservation linkages and practical guidance in Section 6 explains how to 'map' poverty–conservation linkages to better target ICD interventions.

IN MORE DEPTH

Defining poverty

Listening to Uganda's poor

Uganda's Participatory Poverty Assessment[2] aims to ensure poor and marginalised peoples' voices are heard when local and central governments make and implement pro-poor policies. At first the assessment defined poverty as "a lack of basic needs and services such as food, clothing, shelter, basic health care and education, and a lack of productive assets notably land". But the poorest people said powerlessness, social exclusion and lack of knowledge were key parts of poverty. Powerlessness, they said, was particularly important, and they described it as a lack of a voice and failure to be heard within their community and by authorities, as well as feelings of helplessness about their situation. So the definition became "a lack of means to satisfy basic materials and social needs, as well as feelings of powerlessness, social exclusion and lack of knowledge" (MFPED 2002).

Poverty changes over time

The assessment (MFPED 2014) also shows how peoples' understanding of what it means to be poor changes over time as their situation changes. In 2005 poverty in Uganda meant having little or no clothing and sanitation and being without mattresses to sleep on. By 2014 official indicators of rural poverty went beyond these basic necessities to include insufficient farming land and inadequate employment opportunities. While this was positive, work by development agencies in rural areas showed that deprivation was commonly associated with a lack of hope or ability to plan ahead. It also highlighted that differentiating between drivers and outcomes of poverty is vital to fully understand both poverty and individuals suffering from it.

Measuring poverty

Since one measure, such as income, cannot capture the complexity of poverty, multi-dimensional measures that look at several aspects are increasingly being used. Uganda's 2014 **Poverty Status Report** (MFPED 2014) described Uganda's first use of the **Multidimensional Poverty Index**. This captures various aspects of poverty including education, health and housing conditions. Some groups say it does not work well, especially when measuring urban poverty. But it does highlight the need for a more comprehensive assessment of poverty so that interventions focus on the most vulnerable.

The Basic Necessities Survey[3] is another multi-dimensional poverty measure. It was used for the Bwindi research this guide draws on, and starts by everyone agreeing to a list of basic necessities that are things "that everyone should be able to have and nobody should have to go without". With a list of basic necessities defined, questionnaires are used to generate a poverty score for each household based on which basic necessity they do or do not have. It is also useful to better understand people's dependency on natural resources, especially as protected areas can be 'safety nets' for extremely vulnerable people in terms of sourcing livelihoods and food security.

How international agencies define poverty

United Nations (2011) Indicators of Poverty and Hunger

This work by the United Nations defines poverty as:

"the inability of getting choices and opportunities, a violation of human dignity. It means a lack of basic capacity to participate effectively in society, not having enough to feed and clothe a family, not having a school or clinic to go to, not having land to grow one's food or a job to earn one's living, not having access to credit. It means insecurity, powerlessness and exclusion of individuals, households and communities. It means susceptibility to violence and often implies living in fragile environments without access to clean water or sanitation."

[2] The Uganda Participatory Poverty Assessment Process (UPPAP) is an initiative of the Ministry of Finance, Planning and Economic Development (MFPED).

[3] mande.co.uk/special-issues/the-basic-necessities-survey/

World Bank (2011) Poverty and Inequality Analysis

This analysis defined poverty as:

"pronounced deprivation in well-being and comprises many dimensions including low incomes and the inability to acquire the basic goods and services necessary for survival with dignity. Poverty also encompasses low levels of health and education, poor access to clean water and sanitation, inadequate physical security, lack of voice, and insufficient capacity and opportunity to better life."

The Organisation for Economic Co-operation and Development (OECD)

The OECD's Poverty Reduction Guidelines (2001) say "Poverty encompasses different dimensions of deprivation that relate to human capabilities including consumption and food security, health, education, rights, voice, security, dignity and decent work." It also suggests poverty has five "core dimensions":

Economic capabilities: ability to earn an income, to consume and to have assets, secure access to productive financial and physical resources: land, tools and animals, forest and fishing waters, credit and decent employment.

Human capabilities: health, education, nutrition, clean water and shelter, which are core elements of well-being as well as being crucial to improving livelihoods.

Political capabilities: human rights, a voice and influence over public policies and political priorities. Deprivation of basic political freedoms or human rights is a major aspect of poverty, and includes arbitrary, unjust or violent action by police or other public authorities.

Socio-cultural capabilities: ability to participate as a valued member of a community; for example, social status, dignity and other cultural conditions for belonging to a society which are highly valued by the poor themselves.

Protective capabilities: ability to withstand economic and external shocks. This ability is limited by insecurity (eg of food), vulnerability, and risks such as illness, crime, war and destitution.

Family guarding crops from wild animals by Bwindi Impenetrable National Park, Uganda (credit M Harrison; 2013)

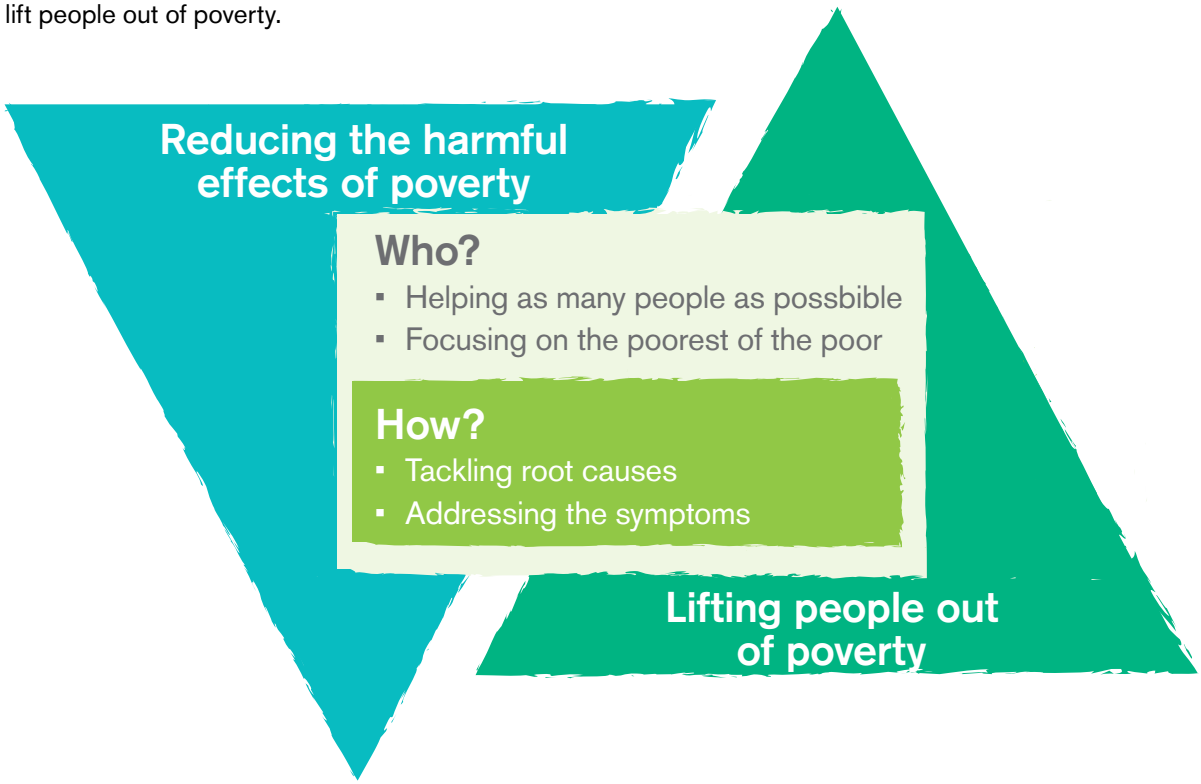
Poverty alleviation

If poverty is complex, then alleviating it is equally so. Acknowledging this complexity can help your stakeholders to understand why targeting specific poverty issues associated with protected areas can make ICD interventions more effective. This is especially true because people often use 'poverty alleviation' as a catch-all term and interchangeably with poverty reduction, which can lead to misunderstandings or mismatched expectations.

Different organisations have different definitions of poverty reduction and alleviation. In general, poverty reduction is often meant as promoting economic growth that will lift people out of poverty.

Poverty alleviation, on the other hand, is to reduce the harmful effects of poverty on people's lives. But, as shown below, both approaches can aim to help as many people as possible, or focus on the poorest of the poor. They might also tackle the root causes of poverty, or address the symptoms, or try to do both.

So it is best to be clear about what you mean, especially at the start. When you have this, a good next-step is to identify the specific poverty issue linked to conservation that you hope to target — and Guidance Sheet B in Section 6 will help you do this.



Conservation

Conservation through protected areas has seen dramatic changes in thinking and practice over the past few decades. Particularly from 'fortress conservation' where people are kept out in order to conserve everything inside, to community-based conservation that focuses on local people and how conservation affects them. Some of your stakeholders may not be familiar with this history, so setting a clear context about protected area conservation can be worthwhile.

In Uganda, the government's mission for managing natural resources is to ensure 'wise use' by present generations without compromising availability for use by future generations (Byarugaba 2003). Uganda's conservation work fits in this context, and its national policy sets a mandate for managing wildlife and protected areas "for the benefit of the people of Uganda and the global community".

GO TO

Section 4 on 'Uganda's legal and institutional frameworks' for more about Uganda's conservation policies.

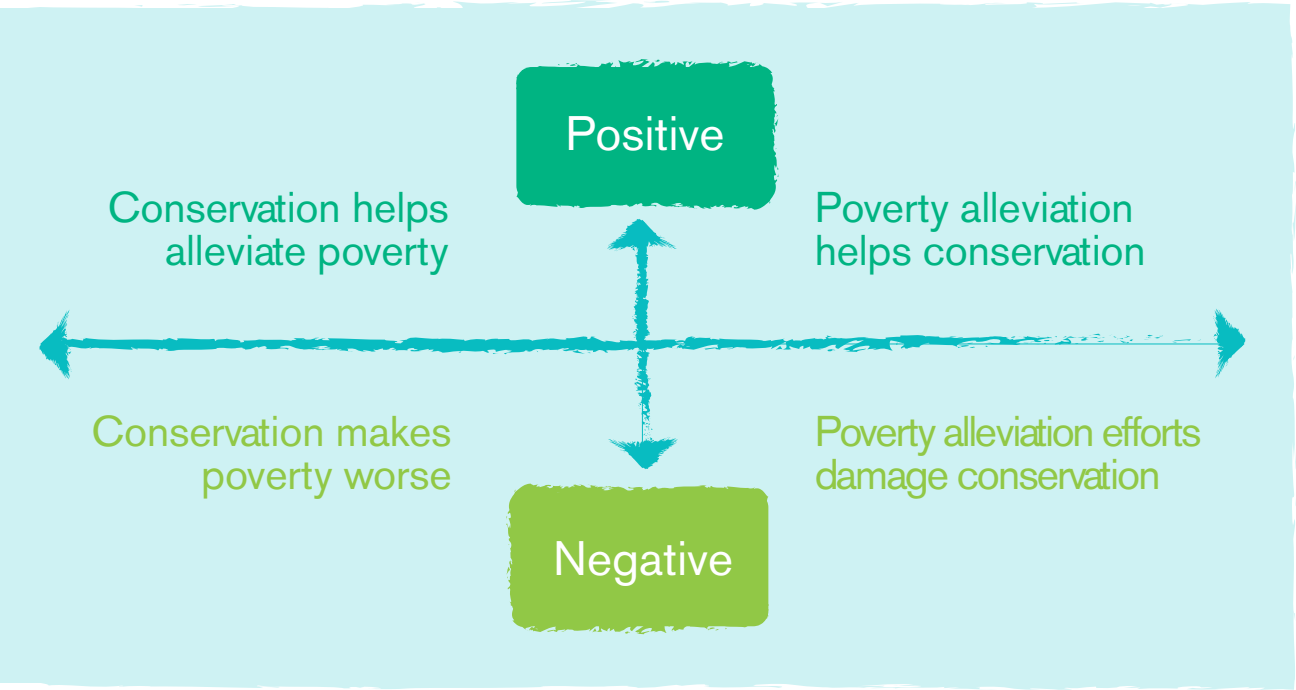
Poverty–conservation linkages

As an ICD practitioner, your work is often about using development to reduce local threats to conservation. Many of the threats (but not all) are linked to poverty, and you will need to unpack the ones that are linked to better understand how poverty causes biodiversity loss.

This can be challenging because of the complexities of poverty, and because its links with conservation can be both positive and negative, and change over time, and different links can themselves be interrelated.

So given these complexities, how do you know that your ICD intervention is on the right path? The matrix below is a useful starting point that can help you work out what needs to change and how to change it.

Guidance Sheet B in Section 6 of this guide contains advice on using this matrix to map poverty–conservation linkages to better target ICD interventions. Also, asking local people to describe how poverty and conservation are linked can provide an additional and important context for designing your ICD intervention, as the Bwindi research shows.



LEARNING FROM BWINDI

How local people define poverty–conservation linkages

Most local people associate building schools, as well as jobs and markets resulting from the national park, as the most important ways that Bwindi helps to alleviate their poverty. But they also said that crop raiding by wild animals from Bwindi forest, and not being able to collect forest resources especially firewood, were how the national park makes their poverty worse.

IN MORE DEPTH

Poverty–conservation linkages

There are many publications on how poverty and conservation are linked — too many to list here. The three described below are particularly relevant for ICD in Uganda.

Disentangling the links between conservation and poverty reduction in practice (Walpole and Wilder 2008)

This paper examines how conservation organisations might improve the lives of the poor. It starts by acknowledging the growing expectation that biodiversity conservation is to reduce poverty, despites linkages between conservation and poverty being complex and variable. One of the key messages is that, in practice, whether and how conservation contributes to poverty reduction depends on the specific nature of how it links with poverty.

Download for free from: povertyandconservation.info/docs/20081110-Disentangling_the_links.pdf

Biodiversity and poverty: ten frequently asked questions — ten policy implications (Roe *et al.* 2011)

Biodiversity conservation and poverty reduction are two of the most pressing global challenges of our time. But what are the solutions and can they be mutually reinforcing? This discussion paper tackles these and other key questions, and describes the resulting policy implications.

Download for free from: pubs.iied.org/dfs/14612IIED.pdf

Biodiversity conservation and poverty alleviation: exploring the evidence for a link (Roe *et al.* 2012)

This book presents evidence that explores the assumption that conserving biodiversity will help tackle global poverty, specifically:

- Which aspects of biodiversity do poor people value?
- Does the relationship between biodiversity and poverty vary with ecological condition?
- How do conservation interventions affect poverty?
- How do broader issues, such as climate change and the global economic system, affect the relationship between biodiversity and poverty at different scales?

More information from: eu.wiley.com/WileyCDA/WileyTitle/productCd-0470674792.html

Equity/fairness

Equity is fairness, and equitable means fair.

Equity within conservation has long been driven by moral and ethical arguments for ensuring the poorest and most vulnerable do not suffer an unfair cost because of protected areas. But there is growing recognition that equity can make protected area conservation more effective, in other words, equity is a necessity. It is also now a requirement for Uganda, as the Convention on Biological Diversity's 'Aichi Target' 11 requires protected areas to be 'equitably managed'.

But what is equity within conservation? It is commonly associated with the **fair sharing of costs and benefits** from protected area conservation, and sometimes associated with a fairer approach to law enforcement of minor acts. While these 'carrot and stick' aspects of conservation are important, there is a much greater range of 'equity principles' that different individuals and conservation organisations use. These include:

- Recognition and respect for human rights
- Respect for knowledge and institutions
- Effective participation
- Access to appropriate information
- Access to justice.

Definitions of 'equitable conservation' are evolving. So too are discussions on how to measure progress towards equitably managed protected areas, including the level at which is equity defined: per person, household, cost they endure from the protected area, distance to the protected area, as well as many others. All of this will shape the future of protected area conservation. So with these developments and the many principles of equity described above, what does this mean for your work in ICD?

Practitioners can make ICD interventions fairer and more effective in protected area conservation, by adopting an 'equity perspective' — in other words, designing and implementing ICD interventions from a fairness point of view. At Bwindi, effective conservation is about those suffering the most from conservation to gain the most benefits from ICD. Guidance Sheet E in Section 6 of this guide will help you do this.

GO TO

The 'Enhancing equity within conservation: Bwindi Impenetrable National Park' (Baker 2015) workshop report provides definitions of equitable conservation by key stakeholders in Bwindi's conservation: local government, conservation agencies and local people.

Download for free from: pubs.iied.org/G03901.html

'Equitable REDD+: exploring concepts and strategies' (Franks and Quesada-Aguilar 2014) discusses what equity means and presents a framework to help understand it.

Download for free from: pubs.iied.org/pdfs/13575IIED.pdf

'Towards equitably managed protected areas: a review of synergies between protected area management and social and governance assessment' (Burgess *et al.* 2014) assesses how well 'equity' is provided for in the tools and approaches used to assess protected area management. It identifies the need for additional tools and approaches that can help Aichi Target 11 become a reality.

Download for free from: pubs.iied.org/14647IIED.html

IN MORE DEPTH

International calls for equity within conservation

International conventions and policies give strong mandates for ensuring equity within conservation. Some of the key ones (in date order) for Uganda are:

Article 8(j) of the Convention of Biological Diversity (CBD), which advocates that its Parties should "encourage the equitable sharing of the benefits arising from the utilization of [indigenous] knowledge, innovations and practices" where they are relevant for conserving biodiversity and its sustainable use.

The CBD's 7th Conference of Parties 2004; Programme of Work on Protected Areas 'Governance, Equity and Benefit Sharing', which called for a more equitable division of the costs and benefits of conservation, in particular for indigenous and local communities. It also asked parties to use conservation benefits to reduce poverty.

The CBD's Strategic Plan 2011–2020 and the 'Aichi Targets' (adopted at the Convention's 10th Conference of the Parties, held in Nagoya, Aichi Prefecture, Japan in 2010), which also call for equitable protected area management. Aichi Target 11 says "the area conserved should be effectively and equitably managed – with planning measures in place to ensure ecological integrity and the protection of species, habitats and ecosystem processes, with the full participation of indigenous communities, and such that costs and benefits of the areas are fairly shared".

To support implementation of the above, the **World Commission on Protected Areas** produced 'Indigenous and local communities and protected areas; towards equity and enhanced conservation' (Borrini-Feyerabend *et al.* 2004). This was volume 11 of the Best Practice Protected Area Guidelines Series, and it provides advice on ways to improve how protected areas relate to local people, and how to make equity work better for conservation.

Download for free from: cmsdata.iucn.org/downloads/pag_011.pdf

Changes and challenges to ICD

ICD arose during the 1980s because 'fortress conservation', where people are kept out of protected areas in order to protect habitats, wildlife and ecosystems, was failing. The World Wildlife Fund for Nature introduced the ICD approach, with projects that sought to improve rural people's lives through economic development (World Wildlife Fund 1998). This focus on people was a substantial shift in conservation strategy. It also highlighted the need to address the costs to local people from protected area conservation, and redress the power imbalances between different stakeholders at local, national and international levels.

GO TO

'Development AND Gorillas? Assessing fifteen years of integrated conservation and development in south-western Uganda' (Blomley *et al.* 2010) for a comprehensive overview of the history of ICD.

Download for free from: pubs.iied.org/14592IIED.html

In essence ICD uses socio-development tools to achieve conservation objectives. Early interventions, especially in Uganda, were often based simply on the belief that helping farmers grow alternatives to the resources that they gathered in protected areas would solve 'poaching' problems. In many cases, ICD interventions then broadened out into general poverty-alleviation projects, based on the premise that rural poverty threatens conservation, and so providing local development opportunities will reduce pressure on protected areas.

Now ICD interventions are more varied and numerous, and are a popular way to reduce the costs of conservation for local communities. There have been successes, particularly in improving relations between local communities and conservation authorities and in giving local people opportunities to participate in decision-making. But several evaluations illustrate major challenges to reducing threats to conservation through the ICD approach.

Knowing these challenges can help you develop more successful ICD projects. To help you with this, the table on page 20 presents findings from an early evaluation of ICD, which still hold true today; Section 5 provides a summary of experiences of the challenges to ICD in Uganda; and Section 6 contains practical advice on how to use all of this knowledge to plan for what works. One final note is to ask local people how they would improve ICD. As the Bwindi research shows, this can uncover what is most important to them, not just in terms of benefits but also in the way that everyone works together.

LEARNING FROM BWINDI

How local people would improve ICD

Most people said they would improve targeting of revenue sharing so that it benefits local people suffering from crop raiding. As one farmer explained:

"When it comes to revenue sharing, we need the park to consider the people who are exactly adjacent to the park and who are affected by the park."

Many people also said they would make communication with authorities better, as a village trader explained:

"Communication is a problem… [announcements] go up to the centre... you don't get [this] information in the communities."

Challenges to the ICD approach

This table summarises the challenges facing ICD. It is adapted from 'Integrating conservation and development experience: a review and bibliography of the ICDP literature' (Hughes and Flintan 2001), downloadable for free from pubs.iied.org/9080IIED.html).

Assumptions	Typical ICD intervention	Challenges
People living in and around biodiversity-rich areas will not support conservation efforts unless their basic needs are met	Social development activities, eg building schools, roads, health clinics	If conservation aims are not linked directly to local development needs, they may not be achieved Social development projects may not benefit park-adjacent communities, e.g. schools built near trading centres far from remote areas near the protected area; children guarding crops cannot attend school
Local communities' impacts on biodiversity can be mitigated by providing alternative livelihoods that do not depend on protected areas or resources Local peoples' dependency on natural resources will decline as they 'develop'	Alternative livelihoods, eg beekeeping, sustainable agriculture, on-farm planting, provision of livestock Incentives for alternative resource use	Not fully understanding how local livelihoods 'translate' into threats to protected areas will lessen success of ICD in reducing those threats ICD interventions fail to reach the poorest because local elites capture the benefits
Communities will conserve natural resources if they have a stake in decision-making and gain value from it	Zones for harvesting minor resources within protected areas Participatory planning through park-community institutions	Local people have too limited involvement in decision-making, or too limited benefits, to support conservation Sustaining participatory mechanisms and local benefits from conservation

People gather for a community meeting at Bwindi Impenetrable National Park, Uganda (credit L King; 2015)

IN MORE DEPTH

When local elites take most of the benefits

Community-based approaches to rural development have long faced the problem of 'elite capture' where the more powerful individuals in society seize most of the benefits from an intervention, often excluding the most disadvantaged groups.

Indeed, in Uganda, despite an exemplary (Prinsen and Titeca 2008) and far-reaching decentralisation process, poverty eradication programmes for the poorest groups have encountered these challenges (Hickey 2003).

But the rural development community has learnt many lessons about preventing elite capture that are useful for ICD practitioners. These include:

- Participation must be broad-based and purposefully include the poorest and most-marginalised people.
- Decision-making must be democratic, transparent, and accountable to the wider community, and with leaders having clearly defined obligations to the needs of their constituencies.
- Mechanisms for local voices to be heard in decision-making; for example, regular elections for decision makers to regulate how frequent, how important, and how long-standing their influence is, and avenues for local communities to hold leaders to account.
- Mechanisms that foster community action and consensus.

Rural development experience also shows that isolating local elites from the development process can be detrimental: these individuals often have the skills needed to implement a project, the knowhow to reach the poorest people in their village, and they can control decision-making and access to key resources. Also, not all 'elite involvement' is for personal gain. It is important to distinguish between elite control (local elites control the decision-making process) and elite capture (local elites capture a disproportionate share of the benefits). One useful approach can be to improve the skills of these individuals through training and give them important responsibilities so that they contribute fully to a project.

But for your work in ICD, any mechanism you use must suit the local community, bearing in mind its social diversity, its power relations and hierarchies, and how capable it is of taking collective action. Your approaches must also fit within any broader social, political and economic context. For Uganda, that includes the national decentralisation process.

Agreeing on what ICD means

Since ICD approaches have changed over time, making sure that your stakeholders all agree on what ICD means can be important.

Be clear on the concept

This guide, intended primarily for Uganda, is based on the following concept of ICD:

- Conservation is the main objective.
- Poverty-alleviation efforts focus on **specific** community groups; and it is important to be clear which groups, because people suffering the greatest costs of conservation are not necessarily the individuals having the greatest impact.
- Designing for fairness (rather than a generalised notion of poverty alleviation) will be most effective

Know what path you are taking

Many types of interventions can be called ICD. They include sharing a portion of tourism revenue with local communities; projects that generate income and support livelihoods; permission to harvest minor resources within protected areas; projects that raise conservation awareness; cultural approaches; and support for sustainable agriculture.

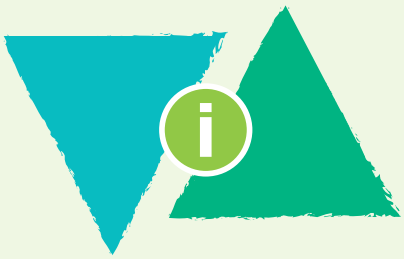
When designing for ICD, the temptation is to decide the type of intervention straight away. But identifying the best pathway to achieving conservation is the first step, because this helps to recognise any assumptions being made about how conservation will be achieved and the intervention that will be most appropriate. The pathways fall broadly into two groups: **decoupling** and **coupling**.

You might find that some interventions are both decoupling and coupling, such as park-related tourism enterprises. What's most important is to think through the pathway you're taking towards conservation, before deciding on the type of intervention.

GO TO

'Development AND Gorillas? Assessing fifteen years of integrated conservation and development in south-western Uganda' (Blomley *et al.* 2010) for a review of decoupling and coupling ICD interventions.

Download for free from: pubs.iied.org/14592IIED.html



DECOUPLING

Reducing local people's dependency on protected resources; for example, substituting protected resources with on-farm varieties.

COUPLING

Strenthening the links between local support for conservation (both in attitudes and behaviours); for example, sharing park-generated tourism revenue.

LEARNING FROM BWINDI

Involvement in decision-making brings benefits

The more involved people felt involved in decision-making, the more benefits they reported from ICD interventions.

Local people defined proper participation in ICD decision-making as being involved from the start: most importantly, being involved in decisions about the type of ICD intervention to be implemented.

4. Uganda's legal and institutional frameworks

This section describes the legal and institutional frameworks that set a mandate for conservation and a context for ICD in Uganda.

International legal frameworks supporting ICD

Uganda is a signatory to a number of international conventions, agreements and treaties that provide direction, and in some cases law, for how Uganda conserves and manages natural resources. These instruments set a clear mandate for Uganda to conserve natural resources in a way that contributes towards poverty alleviation and promotes equity and benefit sharing — the building blocks of ICD.

These instruments also set an important context for your work and provide guiding principles for ICD in practice. While there are many, here are the key international conventions that promote biodiversity conservation through poverty alleviation in Uganda.

Convention on Biological Diversity (CBD), 1992

Uganda is a signatory of the CBD, which obliges member states to establish a system of protected areas; develop guidelines for selecting, establishing and managing protected areas; and integrate sustainable use of natural resources within national policies.

At the 9th Conference of Parties in 2008, members were encouraged "to ensure that conservation and development activities in the context of protected areas contribute to the eradication of poverty and sustainable development" (Decision IX/18). The CBD 2011-2020 Strategic Plan established an agenda for biodiversity conservation to contribute towards poverty eradication and the 10th Conference of Parties encouraged the support of "interventions on the role of protected areas in poverty alleviation" (Decision X31).

Convention on International Trade in Endangered Species (CITES), 1973

CITES obliges Uganda, as a member state, to regulate international trade in endangered species of wild flora and fauna. Its Resolution Conference 16.6, CITES and Livelihoods, recognised that CITES is better-implemented when rural communities are engaged with the process, especially those that traditionally depend on CITES-listed species for their livelihoods. It also recognised that member states should encourage empowerment for rural communities through measures that maximise "the benefits for rural communities of CITES implementation, in particular to support poverty eradication".

Convention on Migratory Species (CMS), 1979

The CMS obligates Uganda to conserve migratory species of wildlife across their migratory range, and the CMS Gorilla Agreement Action Plans urge that conservation practice accounts for "the sustainable development of local communities".

Uganda's national legal frameworks supporting ICD

Uganda's national policies also provide a framework of support for ICD. These shape the direction of your ICD intervention, as well as emphasizing the important role of your ICD work in achieving conservation outcomes.

National Environment Management Policy, 1994

Uganda's National Environment Management Policy of 1994 marked a significant development, as it identified local community participation in resource management and benefit sharing from protected areas as key strategies for achieving sustainable forestry management and wildlife conservation. It concluded that "the involvement of local communities in the planning and management of protected areas and in the sharing of benefits derived from these areas is crucial for the conservation of wildlife." Its strategies for sustainable forestry management and wildlife conservation included:

- Improving local capacity to manage protected and gazetted forest reserves by encouraging people's participation in forest planning and management.
- Enhancing local community participation in protected area management.
- Providing more direct benefits to local communities from protected area activities, including returning a percentage of revenue to them.

Uganda Wildlife Act Cap 200 of 2000

Since 1994, there has been a series of laws and policies in Uganda relating to poverty and protected area conservation. The **Uganda Wildlife Act of 2000** is particularly notable, as its statement of purpose makes clear that "the conservation of wildlife throughout Uganda … [is] in order to support sustainable utilisation of wildlife for the benefit of the people of Uganda".

Uganda Wildlife Policy of 2014

This policy develops the theme of Uganda's wildlife conservation benefitting its people. It provides a framework for ensuring wildlife contributes to national growth, employment and socioeconomic transformation. It also provides guiding principles for how wildlife conservation should be undertaken. These include promoting the interests of local communities living around conservation areas by equitable revenue sharing and regulated resource access. While these principles do not explicitly link wildlife conservation to poverty alleviation, many of them are core components of ICD. These include:

- Promoting protected areas as a focus of local community involvement, pride, ownership and commitment and, where appropriate, a source of socioeconomic benefit.
- Promoting alternative livelihood improvement projects.
- Where appropriate, allowing local people controlled access to conservation areas to sustainably harvest traditionally valuable wildlife products.
- Supporting community interventions that provide alternative sources of traditionally valuable wildlife products.
- Supporting interventions aimed at enhancing positive attitudes towards wildlife.

Uganda's institutional framework supporting ICD

By its very nature, ICD involves central and local governments, civil society and the community. Indeed, you will likely work with many people and organisations, but your stakeholders might not be aware of this bigger picture: the decision makers and processes from government to local people, and how they all fit within international, national and local agendas. Ensuring your stakeholders understand who makes which decisions, and who is accountable, can help to develop a structured and sustainable approach to your intervention.

This section describes the national institutional framework supporting ICD in Uganda. It is not a detailed analysis, but an overview to show the variety of people and various scales involved. It aims to help you gather a picture of where you stand within this framework, and illustrate all the people and processes that need to work together for the ICD approach to be truly sustainable.

Those involved

The **Ministry of Tourism, Wildlife and Antiquities** (MTWA) formulates and implements policies that promote wildlife conservation for the socioeconomic development and transformation of Uganda. The mandate of its **Department of Wildlife Conservation** includes monitoring and evaluating these policies. It also includes identifying, coordinating, promoting and supporting private sector-led economic programmes that conserve and develop wildlife resources, while contributing directly to poverty eradication.

The **National Environment Management Authority** (NEMA) acts as an umbrella environmental agency. While the **Uganda Wildlife Authority** (UWA) is recognised as the lead agency in wildlife conservation, NEMA is responsible for regulatory activities that focus on compliance and enforcement of the existing legal and institutional frameworks on environmental management in Uganda. It also oversees the implementation of all environment conservation programmes and sits under the **Ministry of Water and Environment** (MWE).

UWA is a semi-autonomous government agency under the MTWA. It is mandated with conservation and sustainable management of Uganda's wildlife and protected areas in partnership with neighbouring communities and other stakeholders for the benefit of the people of Uganda and the global community. While UWA adheres to MTWA policies, it has its own powers. The **UWA Board of Trustees** approves internal policies and budgets, and the **UWA Executive Director** can develop agreements with individuals over use of natural resources within protected areas.

At the protected area level, **UWA Chief Wardens** implement UWA's revenue sharing, conservation education and other community projects. **Nongovernmental organisations** (NGOs) working inside protected areas must first receive permission from UWA. For ICD interventions within local communities living around a protected area, NGOs should engage **district councils**, operate under **district development plans** and engage **local governments**.

Local governments have responsibilities for UWA's revenue sharing scheme. As described in Uganda's national revenue-sharing guidelines (UWA 2012), responsibilities for sub-county governments include chairing a meeting where government and local community representatives select the projects proposed by frontline communities for funding under the revenue-sharing scheme, and overseeing payments to the suppliers, contractors and others involved with implementing the funding project.

Local communities have decision-making powers under the 2012 revenue-sharing guidelines. Among these, of key importance is that those living within a 'local council' that borders a protected area, can identify projects to propose for funding by the revenue-sharing scheme. They also determine how the benefits of each project will be shared between individuals and households.

Uganda has **national and local advocacy groups** that campaign for improvements in ICD policy and practice. **Research institutes** (both international and Uganda-based) gather empirical data for evidence-based decision-making.

There are many other people involved with ICD in Uganda. For example, the **National Forestry Authority** (NFA) under the MWE is responsible for sustainable management of Central Forest Reserves and operates 'collaborative management' with local communities on some of its forest reserves. Also, District Forest Services is a Department of the District Local Government mandated to oversee the management of local forest reserves, and advise private forest owners on sustainable forest management.

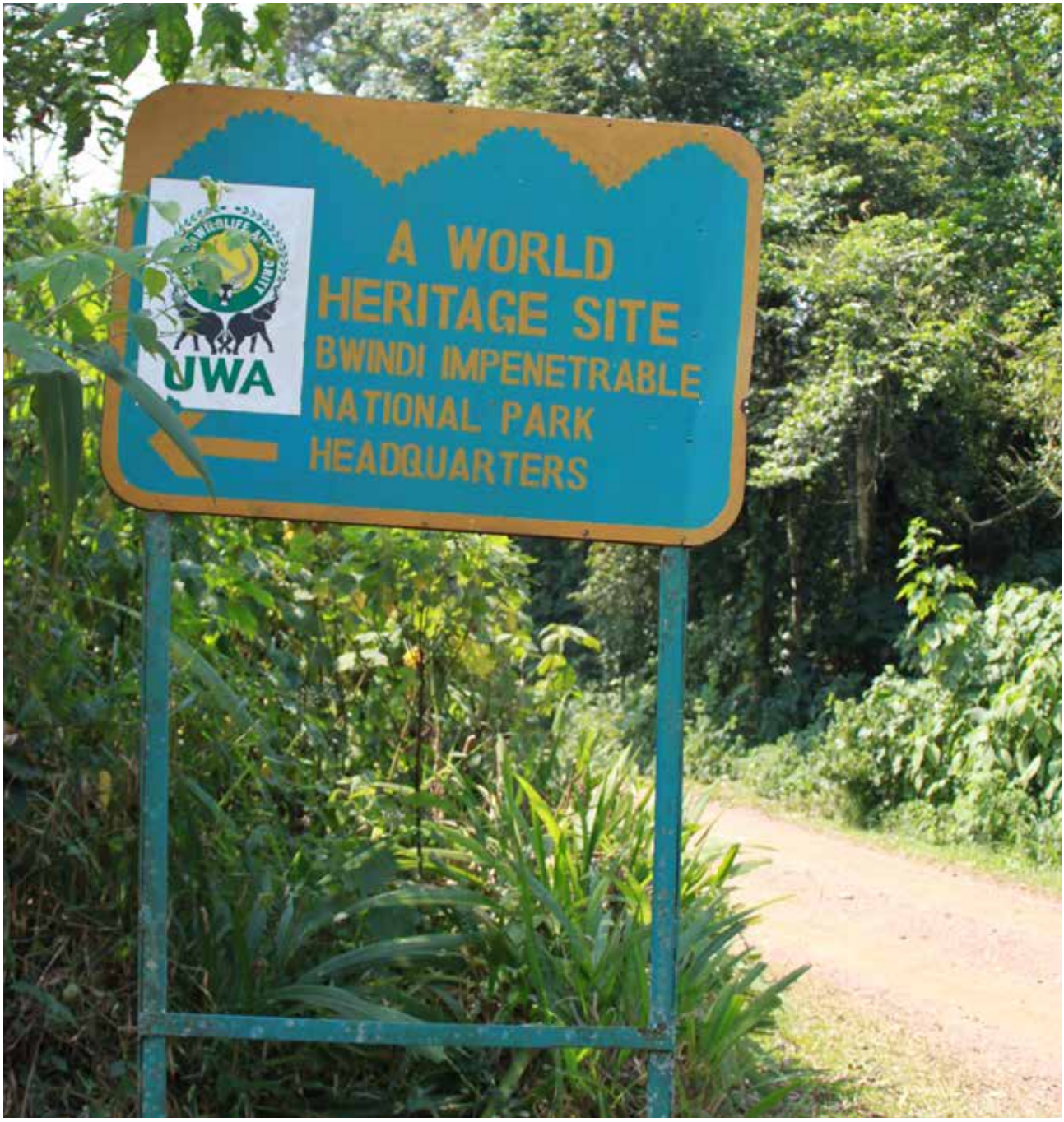
"We should make a decision based on local priority, but the decision is made by the top people. We want the decision to be made by local people who are on the ground"

Local council member, Bwindi Impenetrable National Park, 2013

A pivotal role for Uganda Wildlife Authority

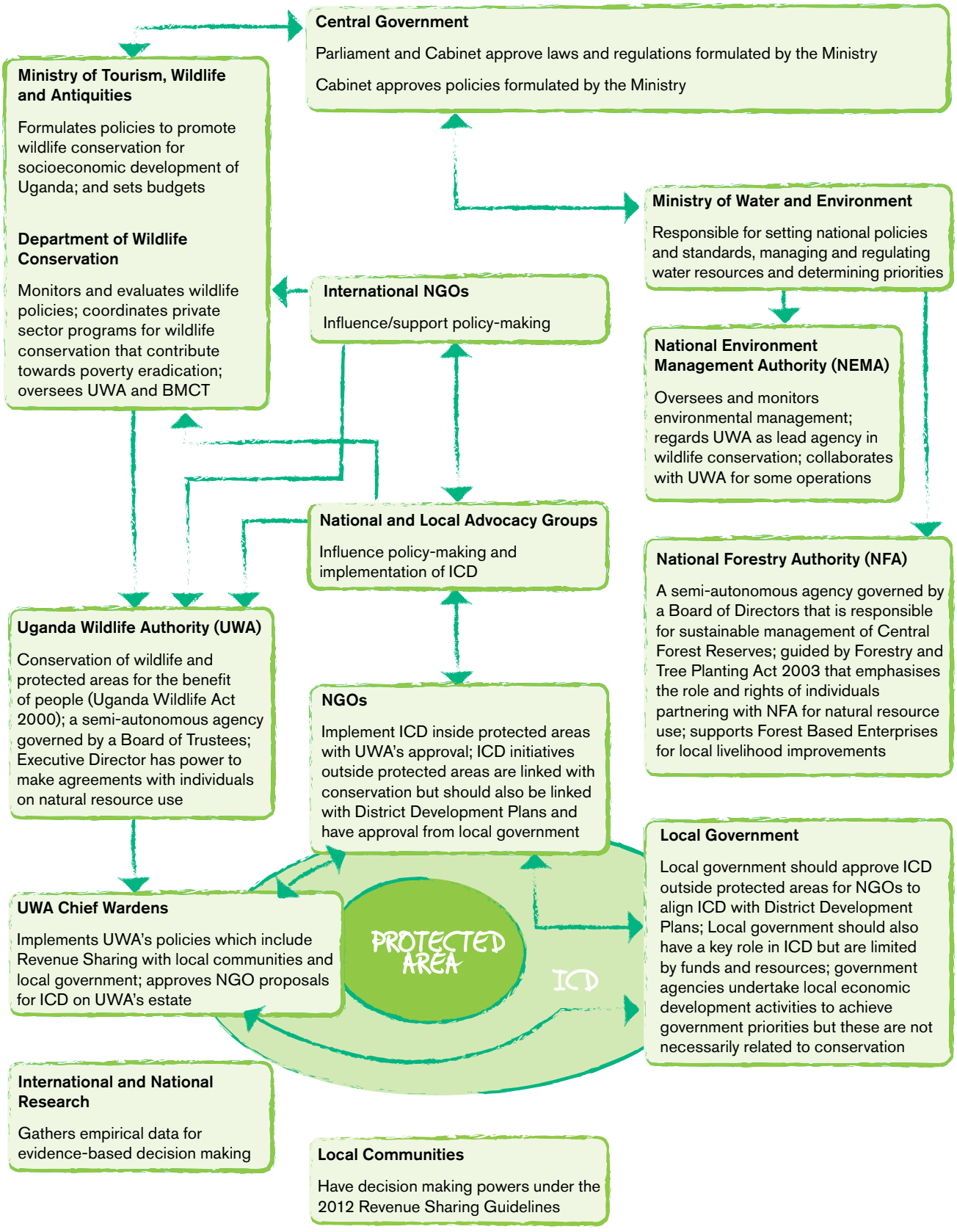
Uganda's institutional framework supporting ICD is illustrated below as inter-connected institutions, agencies and organisations. But this brings challenges including limited funds and resources for local government; a need for closer links between researchers and decision-making so policy and practice are better informed; the risk of 'donor bias' influencing NGO operations away from the priorities of local governments; and the need to coordinate where many ICD interventions operate at one protected area.

UWA plays a pivotal role in dealing with these challenges. UWA collaborates with national and local governments, international and country-specific NGOs and, most importantly, local people. In the complex world of ICD, UWA is often the connection between institutions, decision makers and people living in and around its protected areas. To improve practice, there needs to be 'glue that binds everyone together'. And UWA, in its overarching role of directing and shaping ICD interventions, certainly provides this.



Bwindi Impenetrable National Park is a UNESCO-designated World Heritage Site (credit L King; 2015)

Uganda's institutional framework supporting ICD



[4] BMCT: Bwindi and Mgahinga Conservation Trust

5. Sharing experiences of ICD in Uganda

This section presents experiences from Uganda's extensive history of ICD interventions in and around its protected areas.

Uganda's extensive history of ICD has generated a wealth of experience about its successes and challenges in conservation, poverty alleviation and fairness. These experiences are immensely valuable for ICD practitioners in Uganda and elsewhere. Some of the studies of Ugandan ICD projects are summarised in the table below.

National park	Year	Study	ICD experiences
BWINDI IMPENETRABLE	2014	Who undertakes unauthorised resource use and why despite ICD	Bushmeat was the most consumed and desired forest resource after 20 years of ICD; hunting for bushmeat was driven by rural poverty but also (and equally so) because people felt the distribution of costs and benefits from conservation was unfair — equity is a necessity if conservation efforts are to be effective and sustainable
	2013	Impact assessment of community projects by the Bwindi and Mgahinga Conservation Trust (BMCT)	Local people thought many of the Trust's projects were successful, especially tree planting; although governance arrangements in project selection needs addressing to prevent local elites taking benefits for themselves
	2012	Review of tourism revenue sharing to promote conservation and poverty reduction in Uganda	While many projects for communities around Bwindi had been funded, these poverty-alleviation projects were not adequate given the needs and poverty levels of such densely populated rural areas
	2011	The drivers of violent conflict between local communities and conservation authorities during Bwindi's gazettement	Local people started conflict because they lost jobs and income when mining and pit sawing in Bwindi forest were prohibited under national park status; yet despite the many ICD interventions at Bwindi, none specifically addressed this loss of local livelihoods
	2010	Assessing 15 years of ICD	ICD was important for improving park–community relations but tended to benefit wealthier community members rather than the poorest households and did little to reduce illegal activities

National park	Year	Study	ICD experiences
LAKE MBURO	2011	An analysis of sport hunting	Sport hunting improved local attitudes towards wildlife, but communities were not satisfied with the amount of revenue they received and still called national park authorities to resolve crop raiding by wild animals
	2008	Assessment of a community conservation programme over a 7-year period	Communities benefitting from the programme had more positive attitudes towards the national park; but these were fragile, especially as law enforcement was seen as contradicting community approaches, and high levels of illegal poaching and grazing continued
KIBALE	2012	A review of revenue sharing at Kibale National Park	Where revenue-sharing projects specifically dealt with crop raiding, villagers did benefit and lower levels of illegal activities were found
	2011	Spatial patterns of illegal resource extraction in Kibale National Park	Wood for fuel and construction was the most wanted and extracted protected resource by local people; agreements where local people collect resources from the national park were effective in reducing illegal extraction but only when communities profited from the agreement
	2010	Lessons about park and poverty from a decade of forest loss and economic growth	Wealth outcomes of better-off households increased faster than those of the poor who tended to live on the national park perimeter; but this high presence of poor households on park edges did not suggest Kibale National Park is a poverty trap because low-intensity subsistence use of park resources appeared to prevent extreme impoverishment of poor households
QUEEN ELIZABETH	2009	Attitudes towards human/lion conflict and lion conservation	Most local people supported lion conservation because they expected economic benefits from tourism revenue sharing; but they also thought retaliatory lion-killing was justifiable as they do not receive compensation if lions kill or harm their livestock or family
	2005	A review of revenue sharing	The greatest and perhaps most important success is that local people believed revenue sharing is a genuine effort by UWA to share the economic benefits of protected areas — but communities directly adjacent to the national park continue to feel that the costs of conservation far outweigh the benefits they receive; and this is compounded by significant challenges to revenue-sharing implementation
	2000	Evaluation of woodlot programme as a resource substitution programme	The woodlot programme benefitted better-off households rather than the poorest people collecting firewood illegally from the national park; understanding all socioeconomic conditions of communities affecting a protected area is a necessity for such programmes to be effective
MGAHINGA GORILLA	2003	The nature and impacts of community conservation interventions	Many local people said that the national park brought no benefits, while some identified building schools and revenue sharing as benefits — but these were not seen as fully compensating the real and perceived costs of conservation that local people bear
	2003	Competing interests in revenues derived from visitor wildlife tourism based on viewing mountain gorillas	Financial flows to local communities from tourism revenue reduced their sense of grievance over creation of the national park — but, they believed, did not compensate them for the costs of conservation

LEARNING FROM BWINDI

Poverty and equity are equally important

The Bwindi research showed that two factors are equally important as to why local people continue with unauthorised resource use at Bwindi, despite over 25 years of ICD:

- Poverty, most especially poverty exacerbated by the protected area
- Perceptions that benefits from protected area conservation are shared unfairly.

It also revealed the complexity of the situation when testing commonly-made assumptions about poverty causing biodiversity loss, as the table below shows.

Assumption	Research findings	
Poorest households undertake unauthorised resource use	YES	People arrested for unauthorised resource use are poorer than other members of their communities; people who cannot afford goods or basic necessities including food and medicine seek these from the national park
	NO	Some people compensate themselves by taking park resources illegally because they feel protected area conservation is unfair
And they do so to meet subsistence needs	YES	For certain forest resources, notably bushmeat and firewood
	NO	Some people, who are not the poorest in their community, collect park resources in compensation because they feel that benefits from conservation are shared unfairly
Those undertaking unauthorised resource use perceive that they have benefitted less from ICD	YES	People undertake unauthorised resource use to compensate themselves because they perceive a lack of support when park animals raid their crops and livestock, that tourism revenue is shared unfairly and that park jobs go to outsiders

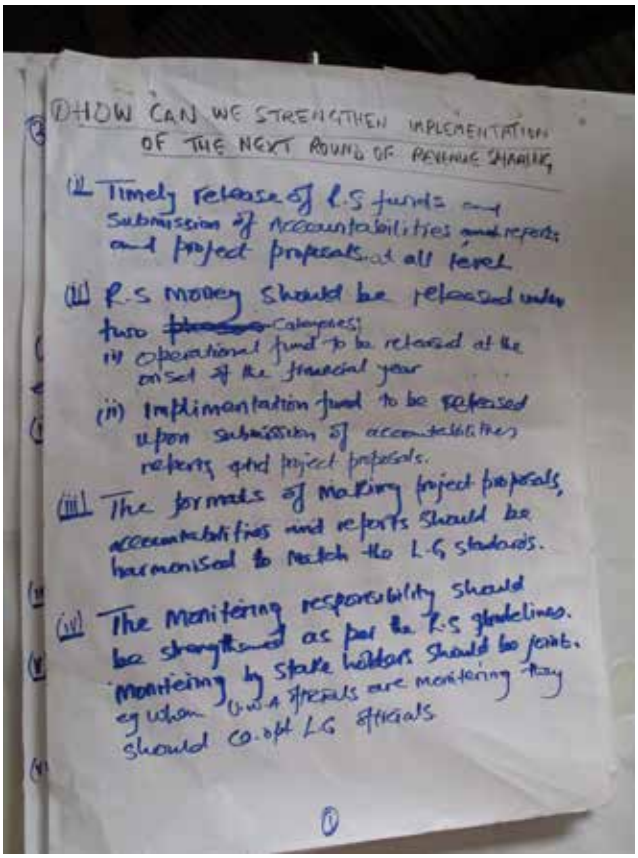
Putting learning into action: Uganda Wildlife Authority's guidelines on revenue sharing

The Uganda Wildlife Authority issued new national guidelines on revenue sharing between wildlife protected areas and adjacent local governments and local communities in 2012. They were developed from the many lessons learnt from across Uganda since revenue sharing was piloted at Bwindi over a decade ago. With the aim to improve revenue sharing, key aspects of the guidance are:

- Communities in frontline Local Council 1 (bordering the protected area) will propose projects for revenue-sharing funding.
- Funding priorities are based on how efficiently and cost-effectively the projects address human/wildlife conflict as well as human welfare.
- Revenue-sharing projects will be selected to ensure the Revenue Sharing Scheme achieves a fair spatial and temporal distribution of beneficiaries among households in frontline Local Council 1.

These guidelines marked a step-change in Uganda's approach to revenue sharing. Now revenue sharing is to directly benefit frontline communities by reducing human/wildlife conflict and improving local livelihoods in a fair manner. By gathering lessons learnt about revenue sharing since it was introduced, UWA demonstrated both its commitment to continuously improve its ICD approach and the importance of using lessons learnt for ICD to be more effective in protected area conservation.

Guidance Sheet C in Section 6 of this guide contains advice on using lessons learnt from previous projects to plan and design your ICD intervention.



Views on strengthening revenue sharing at Bwindi Impenetrable National Park, Uganda, from participants attending the workshop 'Enhancing equity within conservation: Bwindi Impenetrable National Park' (credit D Roe; 2015)

6. Developing fairer, more effective approaches

Through a series of guidance sheets, this section provides practical guidance to support fairer, more effective approaches to ICD. It is specifically intended to support UWA's leading work in ICD for protected area conservation and efforts for greater synergies between law enforcement and community conservation. It is also intended to be useful for those wishing to learn more about, and implement, fairer more effective ICD approaches.

These guidance sheets will help you explore different aspects of your ICD intervention to better understand and predict its effectiveness in protected area conservation. Each sheet encourages you to ask critical questions about your intervention, and record your answers in a way that documents key concepts, connects ideas and helps you to build a picture of how your intervention will achieve its intended objectives.

The guidance sheets can be used for any protected area and the full variety of ICD interventions already in place. They are presented as steps to follow in sequential order, but each can be used on its own. The steps are:

A.

UNDERSTANDING THE 'WHO-AND-WHY' OF RESOURCE USE

Better target your intervention by understanding who has the biggest impact on biodiversity and what drives their actions

B.

MAPPING POVERTY–CONSERVATION LINKAGES

Plan your ICD approach by identifying the cost of conservation for local people

C.

CREATING AN 'EVIDENCE MODEL' TO HELP PLAN WHAT WORKS

Learn from past ICD interventions to improve future practice

D.

ENABLING LOCAL VOICES IN DECISION-MAKING

Determine the best ways to involve and collaborate with local people throughout the ICD process

E.

ENHANCING EQUITY

Take an equity perspective for your ICD intervention to be more effective in conservation

At the end is an **ICD Checklist** if you wish to record the most useful points from each guidance sheet in one place for an easy reference.

You can use the guidance sheets for both designing and implementing an ICD intervention, and in a variety of settings:

- At the protected area level to help design a new ICD intervention or evaluate an existing intervention, particularly to understand whether the original premise for ICD holds true.
- At a more strategic level; for example, to support protected area management planning or at a workshop with different stakeholders involved with designing ICD interventions.

Before you start, you can photocopy the blank sheets and complete them again in the future to keep track of how your ICD intervention is working.

Children of south-west Uganda, near Bwindi Impenetrable National Park (credit L King; 2015)

Guidance Sheet A

Understanding the who-and-why of resource use

This guide aims to support your efforts to better target your ICD intervention at specific community groups by taking an equity perspective. A good starting point is to move away from the catch-all term of 'illegal activities' and instead describe who uses resources from protected areas and their reasons for doing so.

In Uganda and other African countries, law-enforcement rangers record information on the type and location of unauthorised resource use that they encounter. This information provides a comprehensive account on the what-and-where of unauthorised resource use — what type and where it occurred — which is vital to target law enforcement efforts (Plumptre *et al.* 2014). Often, however, little or no information is collected on who-and-why: who undertakes unauthorised resource use and what their motives are. Gathering this information is difficult given the sensitivities of unauthorised activities. Yet just as what-and-where data are important to target law enforcement patrols, information on who-and-why is equally important to plan, design and implement ICD interventions. It can also help you work alongside, and supplement, law enforcement.

People use resources in complex ways. For unauthorised activities most relevant for ICD, governments and NGOs often lack the funds for a comprehensive study to unravel these complexities. But a simple way to distinguish between people and motives can gather the information needed to target ICD towards local drivers of biodiversity loss. One such way is presented in this Guidance Sheet. UWA's Wildlife Crime Database is a useful information source, as it stores socioeconomic data on people arrested for unauthorised activities.

The who-and-why of unauthorised resource use is more than an indicator of illegal activities. It can help to understand local people's livelihood and subsistence needs, and challenges to the ICD approach. Understanding both local needs and challenges to ICD will improve your design and implementation of your ICD intervention.

This guidance sheet aims to help you gain a better understanding of the people using resources in protected areas and their reasons for doing so.

Start by listing the types of resource use in your protected area that are most relevant for ICD. Then for each resource use, describe the people using it, their motive or need for doing so, and the scales involved. Some suggestions for these categories are:

People	Motives/Needs	Scale
▪ People living close to the protected area ▪ Specialist or traditional resource users ▪ Marginalised groups or ethnic minorities	▪ Daily subsistence needs ▪ Livelihood security ▪ Local income support ▪ Cultural needs ▪ Park-community conflict ▪ Human-wildlife conflict	▪ Frontline households/parishes ▪ Second-tier parishes ▪ Sub-county ▪ District

Your descriptions can be detailed or broad depending on the information you have and how this guidance can be of most use. For example, if you are working at a protected area, completing the guidance sheet with other wardens and ICD practitioners can let everyone contribute their knowledge and develop a shared understanding of resource users. If you are working at a more strategic level, perhaps with a group of protected areas facing similar pressures, then broader categories might be more helpful to identify key trends and themes. Also, if you have more than one group of people or need for a resource, add all the information you have as this will help you to unravel the complexities of who uses resources and why they do so.

Finally, note your information sources, such as a research study or law enforcement records, and whether you are making any assumptions. This list is just a starting point that can be built on, so assumptions are fine and often important to highlight information gaps that need to be addressed.

You can use this guidance sheet for both authorised resource use to help design resource access programmes, and for unauthorised resource use to better target ICD interventions towards local drivers of biodiversity loss. It will be a snap-shot of current resource use in your protected area. As people and their needs change over time, updating this who-and-why information can keep track of changes. The completed example is from the Bwindi research.

Example

Resource	People using the resource	Their motives or needs for doing so	Scale	Information source / assumption
Bushmeat hunting	Poorest households living in remote areas close to the national park But there are hunters who are not the poorest in their community	Poverty: people without meat or livestock or seeking medicine, especially for childhood sickness Those not the poorest hunt to compensate themselves because they feel national park conservation is unfair	Many live close to Bwindi National Park	
Firewood collection	Live in remote areas far from trading centres and tend to have more education than the average villager	Domestic use; no alternative resources available outside the national park	Not just localised to the frontline zone; most firewood users live within 1 km of Bwindi National Park	Research 2014: Linking Conservation, Equity and Poverty Alleviation
Building pole collection	Have larger families; live in remote areas far from trading centres, although generally less poor than other villagers	Domestic use; eucalyptus planted among the communities is suitable for poles, but people can sell this for more money than poles from Bwindi (and then get free wood from Bwindi); also, some households do not have enough land for tree planting	Not just localised to the frontline zone	

Guidance Sheet A: Understanding the who-and-why of resource use

Information source / assumption	
Scale	
Their motives or needs for doing so	
People using the resource	
Resource	

Guidance Sheet B

Mapping poverty–conservation linkages

Understanding the who-and-why of resource use tells you who is having the greatest impact on conservation. But they are not necessarily those suffering the greatest costs from protected areas. So this next step is to map poverty–conservation linkages to plan your ICD approach based on a better understanding of the local costs of conservation.

You can complete this guidance sheet for your protected area as a whole, for a specific poverty-conservation issue or for your ICD intervention. If you are in the early planning stages of an ICD intervention, listing as many poverty–conservation links as possible will best support your work. Then you will have a picture of all linkages in your protected area to provide the full context for your intervention. If you are in the later design stages or are implementing an ICD intervention, focusing on specific poverty–conservation links that are most relevant for your intervention can help check whether your original expectations for your ICD intervention are achievable.

You may choose to undertake the mapping with local people, perhaps as part of a focus group discussion, to understand how local people define poverty–conservation linkages and whether their definitions match yours.

Whether for a design or implemented intervention, this guidance sheet can help you target the right people — so that you tackle specific poverty issues arising from your protected area and provide incentives that will gain local support for conservation. It will also help you identify any connections between linkages, and whether one linkage results in another.

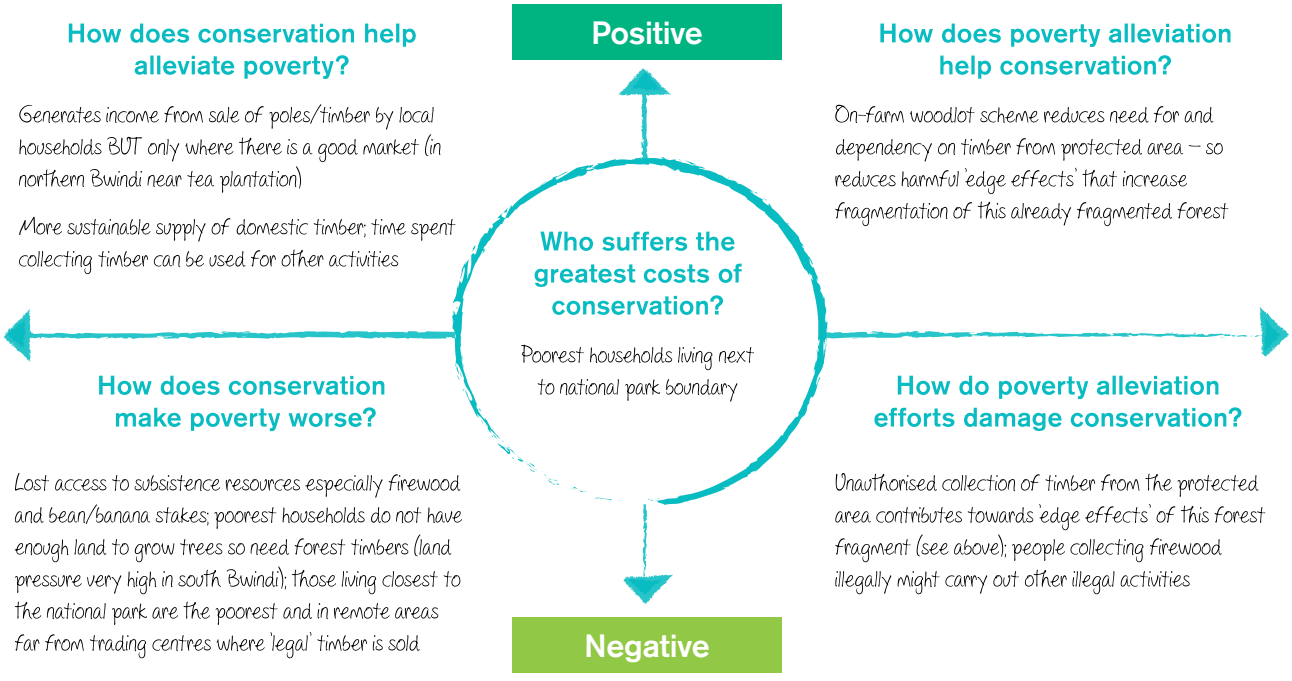
To complete the mapping:

- Answer the two questions at the bottom first: how does conservation make poverty worse and how do poverty-alleviation efforts damage conservation?
- Then answer the two questions at the top: how does conservation help alleviate poverty and how does poverty alleviation help conservation?
- From your answers, complete the box in the centre by describing who is most affected by conservation.
- Finally, note on your map whether any linkages are connected or if one results in another.

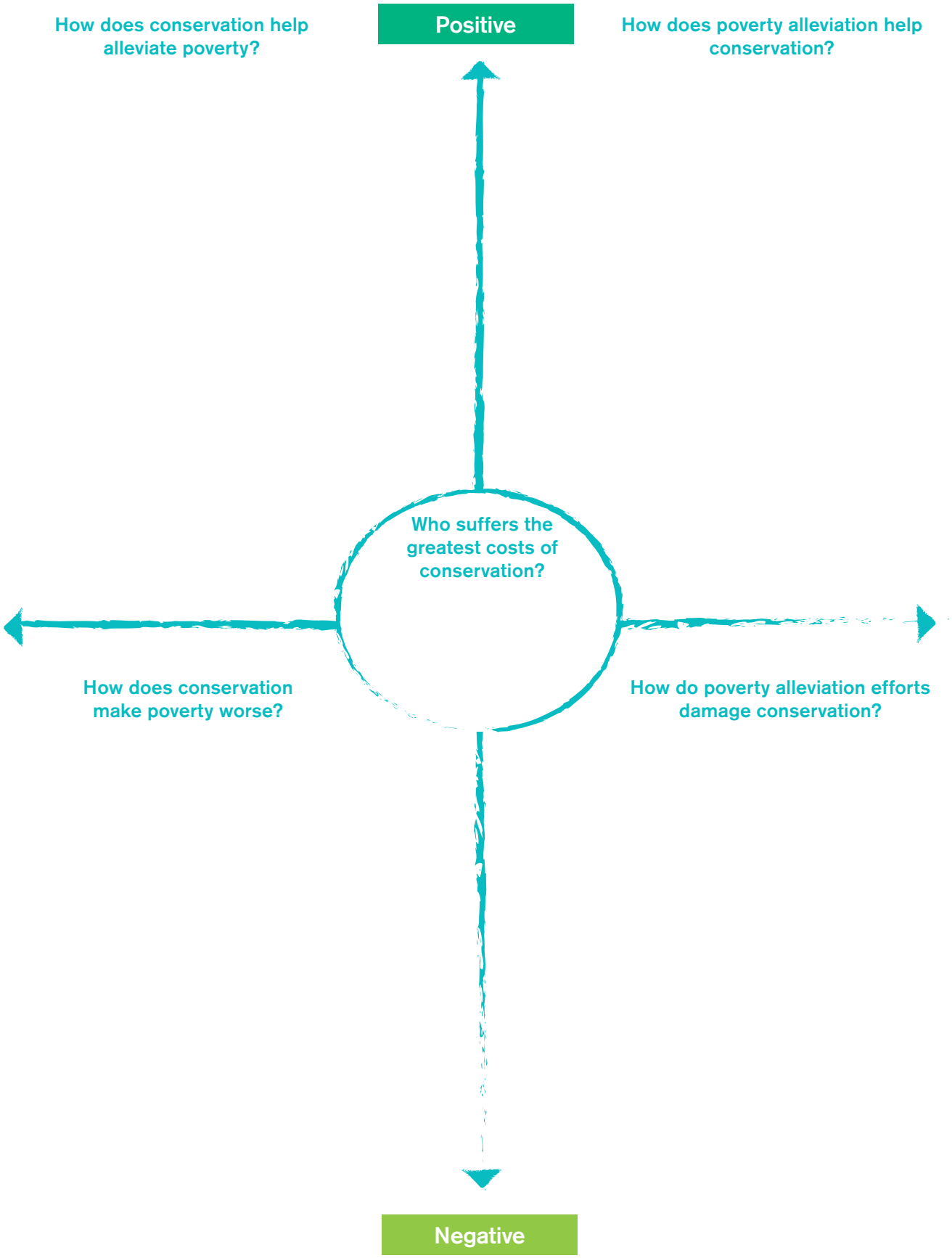
Make assumptions if you do not have all the information you need, as this can help you recognise information gaps that need to be addressed.

The example given lists poverty–conservation linkages for an on-farm woodlot scheme.

Example



Guidance Sheet B: Mapping poverty–conservation linkages



Guidance Sheet C

Create an 'evidence model' to help you plan what works

Once you've uncovered the who-and-why of resource use and mapped poverty-conservation linkages, especially those that help show how local people bear the costs of conservation, the important question becomes…

What does ICD success look like?

This is a question that all those involved with your ICD intervention should be able to answer, so it is important to clearly and consistently communicate your vision of success — be it for a single intervention, for one protected area with a range of interventions, or for a conservation region with many protected areas. As a starting point, write a note on your vision of success:

Success of my ICD intervention is:

Example

Success of my ICD intervention is:
On-farm woodlots are used by the poorest households for their domestic timber needs and reduce unauthorised collection of building poles, stakes, firewood from the protected area.

Try to keep it concise and, if you find yourself writing reams, just refine your words until you have something that captures everything you want to say. An example of a vision of success comes from Uganda Wildlife Authority's guidelines on revenue sharing , which state that the overall goal of revenue sharing is to:

"ensure strong partnership between protected area management, local communities and local government leading to sustainable management of resources in and around protected areas"

After establishing a vision of success, the next stages are to identify objectives, set targets and measure progress towards achieving the vision. There are many resources to help you write useful and viable objectives, and guides for writing objectives that are 'SMART' — specific, measureable, attainable realistic and time-based. There is also the 'theory of change' model (see www.theoryofchange.org/what-is-theory-of-change/) that can be used to plan, design and evaluate ICD approaches. This guidance does not duplicate these resources. The aim here is to help you create an 'evidence model' for planning your ICD intervention — in other words use lessons learnt from previous ICD interventions to think through what will work best and how to avoid any pitfalls. The model should help to make the wealth of knowledge about ICD interventions more tangible, specific and useful for your intervention.

Guidance Sheet C: Create an 'evidence model' to help you plan what works

Your starting point is to look at previous ICD interventions, such as those in Section 5 of this guide. Look to these for evidence that would support your vision of ICD success. For example, you might be implementing an on-farm woodlot project and find a project that supported people living near a protected area to plant trees on their farm land. In the table below, record two things: first the reasons why the project(s) was successful, and second, lessons learnt especially about challenges that were faced that can help you avoid pitfalls. When looking for evidence, remember that it may come from scientific research but also from organisational and unpublished literature, internal organisational knowledge, and personal and stakeholders' experiences.

Evidence supporting my vision of ICD success	Lessons learnt that help improve future practice

Example

Evidence supporting my vision of ICD success	Lessons learnt that help improve future practice
Domestic timber substitution programmes undertaken in communities around Bwindi, which included on-farm planting of trees, bamboo and non-timber forest products – these resulted in poverty-alleviation benefits with an estimated 75% of households in frontline parishes planting trees	Meant to reduce local demand for park resources, but were treated as additional resources, not an alternative (eg planted eucalyptus did not substitute park timber as it sells for more than park timber and then park firewood and stakes are 'freely' collected) – need to better understand how timber collectors meet their domestic needs but also make an income Many frontline households close to the park planted fewer trees than those living further away; this resulted from a combination of factors including their fear that, if they planted trees, conservation authorities would extend the park boundary and more wild animals would raid their crops – need to better understand these local barriers to tree planting Customary tree ownership – women do not own and make decisions on use of planted trees yet are the ones collecting firewood, stakes, etc

Guidance Sheet C: Create an 'evidence model' to help you plan what works

The next step is to use the table you have just completed, to plan how your ICD intervention will be successful, while identifying any possible downsides it might have so you can take action to prevent these. In the table on page 42, start by completing the box 'ICD success' with your vision of the success of your intervention. Then answer each question in turn. Your who-and-why table and map of poverty-conservation links might help you, especially to consider any negative consequences. When finished, note whether any answers are connected and identify measures that prevent or reduce any negative consequences you have identified. The example is for on-farm woodlot schemes using lessons learnt from Bwindi.

Example

What is the conservation benefit?

- Reduced local need for subsistence-use timber (poles, stakes, firewood) from the protected area
- Improved park-community relations
- Local support for conservation
- Fewer unauthorised activities from feelings of inequity?

What is the contribution towards poverty alleviation and who benefits?

- A more sustainable supply of domestic timber (poles, stakes, firewood) for households
- Women and children spend less time collecting firewood and other domestic timber
- Benefits for poorest households within the frontline zone

ICD success

On-farm woodlots are used by the poorest households for their domestic timber needs and reduce unauthorised collection of building poles, stakes, firewood from the protected area.

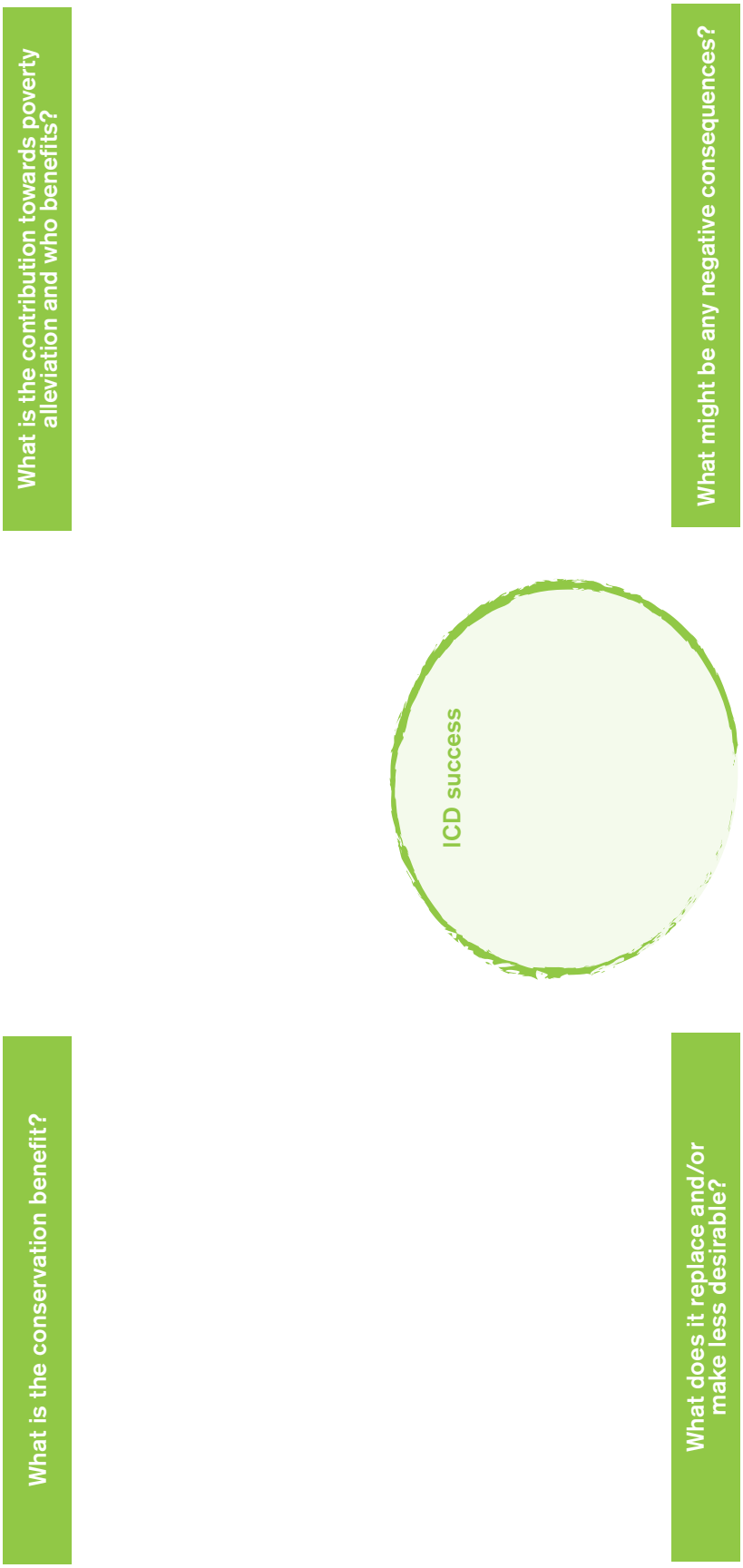
What does it replace and/or make less desirable?

- Aim is to replace and make less desirable wood needed for domestic purposes collected from the protected area
- It might replace land that is not suitable for farming eg infertile land
- But replaces land that otherwise might/would be used for farming by the household?
- Also will it replace local need for hardwood?

What might be any negative consequences?

- Likely takes land that poorer households need for farming
- Need good seed stock and rotational harvesting to be successful – local resentment towards conservation authorities if not successful?
- Households sell planted timber while still collecting firewood from the protected area?
- Increases local fears that conservation authorities are extending the protected area boundaries?

Guidance Sheet C: Create an 'evidence model' to help you plan what works



Guidance Sheet D

Enabling local voices in decision-making

Local communities' participation has long been part of the ICD approach to protected area conservation. But how best to ensure that local people feel their voices are being heard? This guidance sheet covers factors to consider when engaging with local people. Answer each question to help identify how best to involve and collaborate with local people through the ICD process. You can complete this sheet for specific participation activities, or your ICD intervention as a whole. You can also complete it with local people to gain a better understanding of their needs. The completed example is from Bwindi.

Example

How do local people define participation in ICD decision-making?

Local people define participation as being involved from the sta t of the ICD process, especially on the type of ICD intervention to be implemented.

...and how best to achieve it?

Hold regular meetings with local people at agreed intervals through-out the ICD process (and budget for this!); ensure local project leads are open to and encourage ideas from local people involved with the ICD intervention, but within a well-defined scope (NB be careful of raising expectations)

How do the marginalised groups, those most affected by the park and the poorest in remote areas have a say?

Ask local leaders (chairmen, church leaders, etc) how best to involve households worst affected by crop raiding by park animals in decision-making

How to enable free and open dialogue?

Meet with a smaller, select group if some voices are not being heard (women, ethnic minorities, poorest households)

What is the most appropriate form of decision-making?

Ask local leaders and/or focus groups which decision-making process will work best

How to ensure local people receive feedback and project updates?

Start each community meeting with a project update and feedback on issues raised at the previous community meeting

Speak with local project leads about facilitating the meetings so that everyone has an opportunity to speak and can do so openly

What conditions enable local people to feel ownership of an intervention?

When they feel involved/genuine participation in decision-making AND when they have regular, consistent feedback on project progress – especially for people to feel their concerns are being addressed (planning needs to be flexible!)

...and how best to achieve these conditions?

Start each meeting with feedback on comments / issues raised from the last meeting; have a Q&A session at each meeting; agree on the frequency of meetings with the community

Guidance Sheet D: Enabling local voices in decision-making

How do local people define participation in ICD decision-making?

...and how best to achieve it?

How do the marginalised groups, those most affected by the park and the poorest in remote areas have a say?

How to enable free and open dialogue?

What is the most appropriate form of decision-making?

How to ensure local people receive feedback and project updates?

What conditions enable local people to feel ownership of an intervention?

...and how best to achieve these conditions?

Guidance Sheet D: Enabling local voices in decision-making

The suggestions for factors to consider include those found to be important to local people at Bwindi. But other factors might be important at your protected area, so this blank sheet is for your own.

Guidance Sheet D: Enabling local voices in decision-making

Throughout your participation activities, it can be useful to ask local people for feedback as to whether they feel involved in decision-making. Asking for feedback can be as formal or informal as best fits your situation, and in itself is often a good form of engagement. From feedback, you can track what works and what does not work using this table:

Involving local people in decision-making — their feedback on:	
What works and why	**What does not work and why**

Guidance Sheet E

Enhancing equity

Designing for equity and fairness can make ICD interventions more effective in protected area conservation. But equity covers a broad set of principles and interpreting these will vary according to the local context. This can make incorporating equity within the practice of ICD complicated, so the aim for this guidance sheet is to provide a starting point.

You can use this sheet for a specific ICD intervention, for one protected area with several ICD interventions or for a conservation region with many protected areas. Fill in the table below by answering the three questions — these can be as general or as specific as you wish. You can also ask your ICD stakeholders to complete the table and then review the answers together to identify similarities and differences in how each group understands equity.

What does equitable/fair conservation mean to you?

What does inequitable/unfair conservation mean to you?

Why are equity and fairness in conservation important?

Answers from conservation agencies, local government and local communities at a workshop in Bwindi in January 2015 (Baker 2015).

Equitable sharing of costs and benefits

EQUAL benefits for all

- Giving local people employment opportunities
- Conservation that benefits everyone
- Infrastructure development to benefit local people

Benefits according to COSTS

- Compensation for human-wildlife conflict
- Benefits at least equal to costs
- Fair laws and regulations with respect to human death/injury
- Targeting people closer to the park who bear conservation costs
- Including more distant villages affected by wildlife
- Fair compensation for removal from the park
- Compensation for crop raiding by wildlife

Benefits according to NEEDS

- Targeting the poorest irrespective of cultural identity
- Stakeholders benefit according to their socioeconomic and cultural needs
- Fair sharing of resources between treating sick animals and sick people
- Contributes to needs of local communities

Benefits according to contribution to CONSERVATION

- Development benefits must be linked to conservation
- Benefits go to those who deserve them (according to conservation laws and regulations)
- Fair sharing of gorilla tracking fees when gorillas are on community land

Scale issues

- Less revenue to central government, more to local level
- Sustainable and not compromising interests of neighbours

Equitable governance

Inclusive PARTICIPATION

- Supporting the participation of those unable to participate due to limited resources
- Inclusiveness - everyone has responsibility
- Communities coming up with projects that address their priority needs with guidance
- Including local people in governance of park using bottom up approaches

Balanced RELATIONSHIPS

- Government and households from frontline communities benefit each other (i.e. mutually beneficial relationships
- Mandate of all stakeholders are harmonised
- Good relations between park management and local community
- Government and households in front-line communities benefit each other

Equitable governance

Greater TRANSPARENCY

- Transparency on revenue to be shared with local communities
- Principle of transparency so all stakeholders are aware of the benefits

Stronger ACCOUNTABILITY

- Implementation of ICD activities by implementing agencies should better reflect community priorities
- Accountability to the community

RECOGNITION of rights

- Address mistakes of the past (eg regarding land rights in Mbwa tract)

Local community | Conservation actors | Local goverment

Guidance Sheet E: Enhancing equity

The next stage is to consider how you are incorporating equity into your work. Below are key principles of equity with space for you to write a statement of how that principle is understood and applied in the context of your work. Some might not require specific action within your ICD intervention or protected area, whereas others are more relevant. The important step is to consider them all. As equity is an emerging concept for both policymakers and practitioners, you can update this sheet after a period of time to keep track of changes at the international level and within your work.

Recognition and respect for human rights

Access to justice

Respect for knowledge and institutions

Guidance Sheet E: Enhancing equity

Access to appropriate information

Effective participation

Fair distribution of costs and benefits

ICD Checklist

A range of guidance sheets has been provided to help you better target ICD interventions to address the drivers of biodiversity loss and benefit those suffering the greatest costs of protected area conservation in a fair and equitable manner. This checklist provides a space for you to bring together key notes or 'take-home messages' from your guidance sheets in one place. The aim is that the checklist provides a quick-reference summary that is useful for your work.

If you record the date when you complete this table, you can revisit it at a later stage to see whether your notes on these aspects of ICD have changed.

Completed on: _____

☐	Understanding who uses resources and why
Notes:	

☐	How conservation can alleviate poverty
Notes:	

☐	How conservation can exacerbate poverty
Notes:	

ICD Checklist

☐	Create an 'evidence model' to plan what works

Notes:

☐	Enabling local voices in decision-making

Notes:

☐	Enhancing equity

Notes:

Notes

Notes

Notes

Notes

Notes

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Integrated Conservation and Development (ICD) aims to protect biodiversity and provide local people with ways to meet their daily needs that are supportive of conservation. The ICD approach can work well. But despite over 25 years of ICD at Bwindi Impenetrable National Park, Uganda, research showed that local people believe protected area conservation is unfair, and these beliefs are as important as poverty in driving illegal activities that lead to biodiversity loss.

This guide aims to support Uganda's leading work on ICD by turning these research findings into practical advice. It illustrates the complexities of poverty and the range of principles that define fair conservation; and provides a series of guidance sheets that aim to help practitioners explore links between poverty and conservation pressures, target specific community groups, and design fairer ICD interventions.

If you are involved with the ICD approach to protected area management in Uganda, this guide is for you. It will also help a wider readership better understand how fairness can make protected areas more effective and sustainable.

Biodiversity

Keywords:
Integrated Conservation and Development, Protected Areas, Equity, Uganda

The Poverty and Conservation Learning Group (PCLG) is an international network of organisations and individuals that promotes learning on the linkages between biodiversity conservation and poverty reduction, in order to improve policy and practice.

The PCLG is coordinated by the International Institute for Environment and Development (IIED), one of the world's most influential policy research organisations working at the interface between development and environment.

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