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Research to Policy

Conservation Through Poverty Alleviation

Author information

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About the event

For more information about this project visit http://www.iied.org/uganda-conserving-bwindi-impenetrable-national-park-reducing-local-poverty, or contact Dilys Roe at dilys.roe@iied.org.

IIED is a policy and action research organisation. We promote sustainable development to improve livelihoods and protect the environments on which these livelihoods are built. We specialise in linking local priorities to global challenges. IIED is based in London and works in Africa, Asia, Latin America, the Middle East and the Pacific, with some of the world's most vulnerable people. We work with them to strengthen their voice in the decision-making arenas that affect them — from village councils to international conventions.

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Executive Summary

Research to Policy: Conservation Through Poverty Alleviation is a 3-year research and advocacy project funded by the UK Darwin Initiative and the UK Department for International Development (UKaid). The main project partners include the International Institute for Environment and Development (IIED), Jane Goodall Institute Uganda (JGI), the Institute for Tropical Forest Conservation (ITFC), and Advocates Coalition for Development and Environment (ACODE).

Using Bwindi Impenetrable Forest National Park as a case study, the project entails a combined programme of research and capacity development of members of the Uganda Poverty and Conservation Learning Group (U-PCLG) in order to impact policy and practice in the following areas:

- Improved research capabilities for evaluating success and limitations of integrated conservation and development (ICD) activities in conservation and poverty alleviation;

- Improved targeting of ICD interventions for more significant development impacts and more effective conservation;

- Improved resource allocation for conservation and development priorities;

- Improved national and local policy on protected area management and poverty links.

The research phase of the project concluded in September 2013 and U-PCLG convened a two-day workshop involving the project team, U-PCLG members, Uganda Wildlife Authority (UWA) and key policy-makers with an interest in ICD, to discuss the research findings and to consider the necessary next steps to improve ICD at Bwindi and in Uganda more widely.

The workshop revealed that while the ICD programme at Bwindi has been successful at reducing some threats to conservation, there are continuing incursions into the park. The research found that individuals living around Bwindi accessed the park in order to obtain five key resources — ranked here in order of importance:

1. Bush meat — a cheap and important source of protein and important for its medicinal properties; a protein source for which there is a local trade and ready market.

2. Medicinal plants — formal health facilities were considered to be too far away, too expensive, too slow, and often less effective than traditional remedies.

3. Firewood — households have limited land on which to grow their own trees for firewood so the park is sometimes the only source of fuel for cooking.

4. Honey — important for medicinal use, for food and for trade; forest hives were thought to produce better and nicer honey than those on community land.

5. Reeds and grasses for basketry and weaving — another important product for home use and for income generation.

The different resources are, however, accessed by different people. The poorest households within the three Districts around Bwindi are those who live within 0.5km of the park boundary. These poorer households did access the park for firewood although the profiles of bushmeat hunters were more complex. While those who UWA suspected to be bushmeat hunters appeared to be relatively wealthier, possibly because they hunted for both personal consumption and local sale, bushmeat hunting was also undertaken by poorer villagers who had no livestock or money to buy meat, or sought the medicinal properties of bushmeat when their children were sick.

Common motivations for resource use included, local resentment at park officials over a lack of support on crop raiding, inequitable distribution of benefits from revenue-sharing, dissatisfaction with the scope and management of the Multiple Use (regulated resource extraction) Programme, and a lack of employment from the park. To a lesser extent, but also important as a driver of resource use, was the assumption of traditional access rights to the forest.

Overall it was considered that, after 20 years of ICD around Bwindi, those that had benefited most tended to be wealthier communities. By contrast, the poorer communities who lived closest to the park and who had shouldered the highest costs of conservation in terms of human wildlife conflict perceived

that they had benefitted the least. Targeting these poor, frontline communities would likely increase the effectiveness — and equity — of ICD.

The workshop participants concluded the meeting by considering a Theory of Change for improved ICD at Bwindi and highlighting a number of desirable outcomes that they thought would enhance the local acceptability of the programme and thus improve local attitudes to conservation. These were:

- More Revenue Shared More Fairly and Responding to Locally Agreed Priorities.

- More Jobs Filled by Local People.

- Levels of Unresolved Human Wildlife Conflict Reduced.

- Better Access to Sustainable Resource Use Based on Needs.

- Improved Access to Social Services and Infrastructure

The next step for the project team is to explore which of these outcomes — and associated activities and indicators of progress — U-PCLG can realistically work towards achieving, to identify associated capacity needs, and then to agree a final programme of capacity building to be led by ACODE.

1. Introduction

Using Bwindi Impenetrable Forest National Park as a case study, the 3-year project *Research to Policy: Conservation Through Poverty Alleviation* combines a programme of research with capacity development of members of the Uganda Poverty and Conservation Learning Group to improve policy and practice relating to Integrated Conservation and Development (ICD) including:

- research capabilities for evaluating the successes and limitations of ICD activities
- the targeting of ICD interventions for more significant development impacts and more effective conservation
- resource allocation for conservation and development priorities
- national and local policy on the management of Protected Areas and links to poverty and poverty reduction.

The research phase of the project concluded in September 2013 and on 17th to 18th September the Uganda Poverty and Conservation Learning Group (U-PCLG) convened a two-day workshop to present and discuss the implications of the findings from the research and to consider the necessary next steps to improve ICD at Bwindi and in Uganda more widely. The meeting was held at the Metropole Hotel in Kampala and included representatives from the project partners, U-PCLG members, Uganda Wildlife Authority (UWA) and other key policy-makers with an interest in ICD.

Panta Kasoma — Jane Goodall Institute Uganda and convener of U-PCLG — welcomed participants, gave a brief introduction to U-PCLG and its key institutions and members, and set the context for the workshop:

"PCLG helps to build bridges between development and conservation organisations… Conservation is increasingly development orientated… We want to improve the livelihoods of local people, if you don't do this, it makes it difficult to keep natural resources intact".

"[The] ICD approach is a good thing, but we recognise that it does not always work as well as it should… we need to identify how to improve ICD to conserve Protected Areas for the long-term benefit of rural communities."

Dilys Roe — Biodiversity Team Leader for the International Institute of Environment and Development (IIED) — outlined how *Research to Policy: Conservation Through Poverty Alleviation (CTPA)* has been exploring the effectiveness of ICD in conserving Bwindi Impenetrable National Park (BINP) and how to enhance the integration of conservation and development activities and goals. BINP has had extensive investment in ICD since its creation in 1991 and thus the potential to act as a model for rest of Uganda to learn important lessons, as well as other areas of Africa and the rest of the world. There is no single approach to ICD and a key initial objective of the workshop was to clarify who is doing what in ICD at BINP. What has been tried? What has gone well? What has gone less well? And how can ICD be improved?

2. The Current Status of ICD at Bwindi

Evolution of Bwindi's ICD Programme

Robert Bitariho (Director, Institute of Tropical Forest Conservation)

The Batwa were the first users of Bwindi Forest. Their forest activities as hunter-gatherers date back to the 16th Century. The Batwa traded their labour for goods with other tribes and, by the 19th Century, other tribes including the Bakiga and Bafumbira started using Bwindi forest for hunting. During colonial times (1930s) Bwindi forest became used for commercial timber extraction. By 1952 timber extraction and clearing land for agriculture had reduced the forest by approximately 29 per cent. In 1961 a timber extraction regulation was enacted from which local communities were excluded. The 1964 Game Act further excluded local communities from Bwindi forest in the form of restrictions on hunting and the

requirement for individuals to have permits to hunt. Game guards were employed and the collection of non-timber forest products by local communities was prohibited.

A decade after Independence, Uganda fell into political turmoil and forest resources were extensively exploited. Most flora and fauna extinctions that have occurred in Uganda resulted from the instability during this period. As a result of the threats to the conservation status of mountain gorillas and other rare and endemic wildlife, the forest was gazetted as a National Park in August 1991. While protecting the forest and wildlife from resource extraction, national park status once again restricted the use of the forest by local communities. This resulted in local animosity towards conservation authorities to the extent that, between 1991 and 1992, five per cent of the park was damaged by deliberate burning.

In an attempt to reduce conflict between the park and neighbouring communities, an ICD programme was developed. This was initially undertaken in collaboration with the development NGO CARE International and subsequently the Bwindi Mgahinga Conservation Trust (BMCT) initiating a range of community conservation projects. Bwindi's approach to ICD aligned with the international movement that started at the Rio Conference and the Caracas World Parks Congress in 1992, which advocated for closer linkages between efforts to achieve conservation and development. In Bwindi this translated into sustainable forest management, with the involvement of local communities as a key strategy for national park management. Gorilla tourism and revenue-sharing started in 1993 with the objective of directing funds into local community development projects. A Multiple Use Programme (MUP), which sanctioned the collection of certain minor forest resources by local people, formally started in 1994 following a pilot test. In 1996 the revenue-sharing scheme was formalised by the Ugandan parliament.

It is over 20 years since ICD was adopted at Bwindi and there are now a broad range of initiatives that aim to achieve conservation by addressing local development priorities. ICD at Bwindi marked another change in use of the forest by local people, which has undergone three major stages of metamorphosis:

1. Unrestricted access and use by local people.

2. Complete exclusion of local people following gazettement of national park.

3. Controlled/limited access and use by local people through ICD with some voice in conservation policy.

Getting ICD on the map

The ICD approach has expanded considerably from the initial programmes introduced 20 years ago. In order to get a clearer idea of the extent and diversity of activities that different organisations label as ICD, participants were invited to describe the work that they were doing that they considered to be ICD, and to locate this on a map of Bwindi (Photograph 1). The types of interventions were highly variable and are listed in Box 1.

Box 1: ICD Interventions around Bwindi

Conservation Through Public Heath (CTPH) Setting up community based health care and giving support to family planning via Community Health Practitioners who administer health care and advice, and speak to local communities about forest conservation and sustainable agriculture.

Fauna and Flora International (FFI) Implementing various projects to support the indigenous and marginalised Batwa community.

Bwindi Mgahinga Conservation Trust (BMCT) Community development projects for communities surrounding the national park include 'common good' projects such as schools, water tanks and health clinics, and livelihood improvement schemes at the household level.

Uplift the Rural Poor (URP) Community based planning in partnership with IGCP and CARE whereby local communities identify their own priorities and receive support to address them, including securing community priorities into government planning.

International Gorilla Conservation Programme (IGCP) Reducing threats to gorillas through a wide range of community conservation initiatives including local market opportunities from gorilla tourism, human-wildlife conflict resolution, provision of safe water, and human and gorilla healthcare (in collaboration with CTPH).

The session illustrated the variety and extent of ICD projects and the different organisations undertaking them, all with the aim of addressing the challenges facing the conservation of Bwindi. An important query was raised, which is one central to the CTPA project: What evidence is there that local people are better off as a result of these initiatives?
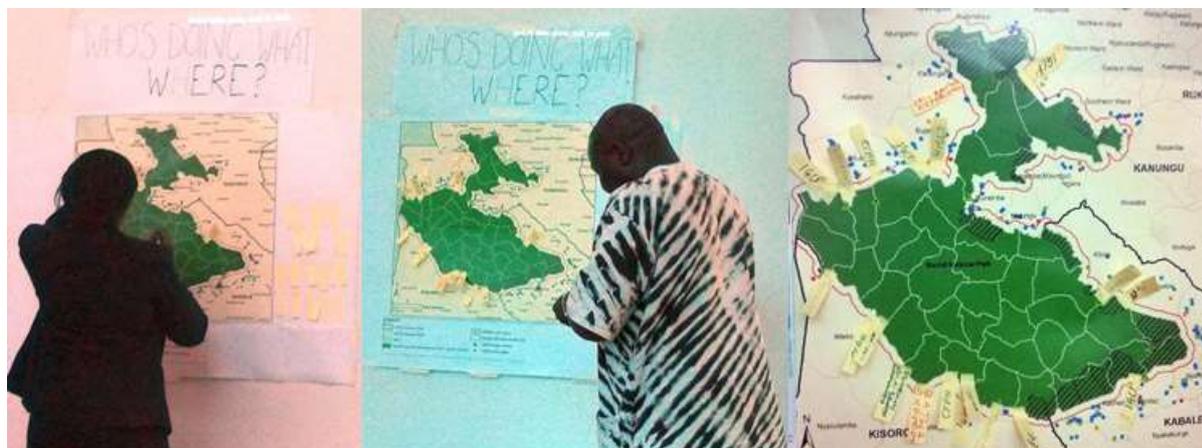
Photograph 1: Workshop participants mapping ICD projects around BINP

Ongoing challenges facing Bwindi Impenetrable National Park

John Justice Tibesigwa (BINP Senior Warden, UWA)

The continued conservation of Bwindi Forest is under threat from the high population densities and levels of poverty amongst the surrounding communities. Specific threats include: poaching — mainly for antelopes (duikers) although gorillas sometime fall victim to snares; harvesting of non-timber forest products; accidental fires often from honey extraction; and water collection because of the lack of safe water in community areas. In addition (and exacerbated by the close proximity of people to wildlife) is the risk of transmission of zoonotic diseases including scabies and tuberculosis, and parasites such as worms.

Just as conservation of the national park is threatened by the socio-economic conditions of the people surrounding it, so the livelihoods of those people are threatened by the wildlife of Bwindi. Human wildlife conflict (HWC), mainly in the form of crop raiding by wild animals, is a major challenge. The 'problem' animals include bush pigs, baboons, elephants and mountain gorillas. Bwindi lacks a buffer zone around its borders (except one small stretch) so crops are farmed up to the national park boundary and are frequently raided. Tackling this is a challenge. Various methods are being implemented to address HWC including growing thorny hedges around farmers' fields, scare shooting and encouraging farmers to grow unpalatable crops such as tea.

But some problems are on a larger scale — for example, insecurity in the neighbouring Democratic Republic of Congo (DRC) no longer allows for coordinated patrols between BINP and Sarambwe Nature Reserve, and the degradation of Sarambwe Nature Reserve is presenting an increasing risk to Bwindi gorillas that cross the Uganda-DRC boundary.

Finally, a lack of coordination between the government and NGO programmes operating in the park has, in some cases, led to a duplication of efforts and wasted resources. Furthermore, there is inadequate information available to government and policy makers, which makes it difficult to make critical decisions for conservation, such as what percentage of Bwindi's gorilla population to habituate for tourism. John Justice concluded by highlighting that putting conservation policy into action is often more challenging than making the policy in the first place.

3. How Effective Has ICD Been?

Key findings from *Research to Policy: Conservation Through Poverty Alleviation*

Julia Baker (Research Advisor to IIED) and Medard Twinamatsiko (ITFC)

A number of studies have documented the successes and limitations of Bwindi's ICD programme. For example, a study in 2010[1] concluded that ICD in Bwindi was key to the improvement of relations between local communities and conservation authorities, and contributed towards local livelihood improvements. However, wealthier community members had benefited more than poorer villagers, and law enforcement was more effective than ICD in reducing unauthorised resource use.

We know that conflict between local communities and conservation authorities has declined, that the high level of unauthorised resource use in the forest has reduced and — significantly — that the mountain gorilla population is increasing. But despite the many and varied ICD initiatives targeting poverty alleviation, there are continuing incursions into the park — particularly for hunting and snaring — and these present an ongoing threat to gorillas. So why is ICD not working more effectively to reduce threats to conservation?

Bwindi's ICD programme was based on the assumption that poverty drives unauthorised resource use. But this assumption has never been tested and research efforts to date have tended to focus on which park resources have been accessed and from where — drawing on law enforcement data collected by park rangers — and less on who accesses these resources and why. Understanding the 'who and why' is therefore critical to improving ICD and is the focus of our CTPA research project.

A further issue to address is the distribution of benefits from ICD programmes. In particular, it is important to clarify whether villagers neighbouring the park who incur the costs of conservation — notably from crop raiding by wild animals — benefit from ICD. From a purely threat-reduction perspective, law enforcement is more effective at addressing threats to conservation. However, law enforcement does nothing to support the livelihoods of people living around the park who are reliant on natural resources to meet their day-to-day needs. If protected areas are to contribute to poverty alleviation, then this must be addressed, and ICD is one way to do so. However, ICD has to be able reach the poorest in order to be effective. For example, when Bwindi was gazetted a national park, many villagers employed as labourers in the mining and timber trades lost their primary source of income. Has ICD supported those individuals, perhaps through alternative livelihoods schemes? Illegal pit sawing still occurs in the park, so what further incentives are needed to prevent people from continuing such activities? These questions also formed the foundation of our research.

CTPA Research Framework and Preliminary Results

The research was based on the following primary hypotheses:

- The poorest community members are those that undertake unauthorised resource use.

- Livelihood security and subsistence needs drive people to collect resources in the park.

- Those engaged with unauthorised resource use do so because they have not benefitted from ICD.

The research found that individuals living around Bwindi accessed the park in order to obtain five key resources, ranked here in order of importance:

1. Bush meat — a cheap and important source of protein and also important for its medicinal properties; a protein source for which there is a local trade and ready market.

2. Medicinal plants — formal health facilities were considered to be too far away, too expensive, too slow, and often less effective than traditional remedies.

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[1] Blomley, T et al (2010) Development or Gorillas? Natural Resources Issue Paper, IIED, London

3. Firewood — households have limited land on which to grow their own trees for firewood so the park is sometimes the only source of fuel for cooking.

4. Honey — important for medicinal use, for food and for trade; forest hives were thought to produce better and nicer honey than those on community land.

5. Reeds and grasses for basketry and weaving — another important product for home use and for income generation.

The different resources are, however, accessed by different people. The poorest households within the three Districts around Bwindi are those who live within 0.5km of park boundary. They have less education, less access to markets, fewer sanitation facilities, are more likely to go hungry, and have a lower sense of personal wellbeing. These households are also far more likely than others to suffer from crop raiding by wildlife.

These poorer households did access the park for firewood but were not the ones who the Uganda Wildlife Authority (UWA) suspected to be bushmeat hunters. The hunters appeared to be relatively wealthier — possibly because they hunted for both personal consumption and local sale. As evident from focus group discussions, bushmeat hunting was also undertaken because people had no livestock or money to buy meat, or because of its medicinal properties when their children were sick.

In addition to specific motivations for certain resources, there were drivers that influenced all forms of resource extraction. These were local resentment at park officials over a lack of support over crop raiding, inequitable distribution of benefits from revenue-sharing, and a lack of employment from the park. To a lesser extent but also important as a driver of resource use was the assumption of traditional access rights to the forest.

One of the main ICD interventions at Bwindi has been a Multiple Use Programme (MUP) whereby limited numbers of individuals are registered to access certain areas of the forest for certain resources: honey, medicinal plants and weaving materials. The research found that individuals who were able to access forest resources through this programme did feel more involved with the design and implementation of ICD and that they have benefitted more from ICD than other villagers. However, these individuals were wealthier than other villagers and did not generally coincide with those living in the poverty zone. Indeed, many individuals interviewed expressed dissatisfaction with the governance of the MUP for a number of reasons:

- There was a perceived lack of transparency about the process for becoming registered, with some indication of corruption and misuse of authority.

- The MUP only includes access to a limited range of resources and not those that are most highly valued and desired by neighbouring communities – specifically bushmeat and firewood.

- Some individuals thought that the level of allowable resource use was too low and not sufficient to be worth the effort of engagement with the programme.

Similar feelings were expressed by local communities about other components of Bwindi's ICD including the scheme to distribute a share of the revenue earned by UWA from sales of mountain gorilla tracking permits. Many interviewees thought the community share (USD$5 for every USD$500 gorilla permit sold) was not sufficient. Furthermore they pointed to corruption at local government levels, where funds are received from UWA but not necessarily passed on in their entirety to local people, and an insufficient involvement of frontline communities in deciding on which community projects should be funded by the revenue. Interviewees also expressed high levels of resentment about a lack of support for preventing or reducing crop raiding by wild animals.

Overall it was considered that, after 20 years of ICD around Bwindi, communities living close (0.5 to 1km) to the park but not closest (<0.5km) perceived that they had benefitted in some form from ICD. The wealthier villagers perceived that they had benefitted the most, felt the most involved with ICD and had a high sense of ownership of ICD projects. By contrast, the poorer communities closest to the park, who had shouldered the highest costs of conservation in terms of human wildlife conflict, perceived that they had benefitted the least. Targeting these poor, frontline communities would likely increase the effectiveness, and equity, of ICD programmes.

Impacts of Bwindi's gazettement on pit sawyers and miners

Stephen Asuma (International Gorilla Conservation Programme)

In parallel to the main CTPA research programme, a subsidiary study was undertaken by Stephen Asuma, focussing specifically on the fate of former pit sawyers and gold miners at Bwindi. While the impact of national park gazettement on those using natural resources to meet their day-to-day livelihood needs has been reasonably well documented, there has been a gap in information and studies about the people who used the park for commercial purposes (specifically timber extraction and gold mining) prior to its gazettement. While timber and gold traders were relatively wealthy and educated, many poor people who had not had the benefit of education were employed in the industries as labourers and were hard hit when the park was gazetted. Previously most gold traders employed about 100 to 150 people at a gold mine, but now about 20 is the usual number. Many of the former labourers were forced to leave the Bwindi area in search of new work.

Analysis of the results of a survey of pit sawyers and miners revealed a general consensus that life was better for *individuals* before park gazettement —86 per cent felt that their income had reduced because of gazettement. However, significantly, there was also a perception that life had actually improved for the *community* more widely, and there were more opportunities in general because of better infrastructure such as schools, roads and hospitals. Individuals who felt their life was better now were those who had the opportunity to reinvest their resources into other enterprises (for example tree nurseries), and were mainly the traders rather than the poorer villagers employed as labourers.

According to Stephen Asuma, the main lesson learned from his study was that for ICD to be effective, benefits need to be felt by key target groups — in this case the villagers from around Bwindi who were employed as labourers in the logging and mining trades before gazettement.

Local involvement in ICD decision-making

Medard Twinamatsiko (ITFC) and Michelle Wieland (independent consultant to IIED)

The previous presentations revealed interesting information about who continues to undertake unauthorised resource use in the park, and some of their motivations for doing so. Understanding the 'who and why' of unauthorised resource use is important to if we are to improve the targeting of ICD programmes. But this knowledge must be combined with an understanding of which local approaches to governance of ICD are most effective.

Good governance includes the effective participation of informed local communities, fair compensation, equitable benefit-sharing, and transparent access to information. However, the project research revealed a great deal of dissatisfaction with these aspects of ICD governance. It found, for example, that no village group had felt able to influence ICD decisions. They did not know how to influence the decision-making process and did not believe that they could change policy decisions. There was no feedback system through which they could voice their opinions. They also did not know who to go to discuss policy, and felt that decisions made at the parish or sub-county level did not reflect the village situation. This was compounded by a lack of ICD monitoring at the village level. Villagers did not feel that they had an equal share of the benefits from ICD activities, and thought that their representatives / leaders should be re-elected every year to avoid corruption.

These findings were supported by a related study conducted by Michelle Wieland and ITFC on behalf of the Bwindi Mgahinga Conservation Trust (BMCT). This work found that BMCT exhibited good governance at the project level, with most local beneficiaries expressing a high level of involvement in the projects and a voice in the decision-making process. However, at the macro-scale, the study revealed that BMCT needed to better reflect local needs and desires through greater involvement of village level actors. Furthermore, the study found that many projects undertaken by BMCT were not within the frontline village 'poverty zone' and therefore not necessarily targeting those that were most affected by conservation.

4. Improving ICD at Bwindi — New Developments

New revenue-sharing guidelines for tourism

Olivia Biira (Community Conservation Warden, UWA)

UWA has recently developed new Revenue-sharing Guidelines for funds derived from national park tourism. The previous guidelines date back to 2002 and major changes in the revised version are: the inclusion of the formula for how tourism money is distributed to local communities, the inclusion of the project management committee, and the decentralization of the process down to the parish level, with a committee to decide how to distribute revenue and where. It is hoped that these new guidelines will make the revenue-sharing process more transparent, more locally accountable and more responsive to local needs.

A new Bwindi Management Plan

Richard Kapere (UWA)

The new ten-year Bwindi Management Plan is currently being finalised. Key provisions of relevance to ICD include:

- Constructing and maintaining barriers to control problem animals.
- Recruiting and training problem-animal guards near problem areas.
- Equipping and facilitating wildlife committees and Human-Gorilla (HUGO) conflict teams.
- Lobbying and facilitating integration of protected area management issues into sub-county and District development plans.
- Implementing the revenue-sharing programme.
- Keeping the Multiple Use Programme.

The management plan guides the actions of UWA at Bwindi and is therefore a key influence on the shape of ICD in the future. The Uganda PCLG will have an opportunity to comment on the plan prior to finalisation.

SMART – A new database for monitoring resource use

Andy Plumptre (Director of WCS Albertine Rift Programme)

As conservation practitioners we are using development projects to build better relationships with local people, improve local livelihoods, improve local attitudes towards protected areas but also reduce illegal activities. Very few projects can demonstrate a reduction in illegal activities because of ICD, yet we need to understand interactions between ICD and illegal resource use.

The Wildlife Conservation Society (WCS) is developing a new software tool called SMART that can be used to reduce illegal activities in protected areas. SMART replaces a ranger-based monitoring system called MIST. MIST has helped protected area managers better plan their patrols, making sure that they target problem areas whilst maintaining an even patrol coverage. However it cannot be used to examine local trends, only the park as a whole. SMART will provide an improvement on MIST in a number of ways including:

- Linking intelligence information to patrolling.
- Facilitating evaluation and planning of patrols.
- Providing more robust analyses of ranger-based monitoring data.

5. Developing a Theory of Change for Improved ICD at Bwindi

Introduction to the Theory of Change approach

Alastair Bradstock (IIED)

Theory of Change (ToC) is an approach that enables people to think about the desired outcomes of projects rather than just generating outputs. ToC builds on a logical framework by asking us to identify what we want to change and how we will accomplish it.

Developing a successful and realistic ToC means engaging multiple stakeholders so that those who need to make changes are engaged in the process. It is therefore essential to understand the political economy of a country or location — to know who are the key people who have the power to enact the desired changes. Within the context of ICD, therefore, we need to know who are the key supporters of ICD, and who presents potential obstacles to successful ICD.

The ToC approach starts with the identification of desired outcomes. These outcomes tell you what success and achievements will look like. Without knowing this, you cannot develop indicators, baselines or targets. It is important to understand that we cannot enforce an outcome, but we can influence the outcome through the activities we adopt and the subsequent outputs that we generate.

An example of a high-level outcome we might want to adopt could be "ICD working effectively at Bwindi". We then would need to define the indicators that would allow us to determine effectiveness. One example might be "the percent of rural children that visit a health centre at least twice a year". Then we would look at what the current situation is for that indicator — what is the current percentage? This will provide a baseline to improve on. What percentage would we like to see in the future — what is our target? Finally what actions will we take to achieve the target?

Potential outcomes for ICD at Bwindi

Dilys Roe (IIED)

Building on this presentation, Dilys Roe highlighted a number of desirable ICD outcomes that seemed to be emerging from the research as things that local people want to see:

- More local jobs and more transparency in the process for filling those jobs.
- More revenue including more transparency and fairness in the revenue-sharing programme.
- Increased attention to finding ways to address crop damage by wildlife.
- Increased involvement in decision making — within individual ICD projects and programmes, and within local and national government decision-making processes.
- Sustainable access to key natural resources.
- Better social services and better infrastructure.

These outcomes are not necessarily the same as those that other stakeholders seek from ICD. For example, UWA and other conservation actors are looking to ICD to deliver the following outcomes:

- Key habitats and species conserved and improved.
- Growth in tourism in order to generate increased revenue for conservation.
- Improved relationships with park neighbours.
- Decreased unauthorised illegal incursions to and resource extractions from the park.

These desired outcomes in turn will be somewhat different to those sought from the national government. Uganda's National Development Plan sets a vision for Uganda to become a middle income country by 2040 — what is the implication of this for conservation and protected areas?

The workshop participants broke into discussion groups to think further about key desirable outcomes for ICD at Bwindi, focussing largely on the perspective of local people. It was expected that these would lead to at least some of the key outcomes desired by UWA in terms of improved park-neighbour relationships, increased support for conservation and decreased illegal activities. The groups highlighted the outcomes and indicators presented in Box 2.

Box 2: Desirable outcomes for ICD at Bwindi

Group 1:

Outcome 1: More revenue-sharing more fairly responding to locally agreed priorities.

Indicators of success: Increased community share of the gorilla permit fees (from the current level of $5/permit).

Outcome 2: Better access to sustainable resources use based on needs.

Indicators of success: Increased number of multiple use programme meetings held at village level (rather than parish level).

Group 2:

Outcome 1: More jobs filled by local people.

Indicators of success: Increased number of jobs in UWA, tourism, and NGOs, filled by local people in the three districts.

Outcome 2: Levels of human wildlife conflict reduced

Indicators of success: Increased budget for UWA's community conservation programme.

Group 3:

Outcome 1: Better social services infrastructure.

Indicators of success: Increased number of frontline households with access to healthcare per year.

Outcome 2: Alternative livelihoods.

Indicators of success: Increased number of households growing park resources on household land (medicinal plants, timber, weaving).

The groups also discussed key targets and activities for achieving change. Key recommendations coming from the groups included:

- U-PCLG to send a letter to the UWA Board referring to the workshop outcomes and recommending an increase in the community share of the gorilla permit fee.

- District officials to send a letter to the UWA Board supporting the letter from U-PCLG and requesting the increase.

- U-PCLG to send a letter to the Conservation Area Manager of BMCA recommending more village-level meetings on MUP.

- UWA to advertise local jobs more widely and using different media.

- Tourism operators to be encouraged to adopt local employment policies.

- U-PCLG members to conduct research on impacts of human-wildlife conflict and the likely costs of addressing the issue through different mechanisms and governance approaches. Follow-up advocacy work to then lobby for increased budget allocated to UWA to cover these costs.

- CTPH/U-PCLG to collect and collate information on all health care services provided around BINP (BMCT, CTPH, District, BCH, MGVP, Government Health Centres and District Health Centres, Bwindi Community Hospital, Batwa Development Programme, FFI) and to identify key gaps in health care provision, liaising with District Health Officers.

- UWA to extend awareness-raising work on communicable diseases.
- ITFC/U-PCLG to conduct feasibility study for production and sale of NTFPs from community land including medicinal plants, firewood, bamboo and timber.

One UWA Board member commented that there was great potential for U-PCLG to really make a difference and to achieve some 'quick wins'. UWA is already discussing community conservation, and increasing revenue-sharing amounts, but it needs to be encouraged and persuaded to get the ball moving and to gain confidence that it is the right decision. U-PCLG support will help the idea gain momentum with other UWA Board members.

UWA concluded by commenting that any actions needed to be firmly incorporated into the new ten-year Bwindi Management Plan and that U-PCLG should provide inputs prior to its finalisation.

6. Next Steps

A full report of all the research results is currently being written — coordinated by Julia Baker — and will be issued in draft by the end of December 2013. This will be supplemented by a series of journal articles focussing on specific components of the research.

An ICD Resource Book intended to improve ICD practice and policy is also in preparation. This will be a short, concise toolkit for use by practitioners that clearly outlines ICD in Uganda, provides a guide to the resources available to implement ICD effectively, and outlines international and national frameworks, policy and laws. It is anticipated that this will be completed during 2014.

A database of the research findings — which includes indicators on drivers of resources use — is being further developed so that it can complement the SMART database and provide a new tool to keep more up-to-date records on authorised resource users of the multiple use zones in Bwindi.

The advocacy capacity development programme led by ACODE will continue in 2014 focusing on the activities identified through the Theory of Change exercise.

The table on pages 14-16 summarises the activities that could potentially be pursued by U-PCLG, either as a group or by individual members, to use the research findings to further improve ICD around Bwindi. The next key step is for U-PCLG members to meet to discuss the activities and to prioritise those they feel are achievable and to identify capacity needs.

Improving ICD at Bwindi — Follow-up activities for U-PCLG prioritisation

Outcome: More Revenue Shared More Fairly and Responding to Locally Agreed Priorities

Indicator	Baseline	12 Month Target	Long Term Target	Responsible
Increased community share of the gorilla permit fees	$5 per permit	$10 per permit by end 2014	Fair percentage to be agreed	U-PCLG to write letter to UWA Board submitted by Panta Kasoma
Community share of park entrance fees increases	20% of park entry fees	Start discussions about changing the relevant legislation by end 2014	Fair percentage to be agreed	ACODE?
Increased, more inclusive (involving Batwa) household-level participation in identification of priority projects to be funded by revenue share	Current priority projects are not based on extensive consultation with communities at the village level	Clarify the meeting/consultation process and constraints to village level participation and suggest recommendations for improvement	Agreed targets for participation met at 50% at least of meetings	BY who? URP?
Increased local procurement [of what?] by tourism operators	[Limited/ no local procurement?]	Tourism operators show willingness to discuss local procurement policy Analysis undertaken of what goods and skills that tour operators might want to purchase are actually available locally and what capacity development is needed to fill gaps	% of tourism supplies [food? Building materials? etc] locally sourced	IGCP?

Outcome: More Jobs Filled by Local People

Indicator	Baseline	12 Month Target	Long Term Target	Responsible
Increase in number of jobs (UWA, tourism lodges, NGOs) filled by the local people in the three districts	1. Tourism: 500 out of 600 jobs are held by local people (83%) 2. UWA: 180 out of 208 jobs (87%) 3. ITFC: 50 out of 60 staff are local 4. NGOS: on average 2 out of 10 are local people	Increased awareness about UWA local employment policy Establishment of at least one pilot training centre to build capacity to fill jobs	5% increase in local employment in tourism jobs 2% increase in local employment in UWA jobs 2% increase in local employment in ITFC 20% increase in local employment in other NGO jobs	UWA (for advertising etc) Who can help on text alerts, local radio etc? BMCT to lead on capacity development (Training centres)?
Fairer distribution of jobs to include more marginalised/poor communities/better gender balance	Unknown	Job opportunities advertised locally by text alerts and radio	Affirmative employment policy adopted by main employers	[who?]

Outcome: Levels of Unresolved Human Wildlife Conflict Reduced

Indicator	Baseline	12 Month Target	Long Term Target	Responsible
Recognised procedure for dealing with HWC established [including roles of UWA, local government and self-help]	No agreed procedure – compensation considered not sustainable	Review existing research by ITFC, PCLG and others as to what works and what does not by end of 2013. Produce recommendations for policy and practice change	Discussions with UWA and local government to sign off recommendations	[who – employ masters student to identify work to date and next steps, A Kirkby?] ACODE to take forward policy discussions with UWA, perhaps using Bwindi as a pilot site for policy "testing"?
Increased proportion of community revenue share allocated to human wildlife conflict projects	Not clear how much is currently allocated	Clarify current allocations and how employed (is there a system?) UWA Revenue-sharing Guidelines suggest 15%	Revenue-sharing funded scheme becomes formalized rather than ad hoc	ITFC? Link to Masters student research and drawing on experience from other countries?
Increase budget for UWA to address community conservation including HWC	Unclear how much of the 50 million shilling community conservation budget at Bwindi goes to HWC	Complete some research to determine how much is allocated to HWC and how much is needed	Increase budget by amount to be determined by research	Who? Link to above research
Increased local government capacity to address vermin control?	Unclear	Clarify existing system, capacity and constraints and generate recommendations	Agree and implement recommendations in coordination with UWA and local initiatives above	Link to above research

Outcome: Better Access to Sustainable Resource Use Based on Needs

Indicator	Baseline	12 Month Target	Long Term Target	Responsible
More regular review of Multiple Use Programme (users of)	Every two years	Once a year	Better targeting and more equitable access	UWA
Increased number of multiple use programme meetings held at village level (rather than parish level)	Not sure but think quite low	One meeting per village per quarter	Better targeting and more equitable access	U-PCLG to send letter to Conservation Area Manager of BMCA
Increased percentage of frontline households cultivating NTFPs on own land	Not clear but 0.5% of authorized resource users	Clarification of bottlenecks to growing NTFPs (medicinal plants, trees etc) on own land for subsistence and sale	Agreed % of households growing	[Who? - ITFC with a masters student?]

Outcome: Improved Access to Social Services and Infrastructure

Indicator	Baseline	12 Month Target	Long Term Target	Responsible
Increased % of people with access to health services (workers and/or clinics) at least once year	Baseline to be clarified	Realistic target to be discussed with CTPH	Agreed % of households with access (agree with CTPH)	CTPH
Improved implementation of existing tourism development plans	Baseline to be clarified	Review existing plan and extent to which supports ICD	Revision, implementation and adherence to tourism development plan and	Who? Masters project?

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Research to Policy: Conservation Through Poverty Alleviation (2012-2015) is a 3-year research and advocacy project that aims to improve policy and practice in Integrated Conservation and Development (ICD) using Bwindi Impenetrable Forest National Park, Uganda, as a case study. The research phase of the project concluded in September 2013 with a 2-day workshop in Kampala. This report of the proceedings includes an overview of ICD activities around Bwindi, summary findings about the impact of ICD interventions on local communities, and plans to instigate changes that will make ICD interventions more effective in the future.

Event Materials

Biodiversity, Poverty

Keywords:
Integrated Conservation and Development, Poverty and Conservation Learning Group (PCLG), Ape Conservation

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