12 – 14 July 2012

Research to Policy – Building Capacity for Conservation through Poverty Alleviation in Uganda- Inception workshop report

Uganda Poverty and Conservation Learning Group

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More information about the Poverty and Conservation Learning Group (PCLG)Network can be found at: http://povertyandconservation.info

Executive Summary

A workshop was held from the 12th to the 14th July 2012 to introduce the project *"Research to Policy: Building Capacity through Poverty Alleviation"* and gain input to the project design from a wide range of participants including representatives of government departments (such as the Ministry of Tourism, Wildlife and Heritage, Uganda Wildlife Authority (UWA) and the National Environment Management Authority (NEMA), civil society organisations involved in research and advocacy, conservation NGOs and the private sector.

The workshop was intended to design a research, capacity building and advocacy agenda for improving the effectiveness of integrated conservation and development policy in Uganda, identify existing information sources and prevailing research and knowledge gaps. The workshop was comprised of two parts: part one (on the first day) focused on the project launch and provided an introduction to the project, the project team, objectives, overall plans and anticipated outputs. Part two (on the second and third days) focused on research and capacity building plans for the project.

The 3 year project, running till March 2015, is the first major initiative of the Ugandan Poverty and Conservation Learning Group (U-PCLG). It aims to build up the ability of the U-PCLG to influence policy, and is an innovative approach as it wants to combine research and build capacity in Ugandan conservation groups to influence government policy.

The workshop helped to get feedback from government and from civil society about the best way to carry this work out. It established the current policy priorities in government so the information it generates is useful to the government's needs, and identified some basic ideas for the advocacy campaign as well as key research gaps.

The research aims to help inform the management planning of Bwindi, and generate new information on conservation poverty linkages in order to better target the Integrated Conservation Development initiative. The research findings will be used to produce, through a collective effort, ICD recommendations. Its undertaking is an opportunity for shared learning of researchers and policy advocacy groups.

Next Steps

1. **Research planning.** ITFC will identify the research gaps that currently exist by carrying out a literature review and design the methodology. ITFC will also engage with local stakeholders to ensure they understand the aims of the project and that they are able to participate from its outset. A draft methodology will be drawn up and shared with scientific advisors at Imperial College, London.
2. **Advocacy information needs**. During the design of the research, ACODE, JGI and other members of the U-PCLG will specify their information needs for their advocacy work.
3. **Piloting of research approach**. The research component will start with a pilot phase to test the data collection methodology and assess it in terms of data quality and its usefulness for advocacy.

All of the presentations made at the workshop are available at http://povertyandconservation.info/en/pages/pclg-uganda-project-launched-inception-workshop-12-14-july-2012

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Introduction

As the convenor of the Ugandan Poverty and Conservation Learning Group (U-PCLG), **Panta Kasoma**, director of the Jane Goodall Institute, Uganda welcomed the participants to the workshop and declared the workshop and project officially open. He recapped on the purpose of the workshop, which was to introduce the project *'Research to Policy: Building Capacity through Poverty Alleviation'* and gain input from the invited participants.

Andrew Gordon-Maclean, IIED researcher, then introduced the project which is funded by the UK Darwin Initiative with co-funding from UK Aid under an Accountable Grant between the UK Department for International Development and IIED. The Darwin initiative was announced by the UK Government at the 1992 Rio Earth Summit. It provides funding for biodiversity projects in developing countries in order to assist them to meet their objectives under one or more of the three major biodiversity conventions: the Convention on Biological Diversity (CBD); the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES); the Convention on the Conservation of Migratory Species of Wild Animals (CMS). He then moved on to what the project is intended to do, which will be implemented in Uganda by the U-PCLG and how that came about.

Project rationale and objectives

This is a 3- year project that intends to build knowledge and capacity of the Uganda Poverty and Conservation Learning Group (U-PCLG) to effectively influence biodiversity conservation policy, decision–makers and practitioners at national and local levels. It will combine research and advocacy in order to do this. Bwindi Impenetrable Forest National Park (BINP) is the case study for this research project.

Bwindi is an important area for conservation and a number of interventions have been carried out to improve the livelihoods of the communities around the national park. Activities such as tourism bring in significant amounts of revenue and also provide employment opportunities. Integrated Conservation and Development (ICD) was adopted at Bwindi Impenetrable National Park in order to achieve conservation by addressing local development priorities. Based on a review by Blomley et al. (2010), ICD was discovered to be important for improving park-community relations but had several flaws such as benefiting wealthier community members rather than the poorer households assumed to be undertaking illegal activities and therefore had little impact on reducing threats posed by illegal activities. ICD therefore was not as effective as originally thought in linking conservation and poverty alleviation.
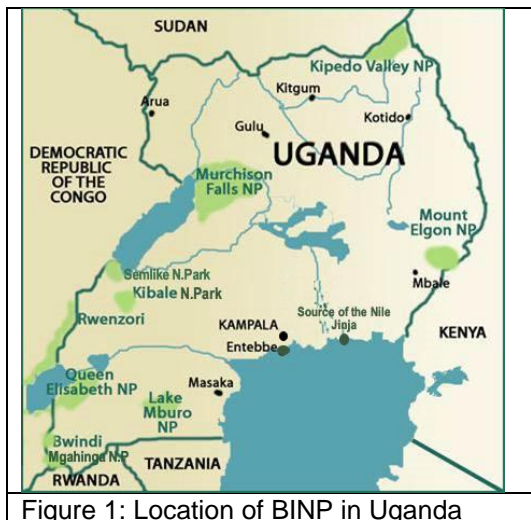
Figure 1: Location of BINP in Uganda

Bwindi is located in a densely populated area and as a result, there is a need to balance the needs of the people and those of conservation. It has been noticed that even with the interventions, illegal activities still occur in Bwindi. This project aims to improve the effectiveness of ICD interventions by better understanding; *who* continues with unauthorised use of natural resources and *why* they are doing this, despite ICD.

This will be carried out using historical records and field surveys of natural resource use and contextual spatial data on socio-economics and ecological conditions inside and outside Bwindi. It will be important to assess and question validity of ICD assumptions. The information gathered from the research will be used to influence national and local government policy about the role of protected area management in poverty alleviation around one of Uganda's most important forest parks for biodiversity conservation and tourist income and identify poverty alleviation schemes most appropriate for reducing threats to gorillas and other species.

The project's integrated approach of research (year one), capacity building and policy advocacy (years two and three), intends to improve policy and practice in a number of areas:

- Improved research capabilities for evaluating success and limitations of ICD activities in conservation and poverty alleviation
- Improved targeting of ICD interventions for more significant development impacts, poverty alleviation and more effective conservation
- Improved resource allocation for conservation and development priorities
- Improved national and local policy on protected area management

Andrew Gordon Maclean moved on to introduce IIED as one of the project partners:

 IIED is a sustainable development policy research institute based in London and carries out research, advice and advocacy work with partners on five continents. The institute's work builds bridges between policy and practice, rich and poor communities, the government and private sector, and across diverse interest groups.

IIED's role in this project is to**:** coordinate and oversee delivery of the project outputs to time and budget**,** technical support and guidance to host institutions for research, capacity building and policy

advocacy, **c**oordinate activities of UK and host institutions throughout the project, and design the monitoring and evaluation system. IIED will need to balance needs and expertise of different partners (e.g. research vs. advocacy) as well as local, national and international priorities.

Douglas Sheil, Director of the Institute for Tropical Forest Conservation (ITFC) went on to introduce ITFC, describing it as a research institution located in Bwindi Impenetrable National Park, with 20 years of experience in research and monitoring for tropical forest conservation and with increasing interest in socio-economic studies. The institute is affiliated to Mbarara University of Science and Technology (MUST) which specialises in human medicine, development studies and science education.

ITFC undertakes a range of biological and socio-economic research aimed at addressing key conservation challenges in the region. Building capacity in Uganda is fundamental to all aspects of ITFC's work. This included a recent review of ICD activities at Bwindi, the findings of which have informed this project proposal. ITFCs role in the project will be to lead the research component.

Panta Kasoma, director of the Jane Goodall Institute, Uganda (JGI-Uganda), introduced the Jane Goodall Institute, a conservation organisation that celebrated its 20th anniversary in Uganda in 2011. JGI-Uganda focusses its work on five major forest blocks in Uganda which collectively are home to 75 per cent of Uganda's chimp population.

JGI's work has been focused on the following areas:

1. The integration of community-centred conservation planning and socio-economic development in selected great apes landscapes.
2. Advancing global understanding of great apes through research.
3. Enhancing the capacity of sanctuaries to achieve excellence in care for orphaned great apes, while contributing to conservation education and law enforcement initiatives for great apes.
4. Increased public awareness and education regarding the plight of great apes and their habitats.

JGI's role in the project is linked to its capacity as convenor of the Uganda chapter of the *Poverty and Conservation Learning Group (PCLG).* The PCLG is an international network of conservation, development and indigenous/local community rights organisations concerned with the links between conservation and poverty. It was established by IIED in 2004 with the latest phase (from 2008) funded by *the Arcus Foundation,* leading to its focus on great apes. The PCLG network collects and disseminates information on conservation-poverty linkages, and undertakes or supports research on specific themes, and organises targeted learning events. In November 2010, a PCLG workshop was held in Uganda, bringing together conservation organisations from different African ape range states to share experience on what works (and what doesn't) in linking conservation and poverty alleviation. One of the resolutions of that workshop was to establish a Ugandan chapter of the PCLG.

Godber Tumushabe introduced the final project partner, Advocates Coalition for Development and Environment, an independent public policy research and advocacy think tank based in Kampala. ACODE was established in 1999 and is now one of the most dynamic and robust leaders in cutting-edge public policy research and analysis in a range of areas including governance, trade, environment, and science and technology. Through evidence-based policy research and analysis,

ACODE creates knowledge to support pro-people national and regional development policies and expand the range of policy options available to confront challenging and controversial public policy problems. ACODE is a non-partisan and independent organisation that through advocacy and capacity building empowers people to shape public policies so that they are just and equitable to support sustainable development. It further motivates people to demand for responsible government, accountability in leadership, justice and better governance.

Following the introductions of the project partner organisations it was suggested that the Uganda Wildlife Authority should be involved as a key strategic partner for the project to achieve its aims. UWA's active participation in the project was seen by many of the participants as being highly important, as research findings to be tailored to inform park management. UWA also has a research department that could be involved. ITFC representatives emphasised the fact that they already work closely with UWA and attend park planning meetings.

Setting the scene: the policy context for linking conservation and poverty alleviation

Following the introductory presentations a number of speakers described the international and national policy context for the project.

Dilys Roe, Biodiversity Team Leader at IIED described the international policy rhetoric on poverty and conservation and described the linkages between these two sectors. The Millennium Development Goals provide the international policy framework for poverty alleviation. Within this framework Goal no 7 – to ensure environmental sustainability includes amongst its targets reducing the rate of biodiversity loss. Similarly, the Convention on Biological Diversity (CBD) provides the global framework for biodiversity conservation. The Preamble to the CBD notes that 'economic and social development and poverty eradication are the first and overriding priorities of developing countries' while the two strategic plans it has produced – in 2002 and 2010 – focus on tackling biodiversity loss *as a contribution to poverty alleviation.*

It is not just conservation and development policy that have clear linkages – international law on human rights also highlights the connections. Thus, for example, ILO Convention No. 169 recognises the rights of indigenous peoples to traditional lands and resources. Conservation, poverty and human rights are interlinked and should therefore be treated together in as far as conservation and environment policy in Uganda is concerned.

Medard Twinamastiko (ITFC) picked up on the theme of human rights, noting the need for protected areas such as Bwindi National Park to take compensation rights as well as resource rights into account. Recognising the link between human rights and conservation will help reduce tensions, raise awareness of conservation benefits and reduce illegal activities.

Godber Tumushabe moved the discussion from the international level to the specific Uganda context. The need to deal with poverty and conservation in Uganda's local context as derived from international instruments was emphasized. Bwindi generates money through tourism, which leads to economic growth at the national level. However, the community does not receive sufficient benefits. Uganda has well-articulated policies covering poverty and environmental issues. However, little progress has been made in implementing these policies and turning them into good practice.

For example the Uganda National Development Plan of 2010/11-2014/15 has impressive aims and objectives to conserve the environment and natural resources in general, but at the same time the government has tried to degazette protected areas such as the Pian Upe Wildlife Reserve in Karamoja. People most affected by environmental degradation are the poor people who depend directly on these resources for their subsistence needs. The challenge now is to ensure that policy is turned into practice by advocating for more funds to be allocated to the environment and natural resource sectors.

On-going policy reform initiatives in Uganda - NBSAP revision and Bwindi management plan

Presentations were made by government officials about national and local policy activities, which are relevant to the project.

Francis Ogwal (NEMA) presented Uganda's National Biodiversity Strategy and Action Plan (NBSAP). Uganda is currently in the process of reviewing its NBSAP, the review process will continue until the end of 2014. The NBSAP is expected to be jointly developed and owned by stakeholders in Uganda. There is a need to think about realistic targets. Further, as part of the NBSAPs project, NEMA is planning to develop guidelines for mainstreaming biodiversity into the agricultural sector. It was noted that due to the fact that they are revising the NBSAPs it would be worthwhile to involve NEMA in the project.

In the subsequent discussion, participants were interested to see whether the next stage of the NBSAPs would consider environmental restoration. This is a major issue in Uganda given the level of degradation of some ecosystems such as wetlands and forests. The NBSAP is considering restoration in order to address negative impacts. One participant commented that restoration is of particular relevance to current oil and gas exploration in Uganda.

The reality of "Unwritten policies" was one area of interest in the subsequent discussion. Whatever policies the government has written down, it is the everyday reality that really is the challenge – policies must not only be drafted, and approved but also effectively implemented.

Population growth was brought up as another important issue for this project since it is a major issue affecting protected area and human wildlife conflict. Development partners need to understand the benefits of conservation rather than see it as the enemy. PCLG Uganda will need to discuss issues relating to population around protected areas (PAs).

Richard Kapere (UWA) made a presentation about the on-going management planning review for Bwindi Impenetrable National Park to emphasise some of the key Issues for the Darwin Project. UWA operates on a 5-year strategic plan at the national level, the current one expires in 2012 and the process for the next plan has started. The strategic plan is implemented through at the protected area level through General Management Plans, which change over a 10 year cycle. These are implemented through annual operational plans and can be revised after 5 years. Bwindi's General Management Plan and UWA's national strategic plan will both be renewed in 2013.

The Planning team is inter-disciplinary and multi-stakeholder – the three districts, BNP field staff, ITFC and IGCP. The major proposals emerging include: allowing increased access 1Km from the park boundary to resources users (except in main gorilla tourism areas), revising the management aims to

reflect its exceptional biodiversity and its water catchment function, which is of benefit to the local, national and global community. The planning team is now at the stage of national and regional consultations.

UWA proposed a variety of priority areas for the project to consider the most relevant being an evaluation of the effectiveness of resource sharing programs and social economic surveys/studies in relation to the park.

Olivia Biira (UWA) made a presentation that gave an overview of management in Bwindi Impenetrable National Park. There are 27 parishes bordering the park and the management programme involves a great deal of interaction with the residents of these parishes including tourism development and community conservation. Integrated resource access (which consists of 9 MoUs with communities) generates 2 million Ugandan shillings in crafts incomes and nearly 9 million from beekeeping (there are about 560 beneficiaries of this scheme). There is also a revenue sharing scheme through which communities receive 20% of the tourist entrance fee and $5 from each gorilla permit. However while these figures may seem impressive, the latest estimate of population density is over 600 per sq/km which means the amount per capita is very limited.

Some of the management challenges noted included: establishing the link between revenue sharing and changing community attitudes; promoting a greater understanding of the potential for disease transmission between humans and mountain gorillas**;** the fact that Bwindi has a **"**hard edge"**,** and no buffer between community crops and the park boundary; the difficulties faced by local people due to crop raiding by wild animals such as habituated gorilla groups**;** local political influence in the management of revenue sharing and gorilla tourism; the long term resource squeeze put on the area by an increasing human population and limited park infrastructure.

Following this presentation, some of the discussions highlighted how national parks are run in Uganda. Some participants felt that there is a need to dispel the myth that gorillas and national parks belong to UWA when in fact they belong to the people of Uganda. Natural resource managers should be aware that they are managing parks on the behalf of people.

There is also an issue of the level of funding available to local authorities for conservation and natural resource management. 70% of the national budget is centralized, of the remaining 30% only half goes to local government who are involved in managing natural resources. This restricts what local government is able to do. Others argued that the problem is not policy but more of the existing political economy. If government puts money into greater decentralisation, this may mean that there are more district chairmen and councillors, rather than conservation managers.

The issue of taking account of the poorest members of society and importance of effective revenue sharing was raised – specifically for the Batwa. UWA noted that there are new revenue sharing guidelines in place that will focus on frontline villages i.e. those that are closest to, and most directly affected by, the protected area. Under the revenue sharing guidelines, 15% should go to the most marginalized. UWA have recently been reviewing revenue sharing guidelines focusing on frontline villages.

Arthur Mugisha, Director of Fauna and Flora International (FFI), Uganda gave a highly informative presentation on the importance of community consultation to identify and address park-people

conflict issues. This was of great use and interest to the project partners. FFI conducted a consultation process with local people around Bwindi to identify those main sources of conflict and the potential solutions. Some issues and potential solutions raised in the study are shown below.

Issue	Solutions/ suggestions
Crop Raiding/ Problem Animal	• Plant bwara or Mauritius thorn (*Ceasalpanea decapitate*) can be used as a barrier against problem animals, this could be carried out in protected areas to stop animals from getting out. The park should take responsibility to ensure proper planting and maintenance. • Streamline and extend the Human Gorilla (HUGO) Conflict Resolution Programme throughout all neighbouring parishes.
Lack of appreciation for tourism values of protected area	• Support local people to visit gorillas during low tourist season.
Lack of access to firewood	• Communities should be supported to have their own firewood sources. Collecting firewood in protected area to be discouraged.
Lack of access to other forest resources	• Extend multi-use programs to all parishes. • Craft materials - renew and publicize existing Multiple Use Agreements, among communities. • Bee-keeping – Review overlap of multiple use and tourism zones. • Communities be responsible to monitor snares
Lack of employment for youth	• Carry out affirmative action, and give jobs to qualified community members. • Include other stakeholders to increase revenues to benefit local communities and create more job opportunities

What does it take to influence policy to achieve poverty alleviation and conservation?

Following the presentations highlighting two major opportunities for policy reform**, Godber Tumushabe** presented some experience from the Uganda Forest Governance Learning Group on lessons learned about policy influence. He highlighted the need for research, outreach and advocacy. Outreach means proactively engaging in the policy process and may involve talking to a policy working group or a member of parliament (MP). This is essentially communicating research findings. Advocacy takes this communication a step further and involves promoting informed opinions. Policy influence is a political process and thus requires the engagement of Ugandan citizens (and voters) to trigger demand for change. Other critical players include CSOs, media, and political parties. These can act as pressure points for the political and administrative government organs to respond. Influencing policy means influencing the narratives through the use of policy documents and

instruments (strategies, plans, constitution etc.), statements and speeches of policy makers and political leaders as well as legal documents.

Godber Tumushabe then moved on to reflect on the successful campaign to halt the degazettement of the Mabira central Forest reserve and its proposed conversion to a sugar cane plantation. Useful tactics included:

- Broadening the stakeholder constituency beyond the traditional environmental groups to stakeholders such as traditional leaders, herbalists, religious leaders; sympathetic private companies, students and student organizations; and Members of Parliament.
- Sending out appeals and messages through press releases and sms messages.

He noted that long-term investment in environmental civic education increases the demand for accountability, as well as a strategic partnership with members of Parliament which has increased the legislators' responsiveness to environmental issues. Targeted training is needed for judges and judicial officers on environmental issues and the importance of sustainability. The key strategy is building local popular support to strengthen the demand for change. It is also necessary to work with politicians and administrators so that the government improves both its political and administrative performance accountability.

The participants emphasized the importance of information and evidence in research. The Mabira campaign's success was partly attributed to research carried out on the importance of preserving Mabira central forest reserve. People should be encouraged to visit national parks as it makes them more knowledgeable about their benefits and motivated to conserve them. A forum to discuss issues was also noted as important; Nature Uganda has monthly discussions to allow people to present their views, which may be of potential use for the project.

Steve Nsita (member of the Uganda Forest Governance Group and ex National Forest Authority official – led a discussion to draw out key messages from the first day of the workshop**.** Some of these issues included:

There is a need to advocate for a more substantial budget allocation for the environment and natural resource sector. This has not yet been achieved despite numerous pleas to government. Also, the need to increase funds in this sector especially at district level was observed because it is the districts that manage most of the natural resources in Uganda. The public should be aware of their rights as the electorate; and be better informed about budget allocations.

Researchers in the environment and natural resource sector should work more with government agencies*.* There should be capacity building measures for the media on conservation in order to have better informed journalism on environmental issues, in particular, those that affect Uganda's economy. People rely on the media for information therefore it has to be genuine and reliable information.

Some participants noted that local communities living around Bwindi Impenetrable National Park (the ultimate target beneficiaries of the project) should be involved in this research. Many communities feel that wildlife laws do not favour them.

Project planning

How will this project carry out its advocacy work?

Godber Tumushabe (ACODE) presented the capacity building plans for the project's outreach and capacity building activities. At least four training workshops are to be organised. These will focus on Uganda PCLG members, and how U-PCLG can become an effective advocacy network. A number of lessons learned and models from other advocacy campaigns will be drawn on in order to give U-PCLG ideas of how they can carry out the project's advocacy campaign.

A sensitisation workshop will be held with local policy members on conservation and development i.e. district leaders to discuss conservation and development issues, and how conservation can alleviate poverty. A practical training workshop will be organised for Ugandan media, training them on conservation issues. Strategic advocacy and outreach meetings will also be held.

A number of issues came up in the discussion that followed the presentation, some comments about advocacy in general included that more work needs to be carried out on the valuation of conservation and protected areas, the results of which could be used to convince the political leadership that it is worth keeping conservation areas and not sacrificing them for other uses. In addition, the youth should be engaged in wildlife conservation by strengthening wildlife clubs in Uganda, and that the demise of these has been a major loss for Ugandan conservation.

Several comments focused on how to link research and advocacy. Although it might promote a better understanding of ICD in Bwindi, not all of the information produced by the research will be of use for advocacy. In addition, for the project to have a good chance of successfully influencing national policy as well as management around Bwindi, local government, UWA, and resource users need to be involved in the research from the outset so they feel ownership over the results.

In terms of the eventual communication strategy for the advocacy campaign, a variety of communication channels were suggested for different target groups. To appeal to local groups (who are often ignored) the participants suggested a variety of different media such as cartoon books, radio, posters and video. Conservation groups will also need to be taught how to write press releases, articles, and do media tours. Many people liked the suggestion of trying to get a high profile politician to appear in the video and it was mentioned that a conservation group in South Sudan had got the president to appear in a video about conservation.

The advocacy campaign will need to think about how it can target local policy makers who pass by-laws rather than always focusing on the national level. Wildlife Conservation Society (WCS) felt that their work with local policy makers in the north of the country might be a useful resource for the project. It will also be important to find ways to engage with the local judiciary to raise their awareness about the importance of conservation and the seriousness of wildlife crime.

Great care will need to be taken about the name of the publication which will suggest how to increase ICD effectiveness. Many participants thought it should be called a resource book or a book about best practice in ICD, rather than guidelines, as guidelines implies the book is government driven (when it wouldn't be). The launch of this resource book should be carried out in Kampala at UWA and also at Bwindi. Further public talks about the results could be carried out through organisations such as Nature Uganda.

There is currently work being carried out with UWA to develop a manual on wildlife and the law in order to educate the judiciary about the importance of wildlife and the seriousness of wildlife crimes, the judiciary needs to be informed about environmental issues.

Uganda Wildlife policy revision process is on-going and this project could potentially feed into the final stages – although it will go to cabinet before the end of 2012. After this they will be revising the Wildlife Act. The initial process to identify gaps has started. In particular the government will be developing guidelines on revenue-sharing. They want to turn these into legally binding regulations.

How will this project carry out its research work?

Julia Baker made a presentation to introduce more details of the ideas behind the research component of the project.

Research findings are often "decoupled" from the policy-making processes, research not leading to policy. This project could change that, and make a direct link between research and advocacy work which could inform policy and management planning around Bwindi. This research aims to generate new information on conservation poverty linkages in order to better target ICD and be used to produce ICD recommendations. Its undertaking is an opportunity for shared learning of researchers and policy advocacy groups.

Integrated Conservation and Development (ICD) is a tool for protected area managers to deliver conservation objectives through poverty alleviation. Many studies have raised questions about ICD's effectiveness in reducing conservation threats and improving livelihoods, and the need for ICD to be better targeted by identifying links between conservation and poverty alleviation.

A variety of ICD activities have been carried out around Bwindi, making it an interesting example and an important contribution to the international community in helping to understand the role of protected areas in poverty alleviation. A recent review of ICD effectiveness at Bwindi (Blomley et al, 2010) found that it was important for improving park-community relations (Report available at http://pubs.iied.org/14592IIED.html). However it tended to benefit wealthier community members rather than poorer households assumed to be undertaking illegal activities. It also found that it had had little impact on reducing threats posed by illegal activities (unauthorized resource use). As a result it had had limited effectiveness in linking conservation and poverty alleviation. The report consequently recommended better targeting of ICD interventions and benefits.

The more that we understand about natural resource users and links between resource use and poverty, then the better our ICD decision-making on how best to reduce conservation threats and alleviate poverty. Bwindi has a variety of resource users such as pit-sawyers, miners, traders (dealing in cattle, coffee etc.), subsistence farming, bushmeat hunters, beekeepers, medicinal herbalists, and basket makers. In order to better understand ICD, this project aims to better understand who Bwindi's resource users are. Therefore profile data about resource user groups that this project aims to collect includes information about their socio-economic status, their income sources, how close they live to the Park and how affected they are by crop-raiding. In addition, the project aims to ask what their motivations are for carrying out specific activities which may include penalties incurred from previous unauthorised use, whether they have received ICD benefits and, if so whether these benefits affect their attitudes towards the Park.

Robert Bitariho (ITFC) made a presentation about Bwindi's multiple use programme (MUP) and resource user group formation, cohesion and governance. He noted how the establishment of protected areas worldwide had had an impact – in many cases negative – on the livelihoods of local people who were dependent on the availability of natural resources such as firewood, building poles, timber, bush meat, medicinal and basketry plants). Conflicts between the protected area managers and local people are widely documented including forest fires (e.g. 5% of Bwindi Impenetrable National Park was burnt in 1991) and harassment of park staff by the local people.

Since the mid-1980s there has been an increasing movement towards more collaborative natural resource management and local involvement in protected area management. Collaborative Forest Management (CFM) in Uganda National Parks was first piloted in Bwindi National Park in 1994 in the form of a multiple use programme
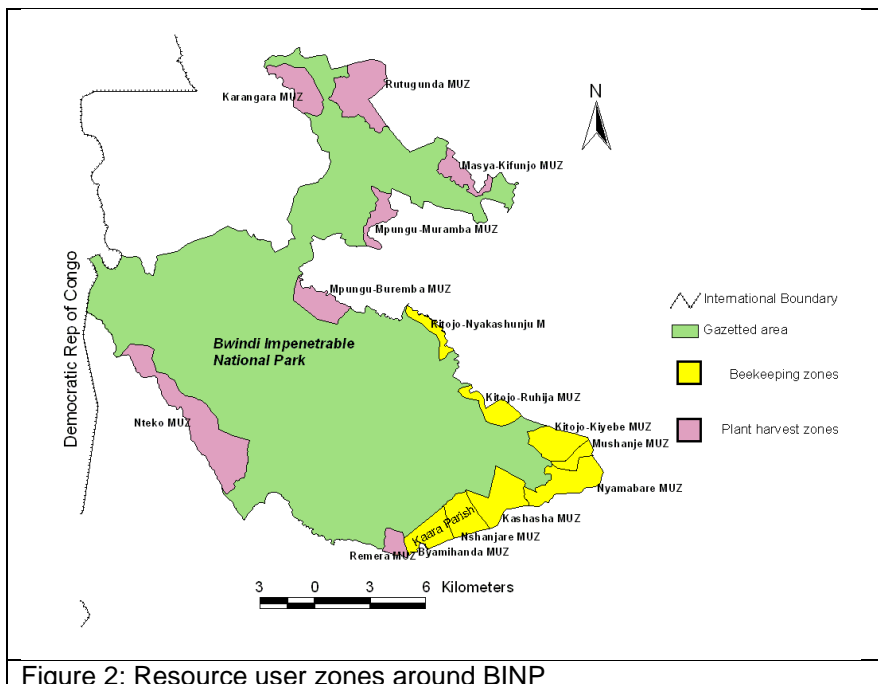
Figure 2: Resource user zones around BINP

Under the MUP, groups of individuals are able to request access to forest resources and establish a Resource User Group. Before this is agreed participatory rural appraisals and forest inventories are conducted to assess the abundance and distribution of the resources and define the sustainable level for harvesting.

There are now Resource User Groups associated with many of the national parks and reserves in Uganda. Some are parish based (e.g. Bwindi, Elgon) while others are village based (e.g. Kibale, Mabira). Village based RUGs tend to be more organized and cohesive since they generally hold monthly meetings compared to the annual meetings of the parish-based RUGs. Bwindi RUGs have a high level of heterogeneity, and are a mixture of Batwa, Bakiga and Bafumbira ethnic groups.

Limited number of harvestable resources: only 7 out of the 26 natural resources identified as important to local people are permitted for off-take by Bwindi park management. Unlike some other parks, Bwindi does not permit extraction of fish, vegetables, wild meat, poles, firewood, hoe

handles, thatching grass and fruits. Concluding, Robert said that Bwindi's multiple use programme cannot be described as a true collaborative forest management arrangement.

Medard Twinamatsiko (ITFC) provided an overview of what is already known about resource use in Bwindi, drawing on the published literature. Resource use zones have been established around the perimeter of Bwindi Forest, within which limited groups of resource users are authorised by UWA to collect specific natural resources, e.g. honey. Different cases from literature show that unauthorised resource use still takes place in Bwindi for a number of reasons including:

- resource access for livelihood needs(extractive resources and non-extractive resources) such as: medicinal plant access, hunting, honey, firewood, spiritual access;
- Commercial *factors* such as an escalating timber trade, fuel-wood extraction and agricultural expansion to meet food demands for the growing population.

Medard went on to say that an on-going literature review has revealed a number of research gaps, which includes information about resource user profiles and their motivations. In terms of resource user profiles, there is no categorisation from UWA reports of ethnic identities e.g. a Mutwa or non Mutwa, no detailed profiles of unauthorised resource users and no detailed data on whether authorised users involved in the Multiple Use Programme are involved in illegal activities. As for motivation, important cultural drivers especially of the Batwa are not well known. In terms of costs and benefits of ICD, gaps occur on conservation benefits to communities accessing resources, due to increases in conservation activities by the community, the success of Multiple Use Programme on poverty alleviation. The research component of the project will seek to address some of these gaps.

Another issue is the way in which benefits from ICD are provided – and the degree to which these are considered appropriate and/or sufficient to change behaviour. Looking at the impact of ICD on illegal activity it is clear that there is still some illegal use but the attitudes towards the park have improved, it was mentioned that there are fewer conflicts today than when the park was established, implying that this has increased people's tolerance of law enforcement.

Key sources of data, research questions and information needs

Following the presentations the workshop participants discussed three key issues in smaller groups:
1) Sources of data about ICD around Bwindi relevant to the research project that should be examined during the literature review.
2) Key research questions that they thought the research project should answer.
3) Key information needs about ICD around BINP.

The results are summarized below.

Data sources of data related to the project

The group identified the following as useful sources of information about Bwindi, park management and ICD.

UWA Data	Illegal resource use	Cultural data	Socio-economic studies	Tourism	Miscellaneous Studies
Mpungu area, Rushangye. More illegal activities e.g. snares (killing of duikers)	Household water conservation. Communities outside the park- utilisation of water resources and conservation – Mukono and Bujengwe parishes (CTPH)	Birra (UWA) Ruguburi- cultural attachments	Namara Aggrippinah (2005) on socioeconomic valuation of park benefits: also oral histories from local communities	Economic analysis of gorilla tourism in Bwindi. Moyini (online). Nature Uganda may have this.	Stephen Asuma. Kashasha – Ruhija Mkuringa/ Rubuguli
Kalangara, Bushura in Kanungu (75 beehives in the park in POU such a person is supposed to be discontinued)	Arthur Mugisha study. By laws and community aspirations	FFI – BCVP study with ITFC looks at cultural. values integration	Costs and benefits from PAs to front line communities by Bush and Mwesigwa (2007)	Peter Howard valuation study. Who is on the gorilla's pay check?	INR library. Print out and thesis
UWA management info system, MIST Programme reports, includes socio-economic data and info on illegal activities	Alistair WCS study on local community, asked people if they undertook illegal activities		Study on costs and benefits – Bush and mwesigwa (2008) -perceptions of communities -the costs they incur -benefits were lower than the costs *(should this read costs????)* -Mukono, Mukwenda villages	Tourism benefits in Bwindi by Ahebwa, MUK 2012	Blomley et al (2010) on the analysis of ICD for 15 years
Data on poaching and illegal harvesting (BINP)	Gladys / Motivation for bushmeat hunting for ill children and appeasing the Gods. (community plays) -Bushenjwa parish -Mukono parish		Data from URP -community based planning -household status -HH relation with the park -Benefits from the park -village profiles -village maps -village plans	Chris Sandbrook study on tourism benefits	Robert Bitariho thesis, ITFC.

			-parish profile books		
Data on resource use harvesting (BINP)	Data on illegal activities and gorilla number (SOURCE???)		ICGP – Steven Socioeconomic benefit valuation	Impact of gorilla tourism on gorilla conservation (IGCP)	Dominic Byarugaba. Kajabe Robert. Studies on stingless bees
UWA arrests. Who, where and for what. (Ask UWA for their records)	Workshop report on multiple use program in BINP (CARE 2005)		URP-CARE and IGCP All the communities around Bwindi (Kisoro and kanungu part) -Focused on household status, benefits, challenges, feeling, attitude	World Bank (2012). Rapid assessment of tourism sector.	George Sikoyo. Bwindi valuation. (UWA library?)
Law enforcement RBM records UWA- BINP)	Baker (2005) Evaluating Impacts of ICD at Bwindi Mountain gorilla census data with data on illegal activities and wildlife observations (conducted every 5 years) Butynski 1984		WCS Socio-economic survey of Albertine rift		African wildlife and livelihoods (Hulme and Muphree). Bwindi case study
			Socio-economic surveys of corridor forests between Bugoma and Budongo, WCS (Plumtree et al) IUCN publication on human –wildlife conflict		Information on HUGOs wildlife – human disease transmission available at CTPH.
			Social economic livelihood assessment of people living around the forest areas in Hoima by Heifer Project International		Attitude surveys by CARE DTC and others=explain trends of existing data
			IGCP/ CARE WCS Baseline studies on local community – ask these individuals with socioeconomic status. Trend of poverty around Bwindi household income		
			National household surveys (latest 2000) Trend analysis. UBOs (may be another census before the project ends)		

2. **Workshop participant's questions**

The workshop participants identified what they thought were the most important questions that the project should answer. After these were collected, they were sorted into subject groups, shown below. The project team will now incorporate these questions into the research methods.

1. **ICD, poverty alleviation and the sharing of resources.**
    a. How does the income of ICD beneficiaries vary? (e.g. beneficiaries in tourism areas with access to jobs etc., compared to RUG members, and revenue sharing beneficiaries)
    b. How do people perceive their rights and their dependence over the park and taking this into account, is there a gap between these perceptions and the ICD interventions employed?
    c. Where do park resources end up – e.g. used at household level, used at village level or traded?
    d. Is ICD effective - is there a link between intensity, location (communities on the park edge vs. communities further away), scale of intervention and impact?
    e. Have park edge communities benefitted from other government programmes – health, education compared to ICD?
    f. What is the level of satisfaction of different types of resource user groups/beneficiaries?
    g. Is ICD targeting the right groups to reduce illegal activity or reduce poverty?
    h. What dimensions of poverty do ICD interventions/PA management address? (positively or negatively)
    i. Do the MoUs of authorised resource user groups hold? – E.g. how does behaviour of those with and without contracts vary?
2. **The effectiveness of law enforcement.** Law enforcement around the park was brought up as an important topic that should be looked into.
    a. Why have some people stopped being involved in illegal activities (e.g. poachers), while others have not?
    b. Are people aware of relevant laws and policies and their entitlements under them?
    c. Are the penalties (e.g. time in prison) a deterrent or incentive to illegal use?
    d. What is the capacity of community rangers compared to UWA rangers?
    e. Are there activities that could be legalised – i.e. what are the minor issues that could be ignored in order to focus on the major threats?
3. **ICD and patterns of resource use.**
    a. Has ICD facilitated law enforcement or had an impact on illegal use?
    b. Does the level of benefits received from ICD influence unauthorised resource use?
    c. Are the beneficiaries of specific ICD programmes such as tourism less likely to undertake illegal activities than non-beneficiaries?
4. **Levels of wealth and patterns of resource use.**
    a. Is there a link between socio-economic status and resource use (authorised and un-authorised)? – is poverty (trying to meet basic needs) driving illegal use?
    b. Is there a threshold level of benefits beyond which people stop needing to access resources?

    c.   What needs are not met by authorised resource use – i.e. what drives unauthorised resource use?

    d.   What contribution does resource use make to household incomes (disaggregate between income from authorised cf un-authorised use)

    e.   What cash savings are made as a result of using park resources?

5.   Threats to conservation

    a.   What are the overall threats to conservation at Bwindi?

    b.   Which resource uses are having the greatest impact on conservation?

    c.   How much of threat is illegal resource use to conservation at Bwindi

Approaches that can help promote better understanding of ICD issues around Bwindi:

A group discussion carried out on the final day of the workshop looked into the key issues that the research will need to capture. The research surveys will need to be very clear about what is meant by ICD benefits. It was noted that there will be a need to differentiate between those involved in ICD (so need to clearly define what the components of the ICD Programme are); those who are broad park resource users more generally – for poles, firewood, meat etc.; and those who are beneficiaries of supra-park activities such as the private sector tourism industry.

It will be important to maintain focus on the profiles and motivations of resources users around Bwindi in general, and provide less focus on illegal or unauthorised activities only. Where the project does look at unauthorised activities, it will also need to examine the local social norms which determine whether an "illegal" activity is condemned by the community or accepted. Local rights and resource user access will also need to be examined to determine what capacity local people have to negotiate for a better deal.

Coupling and decoupling strategies

Participants listed coupling strategies (which in theory link park resources to people's livelihoods, helping to generate a steady stream of benefits increases willingness to manage and protect that resource over the long term) and decoupling (which aim to break the link, and provide 'alternative' income streams and therefore reduced park dependence).

Coupling Strategies
- Tourism – Batwa strategies and cloud lodge (NB This does not include employment from tourism industry, which is of benefit from an increase in market)
- Gorilla levy
- Problem animal interventions
- Health CTPH
- Trust Fund

- Multiple Use Programme

Decoupling

- Agriculture
- Development/ community based planning. (Beatrice – gorilla levy funding included in this)
- Resource substitution

Which resource users should be identified?

Participants defined who the different resource user groups are around BINP.

Authorised/ ICD "MOU"

- Beekeepers
- Basket makers
- Legal access
- Medicinal

Unauthorised

- Hunters
- Pit-sawyers
- Miners (panning)
- Wild honey
- Collecting "trade" products
- Minor forest product collectors
- Access (passing through)
- Illegal tourist guides
- Grazing goats

- Cultural sites

Other minor forest uses

- Wild yam
- Wild honey
- Medicinal plants
- Firewood
- Poles – building/ how holders/ stakes
- Baskets
- Craft
- Fish
- Fruit
- Thatching
- Products to support a trade
- Beehives from timber/ trees

(See Cunningham's study)

What "profile" data should be collected?

The participants listed a variety of "profile" data, about resource users around BINP, the analysis of which could provide more information about who carries out specific resource use patterns.

- Grievances against park (costs)
- Residence$^{*\Phi}$
- Age$^{*\Phi}$
- Gender$^{*\Phi}$
- Agricultural practices*
- Ethnicity$^{\Phi}$
- Access to markets
- Income sources$^{\Phi}$
- Dependence on forest (perception?)
- Household size
  - Marital status
  - n wives*
  - n children*

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* Data owned by Beatrice/ UWA
$^{\Phi}$ Data owned by Robert/ ITFC

  - n dependents
- Land ownership
- Access to water*
- Income status
  - Wealth indicators
- Income generation*
- Repeat offenders
- Length of residence/ migrated (history)
- Attitude towards park
- Cultural values
- Religion
- Access needs
- Health/ access to health care*
- Education*
- Family specialisation

- Interactions with park staff/ management[*]
- Involvement in management
- Financial decision making[*]
- Role in local institutions

What "motivation" data should be collected?

This could be asked on open questions and categorised later. It also may be worth asking people what motivates them to carry out a certain activity and what would motivate them to not carry out an activity/ what would deter them.

- Poverty/ coping strategy/ emergency needs
    - Temporal
    - Seasonal
- Subsistence – daily needs
- Commercial
    - How valuable?
    - How often sell?
- Employment
- Influence
- Cultural/ traditional rights
- Resentment
- Easiest option

- Health specific issues
- Environmental e.g. drought or seasonal e.g. xmas drives need/ desire
- Judgement by family/ community
    - Admire
    - Criticise
- ICD benefits
- Cost of park
- Influence of law enforcement
- Thrill seeker
- Status of ecological resources
- Why location for resource use
- Fear of punishment

Research Framework

Conceptual/foundations

- ICD interventions/ other categories of interventions
- Conservation-poverty linkages
- Conservation status/ threats

Themes of conclusions

- Improved ICD practice
- Law enforcement recommendations
- Increase community warden capacity
- Data on motivations for illegal activity
    - ICD targeting
    - Law enforcement targeting

Research-Policy reflections

- Government perceptions of workshop/ engagement
- Policies based on ecology research PLUS human dimension
- Feed into revision of Uganda policy (before end of 2012)+ guidelines on revenue sharing and the Wildlife Act

- Need to progressively engage with policy makers for integration
- Promote greater understanding at the local level although lessons learned should be applicable to other protected areas
- Recommendations from research should be carefully packaged into the policy advocacy work
- This research is one of many projects that will collectively shape policy
- Involve local government at research stage so that they have are familiar with the project when the advocacy work aims to influence policy
- This project could be an example of how research and advocacy can be carried out in partnership

- Target key policy gaps
- Feed into park management plans

Annex 1: List of Participants

No	Name	Post	Organisation	Duration
Project Partners				
1	Dilys Roe	Project Leader	IIED	Day 1-3
2	Andrew Gordon-Maclean	Project Coordinator	IIED	Day 1-3
3	Douglas Sheil	Director	ITFC	Day 1-3
4	Miriam van Heist	Deputy Director	ITFC	Day 1-3
5	Medard Twinamatsiko	Lead Researcher	ITFC	Day 1-3
6	Godber Tumushabe	Executive Director	ACODE	Day 1
7	Anna Amumpire	Researcher	ACODE	Day 1-3
8	Panta Kasoma	Executive Director	Jane Goodall Institute - Uganda	Day 1-3
9	Peter Apell	JGI-Uganda Field Programmes Manager	Jane Goodall Institute - Uganda	Day 1
10	Julia Baker	Research Advisor	CBC	Day 1-3
Participants				
	Name	**Post**	**Organisation**	
11	Richard Kapere		UWA	Day 1-2
12	Andrew Seguya	Acting Executive Director	UWA	Day 1
13	Francis Ogwal	Natural Resource Management Specialist	NEMA	Day 1
15	Akankwasah Barirega	Ag. Principal Wildlife Officer	Ministry of Tourism Wildlife and Heritage	Day 1-3
16	Arthur Mugisha	Country Director	PCLG-FFI	Day 1
17	Irene Muwanguzi	Country Director	PCLG-Heifer Project International	Day1-2
18	Gladys Kalema	Executive Director	PCLG-CTPH	Day1-2

19	Stephen Asuma	Country Representative	PCLG-IGCP	Day1-2
20	Achilles Byaruhanga	Executive Director	PCLG-Nature Uganda	Day 1
21	Robert Tumwesigye	Director	PCLG-PROBICOU	Day 1-3
22	Alastair McNeilage	Director Uganda Program	WCS	Day1-2
23	Charles Erongot	Country Director	PCLG-VEF	Day 1-3
24	Michelle Wieland	Community conservation specialist	n/a	Day 1-3
25	Kiizza-Wandira	Program Officer	British Council	Day 1
26	Derek Pomeroy	Professor (Retired)	Makerere University	Day1-2
27	Patrick Mucunguzi	Associate Professor	Makerere University	Day 1-2
28	Sam Mugisha	Senior Lecturer	Makerere University	Day 1
29	Richard Mwesigwa	Advocacy Officer	CTPH	Day 1-2
30	Robert Bitariho	Researcher	ITFC	Day 1-3
31	Gaster Kiyingi	Member	FGLG	Day 1
32	John Kigyagi	Member	FGLG	Day 1-3
33	Beatrice Kabihogo		Uplift the Rural Poor	Day 1-3
34	Paul Hatanga	Project Manager	CSWCT-PCLG	Day 1-3
35	Fred Babweteera		BCFS- PCLG	Day 1
36	Steve Nsiita	Independent Consultant		Day 1
37	Pamela N. Wairagala		FFI	Day 1-2
38	Joseph Byonanebye		CTPH	Day 2
39	Olivia Biira	Community Conservation Warden	Bwindi National Park	Day1-2

Annex 2: Agenda

Workshop Summary			
Thursday 12th July	830am-1230pm	Launch of Darwin project, with project team, PCLG members, relevant government officials, development agencies, media and other interested parties	
	130-530pm	Linking Biodiversity and Poverty in Policy and Practice – relevant government officials, development agencies and other interested parties	
Friday 13th July	830am-1pm	Research Planning	
	2-530pm	Research Outputs	
Saturday 14th July	9am-1pm	Research Planning (Identifying methodology)	

Day 1: Project Launch

Time	Session	Lead
8.30am	Registration and coffee	
	SESSION ONE: PROJECT LAUNCH	**CHAIR: PANTA**
9am	Chair's introduction – welcome, purpose of the workshop, agenda, housekeeping etc.	Panta Kasoma (JGI)
9.15am	Introduction to the Project – background to the Darwin Initiative, background to the PCLG, project aims, objectives, overall plans and anticipated outputs	Andrew Gordon-Maclean (IIED)
9.35am	Introduction to the Project Team – roles and responsibilities – 6 mins each to introduce organisation and give an overview of role in the project	Andrew Gordon-Maclean (IIED) Doug Sheil (ITFC) Godber Tumushabe (ACODE) Panta Kasoma (JGI)

10.00am	Participant Introductions: 1 minute each to say who you are, where you are from and the main thing you would like to learn from the workshop	Panta Kasoma to chair
10.45am	BREAK	
11.15am	Why do we need this project? Conservation and Poverty Alleviation at Protected Areas – Definitions, Concepts and Issues; International commitments on linking conservation and poverty	Dilys Roe (IIED)
11.30am	Why do we need this project? Current efforts to address conservation-poverty linkages in Uganda in policy and practice, policy contradictions	Godber Tumushabe (ACODE)
11.50am	The importance of a rights regime in informing conservation policy	Medard Twinamatsiko (ITFC)
12.10am	Q and A	
1230	Lunch	
	SESSION TWO: Linking Biodiversity and Poverty in Policy and Practice	**Chair - Achilles Byaruhanga (Nature Uganda)**
1.30pm	PANEL PRESENTATIONS	
130pm	Revision of Uganda's National Biodiversity Strategy and Action Plan – how this project might contribute	Francis Ogwal (NEMA)
140pm	Latest developments at Bwindi – the new management plan and how this project might support it	Richard Kapere (UWA)
150pm	What is happening in Bwindi now	Olivia Bira (UWA)
2.00pm	Facilitated discussion	Godber Tumushabe (ACODE)
230pm	Presentation: What does it take to influence policy and what does "good" policy look like? Key lessons learned and impacts achieved by the Uganda Forest Governance Learning Group	Godber Tumushabe (ACODE)
3 pm	PCLG members reflections on own advocacy	Invite selected PCLG members

	ambitions, policy targets, current experience and capacity gaps	– Achilles Byaruhanga (Nature Uganda) Arthur Mugisha (FFI) , Charles Erongot (VEF), Helen Ninsiima (CARE)
3.40pm	Break	
4pm	Facilitated Discussion: What is needed for robust advocacy work? What are the changes we are looking for?	Steve Nsita
5pm	Review (and revision) of capacity building plans for the project - description of planned activities and expected outcomes. Morning Jo – what have you learnt?	Godber Tumushabe (ACODE)
5.30pm	Recap on Day Two agenda and CLOSE	Andrew Gordon-Maclean (IIED)

Day 2: Research Planning

Time	Session	Lead
8.30am	Registration and coffee	
SESSION THREE: INFORMATION SHARING – BUILDING THE EVIDENCE BASE		**CHAIR: ITFC Doug Sheil/ Miriam van Heist**
9.00am	Welcome and Introduction	Doug Sheil/ Miriam van Heist (ITFC)
9.10am	Presentation: What is the research component of this project aiming to achieve and why?	Julia Baker (CBC)
9.30am	What do we already know about resource use in Bwindi – review of existing information	Medard Twinamatsiko (ITFC)
10.00am	Presentation: Bwindi's multiple use program and resource use group formation, cohesion and governance.	Robert Bitariho (ITFC)
10.30am	Plenary Session: Information Sharing and Mapping: who uses resources in Bwindi NP and why?	Medard Twinamatsiko /Miriam Van Heist (ITFC)

	UWA, IGCP, ITFC (GIS), CARE, BMT, CTPH, URP. The aim of this session is for participants to highlight their own datasets/information sources on resource users in and around Bwindi. These data sets will be noted in a matrix of information sources and where possible, shown geographically against a map of Bwindi	
11.00am	BREAK	
	SESSION THREE CONTINUED	**CHAIR: ITFC**
11.30am	GROUP WORK: identifying prevailing information gaps and research needs.	
12.45pm	Matrix recap (Reason for this being to focus groups for feedback session).	Julia Baker (CBC)/ Medard Twinamatsiko (ITFC)
1.00pm	LUNCH	
2.00pm	Groups report back and discussion	
	SESSION FOUR: KEY PROJECT OUTPUTS	**CHAIR: ITFC**
3.00pm	Presentation on Project Outputs.	Julia Baker (CBC)
3.20pm	Q and A and introduction to Group Work. Group work: The aim of the session is for the workshop participants to think about what kind of project outputs will help support more effective ICD at Bwindi (and elsewhere).	Medard Twinamatsiko and Julia Baker
4.15pm	BREAK	
4.45pm	Report back to plenary	
5.30pm	Recap on Day Three agenda; workshop participants not able to attend Day 3 are given a feedback form on the Day 3 sessions to complete; CLOSE	Doug Sheil / Miriam van Heist (ITFC)

Day3: Research Outputs

Time	Session	Lead
9.30am	Registration and coffee	
	SESSION FIVE: RESEARCH METHODOLOGY	**CHAIR: ITFC**
9.45am	Introduction and re-cap on Day 2	Andrew Gordon-Maclean (IIED)
10.00am	Presentation: Methodological Approaches 1) Analysis of historical data and current data sources 2) Continuing literature review 3) Primary research options a. Ranger based monitoring – need UWA permission, and IGCP b. Community surveys – or alternatives? c. Others?	Medard Twinamatsiko (ITFC) and Julia Baker (CBC)
10.30am	BREAK	
10.45am	Plenary session identifying methodological approaches and types of data that could be collected.	Medard Twinamatsiko and Julia Baker (CBC)
12.50pm	Wrap up and close	Dilys Roe (IIED)
1pm	Lunch	