

IS BWINDI'S MULTIPLE USE PROGRAMME COLLABORATIVE?

A comparison with other PAs of Uganda

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PRESENTATION BREAKDOWN

- Introduction
- Problem statement
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1 INTRODUCTION

- CFM is a concept that emerged in the early 1980s
- Today encompasses others like JFM, Community Forestry and Participatory Forestry Management
- CFM stresses importance of 4Rs; returns (benefits), roles, rights and responsibilities of the different S/Hs
- Like elsewhere, CFM in Uganda varies with location and managements types of the PAs (UWA & NFA)

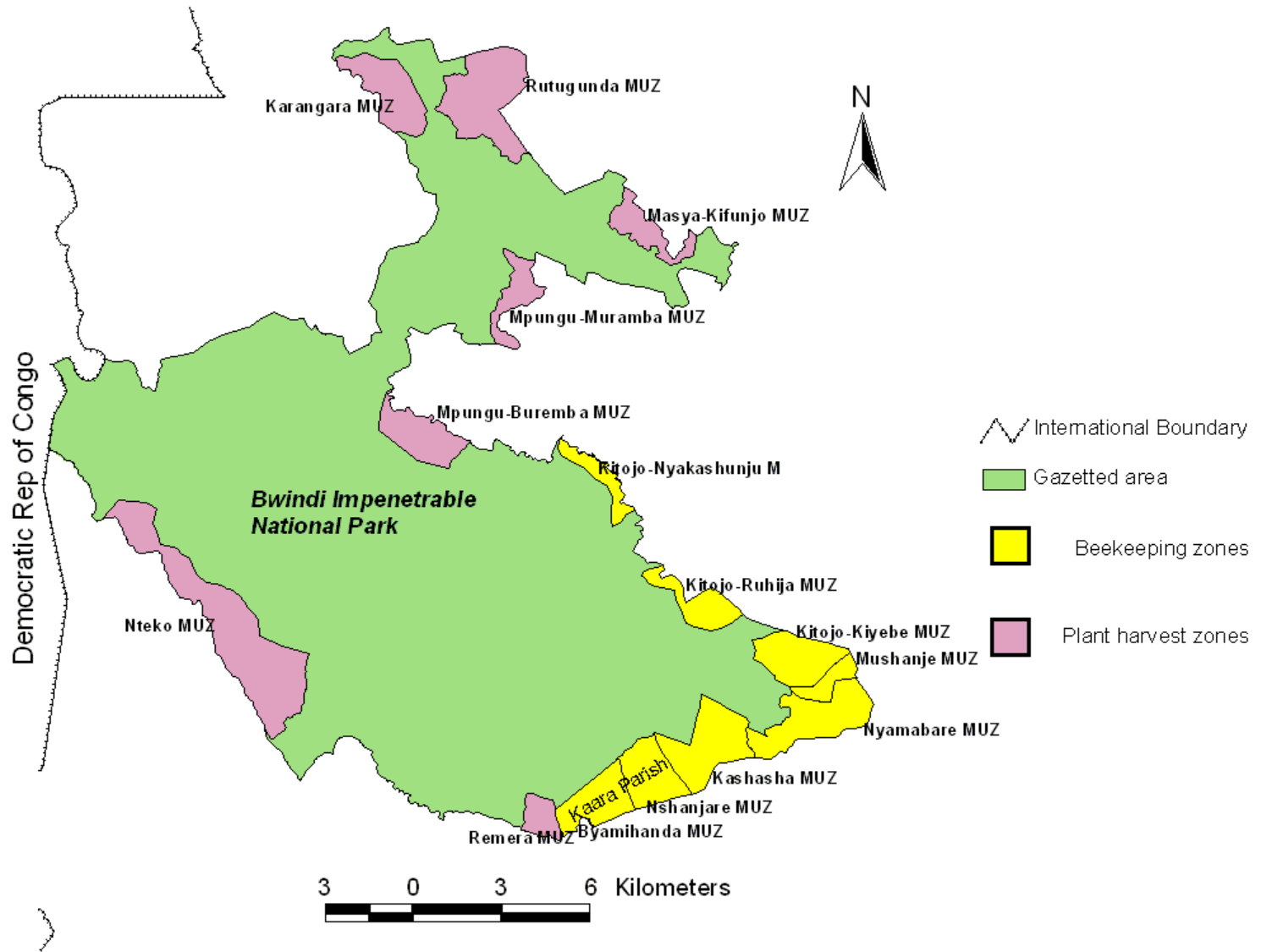
INTRODUCTION (Cont'd)

- CFM variations stem from the willingness & unwillingness to devolve authority to local people
- UWA aims at biodiversity conservation and NFA at liberal economic use of forest resources
- The reluctance to devolve power to local people could be that they will compromise these aims
- UWA does not allow access to some resources such as bush meat, timber, fruits, food, firewood, poles while NFA does

2 PROBLEM STATEMENT

- The most important forest resources to local people around Bwindi are those restricted for use
- Elsewhere, other PAs have incorporated the extraction of resources such as firewood, fish, timber and poles
- Although CFMs were made to solve conflicts, they may create new conflicts if not well managed
- This study identifies shortcomings and opportunities of the CFMs in Bwindi compared with those of other PAs

Bwindi's multiple use zones



3.0 STUDY OBJECTIVES

- Compare resources permitted for extraction in BINP with those of other PAs
- Analyze and compare resource user agreements of BINP with those of other PAs
- Assess and compare local people's attitudes following CFM in BINP with those of other PAs
- Assess factors affecting group cohesion and organization following CFMs in BINP and other PAs

4.0 METHODS

- Focused group discussions and face-to-face interviews with RUC members & PA managers
- Literature reviews of various working CFM agreements (MoUs) for Bwindi and other PAs.
- 13 RUCs & 16 PA managers were interviewed from Bwindi, QECA, KCA, MECA and from Budongo, Echuya, Mabira, and Namatale FRs
- The RUC members interviewed were in groups of that ranged between 2 to 10 people

4.1 Category of people interviewed

Protected Area (7)	PA managers	RUC members
Queen Elizabeth Conservation Area	CAM, SWIC, CCW, WR&M	Kiyanga, Katunguru & Kazingo parishes RUCs
Kibale Conservation Area	CAM , SWIC, CCR	Bigodi rattan & Ngamba parish RUCs & Kayanja fishing group
Bwindi Mgahinga Conservation Area	CCW , CCR	Karangara & Rutugunda parish RUCs
Mabira Central Forest Reserve	CFM specialists, Sector Manager	COFSDA RUC
Mt Elgon Conservation Area	CAM , CCW, CCR	Tangweni & Bunasufwa parish RUCs
Echuya Central Forest Reserve	sector manager	Muko parish RUC
Budongo Forest Reserve	sector manager	KICODA RUC

Interviewing RUC members of Karangara in BINP



4.2 The CFM agreements reviewed

- CFM agreements of CBOs of KICODA & COFSDA from Budongo & Mabira FRs
- MoU for Ngamba-Burondo parishes from Semliki National Park
- MoUs for Kiyanga, Rwenshama & Katunguru parishes from QENP
- MoUs for Karangara, Mpungu & Rutugunda parishes from BINP
- MoUs for Tangweni & Bunasufwa parishes from Mt Elgon National Park

4.3 Parameters considered (after Ostrom, 1999)

- How much area is covered by the CFM arrangement (CFM coverage-village, parish or sub-county based)?
- Are the RUCs legally registered entities (can sue or be sued)?
- What is the composition of the RUCs (heterogeneous or homogeneous)?
- How regular do the RUCs meet (how cohesive are they)?
- Are resources permitted for extraction from the PAs the most important to the local people?
- Are local people's perceptions positive towards the CFM?
- Are local people involved in the assessment of PA resources for harvest and also monitoring resource harvest impacts? (empowered RUCs)

5. RESULTS

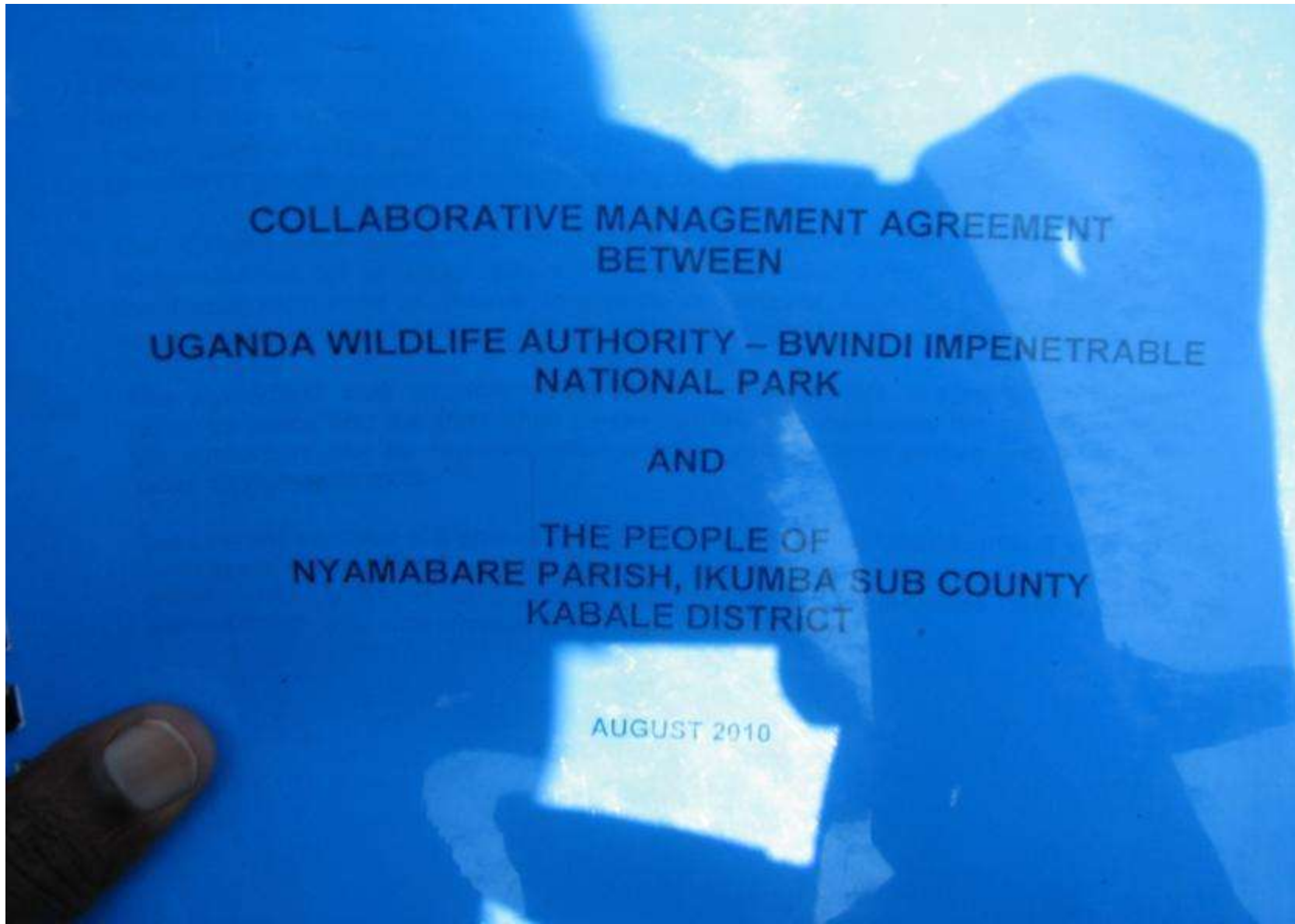
5.1 Summary of different CFMs in Uganda's PAs

	BMCA	QECA	KCA	MECA	ECFR	MFR	BFR
CFM first signed	1994	2000	2003	2003	2006	2006	2004
PA ownership	UWA	UWA	UWA	UWA	NFA	NFA	NFA
CFM coverage	parish	village	village	parish	parish	village	village
RUC composition	heterogeneous	heterogeneous	heterogeneous	Homogeneous	heterogeneous	Homogeneous	heterogeneous
Frequency of RUC meetings/ year	2	12	4	12	4	12	12
Status of RUC registration	Informal-MoUs	Informal-MoUs	Informal-MoUs	Informal-MoUs	Legal entity-CBO	Legal entity-CBO	Legal entity-CBO

5.2 CFM coverage and legality of RUCs

- CFMs in Bwindi, Elgon and Echuya are parish based while those from QECA, Kibale, Budongo and Mabira are village based
- The RUCs working in national parks have informal agreements (MoUs) with PA managers
- The RUCs working in forest reserves are legally registered as CBOs (formal) with NFA
- Legally registered entities can sue or be sued unlike the informal entities

A parish based CFM agreement in Bwindi



A village based CFM agreement in Kibale

MEMORANDUM OF UNDERSTANDING
(COLLABORATIVE RESOURCE MANAGEMENT AGREEMENT)

BETWEEN

UGANDA WILDLIFE AUTHORITY



AND

MEMBERS OF MAKOBYO ZONE

KIKO PARISH, RUTEETE SUB-COUNTY
KABAROLE DISTRICT:

An Agreement Concerning Regulated Access to Firewood

IN ACCORDANCE WITH SECTION 23 OF THE UGANDA WILDLIFE
ACT (Cap. 200 of 2000)

DATE... 25th March 2005

[Handwritten signature]

5.3 RUC membership compositions

- Most of the RUCs in the PAs are heterogeneous in composition except those of Mabira & Mt Elgon
- In Bwindi the RUCs constitute the Batwa, Bakiga and Bafumbira (heterogenous)
- While RUCs from Mabira & Elgon constitute of Baganda and Bagisu respectively (homogeneous)
- Members from RUCs in Bwindi say Batwa do not attend meetings and don't want to go with them for plant resource harvesting (No cohesion)

5.4 Permitted PA resource for extraction

	BMCA	QECA	KCA	MECA	ECFR	MFR	BFR
Number of permitted resources	7	16	18	18	20	23	23
Number of resources not permitted	19	10	8	8	6	3	3
% permitted resources	27%	62%	69%	69%	77%	88%	88%

Of 26 PA resources valued as livelihood requirement by local people near PAs

Permitted PA resources

- Only 7 out of the 26 (27%) important PA resources to local people are permitted in BINP
- BINP permits weaving & medicinal plants, wild yams, water, beekeeping, footpaths & exotic tree species for timber for local people use
- BINP does not permit extraction of fish, vegetables, wild meat, poles, firewood, hoe handles, thatching grass etc
- Other PAs permit extraction of vegetables, poles, firewood, hoe handles, thatching grass etc

Also resource use in national parks is more restrictive than in forest reserves

Hoe handles being sold in Kihihi market near Bwindi & Cut tree stump for hoe handle making



Sell of *Milletia dura* (omutaate) hoe handles



Tree stump cut for hoe handle making

5.5 Local people's perceptions

Resource	PA type	Access	Harvesting restrictions	Local people attitudes
Weaving plants	Bwindi	Must obtain permission	Restricted use	Fair
	Other PAs	Must obtain permission	“wise use” no restrictions	Good
Medicinal plants	Bwindi	Must obtain permission	Restricted use	Fair
	Other PAs	Must obtain permission	“wise use” no restrictions	Good
Beekeeping	Bwindi	Must obtain permission	Restricted use	Fair
	Other PAs	Must obtain permission	“wise use” no restrictions	Good
Others (hoe handles, firewood, fish)	Bwindi	Must obtain permission	Not permitted	Very poor
	Other PAs	Must obtain permission	Restricted use	Fair

Local people perceptions

- All the 13 RUCs said they benefited more than people not involved in CFMs in all PAs
- However more positive attitudes by local people were expressed in other PAs than in Bwindi
- RUC members from Bwindi feel resource access from the park is too restrictive
- Unrestricted resource access in other PAs has helped contribute to a more positive attitude in those PAs than in Bwindi

There are many unanswered questions from the local people around Bwindi



5.6 Pre & post resource harvest issues

	BINP	QECA	KCA	MECA	ECFR	MFR	BFR
Assessment method	Plots	RVA	RVA	RVA	RVA	RVA	RVA
Harvest Frequency/year	2	96	96	96	96	96	96
Offtake recording	Yes	Yes	Yes	Yes	No	No	No
Offtake data analysis	No	No	No	No	NA	NA	NA
PSPs for resource harvest impacts	Yes	No	No	No	No	No	No
Over exploitation concern	Yes	Yes	No	No	No	Yes	Yes

Pre & post resource harvest issues

- Bwindi uses a more technical method for plant resource assessment (random plots)
- Other PAs use a rapid vulnerability assessment method (RVA) that is quick and less technical
- Local people from Bwindi feel the method used leaves out plants they think are abundant
- Frequency of forest visits in Bwindi is restricted to twice a year while in other PAs it is 96 times a year

Pre & post resource harvest issues (cont'd)

- Offtake recording of resources harvested is done in all national parks unlike in forest reserves
- No resource offtake data is analyzed and sent as feedback to the RUCs in all the PAs
- It is only in Bwindi where PSPs have been established for resource harvest impact monitoring
- Bwindi & QECA national parks' management have expressed concern on overexploitation of park resources while MECA and KCA have not.

6 DISCUSSION

6.1 size coverage & success of RUCs

- Size coverage of a group is negatively correlated to solving collective-action problems (Ostrom,1999)
- Success in governance is more likely to occur in small & medium sized groups (villages) than in large sized groups (parish/sub-county)- Ostrom, (1999)
- For success in governance/cohesion Bwindi's MUP needs to be implemented at a village level (e.g. use of village based stretcher groups-*ebibiina by'engozi*)
- Stretcher groups are better organized, coherent and well governed & would be ideal an entry point for CFMs (Ashaba-Magezi *et al.*, 1994; Cunnigham, 1996)

6.2 Resource use committee compositions

- Homogeneity is needed to initiate and sustain self-governance (Ostrom, 1999)
- Homogeneous RUCs have similar interest in governance and resource utilisation unlike heterogeneous RUCs (Ostrom, 1999)
- If heterogeneous groups have different views then achieving self-governance in CFMs is particularly challenging (Ostrom, 1999)
- The Situation in Bwindi which combines CFM agreements between Batwa & Bakiga/Bafumbira is a case in point

6.3 CFMs & legal frameworks

- Working definition of the CFMs by UWA and NFA slightly differ from each other
- UWA is guided by the Uganda Wildlife Act of 1996 while NFA is guided by the Uganda Forestry Policy of 2004
- The NFA policy stresses the importance of the 4Rs (rights, roles, responsibilities and returns) of the different stakeholders (Kazoora, 2006)
- UWA act empowers the ED to enter into CFM arrangement with any person/s for PA mgt

Whereas CFMs in NFA are policy guided, those of UWA are based on what the Executive Director decides

6.4 Local people perceptions

- The present paradigm is in favor of involving local people in the management of natural resources
- In Bwindi & other PAs, areas that are involved in CFMs have a greater degree of positive attitudes than areas not involved (Beck, 2000)
- Local people in Bwindi feel resource offtakes from the park are however too low
- As such there is a reported loss of interest in the MUP by the local people adjacent Bwindi (Davey *et al.*, 2001)

6.5 Pre- resource harvest assessments

- The RVA method has the advantage of involving local people in resource assessment and is not too restrictive like the plot methods
- Local people in Bwindi have widely criticised the plot method for plant resource assessment (Beck 2000, Davey *et al.*, 2001)
- An improved version of the RVA would perhaps provide a better option for Bwindi
- Restricted forest use in Bwindi has reduced local people moral to participate in the MUP, this might lead to further conflicts

7 CONCLUSION

- Bwindi's multiple use programme is not a true collaborative forest management arrangement
- A true and most successful CFM involves all key S/Hs in decision making on key aspects of the CFM
- Also a true and successful CFM is made jointly with all S/Hs through formalised power sharing arrangements (*legal entities*)
- In Uganda, the BINP's MUP can be said to be lesser of a true CFM and that of Mabira forest a better option

8 RECOMMENDATIONS

- Bwindi's MUP should be based on village stretcher groups (ebibiina by'engozi) than parish based (*for better cohesion & governance*)
- The MUP should not combine the resource use agreements (MoUs) of Batwa together with those of their Bakiga/Bafumbira counterparts (*different interest & skills in forest use*)
- Bwindi's MUP should be made flexible to include other forest resources such as firewood, fish, hoe handles etc that are important to the local people
- A workable method like use of the RVA should be used for plant resource assessment in Bwindi than use of expensive and more technical method of random plots
- The MUP should be expanded to include other areas of Bwindi such as Bujengwe parish that do not benefit from the programme
- On-farm substitution/planting of some forest resources important to the local people around Bwindi should be encouraged as a future MUP strategy
- The RUCs should be trained and involved in forest resources harvest impact monitoring (with motivations and penalties spelled out for overharvesting of forest resources)

8. ACKNOWLEDGEMENT

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THANK YOU FOR LISTENING!