COMMUNITY PARTICIPATION IN INTERACTIVE PARK PLANNING

&

THE PRIVATIZATION PROCESS IN UGANDA'S NATIONAL PARKS

Prepared for

Uganda National Parks (UNP)
and
The United States Agency for International Development (USAID)

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LIST OF ABBREVIATIONS

ADMADE	WILDLIFE MANAGEMENT PROJECT, ZAMBIA
APE	ACTION PROGRAM FOR THE ENVIRONMENT
AWF	AFRICAN WILDLIFE FOUNDATION
CTA	CHIEF TECHNICAL ADVISOR
DTC	DEVELOPMENT THROUGH CONSERVATION PROJECT
EC	EUROPEAN ECONOMIC COMMISSION
FAO	FOOD AND AGRICULTURAL ORGANIZATION OF THE UNITED NATIONS
FMC	FORESTRY MANAGEMENT COMMITTEES
GMC	GAME MANAGEMENT COMMITTEES
GIS	GEOGRAPHICAL INFORMATION SYSTEM
GPS	GLOBAL POSITIONING SYSTEM
4H	CLUBS IN UNITED STATES TEACHING PRACTICAL FARMING TECHNIQUES TO RURAL STUDENTS
IFCP	IMPENETRABLE FOREST CONSERVATION PROJECT
IUCN	INTERNATIONAL UNION FOR THE CONSERVATION OF NATURE
MIENR	MAKERERE INSTITUTE OF ENVIRONMENT AND NATURAL RESOURCES
MISR	MAKERERE INSTITUTE OF SOCIAL RESEARCH
MTWA	MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES
MUBFS	MAKERERE UNIVERSITY BIOLOGICAL FIELD STATION

NEAP	NATIONAL ENVIRONMENTAL ACTION PLAN
NEIC	NATIONAL ENVIRONMENTAL INFORMATION CENTER
NGO	NON-GOVERNMENTAL ORGANIZATION
NRC	NATIONAL RESISTANCE COUNCIL
NRA	NATIONAL RESISTANCE ARMY
NRMS	NATURAL RESOURCE MANAGEMENT PROJECT
PMC	GAME MANAGEMENT COMMITTEES
QENP	QUEEN ELIZABETH NATIONAL PARK
PCV	PEACE CORPS VOLUNTEER
PVO	PRIVATE VOLUNTARY ORGANIZATION
RC	RESISTANCE COMMITTEES
RFP	REQUEST FOR PROPOSAL
RMS	RWENZORI MOUNTAINEERING SERVICES
RMNP	RWENZORI MOUNTAINS NATIONAL PARK
RRB	RANCH RESTRUCTURING BOARD
SIDA	SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY
SP. OR SPP.	SPECIES, SINGULAR AND PLURAL
TCC	TOURISM COORDINATION COMMITTEE
UIE	UGANDA INSTITUTE OF ECOLOGY
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME

UNP	UGANDA NATIONAL PARKS
USAID	UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT
USH	UGANDA SHILLINGS
UTA	UGANDA TOURISM ASSOCIATION
WCI	WILDLIFE CONSERVATION INTERNATIONAL
WWF	WORLD WILDLIFE FUND
4X4	FOUR WHEEL DRIVE VEHICLE

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Yotokamu Karamagi, RWONYO FISHING CAMP ON LAKE MBURO, Elder, RC1 from another village

People from KIRIBWA VILLAGE, on edge of park

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1.0 INTRODUCTION

Uganda has lived through 14 years of civil strife (1972-1985). Through all of this, its **Protected Areas** (National Parks, Game Reserves and Forest Reserves) have remained somehow intact. While there has been some encroachment (e.g., Lake Mburo National Park and Kibale Game Corridor), and a major reduction in wildlife numbers (e.g., Queen Elizabeth National Park and Murchison Falls National Park), both the parks and their wildlife are recovering rapidly (See Attached Map).

The potential for developing tourism in these protected areas as a major source of rural employment and development for peripheral communities, as well as a major source of foreign exchange is unlimited.

However, for this to occur, the main line management agencies including Uganda National Parks, the Game Department, the Forestry Department and even the Fisheries Department will have to reassess how these areas should be managed, their relationships to the traditional resource users and how the wealth from these areas can best be used as catalysts for development of the nation.

The country of Uganda is currently led by a leader with foresight as to what this nation should become and with insight to the plight of the common man, not only in Uganda but throughout Africa.

Under his leadership a very unique and different form of government has been established, found nowhere else on the African continent. The **Resistance Committee** (RC) system of government completely reverses the antiquated top down decision making process of bloated centralized bureaucracies that have lost touch with and failed to address the development problems of most African countries. The RC system empowers people at a village and regional level to have more of a say over their destinies, as to how resources will be allocated, and as to how development will take place in a manner that is acceptable to the diverse cultural and ethnic make-up in the different regions of Uganda.

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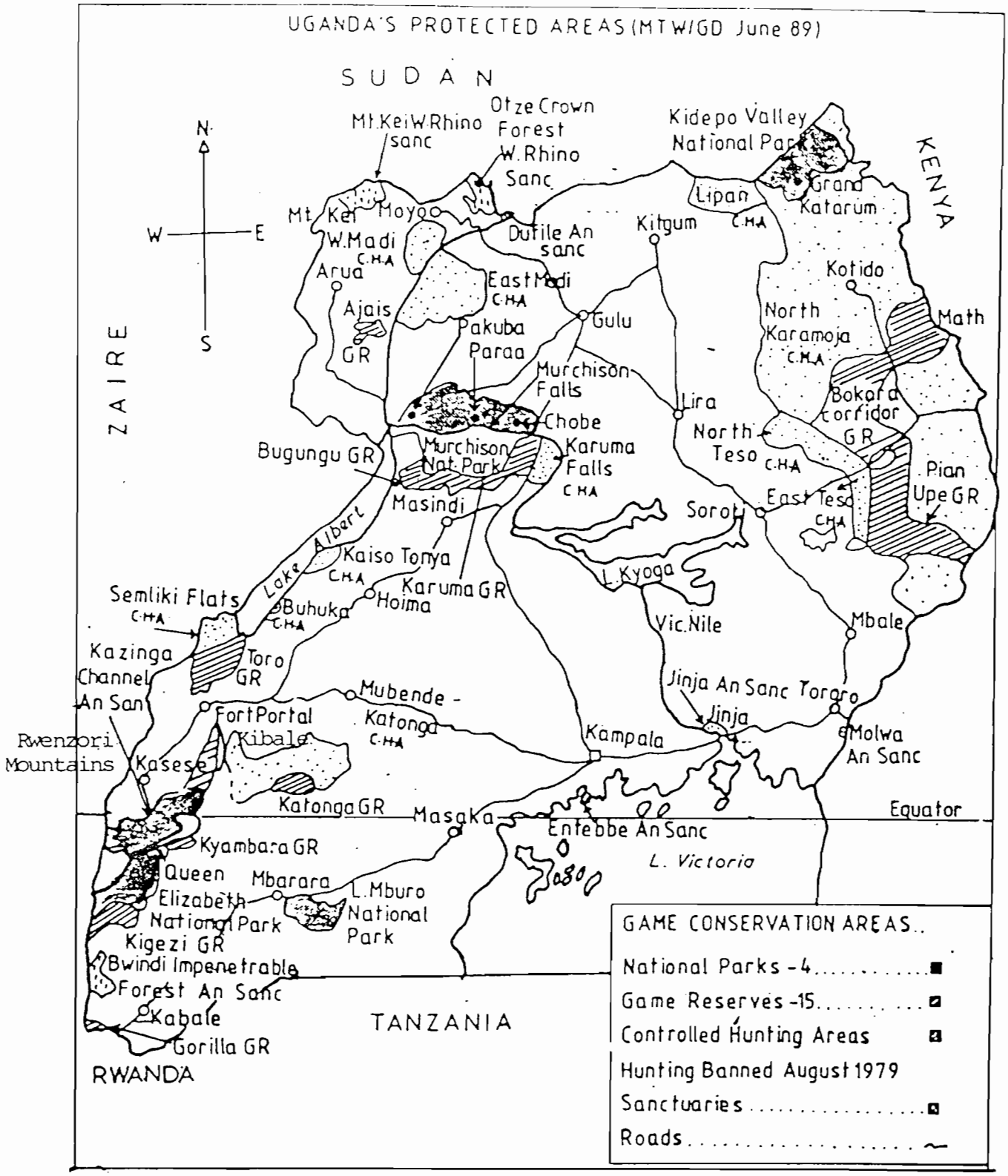

UGANDA'S PROTECTED AREAS (MTW/GD June 89)
SUDAN
KENYA
ZAIRE
TANZANIA
RWANDA
N
S
W
E
Mt. Kei W. Madi C.H.A
Mt. Kei W. Rhino sanc
Otze Crown Forest
W. Rhino Sanc
Moyo
Kidepo Valley National Park
Grand Katarum
Lipan C.H.A
Kitgum
Dufile An sanc
Arua
East Madi C.H.A
Ajais GR
Pakuba
Paraa
Gulu
Kotido
North Karamoja C.H.A
Math
Murchison Falls
Chobe
Lira
Bokora corridor GR
North Teso C.H.A
Bugungu GR
Murchison Nat. Park
Karuma Falls C.H.A
Pian Upe GR
East Teso C.H.A
Masindi
Soroti
Lake Albert
Kaiso Tonya C.H.A
Karuma GR
L. Kyoga
Semliki Flats C.H.A
Buhuka C.H.A
Hoima
Vic. Nile
Mbale
Kazinga Channel An San
Toro GR
Mubende
Jinja An Sanc
Tororo
Fort Portal
Katonga C.H.A
Jinja
Molwa An Sanc
Rwenzori Mountains
Kasese
Kibale
Kampala
Katonga GR
Masaka
Equator
Entebbe An Sanc
Kyambura GR
L. Victoria
Queen Elizabeth National Park
Mbarara
L. Mburo National Park
Kigezi GR
Bwindi Impenetrable Forest An Sanc
Kabale
Gorilla GR
GAME CONSERVATION AREAS..
National Parks - 4.....
Game Reserves - 15.....
Controlled Hunting Areas
Hunting Banned August 1979
Sanctuaries.....
Roads.....

This has major implications for **Protected Area Management** in Uganda. Traditionally, these areas were established during the colonial era with a **"Sherwood Forest Approach"** in which they were set aside as exclusion zones (that is, exclusion of local residents) to the benefit of the Crown. These areas, especially parks and game reserves, were for the most part initially established and managed by dedicated professionals coming out of a strong military background. They were run as a military operation with a warden and his heavily armed rangers pitted against the enemy (the local people) who were told in no uncertain way that to cross into the protected area's boundaries without express permission from the authorities could mean severe punishment.

Community relations with park authorities grew so bad that even as late as the 1970's, park personnel working in the lodges at Murchison Falls National Park were confined to the lodge grounds for fear of attack if discovered by locals walking along the road. Lodge employees even feared of being poisoned and thus did not even frequent local villages or towns, eating all of their meals on park grounds. In those days there was a shoot to kill policy for anyone found within Murchison Falls National Park. Many people who innocently wandered across park boundaries are believed to have been shot or incarcerated with little cause.

After having been expelled from Lake Mburo National Park at gunpoint in 1983, herders returned with a vengeance, as the then Obote Government fell apart in 1985, ransacking and destroying most of the park facilities and infrastructure as a demonstration of their disdain for such an institution.

This history and these examples are not unique to Uganda but typify the troubled relationships and conflicts that have existed between parks and people since their inception throughout Africa and much of the colonized world.

As will be seen in this paper, this is unfortunately still the case, today in 1992, and sets the stage for the discussions which will take place in this paper.

Based upon United Nations 1991 statistics Uganda's human population is expected to grow as follows:

Year	1950	1970	1990	2020
Population ('000)	4,762	9,806	18,794	48,101

Unless the above conflicts and the seemingly incompatibility between **"PEOPLE AND PARKS"** can be resolved, the risk is that with Uganda's expanding population, these areas and their associated unique flora and fauna will be encroached upon and destroyed as the largely subsistence societies of rural Uganda struggle to survive.

As part of their contribution to the above issues, the United States Agency For International Development (USAID) is funding the **Action Plan For The Environment Project (APE)**, a $US 30 million five year endeavor which among other things will work towards improving and strengthening the Uganda park and protected area system.

Two of the condition precedents which must be met in order for the second disbursement of funds ($US 5 million) under the Dollar Grant for protected Areas to be released are:

> "A plan from the Ministry Of Tourism and Wildlife and Antiquities, on how and when it will open park concessions:
>
> * (1) including tourist accommodations to private sector management
>
> * (2) including local community involvement in form and substance satisfactory to A.I.D."

This report will attempt to address these issues. It has been put together over a three week period (March 9-27, 1992) and is based upon the experience of the two authors elsewhere and in Uganda; and extensive discussions and interviews with top government officials, park wardens, the private sector and representatives from the Resistance Committees living in and around a number of parks.

Visits were made to Lake Mburo National Park and Queen Elizabeth National Park as examples of savannah land parks. The newly established Rwenzori Mountains National Park and the soon to be created Kibale Forest Park were visited as typical afro-montane forest parks. They will be presented as case histories along with Bwindi National Park, a forested park. Based upon the current setting in these parks and discussions with the above parties, process oriented recommendations will be made which should be acceptable to fulfilling one of the two condition precedents.

Likewise, based on extensive review of the literature and in depth discussions with the Uganda Tourism Association (UTA), a recommended process will be presented that should meet the second condition precedent and set the stage for privatization of park and protected area tourist facilities (e.g., Camp sites, lodges, guide services, etc).

2.0 EXECUTIVE SUMMARY

At the request of USAID and Uganda National Parks an evaluation was made to identify actions which would lead to the establishment of the following processes:

* Community Involvement In Park Management Planning
* Privatization Of For Profit Activities In Uganda's National Parks

While this is aimed specifically at Uganda's parks, the recommendations as to what will be needed to establish such processes are likely relevant to the rest of the country's protected areas (e.g., game reserves and forest parks).

Attached is a table programming key activities over the next four years related to inter-linking the park management and tourism privatization process. The attached organigram displays the relationships between various bodies needed for the Interactive Park Management Process to be successful.

The overall thrust of these recommendations aims at determining how to involve all stakeholders (Uganda National Parks, Local Communities and the Private Sector) in the decision making process that will lead to the sustainable management of the parks's biologically diverse natural resources, while meeting the daily subsistence needs of the communities and while developing these areas into major economic resources as the basis for both rural and national development. This will require compromise and negotiation on the behave of all stakeholders through "Participatory Management" if there is to be a resolution to the friction and conflict which currently exist in these areas.

2.1 Recommendations On Involving Local Communities In The Park Management Process

(a) Establish An Official Park/Protected Area Management Policy

- Formally Establish Park Management Committees
- Establish The Principal Of Multiple Use Buffer Zones
- Establish Clear Line Of Relations Between Conservation NGOs And Visiting Scientists In Parks and Chief Park Wardens; Their Role Primarily Being To Collect Baseline Data, Carry Out Research And Provide Technical Advice To The Chief Park Warden, His Staff and The Park Management Committee.

Park Planning and Privatization Process

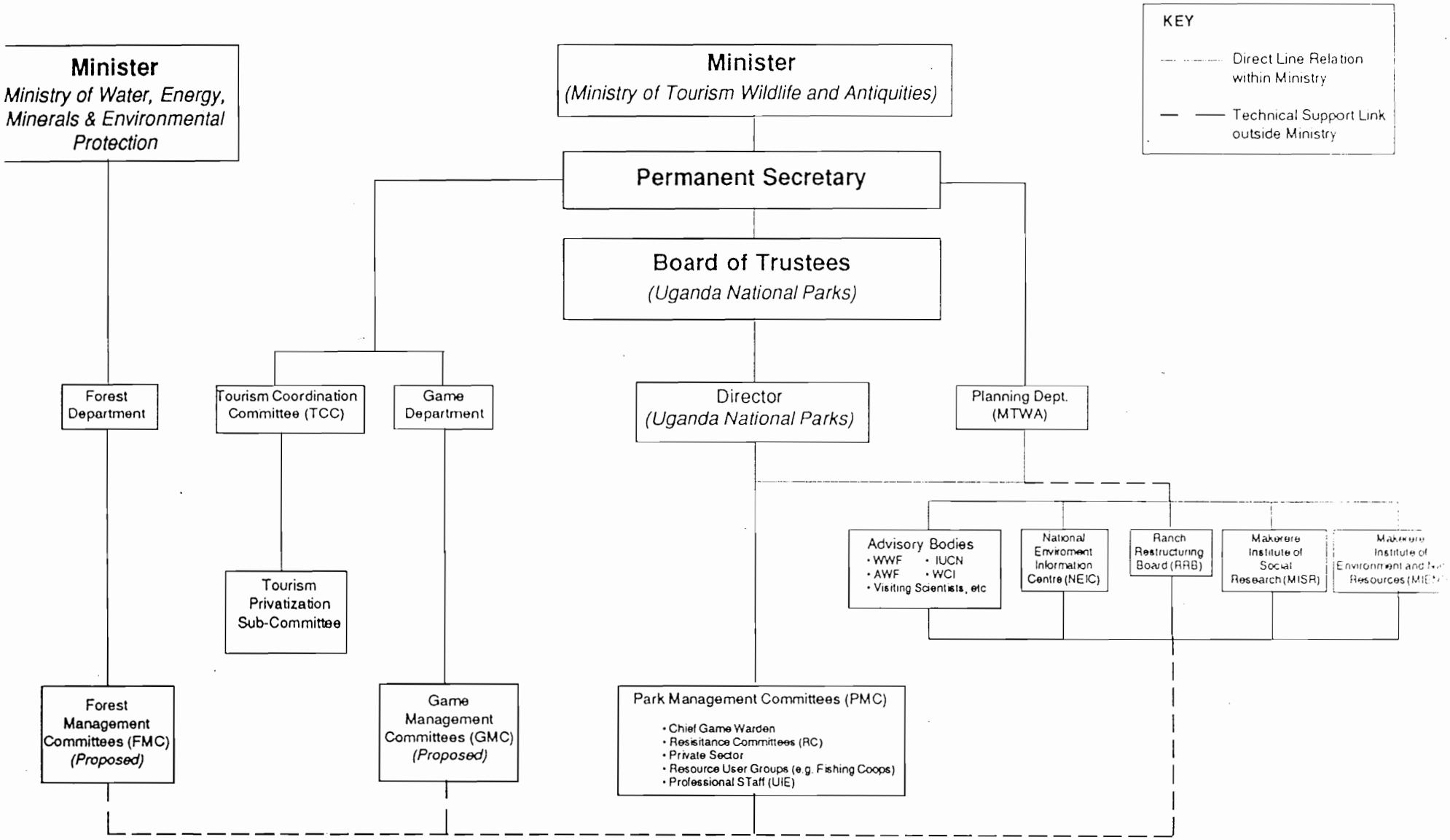
PROGRAMMING

KEY ELEMENTS INTER-LINKING

PARK PLANNING AND PRIVATIZATION PROCESSES

ACTIVITY	1992	1993	1994	1995
Park/Protected Area Management Policy	-----			
Professionalize Staff	----------			
Decentralize Park Management	-----			
Park Financial Autonomy	-----			
Establish Park Management Committees	----------			
Establish Privatization Sub-Committee In TCC	-----			
Resolve Tourism Policy Issues	-------			
Develop Interim Park Management Plans	----------	----------		
Begin Tourism Privatization Process				
*Tented Camps		----------		
*Lodges		----------	----------	
*Launches/Other		----------		

PARTICIPATORY PARK MANAGEMENT AND PRIVATIZATION PROCESS



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(b) **Professionalize The Park Management Staff** changing the role and thus the make up of the park staff from one of policing to managing the natural resources.

(c) **Decentralize The Park Management Decision Making Process** providing more autonomy at the level of the Chief Park Warden and The Park Management Committee concerning operation of the park. Key decisions that may have policy implications should be approved by the Board of Trustees, establishing a two way dialogue between the field and Kampala.

Uganda National Parks needs to develop a clear set of policy guidelines within which the Warden and the Management Committees can make decisions.

(d) **Park Financial Autonomy** allow earnings from a given park to be placed in a local bank, except the management fee which should be sent to UNP headquarters. The management fee is a to-be-determined fee that each park will render to assure the financial operation of UNP headquarters. In essence, each park should be operated as a semi-autonomous business linked to a larger corporate entity (the Board of Trustees). This will however require the institution of effective financial control in each park.

(e) **Establish Interactive Park Management Committees** chaired by the Chief Park Warden and made up of professional staff, representatives from the Resistance Committee, and the private sector who will be involved in establishing a dynamic reiterative park management planning process which meets the needs of all stakeholders while assuring that the unique biologically diverse resources of these parks are conserved. The establishment of similar committees should also be considered under the Forestry Department (e.g., for forest reserves and forest parks) and the Game Department (e.g., game reserves).

(f) **Development Of Utilitarian Environmental Education And Sensitization Programs** using the RC's to sensitize the communities about their relationship to a modern park, providing a two way dialogue between the community and the warden/staff; help the community share in the resources and wealth of the park as a means of seeing its value to them; and develop an adult/youth educational program relevant to the rural setting which teaches people how to sustainably manage their resources for both subsistence and economic purposes.

(g) **Develop Long Term Ties With The Makerere Institute Of Social Research (MISR) and the Makerere Institute Of Environment And Natural Resources (MIENR)** to provide the necessary scientific and sociological data needed to refine and up date the park management planning process.

(h) **In The Particular Case Of Lake Mburo, Encourage And Work Closely With The Ranch Restructuring Board To Resolve Ranch Land Tenure Issues** including 1) A multi-governmental multi-disciplinary delegation to determine how similar schemes have worked in Kenya and to look at how some Kenya ranches have adapted appropriate technology which blends traditional range management techniques with modern day intensive pasture management; 2) Hold an interagency meeting of technicians and decision makers to discuss technical issues and concerns prior to the initiation of developmental activities by the Board. **Consider for immediate funding by USAID.**

(i) **Link the Ministry Of Tourism, Wildlife and Antiquities to the National Environmental Information Center so that GIS/Global Positioning System Capabilities can be employed by** the chief park wardens and park management committees as a key tool in the park planning process. Consider under APE funding.

(j) **Consider sending study tours of persons working in MTWA/protected areas to Southern Africa in order to learn of the innovative ways of managing parks and natural resources through community participation.** Consider under APE funding.

(k) **Through The NEAP Process Begin The Development Of A National Land Use Policy**, the lack thereof being one of the root causes for the current pastoral conflicts around Lake Mburo National Park.

(I) Through NEAP, Undertake Policy Reforms That May Be A Constraint To Implementation Of Innovative Park And Protected Area Management.

An agreement on **Recommendations "A-E"** between USAID and the Government of Uganda should be considered acceptable in meeting the condition precedent involving community development. These actions are all so integrally linked that each must be part and partial of the other.

2.2 Establishment Of A Privatization Process For Park Lodge, Campgrounds, Launches And Other For Profit Park/Protected Area Activities.

Uganda's unique natural resources ranging from the Mountains of the Moon, to its gorillas, to its savannah parks to Murchison Falls offer an almost unlimited source of untapped wealth. Both the local private and public sector's lack of experience in contract and lease negotiations makes both of these sectors in Uganda vulnerable to unscrupulous businessmen. Likewise, at the moment local tourism operators have neither the capital nor the experience to compete with international tourism operators and hoteliers. Care must also be taken that the tourism sector in its endeavor to generate foreign capital does not destroy the very attractions that are its foundation, the unique biologically diverse natural resources of Uganda. The following suggestions outline a process of privatization and the adoption of policies which will help ensure that Uganda's tourism sector is not recolonized, that a sizeable percentage of the foreign capital stays in-country and that Uganda's parks maintain their integrity while serving as a catalyst for rural and nation wide development:

(a) **Establish a "Tourism Privatization Sub-Committee" within the Tourism Coordination Committee so that a formal process between the public and private sectors can begin tackling the very pressing and critical issues listed below.**

(b) **Look towards complete privatization of the tourism sector with the government playing a role of monitoring and control.**

(c) A law is needed to protect local entrepreneurs against domination of the tourism industry by foreigners (e.g., requiring joint ventures with local tour operators).

Furthermore, the Ugandan Investment Code which encourages 100% foreign investment should be reviewed and possibly modified in the case of the tourism sector.

(d) Further discussion is needed over establishing a law/policy to prevent the monopolization of the tourism trade by either a few local and/or international operators.

(e) Financing and credit are one of the major constraints which must be overcome if local tourism operators are expected to have a chance of competing in this sector. This includes credit for 1) Feasibility Studies, 2) Construction, and 3) Joint Ventures. Solutions to this problem must be found.

(f) Competitive and open bidding must be established if fair and open competition are to become a hallmark of this industry and if unscrupulous investors are to be kept out, who could destroy the industry by mining its resources until they are exhausted with little or no long term advantage to Uganda.

(g) There is a need for the development of a standardized lease/license which clearly spells out the role of government in monitoring and control of the private sector, the rights of the private sector, the services that the public and private sector will provide, environmental regulations, how revenue will be divided and the role of local communities in tourism development.

(h) Both the public and local private sectors need a lawyer on retainer to help them in the preparation of contracts and leases in order to assure that their interests and that of the country are legally protected.

(i) Both the Public and Private Sectors are strongly in need of a financial consultant/contract specialist on retainer.

(j) There is a need to establish flexible but standardized procedures to assure the equitable sharing of resources and profits from tourism by the public and private sectors and the local communities in the vicinity of parks and protected areas. This will require much discussion and negotiation.

(k) Any private sector operator who is provided with a lease, license or sale of park/protected area tourism facilities should be required by law to employee the services of a certified public accountant that is acceptable to all parties concerned.

(l) In order to assure that their interests are being met, the Local Community as represented by the RC System, through the "Park Management Committees," will be implicated at all stages of the privatization process from the Request For Proposal, to the selection of the operator, to negotiating and signing the final lease/license/sale agreement.

(m) No lease, license, sale or other means of privatizing the park or protected areas' "For Profit" resources shall be undertaken until, at a minimum, there is an "Interim Park Management Plan" prepared or agreed upon by the "Park Management Committee" in order to assure that the interests of all stakeholders has been accounted for.

It should be clearly understood that the **Uganda National Parks Board Of Trustees** has the final say over the acceptability of all lease, license, sale or other agreements entered into with the private sector to take over and operate **"For Profit Activities"** within park territories.

Acceptance and implementation of the above recommendations, by the Government of Uganda, critical to establishing a strong and sustainable **"Privatization Process,"** will meet the condition precedent for privatization of **"For Profit"** park facilities. The key to this process will be in the establishment of the **"Tourism Privatization Sub-Committee"** within the **TCC** which will provide the forum for discussion and resolution of the above issues between the government and private sector.

3.0 CURRENT SETTING, PARKS AND PROTECTED AREAS

3.1 Case Study #1, Lake Mburo National Park.

3.1.1 Historical Setting, Lake Mburo National Park. This park was formerly a game reserve established in 1964 which covered 250 square miles. In principal, game reserve legislation prohibits habitation and grazing within reserve boundaries. However, the area of the game reserve also served as a strategic area for livestock due to the availability of dry season water and grazing habitat.

Much of the area outside of the game reserve was communally managed by the Bahima pastoralists.

In 1963, USAID sponsored a tsetse fly eradication program followed by a program (Masaka/Ankole Ranching Schemes) to privatize and divide up land around the game reserve into ranches for beef and milk production.

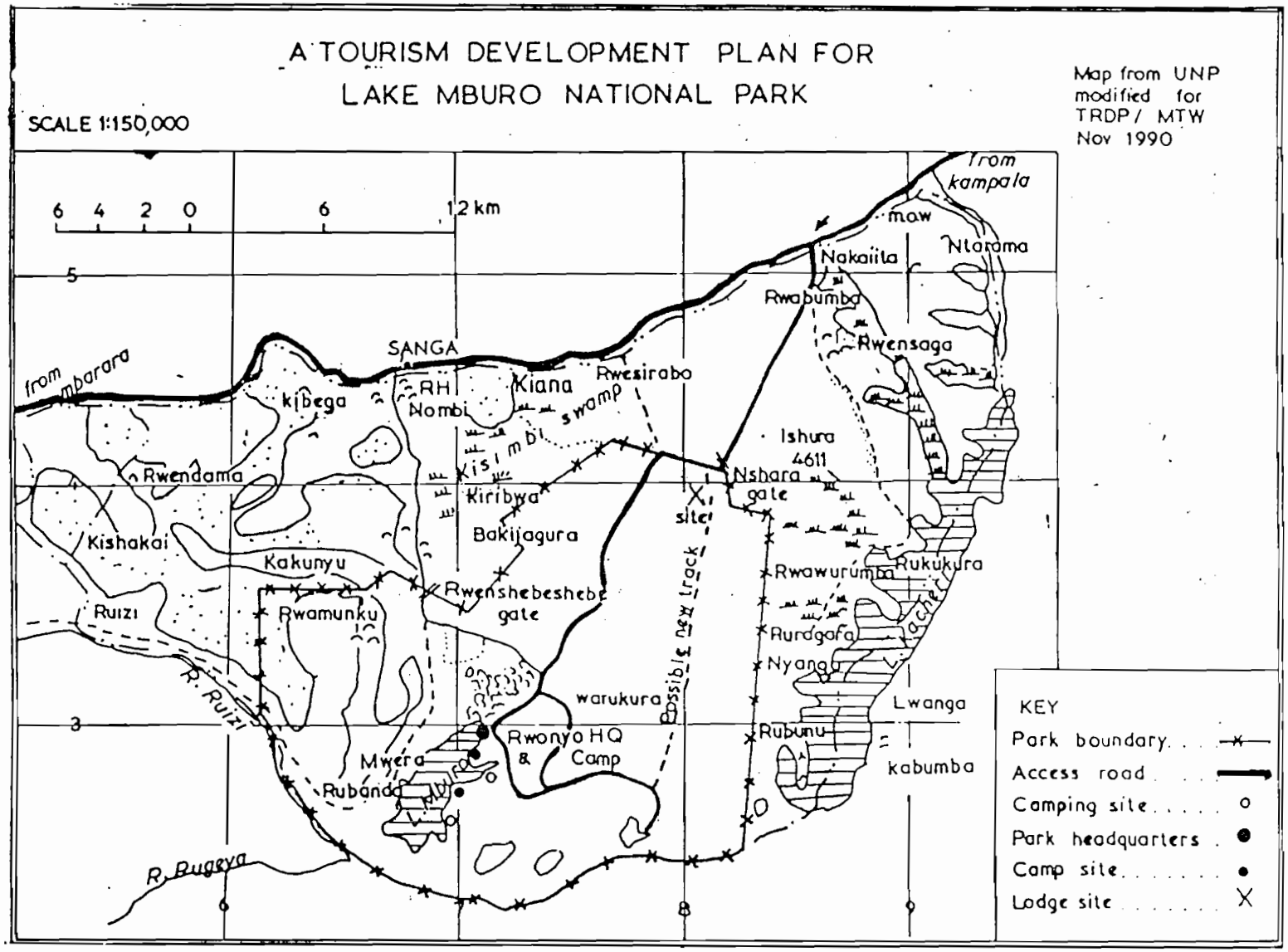
The total area of the Ankole Ranching Scheme (surrounded the game reserve) was 250 square miles broken up into 50, five square mile (1,200 ha) ranches.

The hope was that the Bahima cattle keepers of Ankole would abandon traditional attitudes of extensive pasture management and self sufficiency. The government subsidized the construction of fencing and installed two valley tanks in each ranch, helped design and plan lay out of ranches and establishments, maintained feeder roads and fire breaks, covered the cost of cattle dip construction materials, fencing materials, water tanks and pipes. Ranchers received free land and a variety of ranch-related services at virtually no cost.

The main objective was rapid and radical development of intensive land and animal husbandry practices producing beef and milk to satisfy internal demands, and surplus for export.

This scheme was advertised in the newspaper. The only requirement to obtain lease titles to these ranches were:

* Literacy,
* 200 head of cattle
* 200 Uganda Shillings (lot of money in those days).


A TOURISM DEVELOPMENT PLAN FOR
LAKE MBURO NATIONAL PARK
SCALE 1:150,000
Map from UNP
modified for
TRDP / MTW
Nov 1990
6 4 2 0 6 12 km
from kampala
m.o.w
Ntorama
Nakaiita
Rwabumba
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from mbarara
SANGA
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kibega
Kisimbi swamp
Ishura
4611
Nshara gate
Rwendama
Kiribwa
Bakijagura
Kishakai
Kakunyu
Rwenshebeshebe gate
Rwawurumba
Rukukura
Ruizi
Rwamunku
Rurdgafa
Nyanga
R. Ruizi
warukura
Possible new track
Lwanga
Rwonyo HQ & Camp
Rubunu
Mwera
Rubanda
kabumba
R. Rugeya
KEY
Park boundary
Access road
Camping site
Park headquarters
Camp site
Lodge site

This excluded illiterate and penniless Bahima pastoralists, the very people that the schemes were meant to help.

As a result ranching schemes marginalized pastoral people leaving them without alternative grazing land. In addition, the largest loss of traditional grazing areas is believed to have come from the enclosure of land by private ranch owners, having nothing to do with the ranching scheme. Many Bahima, along with their large numbers of livestock, were made landless. These **Landless pastoralist struggled to settle with their herds as squatters in Lake Mburo National Park, forest reserves, game reserves, and on govt sponsored ranching schemes** (Kisamba, Mugwera October 1991).

Though, legislatively not legal, the Game Department gave a number of these landless pastoralists permits to graze their cattle within the gazetted limits of the game reserve. Unfortunately, the permit did not limit the number of people and as the extended families grew so did the number of livestock.

In 1977 Lake Mburo Game Reserve contained 159 families. Plans existed to resettle them on the eastern boundary of park, but the set aside 15 square mile area was grabbed by other individuals and organizations.

The pastoralists remained until 1983 when they were forced out at gun point when the game reserve was gazetted a national park. In 1986, with the establishment of a new government, people took advantage of lawlessness and the lack of management to come back as squatters on the ranches and in the park. Immediately, opportunists come in from other areas and people and livestock numbers increased. Additionally, the National Resistance Army (NRA), at the time, encouraged all people to return to where they had come from. Currently, these squatters refuse to leave the ranches and there are already reported fights with ranch owners.

Because of the controversy, the "squatters" in the park and on ranches have Presidential permission to remain until suitable land is found for them. All private ranch leases are under review and the Ranch Restructuring Board has been established to determine how to resettle these pastoralists on the ranches.

As of December 1991, Lake Mburo has approximately 20,000 resident cattle. It is estimated that during the dry season up to 80,000 cattle graze within the park which serves as a major dry season grazing area for both wildlife and cattle.

The carrying capacity of the Ankole Ranches is about 1,200 cattle per each 5 square mile ranch, or about 60,000 cattle per the 250 square mile ranching scheme (Personal Communication Raphael A. Jingu, Chief Technical Advisor, FAO/UNDP Project UGA 86/010) (Note, the Veterinary Department recommends a stocking rate for the area of about half that, or 1 cow/ha = 625 cows/5 square miles).

Prior to about 1982 there were about 32,000 cattle on ranches by land owners/tenants. Over the last 10 years another 42,000 cattle have been brought in by opportunists amounting to a total of about 74,000 cattle or about 14,000 cattle beyond carrying capacity (Note this would be about 43,000 cattle beyond carrying capacity if the Veterinary Department's figures were used). Many of these cattle and families entered over the last two years (1990-92) since the government stated its intention to provide land to the landless.

In 1987/88 it was decided as a compromise to reduce the park from 250 to 100 square miles (259 sq km). The degazetted 150 square miles were allocated as follows:

*40 square miles to pastoralists

*30 square miles back to the Nshaara Ranch

*50 square miles back to lease holds

*30 sq miles allocated to the Kanyaryeru Resettlement Scheme along the northwestern border of the park. This resettlement scheme consists of 600 families from the war torn Luwero District. They are expected to cultivate even though they are traditionally pastoralists and the land is unsuitable for crop production (Kisamba, Mugerwa W. October 1991).

Fishing villages are prohibited from being established around Lake Mburo. However, the Rwonyo Fish Landing, near park headquarters is a consolidation of the former fishing villages around the lake. It contains 5 permanent families and 25 temporary fishermen with a total population of about 100.

3.1.2 Ecological Setting, Lake Mburo National Park. Due to over-grazing, primarily by livestock within the park, the make-up of the grasslands has been significantly modified from nutritious grasslands dominated by:

* Themeda triandra
* Hyperhenia filipendula
* Sporobolus pyrimadalis

to the less nutritious and less palatable Brachiaria decumbens. While Impala, Zebra, oribi and duiker will eat Brachiaria decumbens, buffalo will not. This may be one of the primary reasons why buffalo are among the most reduced of all the game in the park. Buffalo are sensitive to high human/cattle disturbance. While Bahima tolerate most wildlife species (except predators), they are negative in their attitudes towards buffalo.

It has also been found that because overgrazed areas neither shade out nor provide the hot fires necessary to control its abundance, Acacia spp. takes over in these areas. Acacia appears to have a symbiotic relationship, favouring the shade tolerant Brachiaria decumbens over other grasses (Personal Communication, Monday Guard, Wildlife Biologist, Lake Mburo National Park). Also, low value lemon grass, Cymbopogon afronardus is taking over in some areas, especially on ranches around the park.

An estimate of current large ungulate populations provided by the park's wildlife biologist is:

* Bohor Reedbuck	:	350
* Hippo	:	350-400
* Zebra	:	3,000
* Buffalo	:	250-believed currently out-competed by livestock for preferred grasses
* Impala	:	14,000
* Topi	:	161
* Waterbuck	:	260
* Eland	:	700
* Roan	:	1 male left
* Bushbuck	:	Not Provided
* Warthog	:	Not Provided
* Sitatunga	:	Not Provided

3.1.3 Development Of Lake Mburo National Park. In addition to the SIDA funded community conservation project with the African Wildlife Foundation (AWF) and Uganda National Parks, USAID through the African Wildlife Foundation has provided the following funding within the park for about one year 1) USH 4 million for construction of boundary markers-funds received in January 1992, project underway, 2) Six month vegetational study completed, 3) USH 124 million research project for preliminary management plan development through research and consultation-one year, not yet begun.

Phase I of this program was to delimit boundaries:

* South side of park natural buffer is papyrus swamp.

* NE boundary side small papyrus swamp but being encroached upon and destroyed.

* East side boundary private commercial ranches.

* North Center boundary, Village of Rwamuhku are cultivators-bushpig are a pest problem, want to fish in lake, land not very viable for crops.

* NW boundary, the Kanyaryeru Resettlement Scheme; pastoralists told to be cultivators.

* SW boundary Ruizi River.

Phase II of the program will be to develop a management plan.

3.1.4 Lake Mburo National Park, Community Involvement **As A Means Of Conflict Resolution.** Currently the biggest constraints to developing Lake Mburo National Park are:

- The lack of a national land use policy (e.g., farmers in areas of pastoralists and wildlife causing conflicts).
- Land Tenure.
- Marketing System to assure regular off take, official weighing instead of eyeballing size and real value price (often undervalue).
- Ultimate Status of the Park (To what degree can the high level of human activity and cattle populations be reduced).

Therefore, people are discouraged and reluctant to cooperate, preferring to hold on to large herds as a security measure. On the ranches, not only is overstocking a major problem but valley dams have been allowed to silt in because of the tenure issue and unwillingness to invest money until the legal owners are identified. The danger is that in awaiting the response of the Ranch Restructuring Board, this fragile area could rapidly suffer from desertification. The Chief Park Warden explained that if the above issues can be resolved then the herders would be willing to develop offtake programs. Certainly the herders interviewed during this brief visit were cognizant of carrying capacity, over-grazing and the need to control herd size.

The current slow response by the Ranch Restructuring Board should be considered the limiting factor to development of not only the park but the ranchlands.

The Chief Park Warden believes that once people are relocated (legal squatters onto ranches or illegal opportunists back to their home areas) from within the park, there could be some dry season corridors established to access water and grass such as into the Ruizi River, the valley north to south from Rwamuhku area to the lake, and on the eastern boundary. This would have to be negotiated with the local community. He emphasized a number of times that **negotiation** and **not the "gun barrel diplomacy" of 1983** would be the only hope for cooperation between the park and its neighbours. However, the Park needs to be able to negotiate from a position of strength.

Though, this will be officially a Game Department activity, the Chief Park Warden also hopes to collaborate with them in helping establish mixed game ranching/livestock schemes on the ranches. Since there are no lions left, he sees this means of offtake as a managed way of controlling wildlife populations through the harvest of wildlife overflow from the park. Since the ranch areas act as rainy season dispersal areas, maintenance of this habitat may be critical to the future of the park's wildlife population. By allowing ranchers to benefit from wildlife, he hopes to encourage them to maintain wildlife as an economic resource on their ranches. Due to the reduced size of the ranches on which the Bahima will be placed, it is likely that most will have to significantly reduce their herd size in order to stay within the carrying capacity of these areas. A mixed wildlife/livestock ranching scheme may be the only way such ranches have a chance to become economically viable!

Livestock are very selective feeders, consuming only about 10% of the available grasses. Where a balanced and diverse array of African wildlife exist in a natural setting, they have evolved to make complete use of grasses and browse yielding a biomass of from 2-8 times that of livestock on the same piece of East African Rangelands. Because they use a diverse array of vegetational niches and do not concentrate their feeding activities as do livestock, this greater biomass can be sustained with little damage to the range while overgrazing by livestock is more common than not over much of Africa. Furthermore, wildlife, being resistant to most African diseases, is also less expensive to maintain than cattle and thus does not require the dipping and veterinary care of livestock. Wildlife can also survive better on less nutritious grasses than livestock, especially during the dry season or periods of drought. Most importantly, the potential economic value of wildlife, both consumptive and non-consumptive, can be many times that of livestock.

From the standpoint of cropping it is commonly known that 12-16% of most ungulate populations can be annually cropped without affecting the population dynamics of the herd. It should be clearly understood that **game cropping** is complex and requires:

(1) **Development of Local, Regional and Overseas Markets including but not limited to the Middle East, the Horn Of Africa (e.g., dried meat to refugee camps), Zaire, the Gulf of Guinea, Europe, Australia and America.**

(2) **Overcoming veterinary restrictions, especially foot and mouth disease, to key international markets such as Europe, North America and Australia.**

(3) Developing highly skilled cropping teams.

(4) Developing accurate wildlife censusing data in order to determine annual wildlife offtake quotas.

(5) Access to cold storage transport vehicles and cold rooms-wildlife, unlike livestock which is taken to an abattoir, must be shot and butchered on site and then transported to markets/cold storage facilities.

(6) On site veterinary inspectors.

(7) In country tanneries and craft industries (e.g, Jonas Bothers Taxidermists). This presents many opportunities to develop rural wildlife related enterprises.

Experience in Zimbabwe, Botswana, Zambia and South Africa indicates that game ranching is not economically viable until sport hunting is a component of this activity. Sport hunting is less complex, has a ready market that needs little development and relies on a much lower game offtake than cropping with significantly larger economic returns than cropping. Of the approximately 12-16% annual cropping rate, from 4-6% of the population can be harvested annually for sport hunting trophies without diminishing the quality of the trophies over time, nor the herd dynamics.

The major difference between sport hunting today versus in prior times is that revenue from this activity would be shared with the land owner or local communities. For instance in the Zambia ADMADE program, 35% of the revenue from sport hunting goes to the local communities for development. Wildlife thus becomes a major source of income for rural economic development and it is in the vested interest of the land owner or rural communities to protect and conserve this resource and its habitat. A hypothetical sharing of revenue would be as follows:

(1) **Land Owner or community** would receive trophy fees and concession fees per sportsman. Additionally, the **land owner or community** would receive all meat, most skins, the exceptions being the trophy, cape and in some cases the skin (e.g. zebra or cat skins). The **land owner or community** would have the right to market any handicrafts derived from wildlife products such as tanned hair-on skins, hair-off leather products such as purses, etc.

(2) The **Game Department** would receive licensing fees.

(3) The **Wildlife Management/Safari Company** would receive fees from its clients based on a package or daily rate. This company would cover all capital expenses such as safari vehicles, tents, etc.

(4) The **Local Community** would be hired by the wildlife management firm during the safari season as cooks, guides, gunbearers, trackers, skinners, etc. The **Local Community** would also be employed by the wildlife management/safari company, in collaboration with the Game Department, as anti-poaching forces out of season.

While poaching was not mentioned as a major problem by the Chief Park Warden or his staff, cultivators come in from the north and poach on the ranches at will since the pastoralists see no economic value to wildlife and in fact as currently seen it is a competitor with livestock for scarce grass and browse (Personal Communication Isaac Drani, National Expert Wildlife Economics, FAO/UNDP Project UGA 86/010).

Such a policy would fall in line with aspirations of the Uganda National Parks Director who, in close collaboration with the Chief Game Warden, would like ranching and pastoral areas found between Tanzania to Lake Mburo and northwards, developed into mixed wildlife/livestock schemes. It is also compatible with the draft Wildlife And National Parks Policy (Draft 24-9-90), UNDP/FAO/86/010). Key points raised in this policy include:

- Conduct a systematic survey of wildlife.

- Increase benefits to local communities from Wildlife and National Parks (e.g., Revenue Sharing-note wording not used in draft but implied).

- Vest the ownership of wildlife to private landholders.

- Encourage pilot projects for wildlife utilization including game ranching, subsistence and sport hunting.

With regard to wildlife on these ranches, the FAO study team believes that further subdivision of the ranches will make them uneconomically viable as range management units forcing herders to move into agriculture, increasing human wildlife conflicts, and with additional fencing inhibiting the natural movement of wildlife to and from the park into these areas.

As a means of reducing human/animal conflicts, especially with baboons and bushpigs, and in order to take maximum economic advantage of the land use along the northern boundary, the Chief Park Warden hopes to convince the people to abandon cultivation in favour of ranching wildlife and goats in this dry Acacia dominated area.

The Chief Park Warden has established a **Wildlife Committee** of RC Chairman to discuss wildlife/livestock issues noted above.

He has also established a **Fishing Committee**, consisting of the Rwonyo Fish Landing and Rwamuhku Village, to address access rights to and management of Lake Mburo's fishery resources. Fishing pressure is currently controlled by the number of canoes which is limited to 40, a limit on the number of nets and mesh size. The problem will be for these communities to arrive at a negotiated solution to controlling and sharing this resource.

People from the fishing camp and from Kiribwa Village (both herders and cultivators interviewed) seem ready and willing to collaborate with the park staff to establish a management plan for the park. Representatives from the fishing camp and park headquarters share places on the RC1 Committee. Fishermen have been elected as the RC1 treasurer, secretary and youth head. Kiribwa Village is already selecting RC's to send their views and to begin negotiating with the Park. Their main concerns are:

* Access to the Park during the dry season for water and pasture.

* Perceived need for large valley dams strategically placed so that pastoralists can access various areas outside the park during the dry season as a means of reducing need to use the park's resources.

All parties interviewed felt that establishment of a **"Park Management Committee"** would go a long way towards conflict resolution. However, once again, until the Ranch Restructuring Board helps find a solution to resident pastoralists and opportunists on the ranches and in the park, the innovative ideas and the development of **"Interactive Park Management"** between the warden and the local people will be difficult to achieve.

3.1.5 Ranch Restructuring Board. The Ranch Restructuring Board was formed in October 1990 with an eight month mandate to resolve a political crisis, conflicts over land tenure between traditional pastoralists and private ranchers, as well as Lake Mburo National Park. A set of policy guidelines were handed down from the National Resistance Council (NRC) indicating that all 5 square mile ranches must be broken down into smaller units to accommodate landless pastoralists squatting on the ranches and in the park. This was a political and not a technical decision which now the technicians must justify and make workable.

Depending on the amount of development the private ranchers have put into their ranches, it was decided that they would be given from one square mile for an undeveloped ranch to three square miles for a developed ranch.

3.1.5.1 Water Surveys. Initially, water surveys were carried out to determine where 4 million gallon valley tanks could be constructed at a cost of USH 20 million each.

Currently, the Government has constructed 3 valley tanks and hopes to construct 2 more by the end of the year. The goal is that each of the ranches to be resettled will have its own valley tank. Since it has limited funding, this process is proceeding very slowly. Initially, there are plans to have some valley tanks shared between ranches until each has its own tank.

Not only will these valley tanks be exorbitant to construct, but they will also be expensive to maintain and operate. They will require periodic use of heavy machinery to keep them from silting in, and they will require water pumps and water troughs to provide water to the cattle. Others feel that they can be sustainably managed using human labor, without the need for pumps and heavy machinery. In some areas, there is concern that there may not be enough rainfall so consideration is being given to undertaking a feasibility study of pumping water from Lake Kachera to a storage reservoir and then using gravity fed pipes for distribution of water to the various ranches.

Both of these plans seem very elaborate and expensive and in the long run imposing this level of technology on traditional herders risks to decrease the chances for success.

On private Kenyan ranches, such as the Ol Maisor, an unfenced ranch in Rumuruti with mostly rainy season range, small rainfed catchments are turned into dams. Unlike boreholes which require pumps and maintenance, these dams are basically

maintenance free. They are constructed with a locally made "dam scoop" pulled behind a camel or cow. The dams are small enough to be easily redug in the event of siltation. A large number of these dams (about 40) are strategically scattered about the 30,000 acre ranch. Approximately, 3,000 cattle are maintained on the above ranch at a stocking rate of one cow per 10 acres (Note the carrying capacity and rainfall in the Laikipia area is significantly less than around Lake Mburo. The cattle are broken up into herd units and managed in traditional ways using night bomas. Each herd spends 6-8 weeks grazing in the vicinity of a dam and is then moved on to a new dam site and thus grazing area. This movement is based upon a decision made jointly between the ranch manager and the traditional Samburu herders. Pasture is burned every three years in order to maintain high quality grasses. Further information, if there is a desire to visit this ranch, can be obtained by contacting Jasper Evans, Ol Maisor Ranch, P.O. Box 9, Rumuruti, Kenya.

3.1.5.2. Wet Versus Dry Season Grazing Areas. At this very moment, a team of range management specialists is studying the ranches to determine livestock carrying capacities. It appears that most of these ranches are traditional rainy season grazing areas.

Grasses in rainy season grazing areas (e.g., Upland areas of Lake Mburo Park and the ranching schemes) rapidly lose their protein/carbohydrate content during the dry season due to desiccation as compared to grasses in the wetter dry season grazing areas. This greatly reduces the carrying capacity of the wet season range and is the principal reason why pastoralists have traditionally moved seasonally between wet and dry season ranges.

Dry season grazing habitat is so because it exists in areas with high water tables where the vegetation is lush and green for a much greater period, especially during the critical dry season. These green grasses maintain a high protein/carbohydrate content during the dry season while grasses in the wet season grazing areas are drying up and rapidly losing their nutritious value and thus conversion rate. This is because water is available for the dry season range grasses to maintain their osmotic balance, transport needed minerals and nutrients and carry out photosynthesis. Areas immediately around Lake Mburo, in the vicinity of permanent streams and rivers, or in low lying valleys of the park appear to contain the area's traditional and thus critical dry season grazing areas.

Live green grasses are living, vibrant and are a rich source of protein and easily usable carbohydrates. The most important plant component for both livestock and wildlife appears to be protein. As an example (Bothma 1989):

* At the beginning of the growing season (rainy season) Grass species may have an average crude protein content of from 12-15%. Dry season range grasses which continue growing tend to maintain a relatively high level of protein well into the dry season.

* At the end of the growing season (early dry season) the protein content of grasses on the average drops to from 3-6%. This is especially true for grasses in wet season range which stop growing and suffer from desiccation during the dry season.

* New growth browse may contain a crude protein content of 12-20%

* While at the end of the growing season browse crude protein content may fall to an average of from 7-14%.

It is commonly accepted that young growing domestic livestock need a level of 8% crude protein in the grasses they consume. Only 5% crude protein is required for African ungulates (antelope and buffalo). Thus game can cope with poorer range conditions than livestock (Bothma 1989).

It has been demonstrated that grasses with sufficient protein also contain sufficient energy (carbohydrate).

In young, growing plant tissue which still has to expand, the cell wall is thin and flexible. In older tissue, particularly when it has to bear weight, the cell wall thickens and hardens, through the addition of structural carbohydrates such as lignin. This takes place at the expense of cell contents. The nutritional value of many plants decreases as the lignin content increases. Livestock and other ruminants do not have the necessary enzymes to digest structural carbohydrates and use bacteria/protozoa in the rumen to help this along.

Structural carbohydrates and tanins in browse give plants a higher fiber content and are generally associated with reduced palatability and digestibility. Tanins in leaves inhibits the total rate of digestion and reduces the digestibility of leaves. As lignin content increases (e.g during the dry season), it can have an adverse effect on energy intake. It requires a longer retention time for digestion which limits intake of plants that at the same time have reduced protein content (Bothma 1989).

Thus **while water is one of the most important constituents in the nutritional requirements of livestock and wildlife, providing it in wet season grazing areas during the dry season (the period when grasses in these areas have their lowest nutritional value and thus the range is at its lowest carrying capacity), risks to place even greater pressure on an area of range that already has its protein and energy content greatly reduced. This can result in rapid over-grazing in these areas, once a permanent or semi-permanent source of water is available, as the livestock and wildlife will graze and browse during both the wet and dry seasons, with a risk of deteriorating the quality of the vegetation by favouring less palatable and nutritious vegetation, and at a minimum with a further decrease in grazing capacity.** If the carrying capacity of these areas is not carefully regulated through **active management** of the livestock and wildlife **(Don't forget that traditional herders practice passive management and are unaccustomed to active management and offtake programs)**, overgrazing, range deterioration and soil erosion will be the net result (e.g. Amboseli National Park). At worse this could bring on desertification.

3.1.5.3 Community Involvement And The Ranch Restructuring Board. Surveys have been undertaken to determine where squatters on the ranches come from using the Poll Tax Ticket. Based upon this information, the local RC from the place of origin is interviewed to see if the squatters have land from their home area. This survey showed that 95% of the squatters were homeless. The squatters on the ranches and in the park will be resettled on these downsized ranches.

Of the 200 cattle herding families in the Park, one half have registered as being landless. The other half either failed to register or have land elsewhere. There are also 49 agricultural families living within the Park who are landless and who will be resettled. There are another 81 Bahima living in the Park who are transitional between farming and herding. This land use is not to be encouraged as it takes critical wildlife habitat out of production and increases wildlife/human conflicts as agriculture begins to dominate. It is undecided at this point in time what will be done with this later group.

During this survey, it was discovered that there are an additional 6,000 squatters in the area outside of both the park and the ranches with no land. The Ranch Restructuring Board has advised government of this problem as it is outside of their mandate.

It is expected that the resettled squatters will sell off their herds to pay for fencing and any other ranch improvements. Plans exist to require these herders to abide by an offtake program so as to keep their herds within the carrying capacity of the area.

Unfortunately, **what is not clear is whether this technical solution will be acceptable in the socio-economic and cultural context of the Bahima herder.** Such studies have not been carried out by the Ranch Restructuring Board. However, they have been carried out by the FAO/UNDP Project UGA 86/010 Wildlife, and Parks, and by the Uganda National Parks/AWF Lake Mburo Project with help from the Makerere Institute Of Social Research. It is imperative that the Ranch Restructuring Board get together with these parties **to make sure that what they propose technically is sensible socio-economically and culturally, as well as ecologically. This meeting is critical since plans exist to begin surveying the ranches by the end of April, with a gradual resettlement of squatters onto the reduced ranch units.**

It should not be forgotten that throughout the history of livestock development programs in Africa, the failure to link technical solutions to cultural realities has resulted in most range management/livestock programs failing.

Unfortunately, due to the major land use changes in the area, these herders may have to adapt or perish, as there is not enough open range remaining in this region of Uganda to permit extensive livestock management and the nomadic lifestyle.

3.2 Case Study #2, Queen Elizabeth National Park.

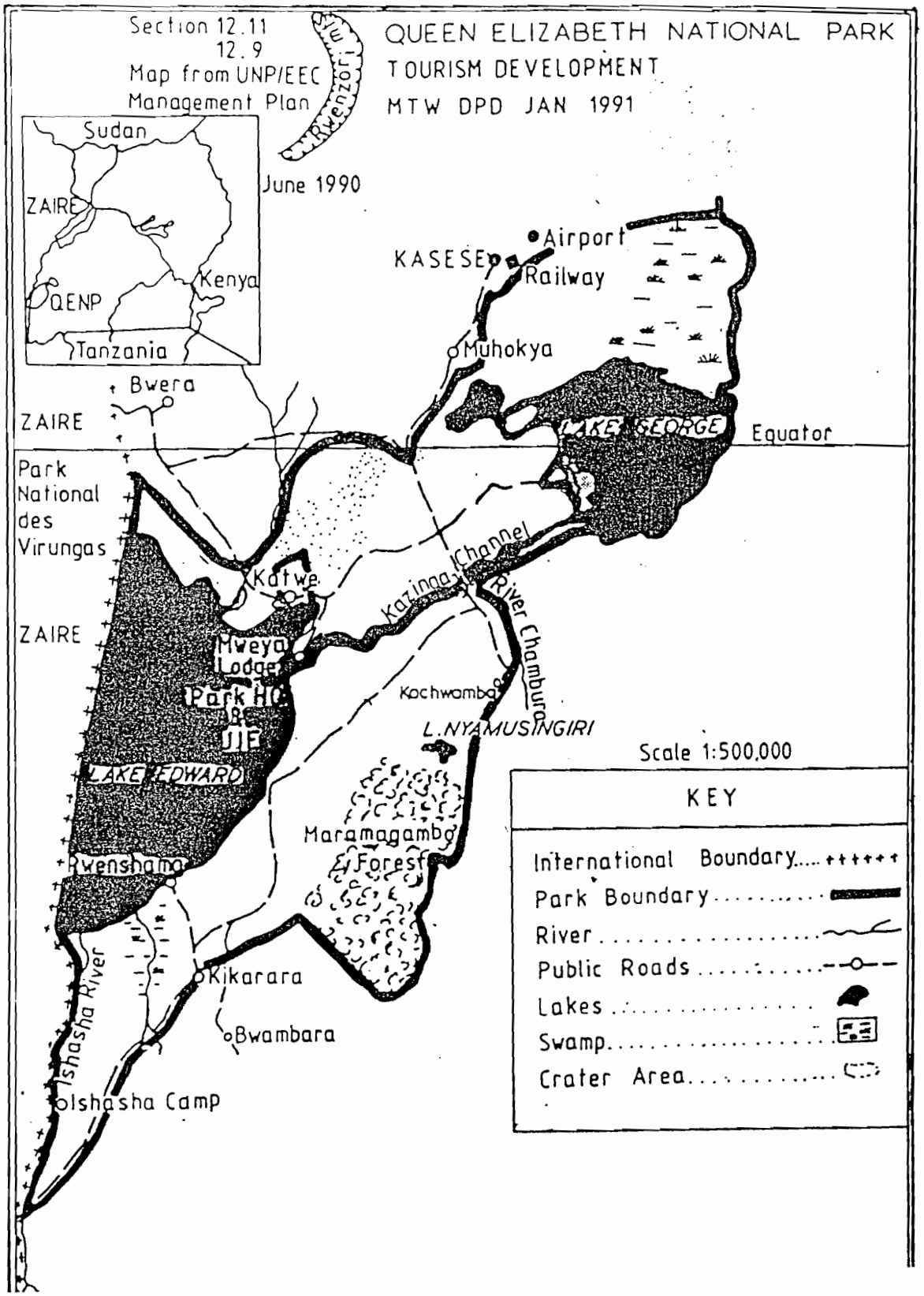
3.2.1 Development of A Queen Elizabeth National Park Management Plan. A Queen Elizabeth Park Management Plan for 1990-1995 (Olivier, Robert July 1990) has been published. This plan was primarily written by one individual with inputs from short term consultants. Its cost was approximately $US 1 million. It appears to be well written and comprehensive. Its one shortcoming, **is the lack of participatory involvement of local communities in the design of the plan.** Since its inception, the village of Katwe has only met once with the author of the report at a workshop in April 1988, and this was to brief them in the initial stages that the project would be undertaken. Communities in the area have never seen or discussed this document so as to have the opportunity to review, critique, modify and finally ratify its contents.

While the preparation of a document in this manner may have been considered adequate under management of a park as an exclusion zone, given the current political, cultural and economic dynamics of Uganda, this methodology is clearly unacceptable.

Given this setting, this and any other plan which may be prepared in a similar fashion (e.g. Murchison Falls National Park, Kidepo National Park, Bwindi National Park), should be considered nothing more than a working document and not a rigid plan, but a starting point in a continuing **"Interactive Planning Process"** open to modification as a result of negotiation and compromise with various stakeholders (UNP, private sector, local resource users). The park management plan should rather be looked upon as a process that may take years to become fully established. It is not a black and white plan printed in one document but rather a reiterative on-going process that will become refined as better information from baseline data collection and scientific research is obtained and as the economic, social and political dynamics of Uganda and the region in which the park is found evolve.

3.2.2 Queen Elizabeth National Park, Historical And Current Setting. The following information was extracted from Olivier (July 1990):

* Among the highest wildlife biomass in the world. In late 1960's, wildlife biomass of 29,490 kg/sq km. Only area in which similar biomass was in contiguous Parc National des Virunga in Zaire with 20,470 kg/sq km. In comparison, Serengeti National Park has no more than 6,300 kg/sq km.


Section 12.11
12.9
Map from UNP/EEC
Management Plan
June 1990
QUEEN ELIZABETH NATIONAL PARK
TOURISM DEVELOPMENT
MTW DPD JAN 1991
Rwenzori
Sudan
ZAIRE
Kenya
QENP
Tanzania
Airport
KASESE
Railway
Muhokya
Bwera
ZAIRE
LAKE GEORGE
Equator
Park
National
des
Virungas
Katwe
Kazinga Channel
River Chambura
ZAIRE
Mweya
Lodge
Park HQ
&
UIF
Kochwamba
L.NYAMUSINGIRI
Scale 1:500,000
LAKE EDWARD
Maramagambo
Forest
Rwenshamo
Ishasha River
Kikarara
Bwambara
Ishasha Camp
KEY
International Boundary
Park Boundary
River
Public Roads
Lakes
Swamp
Crater Area

* A few large species furnish the majority of biomass. Historically biomass contributors were hippo, elephant, buffalo, Uganda Kob, topi. Populations are now heavily depleted:

	1969-70's	Today
Hippo	10,500	2,500
Elephant	2,500	225
Buffalo	16,000	<5,000
Topi	4,500	500
Kob	10,000	17,500

(Note: Latest statistics indicate 500 elephants, and one of the fastest growing herds in Africa (10% versus 5% average) due to age class structure-Personal Communication Eric Edroma, Director UNP and Wilhelm Moeller, Educational Officer, QENP).

Less information on Defassa waterbuck, warthog, bushbuck, bohor reedbuck, giant forest hog, bushpig, sitatunga, four species of duiker, chimps, red colobus, lion ,leopard and spotted hyena.

* Published sightings of 545 species of birds, greater than any other park in world.

* The Park was established 1952 and fishing villages were left as enclaves. They were meant to be fishing camps of a temporary nature inhabited by men without their families. They have evolved into towns with schools, post offices, RC's, etc.

  There are 10 fishing village enclaves. Total population of 19,930 with 9,421 resident on park land. Annual fish catch of 5,000 metric tons for Lake George and 4,000 metric tons on Lake Edwards valued at US$ 5.0 million. Only 10% of village inhabitants are fishermen, 60% women and children, 82% household heads born outside villages, 59% have land outside park, 56% engaged in business are services (e.g. importing matooke bananas [39% of imports] and other foodstuffs [29% of imports]).

  Fishermen are mostly hired labour from outside employed by boat owners who hold fishing rights.

Total annual wood consumption as fuelwood for charcoal and fish smoking is 6,883 cubic meters for park enclaves much of which is from park, and another 11,893 cubic meters from public enclaves and other villages close to park. Other vegetative resources from park include building poles, papyrus (Cyperus papyrus) stems for thatch; and fishnet floats cut from ambatch tree (Aeschynomene elaphroxylon).

* In a 4,315 sq km survey of which park constituted 54%, estimated 79,000 houses, 17,000 cattle and 6,000 sheep and goats. Cattle density outside protected areas was 1.5 times Uganda Kob density (13/sq km cattle versus 8/sq km for Kob). About 20,000 people live in enclaves within Park.

3.2.3 Key Components Of The Queen Elizabeth National Park Management Plan (Olivier July 1990).

Though it has no legal status, this park was declared a Biosphere Reserve in 1979 by the National Park Board Of Trustees. The proposed plan has many innovative ideas aimed in this direction including:

* A zoning scheme in which there are not only "Exclusive Conservation Zones," but various types of multiple use areas including tourism, game reserves, fishing villages and areas immediately peripheral to the park.

* A recognition that firewood is a major resource used by fishing villages and that there are major acacia forests (which coppice) and senescent woodlands that may need opening up within the park which could be sustainably managed for such use without affecting the integrity of the park. The plan recommends that eventually village woodlots be established as an alternative. However, experience elsewhere has shown that locals may be less than willing to adopt such practices when regular and bountiful sources from natural forests are so close by.

It recognizes that there are livestock conflicts within the park but does not offer a solution, other than classical law enforcement.

It recognizes that fishery management and illegal fishing is a major issue but offers no real solution, other than classical law enforcement (Note: See DeGeorges May 1991 for further discussions on this issue which recommends local empowerment of fishing communities by going from Open Access to Common Property Fishery Resources which they control and manage).

It recognizes a fire management policy, but does not recognize that currently, **uncontrolled burning** by people from outside of the park may be the **major cause for park degradation**. The park burns uncontrolled 2-3 times per year, often during the peak of the dry season resulting in hot burns which kill off reptiles and ground nesting birds and favour a very low value, low palatability grass, **Imperata cylindrica "Wart Grass."** It is believed, that with controlled burning, more nutritious grasses would come back and herbivore biomass would significantly increase within the park (Personal Communication Wilhelm Moeller, Environmental Education Officer, QENP).

It avoids controversial consumptive use of wildlife within the game reserves or within certain multiple use areas of the park as a source of revenue and protein, though it is acknowledged that the current FAO/UNDP Project UGA 86/010 is addressing this issue. While Kyambura game reserve's wildlife population is currently too low to support sport hunting, the FAO study found that Kigezi Game Reserve has large enough populations of buffalo, topi, kob, etc. to support sport hunting as an economic resource if it were government policy to reopen this activity.

It recognizes the need to involve the local population in park management but does not devise a plan in which the people are part and partial to the planning process.

There are no indications that campgrounds or tented camp sites have been identified.

The above comments were not made to denigrate the report, only to point to the fact that 1) the solutions to the park's problems can not be determined at one point in time, 2) that participation by the local population is the clue to solving many of these issues since they are often the root cause of these problems, and 3) that planning is not the preparation of a document but the establishment of an ongoing interactive process.

3.2.4 **Queen Elizabeth National Park (QENP), Community Involvement As A Means Of Conflict Resolution.** The QENP Chief Park Warden is highly desirous to see the establishment of a formal Park Management Committee. The Chief Park Warden is ready to initiate this process, but would like a directive from the Board of Trustees to begin this process.

He is already working with the RC1-RC3's in dealing with internal park problems, without going to the District Administrator.

Fishermen are working with the park to capture illegal fishermen. Anyone caught in the currently illegal Kazinga Channel is given a two weeks without pay job in the park rather than turning him over to the District Administrator (RC5) for prosecution.

A meeting was held with the RC3's from Katwe Sub County on March 20, 1992. The Chief Park Warden organized and attended this meeting. It was explained that local people are isolated from Queen Elizabeth National Park:

* Community's in the area don't understand the concept of a park, other than an exclusion zone in which one must poach to access needed resources,

* The Park has not tried to understand the peripheral or in-park Communities nor to determine their economical and subsistence needs.

Currently, there is a feeling of animosity towards the park by many local people. They explained that the park can not develop without having good relations and without involving indigenous people. The question is how to involve the local people and make them feel as though it is their park.

It was explained how they had one meeting with Dr. Olivier and then nothing occurred. It was explained how they interacted with Mr. Infield and were encouraged to think of community participation and then nothing occurred. They expressed the hoped opinion that this would not be another one of these fruitless meetings.

The idea was raised about establishing a **"Park Management Committee"** chaired by the chief park warden with the community and the private sector as participants. They were very favourable towards this idea saying that it should be run like the RC system through open discussion and majority consensus, explaining without approval by the community no plan could work.

They have never seen the Olivier document, explaining that it may not be entirely acceptable to the local communities, and while the high authorities in Kampala may accept it verbatim, being ignorant of the local realities, ultimately it can not work without review, critique, modification where necessary and final approval by the local people in the area.

They feel that many local donor projects are developed without their knowledge or input, do not acknowledge realities or address the real development problems of the area and are a waste of money other than to pay the fat salary of a few people. They felt strongly that if a park management committee was developed, any park or peripheral area project should be reviewed, modified as necessary and be given final approval by the committee.

With regard to fishing, all of the RC3's at the meeting were fishermen. They explained that Lake Edward is **"their Garden."** It is in their vested economic interests to protect their fishery resources. They are constantly fighting against illegal fishermen and the use of small mesh nets using self and joint patrolling with QENP staff. They requested that the Kampala net company stop supplying small mesh net to the community shops.

They are in the process of establishing **"no-fishing nursery grounds"** based upon their knowledge of the biology and life history of the lake's fish. This is being undertaken in collaboration with the Fisheries Department.

One of the key hotel staff, who is also from the area, explained that to survive, local people need resources located in the park and that cutting them off was only to ask for poaching and misuse of the resources. He feels strongly that controlled access and management of critical resources in multiple use areas of the park and its buffer zones are the best solutions.

He also warned against the dangers of foreigners monopolizing the privatization process. If the interests of the locals (e.g., employment in the lodges, tended camps or as guides; revenue sharing, etc.) are not protected the risk is that there could be a violent revolt by the populace against such foreign intervention. He felt strongly that involving the local communities in the negotiation of sales or leases of park property through a park management committee to be the most viable and workable solution.

3.2.5 Park Staffing and its Relationship to Establishing Management Committees. High level park staff feel that the idea of involving the local community through a park management committee is acceptable, but only after:

* The staff is professionalized.

* Staff salaries are commensurate with their experience and education.

3.2.5.1 Professionalization Of The Park Staff. The following applies not only to Queen Elizabeth National Park, but to all parks and protected areas. Currently, the staffing of the parks and protected areas is along the old colonial lines. That is, it is staffed primarily by rangers and guards whose primary role is policing and anti-poaching (Note, this is less so but still the case for the Forestry Department).

In discussions with this group, it was recognized that what is needed are natural resource managers to work with the local and in-park communities to develop and sustainably manage their resources; both non-consumptive and consumptive. At a minimum, and this will differ with the specific needs of each park, QENP should have the following professional level staff:

* **Park Planner** who will work with the community and other professionals to continually upgrade the park planning process.

* **Wildlife/Range Management Biologist** to manage pasture and if necessary control the wildlife population in the park and buffer zones. Will liaise closely with the Game Department.

* **Forester/Silviculturist** to work with the community to sustainably manage selected dry forests for charcoal and firewood.

* **Fishery Biologist** to work with fishermen to manage and regulate this critical resource. Will liaise closely with the Fishery Department.

* **Sociologist** will work with the community to better understand how they and their needs can be integrated into the overall management of the park. Will serve as a go-between with the community, and the management staff.

* **Civil Engineer/Mechanic** to maintain infrastructure-possibly partially paid by private sector to assure maintenance of water, sewage, and garbage systems, was well as to maintain roads, lookouts and launches.

* **Environmental Education Specialist** to develop a utilitarian "4H" kind of environmental education relevant to the every day lives of the people (e.g., range management, wildlife management, forestry and fishery management principals)

* **Certified Public Accountant** to help manage the cash flow into the park from tourism and out for operational expenses, salaries and community development, etc.

Not only will professionalizing the staff help the Chief Park Warden turn the park from a **zone of isolation and protection** to **one of management and collaboration**, but it will serve to absorb a large number of the technicians being produced by Makerere University.

Given current salaries, it is impossible to attract these kinds of professionals to the field. For instance, currently, the salary of most staff is less than 10% of their subsistence needs. It is estimated that the minimal salary for a professional should be about USH 150,000 per month.

If USAID and Uganda National Parks have any hope of creating **"Interactive Management Plans" via "Park Management Committees,"** a professional staff will be necessary who will be capable of managing and not just policing the park's resources. **The authors of this report strongly concur.**

Realistically, it will be several years before Uganda's national parks will be able to sustain these salaries from revenues.

It is understood that USAID has money to top off salaries and operational expenses during the early years of this program until enough revenue can be generated by the parks to be self-sufficient.

It is believed that as the parks take on more of a management role and as local communities participate in the planning process and in the sharing of park resources and wealth, that the policing roles and the segment of staffing given over to that role can be diminished as **"Local Defense Forces"** provided by the RC System take over anti-poaching activities as the rules of the game change so that the peripheral community has legal but controlled access to **"their resources"** and thus it is in their vested economic interest to trap the few among the community who fail to abide by what the community has agreed upon with the Park.

The biggest and most difficult problem will be to define the geographical boundaries/limits of the beneficiaries or peripheral communities. Ultimately, by implicating the peripheral communities in park management and in allowing them to access needed resources, it is hoped that peripheral communities will act as a buffer to preventing further removed non-benefitted communities from accessing and possibly misusing resources not belonging to them.

Unless the current relationship between Uganda's parks and protected areas changes, there will never be enough guards to stop the misuse of the natural resource base by peripheral communities. The policy of more guns, more uniforms, more guards and more vehicles is short sighted and in the long run will fail. What these areas need is **caring communities.** It is believed that the above steps will go a long way in achieving this goal.

3.2.5.2 Decentralization Of The Decision-Making In Establishing An Effective Park Management Process. Not only in Queen Elizabeth National Park, but in the other parks, it was observed that **today, park management is still top down,** wardens feeling as though they can not make major decisions without concurrence by the Board Of Trustees. They act upon orders from above, rather than react to what they feel is necessary to develop an effectively run the park. Once again this appears to be part and partial to their military heritage and the "Chain of Command" mentality that still exists. Rather than make key decisions locally and then advising the Board Of Trustees for their approval, they wait immobile for communications from above which in many cases are not forthcoming or are very late in coming. Unfortunately this hampers creativity and makes it difficult to develop **"Interactive Management Plans"** which require a certain level of autonomy at the level of the Chief Park Warden in determining what is right or wrong for his park given the overall UNP guidelines and the reality of life in and around his park.

If **Park Management Committees** are to be formed, then the Board Of Trustees must liberalize its decision making process, have more confidence in its professionalized staff and begin allowing them, through the **Park Management Committee** to make decisions on key matters for which the Board Of Trustees is incapable of making from its isolated position in Kampala. Prior to execution, these decisions should be forwarded to the Board Of Trustees for their approval. This should include but not be limited to:

* Determining what and where and how resources should be managed.

* Determining how revenue will be best shared.

* Developing RFP's, reviewing proposals and technically approving final leases and sales of campsites, lodges, etc., with support from financial and legal advisors at UNP Headquarters in Kampala.

3.2.5.3 Financial Autonomy. Although, it is understood that USAID, through the APE Program, will help with recurrent costs in the initial years of tourism development, it is recommended that as Queen Elizabeth National Park matures managerially and financially, that aid gradually be cut back and that QENP, be allowed to become self-sufficient in salaries, in operational costs, and in revenue sharing with local communities.

It is requested that only their surplus (Money left over after paying salaries, operational expenses and for community development) be sent to UNP Headquarters. It is recognized that in the early years QENP will have no surplus and actually may need some topping up by USAID's APE Project. Any money given by the Government, USAID or other donors to UNP, once QENP is autonomous, should be used to support headquarters or channelled towards those parks which are still developing or financially not as viable.

By keeping the cash at a local bank in Kasese, the management staff will learn fiscal conservatism, managing its money as though each park were a small business. Only when and if, the park becomes financially troubled (e.g., in years of poor tourism) should the park rely on any reserves that have been built up.

This will also shorten the currently lengthy bureaucratic steps needed to obtain cash for operations and salaries, steps which can take one week out of each month in the Kampala by the Warden.

This would require the services of a Certified Public Accountant on the staff who would submit monthly financial reports to UNP Headquarters.

3.3 Case # 3, Rwenzori Mountains National Park (RMNP).

3.3.1 RMNP Historical And Current Setting. Up until about one year ago, the Rwenzori Mountains were managed as a forest reserve. For the most part, there was little active management of this forest, with the exception of some pit sawing permits given out by the Forestry Department.

For the most part, the protection and the development of the Rwenzori mountains can be tied to their ruggedness and inaccessibility, but most importantly to the integral link between the Bakonjo and these mountains, both from the standpoint of resource use (firewood, timber/pit sawing, gathering of honey, fiber for handicrafts, medicine, food, trout fishing, hunting, etc.) and culture (much of their folklore revolves around the "Old Man Of The Mountain" and his son the one legged "Shepherd" to whom sacrifices must be made prior to the hunt.

Up until about one year ago when the first park warden was placed at park headquarters in Ibanda, the real developer of these mountains was the Rwenzori Mountaineering Service (RMS), a NGO who has been receiving support from USAID since 1987 through PL-480 local currency. This entirely indigenous based operation guides hikers and alpinists on expeditions into the "Mountains Of The Moons."

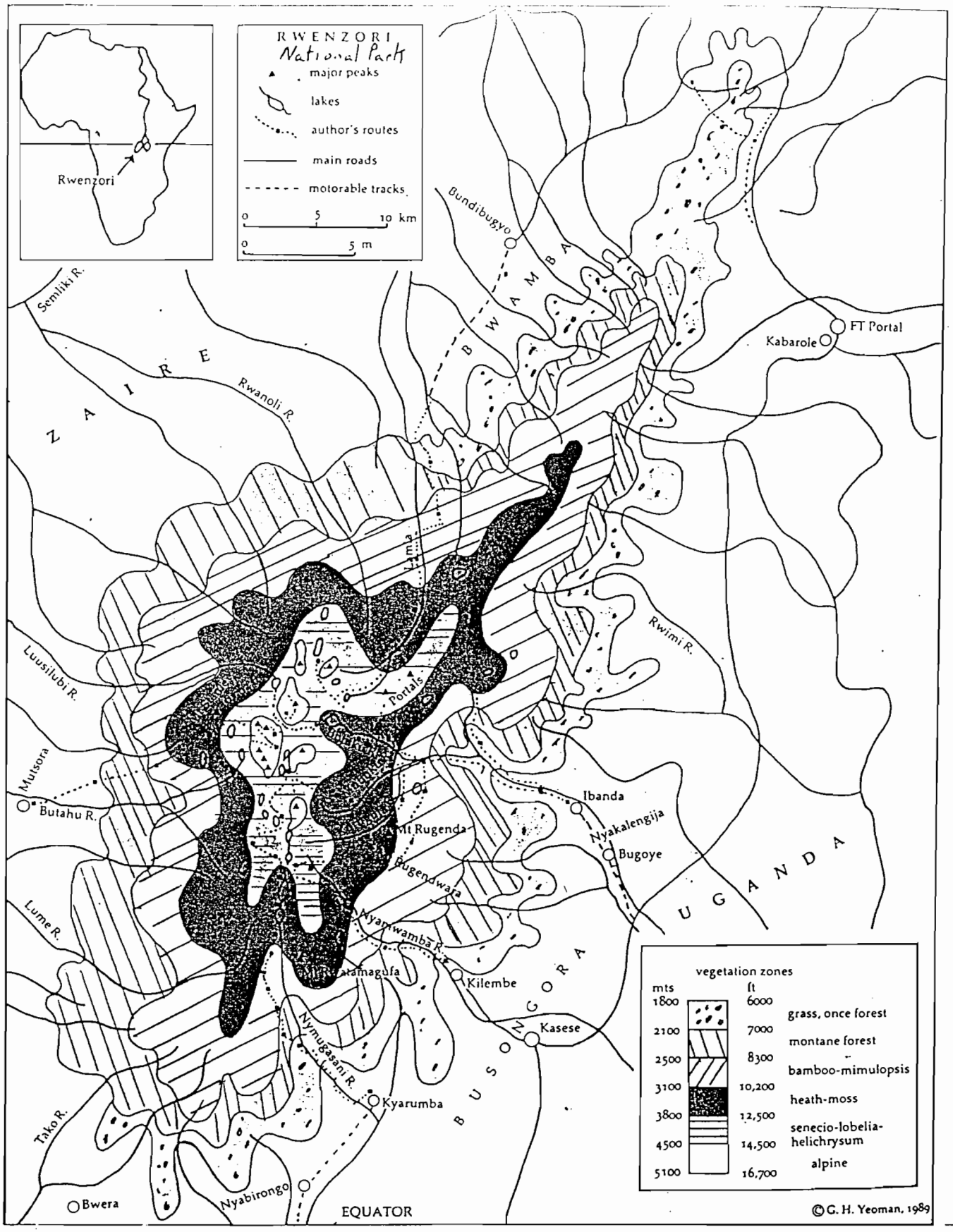
Since this is a community business, there is close cooperation and a vested interest is seen by everyone in developing the business and in protecting the Rwenzori Mountains. Already, farmers in the area have sold their lands to RMS who in return donated this land, situated between RMS headquarters and the national park boundary, as a site for the Rwenzori Mountains National Parks headquarters.

To date RMS has undertaken the following activities:

* Employs 22 permanent staff, 63 guides/porters who do piece work and 100 labourers helping in construction and renovation of headquarters and trail shelters, pit latrines and garbage pits. These people are drawn from four subcounties and many families.

* Construction of Headquarters.

* Construction of a dispensary, with some money from the German Government.


RWENZORI
National Park
major peaks
lakes
author's routes
main roads
motorable tracks
0 5 10 km
0 5 m
Rwenzori
Bundibugyo
BWAMBA
Semliki R.
ZAIRE
Rwanoli R.
Kabarole
FT Portal
Lama
Rwimi R.
Luusilubi R.
Portals
Mutsora
Butahu R.
Ibanda
Nyakalengija
Bugoye
Mt Rugenda
Bugendwara
UGANDA
Lume R.
Nyamwamba R.
Kilembe
BUSONGORA
Kasese
Nymugasani R.
Kyarumba
Tako R.
Nyabirongo
Bwera
EQUATOR
vegetation zones
mts
ft
1800
6000
grass, once forest
2100
7000
montane forest
2500
8300
bamboo-mimulopsis
3100
10,200
heath-moss
3800
12,500
senecio-lobelia-helichrysum
4500
14,500
5100
16,700
alpine
©G. H. Yeoman, 1989

* Expansion of the Rwenzori High School. The community makes the bricks and RMS helps in hauling sand, cement and provides tin roofing, nails and timber. The school and its grounds are quite impressive.

* Construction of a hotel/restaurant next to headquarters.

* Providing land for park headquarters.

In 1991, 1,400 visitors came to climb and experience the natural beauties and the unique culture of these mountains. With the stability coming to Uganda, these numbers and the prosperity of the mountains and these people can only hope to increase.

3.3.2 RMNP, Ecological Setting. Decreasing temperatures with increasing altitude has resulted in a marked zoning of vegetation which is of great interest to scientists and a delight to visitors. These zones may be summarized as follows (Yeoman, Tindigarukayo and Mugisha March 1990):

* Below 2,100 m (7,000 ft-the Forest Reserve Boundary): steep foothills with cultivation and fire induced poor quality grassland subject to soil erosion and reduced fertility.

* 2,100 m to 2,400 m: Mixed broad-leafed and podocarpus montane rain forest of moderate height (80-100 ft)

* 2,400 to 3,000 m: a zone in which either **Mimulopsis elliotii** (a straggling semi-shrub) or bamboo dominate or a mixture of the two.

* 3,000m to 3,800 m: giant tree heathers (**Phillipia spp.**) carrying aerial epiphytic gardens of outstanding botanical and aesthetic interest, some of which are unique to Rwenzori only.

* 3,800 to 4,500: Climax types of giant lobelia and senecio (Groundsel) that demonstrate the extraordinary phenomenon of afro-alpine gigantism. This is a response to a diurnal regime of intense daily insolation alternating with night freezing. These gigantic species are to a great extent the hallmark of the Rwenzori; "Africa's botanical big game." In this zone **alchemilla, carex** (in bogs) and other tussock grasses provide much of the ground cover, while Everlasting flowers (**Helichrysum spp.**) cover immense expanses of the mountain sides.

* Above about 4,500 m (the approximate permanent snow line): the nival zone carries a diminishing hardy vegetation which is progressively miniaturized until the permanent icefields are reached, with the highest point of Mt. Stanley at 5,100 m (16,700 ft). Unique massive ice-rime sculptures surpassing the beauty of equivalent zones of Mt. Kenya and Kilimanjaro.

Runoff from Rwenzori enters into Lakes Edwards and George, flows on to the Semliki River and into Lake Albert and then the White Nile River System.

In addition to its unique biological diversity, other values include flood control, indirectly lake fisheries, hydropower, reliable permanent headwaters for the Nile River, plains irrigation, potable water and tourism.

3.3.3 RMNP, Community Involvement. Based upon extensive interviews with the inhabitants of the Rwenzori Mountains (Yeoman, Tindigarukayo and Mugisha March 1990), the following was recommended:

1.0 Core Zone of 483 sq km in upper reaches of mountains with unique biocoenoses (specialized and characteristic associations of plants) and high levels of endemism) be transferred from the Forest Dept to National Parks as a "core area" (Note this is in flavour of a biosphere reserve). An inselberg or biogeographical island with a significant number of endemic fauna and flora.

2.0 Balance of the Forest Reserve (513 sq km) which contains 80% of the conventional forests of interest to foresters should remain as a Central Forest Reserve under the Forest Dept. functioning as a buffer zone.

For various reasons, which this report will not enter into, the entire area was declared a national park. Regardless, according to a Cabinet Memorandum **"Creation of a new National Park will not interfere with local interests (Movements of people, wood and bamboo cutting, hunting, etc."** (Yeoman, Tindigarukayo and Mugisha March 1990).

Indecisiveness by the Parks Board of Trustees over the above issue has led to confusion and appears to be the root cause for the growing friction between RMNP staff, the local community and the Rwenzori Mountaineering Service.

Upon the arrival of the study team, the RMNP Chief Park Warden called a meeting of his staff, the Rwenzori Mountaineering Service, the local Resistance Committee 1,2 and 3's from Bugoye Sub County, and the Chief Technical Advisor from the USAID/WWF-US Rwenzori Mountains Conservation And Development Project.

The Chairman of the Rwenzori Mountaineering Service (RMS) explained that there is a lot of confusion and conflict over how to use the park.

The Secretary of RMS explained that these mountains have been seen as Government land since the colonial days when gazetted as a forest reserve. What the Bakonjo people need to know is:

* How can we effectively manage our natural resources (**Note, even though recognized as government land, because of economic and cultural ties, the Bakonjo will always feel that the Rwenzori Mountains and its resources are theirs. This is the type of sentiment that all conservation projects should strive for among the local people if they are to be considered a success).**

* For a long time boundaries were forgotten during the civil strive, yet the people still respected the integrity of the forest. The boundaries need to be redemarcated.

* People need to be **allowed to undertake traditional activities** necessary to subsist, for cultural purposes or to gain a livelihood including but not limited to:

  - Firewood
  - Honey
  - Fiber for handicrafts
  - Trout fishing
  - Hunting
  - Pit Sawing
  - Medicine

plus RMS should continue being allowed to guide people.

It was further explained that Guy Yeoman came and the Bakonjo made the their feelings clear that 1) the upper areas of the Rwenzori Mountains should be a tourism zone, 2) while the lower area of the mountains should be a multiple use area for traditional uses. To date the Government has never responded.

Now the Chief Park Warden has come in and is giving out orders such as **"Don't do this or that", locals can't go into the park, only tourists-the old colonial line!**

People have no idea of what a national park is, nor an understanding of park policies other than antiquated 1953 colonial park laws which don't make sense in 1992.

It would appear that while some of the burden of blame for what is happening can be put on the shoulders of the Chief Park Warden, **much of the blame must be placed on the Board of Trustees** for not providing guidance or direction to the warden who, under current practices does not think but responds to directives from above, or else risks a reprimand for being too independent in his thinking. As noted under the QENP case study, there is a real need to move towards the establishment of a **"Park Management Committee"** and semi-autonomy at the level of the warden/committee.

The Chief Warden talked of RC's identifying projects and presenting them to the Board Of Trustees for approval. The Chairman of RMS said that this procedure is too long and drawn out. Why can't the proposed Management Committee undertake such decisions locally and use the money which is generated locally, or project money to begin immediately. Once again this supports the QENP staff's request for financial autonomy.

Everyone agreed that there is need for an educational and sensitization program. It was suggested that both programs can begin immediately by the RC's returning to their constituency and holding meetings on the discussions which are taking place.

The Chief Warden explained that he is waiting for an expert to look at multiple use areas. The study team asked how long will this take. The QENP Project took 4 years and cost about $US 1 million. The team suggested that the warden with his Peace Corps Staff, with the WWF-US team and most importantly with the RC's and RMS, begin laying out their own multiple use areas based upon what and where villages are extracting their resources. By doing this they would be creating an **"Interim Management Plan."** Then the WWF-US team, where necessary can send in its foresters to develop more detailed management plans. Using the philosophy of **Adaptive Management**, traditional use should be allowed conservatively during this

process, otherwise, everyone in the community will have to be arrested as poachers, as they all depend upon the forest for survival.

The RC System can be put into action immediately, to begin collecting statistics on resource use, requesting people to pass by a designated RC member identifying what, where and how much of a resource will be extracted. This information can be passed on to the Park staff and will eventually become an important management tool.

The Chief Warden explained that he fears encroachment in the park by cultivators and livestock. This needs investigation. Many Bakonjo have explained that farms in the upper reaches of the mountains are being abandoned by the youth as their parents die, the youth preferring to be nearer the bright lights and the major thoroughfares of the urban setting.

The RMS Secretary explained that they must not fear to provide their ideas about management of the park since it is better to give the authorities our ideas and tell them what we plan to do now rather than wait for what may be unrealistic directives from Kampala.

Some people ask if projects can construct houses as a tradeoff for giving up use of the forest. The study team explained that there is a wrong impression about these projects as they are finite in time and in funding. When the money runs out and the project is over who will build your houses or the houses of your children. The natural resources of the Rwenzori Mountains are renewable if you respect them and use them wisely. The purpose of these projects is to help establish a series of sustainable processes that will be here long after you are gone, to be used by your children and grand children. Your future has and will always depend on these mountains. It lies not in abandoning them but in working with the Chief park Warden and his staff to sustainably manage them to your benefit.

It was explained that park boundaries can not be realigned, but it will be possible to develop multiple use areas within the park.

The USAID/WWF-US Chief Technical Advisor, explained that right now there are no serious problems with this park. He hopes that it can be kept this way in the Rwenzoris. He explained how he told the Minister of Environment Protection, under which his project falls, that policies will come from below and not from above; that is to say from the Bakonjo and the RC's.

The Peace Corps Volunteer, working under the Chief Park Warden, volunteered to begin working with the RC's to devise a preliminary set of objectives aimed at inputting into the planned April 26, 1992 visit by the Uganda National Parks Board Of Trustees.

In closing, the Chief Park Warden explained that he is only two years from retirement. He is here for the young people and their children and would like to collaborate and to help them rather than being at odds with them. Let us hope that this will mark a new era in the evolution of the Rwenzori Mountains National Park, and in Uganda's parks in general.

3.4 Case # 4, Kibale Forest Case Study

3.4.1 Current Setting. This forest is located in western Uganda near Fort Portal and is under the management of the Forestry Department. It is in the process of becoming a forest park. This will include a core protected area of approximately 120 sq km comprising the Makerere University Biological Field Station (MUBFS) research area and nature reserve (DeGeorges August 1991). The core area will consist of two zones, one purely for research and a second area for tourism and limited extraction of minor forest products by locals. An outer area of about 250 sq km will also be established consisting of a forested buffer zone managed for timber production located between the core area and the inhabited farm lands.

While this station has been and continues to be heavily involved in pure ecological research, especially of primates, under a new and dynamic leadership it is becoming more and more involved in applied research and is taking a more holistic integrated approach to forest management that acknowledges the fact that there are and will always be human forest interactions, both in the form of humans going into the forests in search of subsistence and economic resources and wildlife pests leaving the forests to attack crops.

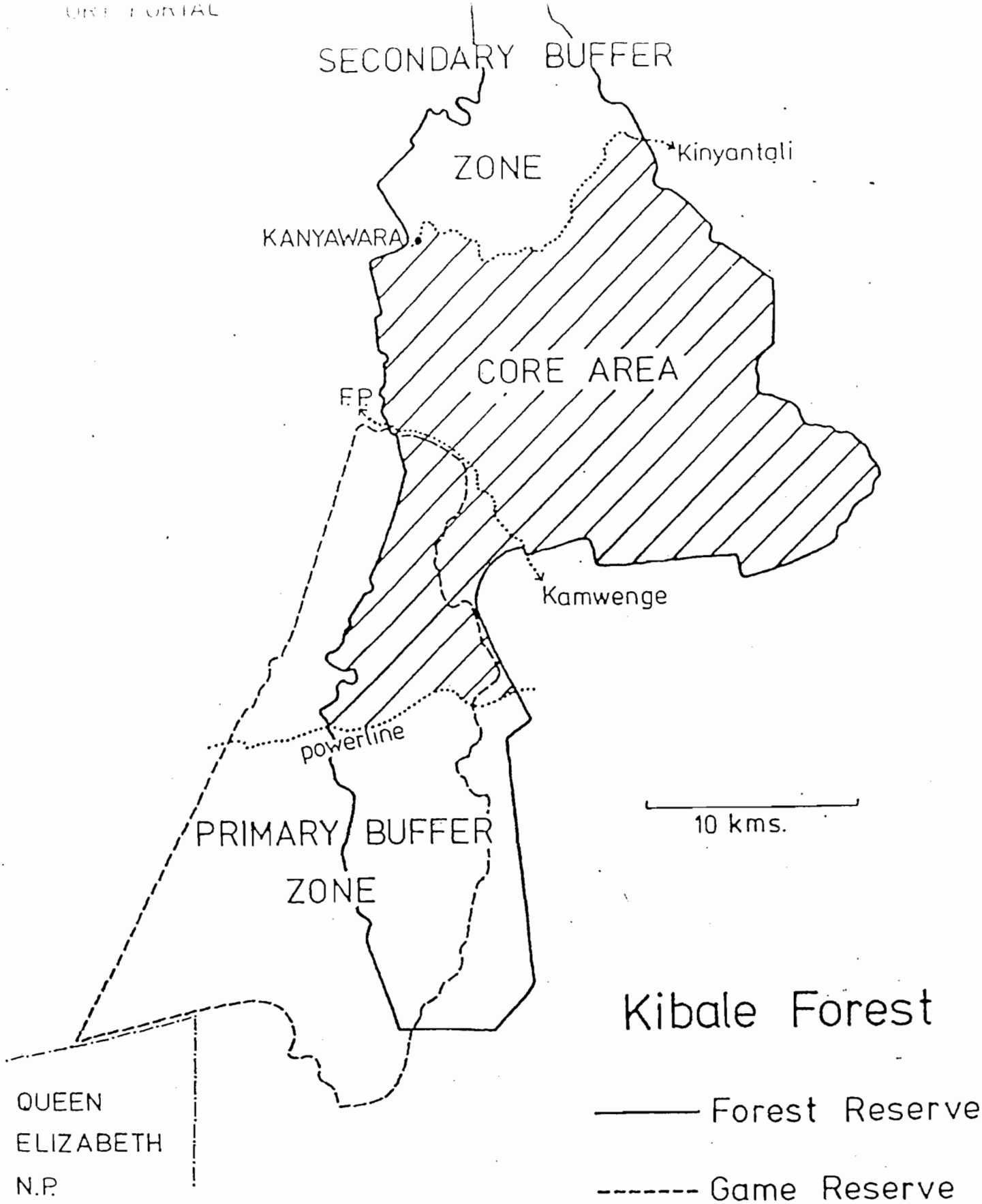
3.4.2 Applied Research. The applied research is aimed at solving on-farm crop production problems, maximizing the forest as an economic resource for the rural community while conserving biological diversity, and environmental education of the community on the importance of the forest and its sustainable management. Applied research includes (DeGeorges August 1991):

* Ecotourism by developing chimpanzee/primate tourism involving the peripheral communities.

* In-forest research to develop sustainable management plans for harvesting minor forest products (e.g., wild coffee, wild yams, wild fruits, medicinal herbs, bush meat, poles, etc.) by peripheral communities, both to meet subsistence needs and where feasible generate revenue.

* In-forest research to develop management plans for sustainable timber harvesting through pit sawing as an economic resource for peripheral communities.

* Environmental Education working with the peripheral communities.



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* Running on-farm trials to find crop varieties (e.g., tobacco, a bitter tasting cassava that must be fermented to be palatable, sunflowers, pigeon peas, beer bananas-Mussa) that will be left alone by wildlife pests coming from the forests, especially baboons, redtail monkeys and bushpigs (Potomochere).

* Helping rural communities organize to enter into a cash economy, through developing market contacts, rural enterprises and through soils and agronomic analyses to select suitable crops and sustainably manage the farm lands.

3.4.3 Community Relations And Traditional Use Of Kibale Forest. Up until now, this research center and the Forestry Department have been at odds with the peripheral community by attempting to cut them off from resources that for subsistence and/or economic reasons they have felt necessary to access. This protectionist policy has failed. There are approximately 200-300 illegal pit sawyers in the forests.

It is interesting to note that Kibale and the Village Forests, because they are natural, are considered to be **"Open Access Resources"** available to anyone for timber extraction. On the other hand the 15 sq km tree plantation has been left untouched since in eyes of the pit sawyers, like crops these trees were planted and thus must belong to someone. Likewise, pasture, unless fenced, is seen as an "Open Access Resource." There are major government policy reforms and attitudinal changes needed in this area.

Illegal hunting for buffalo, duiker, bushbuck, sitatunga, bushpig, etc. in the forest is uncontrollable even with armed forest guards. In one month alone, 87 animal snares alone were found in the Ipanga and Dura River Areas. The situation is uncontrollable. Stepped up heavy handed enforcement could serve to remedy the situation in the short run, but all researchers interviewed feel that this is not sustainable unless the community is part of the enforcement scheme (DeGeorges August 1991).

The question that must be asked is by changing current government policies, can this forest be seen as a **"Common Property Resource"** sustainably managed by local communities, cooperatives or rural enterprises?

3.4.4 Local Participation In Managing Kibale Forest. Under the planned **"Forest Park"** the local community will be involved in income generating devises including ecotourism in the nature reserve, sustainable extraction of resources in the forested buffer zone and hopefully development of cash crops on the farm.

Among other things the research staff would like to organize the illegal pit sawyers into a cooperative to first exploit the 15 sq km of attached pine/cypress plantation and eventually, based upon a timber inventory and extractive management plan, the hardwoods in the forested buffer zone such as Olea and Lobea which are believed to have a 35-40 year rotational cycle. As the forested plantation is harvested, it will be replaced by the current understory of natural forest and then managed for sustainable extraction at the appropriate time in the rotational cycle. The researchers feel that this is more sustainable and less costly than replanting and trying to maintain a monoculture exotic tree plantation that may be susceptible to disease, and which offers little in the way of biological diversity and wildlife habitat.

In the near future, a study will be undertaken to try and better understand quantitatively what is harvested from and how the forest is used by the peripheral community. Many of the people financing pit sawing are local entrepreneurs with money. The pitsawyers are paid only USH 100 per board carried out of the forest. Any move in the direction to legalize and regulate pit sawing should take measures to assure that local communities living on the edge of the forest receive more direct benefits from participating in this activity. This situation is somewhat similar to Bwindi Forest where big men in Kabale hire locals as manual labourers, paying them a pittance of the timber's true value.

The Director of the research station feels that tourism alone in the nature reserve will be inadequate to fully valorize this forest park to the point where it is a driving economic force in rural development. The compliment to ecotourism should be pit sawing in the forested buffer zone. Many of the above concepts are discussed in, Tabor, Gary et. al. Oct. 1990).

While **traditional hunting** in the forest might be considered, it would require a **change in current government policy** which prohibits hunting in gazetted forests. It would also require wildlife inventories and development of acceptable regulations such as making it illegal to use snares or limiting where they and other hunting implements can be used, controlling in general where hunting can take place, establishing seasons and quotas, and limiting offtake of certain game by sex, etc. If this is to occur it will take time to develop. Regardless, collaboration with the rural community to regulate this problem is better than ignoring it or allowing destructive uncontrolled poaching to continue (Isabirye-Basuta. May 6-8 1991).

It should be clearly understood that wild game is every bit as important a protein source as beef in the diets of the local people.

Currently, a Peace Corps Volunteer and his counterpart are working with local communities in trying to organize them to enter into small businesses related to tourism.

USAID is helping to construct two types of tourism facilities associated with this forest:

* Low End Camp Facility: tents with thatched roof cover, pit latrines; both group and individual sites.

* High End lodge. Mark hopes to convince them to put it outside of park on knoll where good panoramic view of Kibale Forest.

They would like to see camp grounds, guiding, etc. given as a concession to the local community. They hope that the local community can be involved in negotiating any lease or sale related to the High End Lodge. They hope to invite RMS here and send some people to RMS. They are concerned that locals be protected against outsiders monopolizing the tourism trade in Kibale Forest. The idea of a forest park management plan staffed by the district forest officer and the local communities through the RC System was of interest to them. They explained that although everyone speaks of involving the local communities in natural resource management of Kibale Forest, a formal mechanism has not yet been established. **As an option consideration should be given such that any external assistance to the Forest Department be conditioned upon establishment of similar management committees which involve local communities around forest reserves and forest parks.**

3.4.5 On-Farm Natural Resources Activities In Peripheral Areas Of Kibale Forest. With regard to on-farm activities, the local communities do not appear to be organized into farmers' associations and women's groups as in eastern Uganda. The average farmer has about 3/4 of a hectare. The soils are ferralitic tend to become acidic and nutrient poor once the buffering capacity of the organically rich top soil is lost from erosion in this hilly area near the forest. As a result productivity is low. The main cash crops are millet and cassava. Because of crop pests from the forests, maize, tubers, tomatoes and fruit are not feasible. The research station sees a real need for better understanding soil chemistry and fertility in order to manage the farm lands for sustainable crop production.

There is a major problem with marketing and in knowing what the latest market demands are so as to select crops not only suitable to their soils but to the market demand.

Due to the **naturally acidic soils, it is likely that this area should not have been converted to farm land** but managed with the rural community for sustainable forestry instead of sustainable agriculture which appears difficult without costly inputs. **Given today's reality, this may be that much more of an argument to take maximum advantage of Kibale and other Ugandan forests, as economic resources for peripheral communities, both as a source of increasing living standards through helping them enter into a monied economy and to cover the costs of on-farm inputs needed to increase crop production, as well as for subsistence purposes.**

Currently, a major issue in the area is how to control crop damage from pig and baboons coming from the forests. Around the Kyambura Game Reserve people produce cotton, bitter matooke, sim sim (oil) and sunflowers which the wildlife leave alone (Personal Communication Raphael Jinju, CTA, FAO/UNDP Project 86/010).

3.4.6 Non-Gazetted Village Forests In Peripheral Areas. The research station team is also interested in taking a closer look at sustainable management of 2-10 hectare Village Forests found in steep sloped valleys considered unsuitable for farming when land was plentiful. These are important areas of biological diversity, wildlife habitat, and sources of timber, charcoal and other resources if sustainably managed. At the August 8-9, 1991 Environmental Policies And Law In Uganda Seminar, it was stated over and over again that the greatest percentage of remaining forest and biggest loss of forests in Uganda today is outside gazetted areas. To date, these areas have been ignored.

Because of current forest laws, pit sawyers can obtain permits from the Forestry Department for timber extraction. Local residents have no say in this and gain nothing in revenue from the harvested timber. The sequence of events normally following the pit sawing is charcoal extraction also requiring a Forest Department permit in theory, then farming and then a decline in ground and surface water quantity and quality. Surprisingly, no permit is required to clear this forest for agriculture.

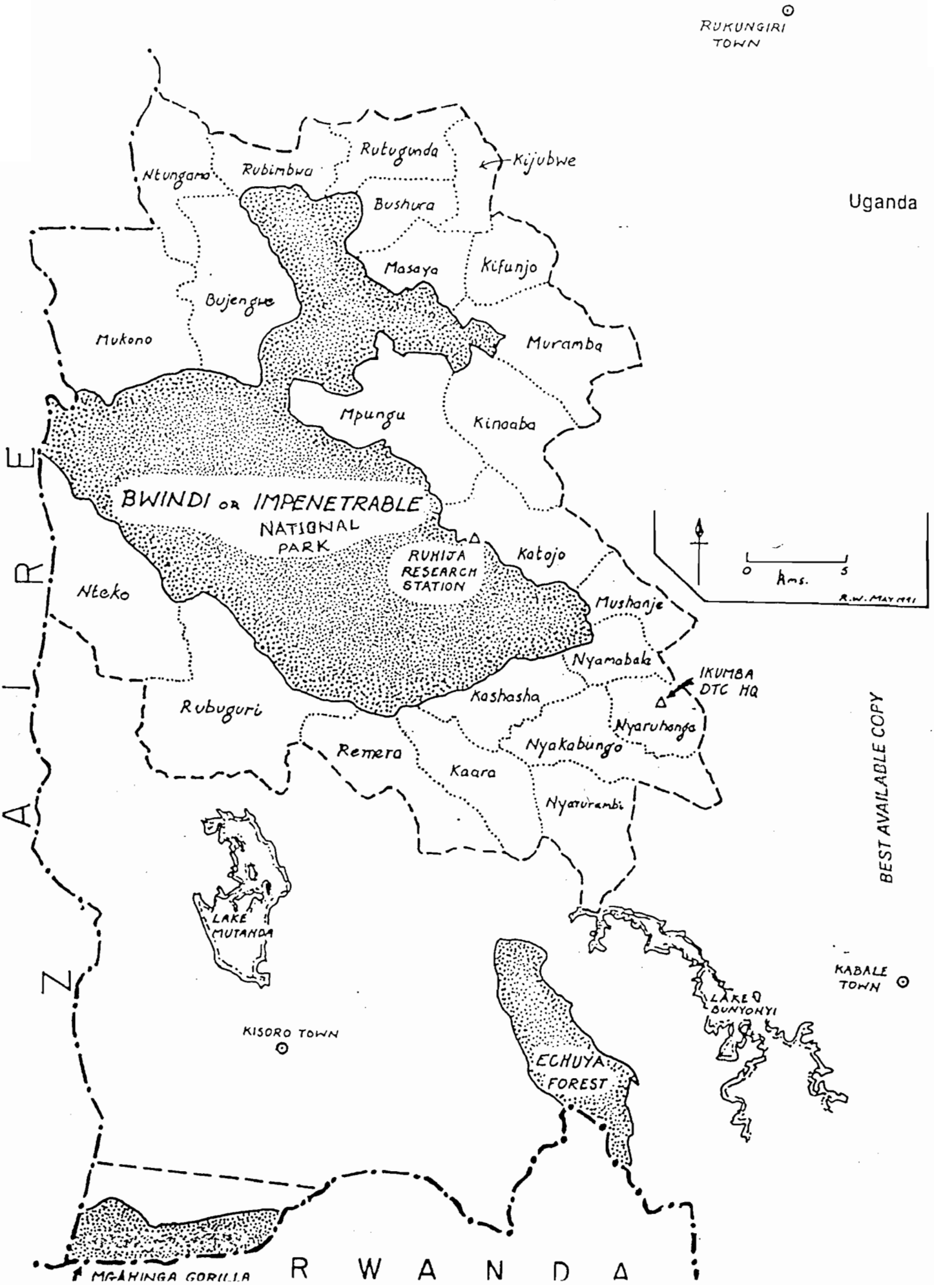
It is believed that the goals and objectives of Kibale Forest Project if successfully carried out could serve as a model for other forest or forested parks in Uganda and elsewhere in the tropics.

3.5 Case Study #5, Bwindi National Park. This site was not visited on this trip. Comments are made here based upon past visits to this area by the authors and a review of the literature.

3.5.1 Historical, Ecological And Current Setting. In 1984, an ecological survey was undertaken of forest reserves (Bwindi and Mgahinga were simultaneously operated as gorilla reserves by the Game Department) and their surroundings in southwestern Uganda, including Bwindi Forest (Impenetrable Forest), Mgahinga Forest, and Echuya Forest. The surveys found these forests to be not only rich in unique flora and fauna, including harbouring over half of the World's Mountain Gorilla population (about 300), the golden monkey, the golden cat and other endemic species, but also found that they were suffering from human encroachment, this being one of the most densely populated areas in Africa. In 1948 there were 3.7 hectares per person while today there are 140-500 persons per square kilometer and an average of only 0.7 hectares of land available per person. Formerly steep sloped forested areas are now under intense cultivation (DeGeorges June 18, 1990).

These findings led to the establishment of the Impenetrable Forest Conservation Project (IFCP) in 1986, to begin studying the gorillas of Bwindi and eventually Mgahinga Forests. It was quickly recognized that not only were the remaining portions of these forests being mined by the local people, but that the only chance for their survival would require a coordinated three pronged plan of attack to deal with these issues; collection of baseline ecological data to upgrade the old forest management plans which were written in the late 1960's, develop an understanding of how the local community relates to the natural resources in these forests, and introduction of on-farm activities that might provide alternatives (e.g. agroforestry as a source of trees, small animal husbandry in the place of bush meat) so as to decrease the pressures on the natural resource base of these forest reserves. The ecological and socio-ecological surveys would be used to generate interactive forest reserve management plans to conserve the biological integrity of these forests while promoting sustainable exploitation, where feasible, in collaboration with the peripheral zone community. This gave birth to the Development Through Conservation (DTC) Project in mid-1986,becoming operational on the ground about October 1989.

In 1991, Bwindi (Impenetrable Forest) was made a national park along with Mgahinga, and the Rwenzori Mountains. These are Uganda's first **forested national parks** operated under the auspices of Uganda National Parks as compared to **forest parks** operated by the Forestry Department.



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3.5.2 Community Involvement. From the outset of the IFCP/DTC projects there has been much confusion between the local community and the park/reserve managers over the use of the forest by the local community. When operated as both a forest reserve and as a game reserve there were many instances of the forest guards giving local people pit sawing permits who in turn were arrested by game guards when found in the forest. In both The Uganda Institute Of Ecology evaluation (Hamilton et al August 1990) and the DTC evaluation (DeGeorges June 18, 1990) the people were diametrically opposed to the idea of a national park believing that they would be cut off from accessing the vary resources which they needed for survival and for economic development.

Since becoming a national park, things have apparently worsened, even though both the DTC and the Impenetrable Forest Projects continue. For the moment, apparently all use of the forest, especially pit sawing has been banned even though both of the above evaluations stressed the need for local people to gain practical benefits from a zone (buffer) of the forest allocated for multiple-use sustainable extractive activities!!!

In a draft evaluation (Scott 1992) the following key information was found in interviews with local communities indicating that little has changed with regards to improved community relations since the 1990 evaluations:

* 37% of population interviewed carried out pit sawing in past, the majority being employed by larger contractors.

* Timber carrying employed an additional 8% of population interviewed

* 13% of respondents produce items for sale from forest-baskets, trays, walking sticks, , honey, grain stores, carved utensils, stools, furniture , etc.

* 69% interviewed have woodlots but land shortage is the biggest hindrance to expansion.

* 82% of respondents have negative feelings about gazetting of the park. Mainly because of the inability to acquire resources formerly utilized.

* 83% respondents didn't know why the park was formed.

* Biggest fears include: 1) Wild animals, 38% of the persons interviewed wanted vermin control to protect crops-especially baboons **(Same in Kibale Forest and Lake Mburo-See Case Studies)**, 2) Land loss-confiscation by govt. of areas bordering forest, park rangers and laws.

* Most people did not understand tourism, but after lengthy explanation 60% were positive, 20% could not understand and 8% were negative.

* 88% recognize the ecological non-extractive value of the forest, of which 65% believe brings rain, 11% recognize more than one ecological benefit (e.g. rain and fresh air), only 2% appreciate value as water catchment, generational heritage, climate, etc.

What is most noteworthy here is the importance of the forest to the people's lives and the high level of animosity towards the park as the result of being legally cut off from the forest resources without involving them in this decision.

Actually the above study has been undertaken after a mandate by the Director of National Parks to establish multiple use areas within the park boundaries. Unfortunately, the approach appears to be the classical top down "we'll decide for the people since we know better" used by park authorities and scientists since the inception of African parks:

* While this study interviewed people for their knowledge, based upon the contents of the document, multiple use areas were not defined and delimited with the people but based primarily on the presence of distinctive boundaries (mainly rivers) since clearly marked boundaries are needed if the management of areas to be successful. This is being undertaken with the aid of aerial photos. **Isn't this how the boundaries of African countries were established without regard for the ethnic and cultural variability of the people!!**

* The management plan is in the process of being written by an expatriate. This might be considered appropriate if and only if it is the beginning for negotiation with the local people, though it is still not ideal if true **"Participatory Management Planning"** is envisioned. Meanwhile, the Forestry Department has written an "Interim Management Plan for Bwindi National Park which the head of planning for MTWA has never seen, even though in principal it has been handed over to Uganda National Parks. This Interim Plan also recommends and defines a multiple use zone.

What is noteworthy here is that, like the park management plan developed for Queen Elizabeth National Park, there seems to be a failure to understand the importance of involving the local community in the planning process (e.g., identification and demarcation of buffer zones and what can and can not be taken from these buffer zones) so that once finished it is their management plan as well as that of the park authorities; something that has been negotiated and is agreed upon as the best compromise that meets the need of all parties. Regardless of how well undertaken, regardless of how good the science that has gone in to the establishment of such a plan, without involving the local people, without using their knowledge of where and how to use the forest; the risk is that the plan will be rejected as something imposed upon them as an unworkable solution which they will reject causing animosities between the **"Parks And The People"** to continue as they have historically.

It should be noted that the above study has already made a key decision; only minor forest products will be examined for extraction. This is because the study is being undertaken as a masters thesis and must be kept somewhat narrowly focused. Will pit sawing for timber not be allowed, purely on philosophical terms with little or no scientific data? Some argue that pit sawing is not that economically viable for the rural community, since most are manual labourers paid a pittance by businessmen in far away towns who have the contacts to obtain logging permits. This is however a policy reform issue, since as in many places in Africa, the local communities could be given exclusive logging rights to the areas where they live (this being done with wildlife in Zimbabwe, Zambia, Botswana and beginning to take place in Kenya), organized into rural enterprises and then in collaboration with the Uganda National Parks begin undertaking controlled harvesting. It is likely that far less timber would have to be extracted and the people, with exclusive rights, would earn more than they have ever earned before from the sustainable management of this important resource.

According to Hamilton (1987), "Conservation of many forests species is likely to be compatible with timber harvesting, especially if this is by pit-sawing...In fact pit-sawing does have some advantages over saw milling, notably in providing more jobs, avoiding much of the disturbance, compaction, and erosion of large areas of topsoil which are associated with saw milling, and quite likely in allowing a higher sustainable harvest of timber....not arguing that sawmilling should be replaced entirely by pit-sawing-only that the Forest Department should reassess its priorities in this area." Some may argue that pit sawing is inefficient compared to commercial logging resulting in much wastage. However, this loss in wood product might be considered the **"Opportunity Cost"** of protecting the biodiversity of the forest while still allowing forestry to serve as a major economic sector in rural development.

There is a tendency by many in the environmental community to think that ecotourism will solve all natural resource problems in wildland areas while on farm alternatives are looked on to solve most in-forest needs of the rural community. There is a general tendency to ignore the fragility of a tourism based economy (e.g., as adversely affected by the civil war in neighbouring Rwanda, or the Gulf War, and now by a world wide recession).

There is a strong risk of ignoring the importance of having the most diverse economic portfolio available for a given wildlands area that maximizes its economic worth with minimal impact on its biodiversity value, much like a corporation that can weather declines in one area of the economy because of its diversity in other economic sectors.

If there is a failure to make maximum use of Uganda's forests and parks for economical purposes in non-critical habitat areas, and farmers are only allowed to use the forests and parks for subsistence needs while solving all of their economic problems on the farm, they will have that much <u>less of an opportunity, through natural resource based rural enterprises, to escape the endless cycle of poverty that is the major cause of environmental destruction in Africa</u>. This concern was brought out as a major issue in the Environmental Policies And Law In Uganda Seminar held in August 1991.

On one hand while the government and the "World Community" pushes for rural enterprise development, it is seemingly embarking on potential policies in the name of Conservation (Defined as "Sustainable Use" and not protection of natural resources) which, like the colonial powers, will cut off the rural community from accessing much of the economically valuable wildlands natural resources in Uganda. It must then be asked who are these parks and reserves for, "the people" or the "World Environmental Community ?" If the right policies are implemented, they can be for both, with core protection areas for ecotourism and research, and multi-purpose wildlands buffer areas that can provide subsistence needs and like the protected core be used for income generation through sustainable exploitation.

The question that must ultimately be asked is will the newly created Ugandan parks really serve as a model for linking natural resources to development and entry into a monied economy in rural areas? Furthermore, there is no economic analysis to determine to what degree tourism alone will provide adequate income to the rural community from various park schemes to offset areas that could be sustainably exploited with minimal impact on biodiversity or ecotourism.

It is not the purpose of this report to say what should or should not be undertaken in Bwindi Forest's or other parks' multiple use areas. It is only to point out that everything should be considered possible and nothing should be ruled out until the community and the park staff sit side by side with all relevant socio-economic and scientific data on the table and come to a common understanding of how to best use and manage the forest's/park's resources both for economical and biodiversity purposes. The park staff should be encouraged to continue moving in the direction which they are taking with additional emphasis on local empowerment and community participation in the park management process.

4.0 RECOMMENDATIONS ON INVOLVING LOCAL COMMUNITIES IN THE PARK MANAGEMENT PROCESS

The following recommendations are based upon the outcomes of analyzing the above case studies.

4.1 Establish An Official Park/Protected Area Management Policy. Currently, Uganda National Parks does not appear to have an official policy with regard to what a park will look like in the 1990's and into the twenty-first century. This includes such issues as:

* Community Participation In Park Management

* Establishment Of Multiple Use Buffer Zones

* Relationships between Chief Park Wardens, and international or local NGOs

The Uganda National Parks needs to pass a directive that park management planning is a process that will include the **formal establishment of park management committees** which will meet on at least a monthly basis, or more often if needed, to discuss how, what and where resources will be managed. This shall include representatives from the RC System and the private sector as leases and sales of lodges and camp sites take place.

The Uganda National Parks should pass an official decree that at their discretion, Chief Park Wardens in collaboration with their management committees have the right to establish multiple use buffer zones within a park upon final approval by the Uganda National Parks Board Of Trustees.

In the February 1992 Kibale Forest Buffer Zone Conference hosted by the PVO-NGO/NRMS Project, there was concern raised that rather than being managed with a common set of objectives, each park in Uganda tends to be controlled by a given conservation NGO with its own agenda as to what a park should become (Personal Communication Dr. Eldad Tukahirwa, Director, Makerere Institute Of Environment And Natural Resources). In many instances their goals may be counterproductive to park policy or contrary to the development of good relations with local communities.

Uganda National Parks must more clearly define the relationship between these NGO's and the Chief Park Warden/Management Committee. These NGO's and their associated researchers should be there to provide scientific data and advice to the warden and the management committee as to what actions might be taken to assure sustainability of the park on both economic and ecological grounds. The Warden and the Management Committee should be in the driver's seat, not the NGO. Unfortunately, at present too often, this does not appear to be the case.

The above issues can be addressed in a short letter to the Chief Game Wardens explaining park policies on these issues.

4.2 Professionalize The Park Management Staff. As discussed in **Section 3.2.5.1**, it is recommended that the role and thus the make up of the park staff change from one of policing to managing the natural resources. The exact makeup of the professional staff will depend on the resources and the resource issues in each park. The staff can be placed directly under the chief park warden or in the Uganda Institute of Ecology (UIE). Regardless of how the staff is brought on administratively, they must be under the authority and answer directly to the chief park warden who's responsibility it is to control and coordinate all activities in the park.

The exact numbers of these specialists will depend on the size of the area to be managed, both in and on the periphery of the park, and the wealth of the particular park. It is hypothesized that if the park has sizable natural resources, then the wealth will be there to generate income and thus justify hiring the managers to assure the sustainablity of these actions.

All parks should have the following professional staff:

* **Park Planner** who will work with the community and other professionals to continually upgrade the park planning process.

* **Sociologist** will work with the community to better understand how they and their needs can be integrated into the overall management of the park. Will serve as a go-between with the community, and the management staff.

* **Environmental Education Specialist** to develop a utilitarian "4H" kind of environmental education relevant to the every day lives of the people (e.g., range management, wildlife management, forestry and fishery management principals).

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* **Certified Public Accountant** to help manage the cash flow into the park from tourism and out for operational expenses, salaries and community development, etc.

* **Civil Engineer/Mechanic** to maintain infrastructure-possibly partially paid by private sector to assure maintenance of water, sewage, and garbage systems, was well as to maintain roads, lookouts and launches.

All savannah parks should also have as a minimum a:

* **Wildlife Biologist/Range Manager** to deal with wildlife and livestock management issues such as carrying capacity, pasture/range quality, controlled burning for pasture management, sustainable offtake, disease, etc.

* **Forester/Silviculturist** (to develop sustainable management plans for acacia and other forests as a economic or subsistence resource for firewood and charcoal).

All forested parks should also have as a minimum, personnel with the following Forestry Department equivalents:

* **The Forest Officer and above are university graduates.**

* **Forester**, two year technical degree from national forestry college, 3 years experience in field, another two year technical degree plus pass an exam.

* **Forest Ranger** receive 2 year technical degrees from the national forestry college.

The primary role of these individuals will be to work with local communities to develop sustainable offtake programs of forest products in multiple use areas of the park. The exact numbers of these foresters will depend on the size of the area to be managed.

Parks with fishery potential (Queen Elizabeth, Rwenzori where consideration should be given to establishing a trout hatchery to take advantage of the existing brown trout fishery, Lake Mburo, Murchison Falls, Semliki, etc. should have a **Fishery Biologist** as part of the professional staff. This individual will collaborate closely with members of the Fishery Department in the area.

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USAID as part of the APE project should consider funding the salaries of these individuals during the transitional phase and until the parks become financially autonomous.

4.3 Decentralize The Park Management Decision Making Process. As discussed in **Section 3.2.5.2**, each Chief Park Warden and his/her Park Management Committee, should be given authority by the Board Of Trustees to undertake planning and to make key management decisions about the day to day operations of the park and its resources. In the case of actions which may have major policy implications, the Board of Trustees should be notified once the decision has been made but prior to their implementation. It is believed that this form of **"Bottoms Up Planning"** is the only way of assuring timely responses to problems in the field that require immediate actions, and is the only way to establish an atmosphere of creativity where the warden, his staff and the management committee can feel free to develop creative and innovative activities in the field.

This will also provide a certain level of autonomy at the level of the Chief Park Warden in determining what is right or wrong for his park, given the overall UNP guidelines and the reality of life in and around his park.

If Park Management Committees are to be formed, then the Board Of Trustees must liberalize its decision making process, have more confidence in its professionalized staff and begin allowing them, through the **Park Management Committee** to make decisions on key matters for which the Board Of Trustees is incapable of making from its isolated position in Kampala. Prior to execution, these decisions should be forwarded to the Board Of Trustees for their approval. This should include but not be limited to:

* Determining what and where and how resources should be managed.

* Determining how revenue will be best shared (Note it should be recognized that at present there is no real revenue to share.).

* Developing RFP's, reviewing proposals and technically approving final leases and sales of campsites, lodges, etc., with support from financial and legal advisors at UNP Headquarters in Kampala.

Uganda National Parks needs to develop a clear set of policy guidelines within which the Warden and the Management Committees can make decisions.

A directive should be sent to all Chief Wardens explaining this policy.

4.4 Park Financial Autonomy. As discussed in Section 3.2.5.3, it is recommended that parks, as semi-autonomous institutions, be allowed to keep all earnings from the park in a local bank, only sending surplus monies to Kampala (Money above and beyond the costs of salaries, operational expenses and revenue set aside for community development). This will allow these operations more autonomy, eliminate the tedious and time wasting bureaucratic procedures currently necessary to obtain funds, and allow the easy access to cash when unforseen problems arise in the field. This will require the services of a highly qualified accountant at parks which maintain this level of autonomy.

This system can only work if USAID and/or other donors can support UNP Headquarters and those parks which are not financially self-sufficient until enough excess revenue is generated from tourism.

4.5 Establish Interactive Park Management Committees. Regardless of who the team interacted with from the Chief Warden, to the RC's to the private sector, it became clear, that the idea of establishing **Park Management Committees,** may be the key to successful park management given the current socio-cultural, economic and political dynamics of today's Uganda.

As noted in different sections of this report, **successful park planning will depend on the establishment of a process** and not the production of a one time paper document that may be unacceptable to the very people for whom it was supposedly developed and out of date before it is even printed. Additionally, these types of reports are extremely costly, can take years to produce and may put off the implementation of critical actions in and around the park.

It is proposed that an **"Adaptive Management Philosophy"** be adopted by Uganda National Parks and the Board Of Trustees. A **"Park Management Committee** should be established for each park comprised of:

* **The Chief Park Warden as the chairperson.**

* **Professional Staff.**

* **Representatives from the Resistance Committees. Initially, it appears that representation from the RC-3 level may be most appropriate though this may vary depending upon the park and the resource at issue.**

* **Private Sector** as they begin taking over the camp sites, lodges, etc.

* **Resource User Groups** (e.g., Fishing Cooperatives, Pit Sawyers Associations, Traditional Medicine Societies, Women's Handicraft Groups).

Scientists and researchers should be advisors to these groups as to the appropriateness of their actions, though not active members of these committees. Ultimately, the **"Park Management Committee"** must be held responsible for its actions.

As undertaken in the Department Of Forestry, where already existing "park management plan documents" do not already exist, the **"Park Management Committee"** will sit down with base maps, satellite images, etc.; go into the field where necessary and in the process develop **"Interim Park Management Plans."** This process should take 3-4 months. At a minimal they will:

* Zone the Park (e.g., Exclusive Research or Areas To Protect Endangered Species, Tourism Areas, Multiple Use Areas , Other Buffer Zones as Game Reserves, Impacted Communities. This information will be placed on base maps.

* Identify Camping And Lodge Sites.

* Identify Resources To Be Managed in Multiple Use Or Buffer Zone Areas.

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* Determine role of local community in economic activities of the park from establishing park guide services, work in lodges or hotels, craft shops, traditional music/dance and folklore, etc.

* Determine how revenue will be shared.

* Determine the role of the community in anti-poaching, if any, such as use of Local Defence Forces.

* Determine "Bottom Lines" for resource use or human intervention within a given park (e.g., no cultivation inside the park).

Park researchers and the professional staff should play a key role in providing advice during this process.

Once the **"Interim Management Plan"** is finished, the stage will be set for further scientific and socio-economic studies needed to refine decisions on how to best manage the park and its resources.

More importantly, the stage will be set to begin the privatization plan necessary to make these parks major revenue generators as a catalyst to development of the area.

As noted in **Section 4.3,** key decisions with policy implications would be passed by the Ugandan National Parks Board Of Trustees to obtain their clearance.

There would be in essence a **two way dialogue** between the **Board of Trustees** and each **Park Management Committee;** the Board of Trustees handing down directives as seen fit, to be approved and implemented by the Park Management Committee, and key field implementation actions passed from the Park Management Committee to the Board of Trustees for their clearance.

4.6 Development of Utilitarian Environmental Education and Sensitization Programs. Everywhere this study team went, it was expressed by all parties that there were two crying needs that would be necessary, in addition to involving the local community in park management, if parks are going to be acceptable to local people:

* Sensitization Programs
* Education Programs

It is believed that the best means of sensitizing local communities, as to what is a modern day park and as to their role in such a park, will be through the RC System which will be represented on the **Park Management Committee.** Upon the termination of each committee meeting, the RC's will return home and explain to their constituencies what was discussed and any decisions that have been made that may implicate them with regard to the park or its resources. In turn they will provide feedback from the community to the **"Park Management Committee"** with regards to its concerns, thus establishing a second tier of **"two way dialogue"** analogous to that between the Committee and the Board of Trustees.

This will have to be followed up with community visits by an environmental educational specialist and other staff to assure that the message has gotten through and to work with the communities on pilot natural resource management schemes.

Most importantly and above all, the quickest way to begin sensitizing the community to the value of the park will be to begin allowing them to access resources in multiple use areas, involve them in anti-poaching through the local defence forces, and eventually begin sharing with them in the economic proceeds from the park. Eventually, through these activities they will begin to see it as **"Their Park"** and as something that is in their vested economic interest to protect.

With regard to environmental education, this must be examined very closely if it is to be of any value to the rural community. Many of the programs observed to date in East and Southern Africa have an urban bias, teaching people purely of the ecological importance of the park and surrounding resources. In many cases this will be listened to by deaf ears unless it is combined with utilitarian environmental education such as received by **"4H Clubs"** in the United States. For example:

* The Bahima should learn more about the principles of range and pasture management, be taught how to manage their range for the most nutritious grasses, be taught fire management, animal husbandry, marketing, livestock disease control, and be sensitized to the possibility of undertaking game ranching or other economic uses of wildlife, how to sustainably manage the acacia bush for firewood, charcoal and forage for livestock/wildlife.

* Fishermen on lakes should learn something about fishery management, improved fishing gear or boats, better preservation techniques, options for open access versus common property management.

* People living in the vicinity of forests should be taught basic silvicultural management principles.

* Farmers should be trained in soil conservation, agroforestry, marketing, etc.

This can be undertaken in both the schools and with adults. Consideration should be given to approaching the Wildlife Clubs Of Uganda to begin working with Ugandan Technicians to develop a **Rural Environmental Education Program/Curriculum** which is utilitarian in nature that can be used by Uganda National Parks in its educational programs.

The development of the Environmental Education Program should provide two way dialogue and not just lectures. It is believed by many, that the secrets to natural resource management may be locked up in indigenous knowledge about these resources, and that once obtained can be applied to modern management principals.

4.7 Develop Long Term Ties With The Makerere Institute Of Social Research (MISR) and the Makerere Institute Of Environment And Natural Resources (MIENR). Detailed discussions were held with both MISR and MIENR. Both of these institutions have a key role in helping the Ugandan National Parks establish an **Interactive Management Planning Process."**

MISR has been critical in helping develop questionnaires, undertake and interpret socio-economic surveys around Lake Mburo National Park and Bwindi National Park. This is a research institute and does not provide students but it can provide technical advice and be contracted out to undertake very focused research.

MIENR has two important roles to play:

* It can provide students and researchers to conduct scientific and resource management investigations. It has a staff of 10 researchers with expertise including but not limited to invertebrate biology, large mammal biology, avian ecology, water quality, fishery resources, forestry, etc.

* It will train and likely provide the professional staff needed to help these parks evolve into modern managed and not just policed parks.

As **Interim Park Management Plans** are developed, these institutions can help to obtain and analyze the additional data which will be needed to help these plans evolve into sustainable park management activities.

4.8 In The Particular Case Of Lake Mburo, Encourage And Work Closely With The Ranch Restructuring Board To Resolve Ranch Land Tenure Issues. Based upon conversations with the Chief Park Warden, the FAO wildlife economist and with the Secretary of the Ranch Restructuring Board, it would appear that there is a need to hold an interagency meeting of technicians and decision makers to discuss technical issues and concerns prior to the initiation of developmental activities by the Board. This is critical as it appears that there has been very little interaction between various parties since the initiation of this program.

The study team is concerned about such issues as:

* The level of technology being considered (e.g., large and expensive valley tanks, pumping, etc.) and whether this is affordable or sustainable.

* The socio-cultural acceptability of this scheme.

* Implications for wildlife with the breaking up of the 5 sq mile ranches into smaller units.

* The long term ecological implications of using rainy season grazing lands during the dry season with permanent sources of water on them.

At a minimum this meeting should include:

* Presentation by the Board of its water survey.

* Presentation by the Board of its Pasture Management Survey.

* Presentation by the Board of its land tenure survey and its overall plans for resettlement.

* Presentation by FAO of its Wildlife/Socio-Economic Survey.

* Presentation by the Uganda Institute Of Ecology Wildlife Researcher studying range management and grasses as it applies to wildlife and cattle in and around Lake Mburo National Park.

* Presentation by UNP/AWF/MISR of findings from its socio-economic survey.

Invited parties should include but not be limited to representatives from Uganda National Parks, especially the Director, the Chief Park Warden, his AWF Advisor and wildlife biologist; the Chief Game Warden, technicians and decision makers from the Ranch Restructuring Board, MISR, spokesmen for the pastoral community and the private ranches. This will likely take 2-3 days of meetings to present and discuss all issues. Where conclusions can not be made, follow-up meetings can be undertaken between technicians and decision makers.

Additionally, it is recommended that the Kenya Wildlife Service (KWS) be contacted and an immediate visit be made by a delegation consisting of the Ranch Restructuring Board, MTWA, Uganda National Parks, the Game Department, MISR and the range management/livestock branch of the Ministry of Animal Industries and Fisheries. Land tenure and the way ranches are being managed is considered one of the driving issues by KWS in its 5 Year Plan/Annex VI. Visits should be made with them to Masailand or other relevant areas to better understand the implications on livestock, wildlife and pastoralists from what is being planned around Lake Mburo. Likewise a visit should be made to Ol Maisor Ranch, Laikipia to observe how appropriate technology has been adapted to intensive livestock management mixing the traditional and the modern (**See Section 3.1.3.1**).

These matters are so pressing that USAID should consider funding these two endeavors sooner rather than later. Ideally, the visit to Kenya would take place first proceeded by the interagency meeting.

4.9 Establish A Geographical Information System In The Ministry Of Tourism, Wildlife And Antiquities. The National Environmental Information Center (NEIC) in the Ministry Of Energy, Water and Mineral Resources and Environment Protection, is in the process of establishing Geographical Information System (GIS) capabilities. It will be merging with the National Environmental Action Plan (NEAP) Process. One of the main goals of NEIC is to link into and help main line management agencies establish GIS as a planning tool (Personal Communication Frank Turyatunga, Program Manager, National Environmental Information Center). The Department of Planning in the Ministry Of Tourism, Wildlife and Antiquities is the obvious place to begin this process.

A core team under MTWA would collaborate closely with Chief Park Wardens and their Park Management Committees using hand held instruments linked to the **Global Positioning System (GPS)**, a satellite system that can provide longitude and latitude coordinates at any point in the field. The GPS would be used to delineate various zones established by the park management committee within the park boundary or along its periphery.

As an example, if a warden were to mark off a multiple use area in his park, using the GPS, he could walk the perimeter of the multiple use area and collect coordinates at a number of points. This information would be provided to the NEIC staff who would then transfer these coordinates to the GIS and eventually onto a base map that could be provided to the Warden and the MTWA Department of Planning as a working management tool. As various zones are identified in the park, a system of geographical information would emerge that can be provided in a mapped form, indicating precisely where these areas are located. **The USAID Ape Project should strongly consider support in this area.**

At a later date, perhaps three years from now, the APE Project might consider establishing a satellite GIS System within the MTWA Department of Planning if this was thought to be appropriate. To initiate such a system, the following would be needed:

* Employment of one GIS Specialist in the Planning Department of the MTWA.

* One Micro-Computer.

* 3 Months Training at UNEP in GIS.

* Color Scanner.

* Plotter and a Laser Printer.

* Software.

* Geographical Information System Instrumentation.

* Satellite Images or Preferably between 1:12,000 to 1:25,000 aerial photos depending on the size of the park/protected area.

4.10 Study Tour For Selected Persons From MTWA, Parks/Protected Areas, Local Communities And The Private Sector To Zimbabwe, Zambia And South Africa. Uganda is beginning to evolve in its thinking about what a park/protected area may be by the 21 st Century. Kenya is moving in a similar direction. In Kenya, USAID is providing support for Kenya Wildlife Service to conduct study tours to South Africa and Zimbabwe to take advantage of the advanced thinking in this region of the world.

For instance in South Africa innovative parks/reserves, both public and private, exist in which there is an integrated approach to wildlife/natural resources management. Within the parks, the people are as important as the wildlife and other resources. They are considered a part of the overall ecosystem and participate in management committees to decide how to best manage the resources. Examples of such areas include Londolozi, Songimvelo or Mthethomusha reserve/parks. These areas contain core protected areas, as well as multiple use areas where traditional uses such as collecting firewood, hunting and gathering, collecting materials for handicrafts and medicinal plants, livestock grazing, etc. are allowed along with sport hunting. Revenue and resources from these areas is shared with the local communities.

In Zimbabwe, the Campfire Program involves organizing people to protect and benefit from wildlife in communal lands (e.g., analogous to ranches or game reserves) bordering the parks. They derive benefits in revenue shared from sport hunting, as well as meat and skins from hunting and culling programs. Similarly, in the ADMADE Program of Zambia, the community shares in 35% of the wealth obtained from wildlife utilization. In turn, these communities provide the anti-poaching necessary to protect their resources. Revenue goes to individual heads of families as well as for community development.

It is also understood that the Germans have a completely integrated program being undertaken with the Tanzanian Government around Selous Reserve, managing wildlife, fish and forests.

The southern African countries can also provide information on crocodile farming, ostrich farming, game ranching, etc.

It is highly recommended that USAID send representatives from Uganda through the APE Project on such study tours, as it will give them insight into how similar projects are organized, there strengths and weaknesses, so as to not make the same mistakes that were made early on in their history.

4.11 Through The NEAP Process Begin The Development Of A National Land Use Policy. Throughout much of Africa, policies such as food self-sufficiency which favour cultivators over pastoralists and the lack of viable landuse plans based on physical, soil, vegetational and climatic characteristics, have resulted in encroachment into forested and rangeland areas whose long term comparative economic advantage is not crops but likely, timber, wildlife and tourism.

In many African countries today traditional pastoralists are being marginalized as their traditional dry season grazing grounds are being eaten up by land hungry small farmers. In such areas with marginal soils and low rainfalls, these farmers may not only not even subsist (e.g., getting 2-3 good crops in every 5 years), but they are in the process of destroying precious renewable natural resources in the form of grasslands, wildlife and livestock habitat in these savannah lands.

The failure to have a viable nation wide land use plan that indicates how various areas of the country should best be developed is believed to be one of the root causes for the current situation in Lake Mburo National Park and environs (Kisamba October 1991, Aluma 1989).

The situation around Lake Mburo is high profile because of the park status of this area. One can be assured that it is repeating itself many times over daily throughout Uganda. To assure that both the integrity of Uganda's Protected Areas and the rest of the country is guaranteed into the population expanding twenty first century, all bodies involved in protected areas should begin working through the NEAP Process to establish a National Land Use Plan over the next couple of years, a plan which will determine how and where development will take place and be programmed over time.

4.12 Through NEAP, Undertake Policy Reforms That May Be A Constraint To Implementation Of Innovative Park And Protected Area Management. Fortunately National Parks is willing to liberally interpret the National Parks Act. However, to assure that there is a minimum of dispute over the clear interpretation of the law, and to assure that there can be no turning of the clock back if leadership changes, it is recommended that where the law is unclear, that it or any of its amendments be updated, including but not limited to:

* Clearly spell out the involvement of communities and the private sector through the establishment of formal park management committees.

* Clearly define the establishment of buffer zones and multiple use areas within the park with an option to harvest on a sustainable basis everything from minor forest products, to charcoal/firewood, to timber to wildlife.

* Provide a clear picture of the relationship between staff in the field, Headquarters and the Board of Trustees with an emphasis on decentralization in the decision making process and bottoms up participatory park management planning.

5.0 ESTABLISHMENT OF A PRIVATIZATION PROCESS FOR PARK LODGE, CAMPGROUNDS, LAUNCHES AND OTHER "FOR PROFIT" PARK/PROTECTED AREA ACTIVITIES.

The Government of Uganda and Uganda National Parks in particular has decided that all **"For Profit"** in park activities should be turned over to the entrepreneurial private sector. The establishment of a privatization process and the development of control mechanisms to assure that tourism does not destroy the very resources which attracted it in the first place will be addressed in this section. This section by no means addresses or finalizes what needs to be done. It does, however, raise a number of issues, suggests some possible solutions, but most importantly looks at establishing an interactive process that will bring together all of the stakeholders to share in the decision making and the economic wealth that will accrue from this sector if properly and carefully undertaken.

5.1 Privatization Issues. Based upon discussions with the Director of Uganda National Parks, interactions by the study team, discussions with private tour operators and a review of the model concession agreement for privatization park facilities (McHenry, January 17, 1992), a set of issues were drafted and a meeting was called with the **Uganda Tourist Association (UTA)** on March 17, 1992 at the Sheraton Hotel, Kampala. The following issues and recommendations came out of this meeting.

5.1.1 Establish Process Of Dialogue Between UNP And Private Sector: Is The Tourism Coordination Committee (TCC) The Solution?

Recommendation: The Tourism Coordination Committee (TCC) has 25 members, most of which are government, with representation from UTA. UTA needs to be more progressive and hold more regular meetings to address these issues and, there should be a **"Tourism Privatization Sub-Committee"** established **within the TCC** in which these very pressing and critical issues can be tackled.

The chairman of the UTA would chair the **"Tourism Privatization Sub-Committee."** Members would include chairmen from the following organizations:

* Uganda Hotels and Catering Association
* Uganda Travel Agency Association
* Uganda Tour Operators Association
* The Airline BAR

Additionally, there would be representation from Uganda National Parks and appropriate donors including but not limited to the World Bank, USAID, EEC, UNDP and ODA. The **"Tourism Privatization Sub-Committee"** would meet at least quarterly.

Through this mechanism, planning would take place between the government and private sector to begin the careful programming of this privatization process. This sub-committee would also begin to further identify and address policy constraints which must be overcome for this sector to take off and become a major economic catalyst for the country, including but not limited to what is contained in Sections 5.1.2 through 5.1.13 of this report.

5.1.2 Privatization: Percentage Government Owned Versus Percentage Owned By Private Sector:

- 49% Govt/51% Private Sector
- Entirely private owned, percentage of profits to:
  * Government
  * Local Communities

Much debate and discussion took place over the role of the government in the private sector. A number of the tour operators worried that if the private sector took over completely, that their interests in increasing the profit margin might not be compatible with conservation in the park. It was explained that in general money making is best referred to the group that does it best, the private sector. The role of the government traditionally is one of monitoring and control, with an option to close an operation down

if its activities are incompatible with the ecological integrity of the park. They were referred to the issues that should be addressed under the lease/license **(Section 5.1.7)** which should clearly spell out the monitoring roll of the Chief Park Warden on all properties or activities taking place on park premises, with, at his discretion, an option to close down or terminate a lease in the case of extreme violations.

Recommendation: Once the above was understood, many of the operators favoured complete privatization, though a final agreement was not achieved.

5.1.3 Law Requiring Foreign Investors To Undertake Joint Venture With Local Tourism Company To Avoid Large Profit/Investment Areas Being Dominated By Foreign Investors And Flight Of Foreign Capital, To Improve Balance Of Payment And Insure Development Of Local Indigenous Tourism Capacity.

This was raised because most of the members of UTA are relatively inexperienced at catering to the high scale tourism which Uganda hopes to promote. They also have little access to credit and will initially find it difficult to compete with the large international conglomerates. If the local tour operators are not protected, they could be marginalized as the privatization process takes place.

One option may be to team a local tourism operator with an international operator (e.g., Sheraton Hotels). The international operator would be given a 5-10 year management lease in which the ultimate goal and objective would be to leave behind trained Ugandan staff (From the Manager down to the house keeper) who would eventually take over, run and operate the lodge or tented camp. In the end, the operation would be Ugandan owned and operated, with contracts given to foreign expertise as needed.

Recommendation: Everyone agreed that a law is needed to protect local entrepreneurs against domination of the tourism industry by foreigners. Furthermore, the **Ugandan Investment Code** which encourages 100% foreign investment should be reviewed and possibly modified in the case of the tourism sector.

5.1.4 Law To Prevent Monopolizing Important Tourism Investments By One Or Two Local Firms — "Spreading The Wealth" — If One Local Tourism Firm Alone Or In Joint Venture Obtains Right To Buy One Lodge — Should Other Firms Be Given Priority — Assuming Competitiveness — To Purchase Other Lodges? Or Is The Attitude, "May The Best Man Win?" Likewise, Foreign Monopolies Should Be Made Illegal.

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This was raised because there already appears to be an incidence of a large foreign owned company trying to place an individual at high levels within the government as a means of monopolizing key tourism sites within the country.

It was also raised because there are one or two local tour operators who are slightly more sophisticated than the others. There is a strong risk that foreigners coming into the country might tend to do business with them to the exclusion of the other operators who would then find themselves marginalized.

Preventing monopolies by both international and local tour operators should be healthy for the tourism industry assuring competitive and better quality services.

Recommendation: There was debated but no conclusion reached.

5.1.5. Financing And Credit For Local Private Sector So That It Can Compete Alone Or Substantially Contribute To Joint Ventures With Foreign Operators. Is Such Funding Available????!!!!

Currently, the Bank of Uganda with support from USAID and the World Bank provides agricultural credit. There appears to be nothing for tourism. Some say that the Uganda Development bank through PTA Bank has some money for tourism but that it is not advertised.

The Investment Code gives tax break to foreigners for investments over $US 500,000 and for locals of Investments of $US 50,000 or greater.

Recommendation: Financing and credit are some of the major constraints which must be overcome if local tourism operators are expected to have a chance of competing in this sector.

The Investment Code Tax break is too high as most local tour operators currently do not have this level of investment.

The local tour operators are badly in need of tax wavers for vehicles, etc. For instance, they can not compete with the large international operators who can afford the high quality 4x4 tourist vehicles or matatus.

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5.1.6 Competitive And Open Bidding:

* Advertisement in accredited national and international news papers, etc.

* At least one month from time Request For Proposal (RFP) Until Closing date for proposal submission (Length of time may vary with complexity of proposal).

* Composition of Review Committee to assess proposals that is acceptable to private sector, UNP and local communities.

* Publication or written report of analysis and criteria leading to selection of winner made available (Freedom of Information).

These recommendations were made due to the recent exclusive lease of the Kyambura Game Reserve with no advertising and under questionable circumstances (See The New Vision, Vol 7, No. 70 March 23, 1992)

Recommendation: Everyone agreed to the importance of this issue and that the above guidelines be abided by.

5.1.7 Standardized License/Lease Form Meeting A Minimum Of Requirements, With Room For Modification In Order To Fit Specific Requirements Of Particular Lodge/Camp Site:

- Minimum Period of Lease with option to renew (What criteria determine if renewable).

- Maximum # of clients/camp or lodge site.

- Zone of Exclusion around camp site (e.g., 3-5 sq km) to assure privacy for high paying clients.

- Clearly spell out relationship to Park Warden

  * Grounds for UNP to close down or terminate a private sector operation,

  * Monitoring Rights By UNP.

- Revenue sharing between UNP, Private Sector and Local Communities, clearly spell out the percentages.

- Involvement Of Local Communities, clearly spelled out and negotiated with local community through park management committee.

- Government Obligations.

- Site Management Plan. Planned improvements by private sector such as layout of roads, lookouts or game viewing sites, etc. if not already existing.

- Infrastructural Plan

  * Requirement for architectural or engineering drawings,

  * Environmental sanitation. Appropriate sewage technology shall be adopted. For permanent tented camp sites or lodges, septic tank sewage systems should be used in preference to package treatment plants that tend to maifunction unless demonstrated that qualified engineer is available,

  * A solid waste management plan must be included,

  * Demonstrations of safe potable water must be designed into the plan.

    This should show that surface water streams or critical groundwater supplies (e.g., critical for potable water) will not be polluted.

- Reporting Requirements.

It was raised that in the Kyambura Game Reserve lease, the private sector after end of lease (10 years) is required to turn over all infrastructure to National Parks. Is it realistic to think that private sector will make major improvements in infrastructure with such a short term lease? Why should private sector turn over improvements to UNP, when the goal is to keep tourism in hands of the private sector?

Recommendation: The private sector needs a lawyer on retainer to help them negotiate this lease. Interestingly enough, in discussions with the Chief Game Warden and his assistant from Queen Elizabeth National Park, the same request was made.

The lack of experience of both the public and private sector in the area of contract and lease negotiation makes both of these sector in Uganda vulnerable to unscrupulous businessmen.

USAID should provide **legal and contracting assistance** to both the public and private sector.

5.1.8 Standardized Financial Procedure With How Amount Will Be Determined That Will Be Shared With Government, With Some Room For Negotiation:

- Fixed percentage of gross profits
- Fixed percentage of net profits
- Head Fee
- Other

The reason this was included is that the current means of profit sharing with the Government appears to be about 5% of the gross profits (e.g., Sheraton Hotel and the Kyambura Game Reserve). To the under financed small operator, who may take 2-3 years to reach a profit, a tax on gross profit may make it impossible for the small operator to stay in business where a large international hotelier like Sheraton can initially pass on this cost to other hotels in its portfolio that are profit making until the local one comes on line.

Recommendation: A firm conclusion on revenue sharing with the Government was not determined. The group feels, once again, that it strongly needs **financial advice** to help it negotiate contracts with Government that will not put the local operator out of business before it even gets started.

5.1.9 Standardization Revenue Sharing Procedure Of How Profits Will Be Divided Up Between Private Sector, UNP And Local Communities.

Recommendation: No conclusion reached. This needs further investigation.

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5.1.10 Requirement That Private Sector Have An Accredited And Bonded Accounting Firm To Establish Accounting System And To Prepare Quarterly And Annual Financial Reports.

Recommendation: Everyone Agrees.

5.1.11 How Private Sector Can Involve Local Community In Tourism Sector:

- Employment preference in lodges
- Use as guides for foot safaris, etc.
- Help establish handicraft business
- Establish village and folklore visits as part of tour package (music, dancing, stories)
- Local Involvement in park management
- Revenue Sharing for community
- Establishment Of Local Businesses such as guide services
- Group employment as traditional music and dance

Incorporation of above agreements into leases/licenses.

Recommendations: No major discussion, everyone was in basic agreement with this principal.

5.1.12 Establishment Of Park Management Committees Consisting Of:

- Park Warden.

- Local Communities represented at RC3 level.

- Local Resource User Groups (e.g. Fishermen Coops, Pit Sawyers Associations, Traditional Medicine Societies, Women's Handicraft Groups).

- Private Sector; initially UTA, eventually individual license/lease holders.

- Professional Staff.

This will be critical at the beginning to establish the Management Plan Process necessary to delimit zonation within National Park, bring together the above stakeholders to assure that all have a clear understanding of what the park will become, how it will be operated and managed, how its resources (monetary or otherwise) will be shared.

The FAO Lawyer recommends that some sort of a management plan be available prior to privatization!!!

Recommendation: General Agreement

5.1.13 Programming Privatization Of National Park Camp Site And Lodges Over Next 3-5 Years:

Recommendation: Acknowledged

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