



# UGANDA WILDLIFE AUTHORITY COMMUNITY CONSERVATION POLICY

2019



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# UGANDA WILDLIFE AUTHORITY COMMUNITY CONSERVATION POLICY

## UGANDA WILDLIFE AUTHORITY (UWA)

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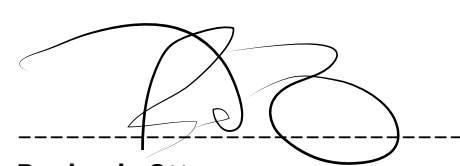
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## ACRONMYS

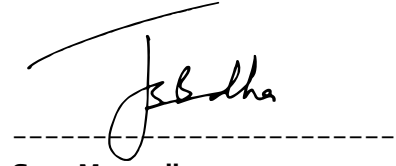
|              |   |
|--------------|---|
| <b>AOP</b>   | Annual Operation Plan   |
| <b>BSPs</b>  | Benefit-Sharing Programmes  |
| <b>CC</b>    | Community Conservation  |
| <b>CWC</b>   | Community Wildlife Committees   |
| <b>C4C</b>   | Campaigns for Change  |
| <b>CWAs</b>  | Community Wildlife Associations   |
| <b>CPI</b>   | Community Protected Areas Institution                                     |
| <b>MoU</b>   | Memorandum of understanding   |
| <b>NGOs</b>  | Non Governmental Organizations  |
| <b>IUCN</b>  | International Union for Conservation of Nature                            |
| <b>PA</b>    | Protected Area  |
| <b>UCOTA</b> | Uganda Community Tourism Association                                      |
| <b>UNP</b>   | Uganda National Parks   |
| <b>UTB</b>   | Uganda Tourism Board  |
| <b>UWA</b>   | Uganda Wildlife Authority   |
| <b>UWCEC</b> | Uganda Wildlife Conservation Education Centre                             |
| <b>WARM</b>  | Makerere University Department of Wildlife and Animal Resource Management |
| <b>WMBs</b>  | Wildlife Management Boards  |
| <b>WUR</b>   | Wildlife Use Rights   |

## APPROVAL

The Uganda Wildlife Authority Board of Trustees approved the UGANDA WILDLIFE AUTHORITY COMMUNITY CONSERVATION POLICY in 2019



**Benjamin Otto**  
Chairman, Board of Trustees  
Uganda Wildlife Authority



**Sam Mwandha**  
Executive Director  
Uganda Wildlife Authority

## GLOSSARY

**Collaborative Management:** Means a negotiated process whereby PA management genuinely shares benefits, costs, decision-making authority and responsibilities, rights and roles in the management of wildlife resources with local communities and other stakeholders.

**Community:** Means an assemblage of human beings living in a defined geographic area and identified by common history, common culture or common residence in that area.

**Community Conservation:** Is a broad term used to describe activities involving interaction with communities living around protected areas and includes education and awareness programs, conflict resolution, and consultative meetings as well as revenue sharing and collaborative management.

**Community Wildlife Area:** A legally established area in which individuals who have property rights in land may carry out activities for the sustainable management and utilisation of wildlife if the activities do not adversely affect wildlife and in which area the State may prescribe land use measures.

**Farm/Ranch:** Land set aside by an individual landowner, body corporate, group of owners or a community for the primary purpose of wildlife conservation.

**Local Communities:** refers to people living adjacent to protected areas or wildlife habitats.

**Neighbouring Communities:** refers to a group of people who affect and are affected by protected areas or live in frontline parishes.

**Landowners:** those with undisputed individual, corporate and or joint ownership rights to land on which wildlife occurs.

**Problem animal:** Any wild animal that poses a threat to human life and or property outside protected areas and with due regard to its conservation status have been declared as such by law.

**Vermin:** Wild animals that are destructive, annoying or injurious to health and with due regard to their conservation status have been declared as such by law.

**Wildlife Use Right:** A right granted to a person, local community or organization/ company/ institution to utilise wildlife in accordance with the law.

## FOREWORD

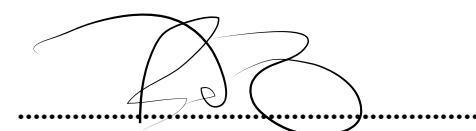
Uganda is endowed with exceptional biodiversity. Wildlife is one of Uganda's most significant biological resources. Uganda Wildlife Authority (UWA), established in August 1996 by the Uganda Wildlife Statute, 1996 (Wildlife Act, 2019) is mandated to manage wildlife within and outside Protected Areas. UWA's mission is to "conserve, economically develop and sustainably manage wildlife and protected areas of Uganda in partnership with the neighbouring communities and stakeholders for the benefit of the people of Uganda and the global community".

Section 6(1)(b) &(g) of the Uganda Wildlife Act, 2019 mandates UWA to to develop and implement management and administrative policies for better implementation of national policies and laws relating to wildlife management in Uganda. One of the growing concerns is the desire to effectively engage local communities in wildlife conservation programmes and activities. Community conservation programmes address diverse concerns, interests and needs of people that interface with wildlife. Some of the issues of concern to the local communities and stakeholders include inadequate awareness about the importance and value of wildlife, human- wildlife conflicts, revenue sharing, collaborative management and related benefit sharing. This Community Conservation Policy thus seeks to facilitate strengthened and coordinated implementation of UWA programmes that address relevant community concerns and interests.

The policy goal is to strengthen conservation of wildlife resources through active involvement of communities through mainstreaming community conservation paradigm in UWA programmes.

The policy provides an enabling environment and facilitates pro-active implementation of community-based programmes to address aspirations, concerns and interests of communities and other stakeholders. Successful implementation of this policy will help UWA to secure the much needed community support for wildlife conservation.

### Conserving for Generations



**Benjamin Otto**

**CHAIRMAN BOARD OF TRUSTEES**

## CHAPTER 1: INTRODUCTION AND BACKGROUND

### 1.1. INTRODUCTION

Uganda is endowed with a high density and rich diversity of both animal and plant species. Over 18,783 species of fauna and flora have been recorded in Uganda (NEMA, 2009). The high density and diversity of species is found both inside and outside protected areas. However, this diversity is under threat from poaching, encroachment, habitat degradation and loss, human-wildlife conflicts and climate change among others. The underlying root causes include rapid human population growth, increasing demand for agriculture and human settlement and poverty.

The Uganda Wildlife Act, 2019 establishes the Uganda Wildlife Authority (UWA) with a mandate of managing the country's wildlife resources inside and outside Protected Areas (PAs). UWA's mission is to **"conserve, economically develop and sustainably manage wildlife and protected areas of Uganda in partnership with the neighbouring communities and stakeholders for the benefit of the people of Uganda and the global community"**.

UWA has over the years implemented numerous conservation and development programmes with the aim of securing the protection of the country's wildlife resources and gain local community and other stakeholders' support. One of the key conservation programmes implemented by UWA is Community Conservation (CC). CC is a broad term used to describe implementation of programmes and activities that involve interaction with local communities living adjacent to protected areas. The programmes include education and awareness, human-wildlife conflict resolution, benefit sharing and collaborative management, among others. The implementation of CC programmes is aimed at promoting peaceful co-existence of local communities and wildlife by minimising conflicts, creating awareness, enhancing benefits and attaining appreciation and support for wildlife conservation.

The need to engage communities in conservation and development programmes is recognised under Sections 20(1), 35(1)(f), 37(1) of the Wildlife Act, 2019. The Wildlife Policy (2014) under Strategic objective 1(h) and 9(a) emphasise the relevance and need to 'strengthen protected areas as a focus of local community involvement, pride, ownership and commitment and, where appropriate, a source of socio-economic benefit.

Involvement of communities is further contained and echoed in UWA Strategic Plan (2015–2020) and UWA Community Conservation Institutional Policy (2004). The policy highlights several interventions including access to resources from the

protected areas, revenue sharing scheme, human-wildlife conflict mitigation and management, promoting wildlife-based enterprises and related projects that could positively impact on conservation and livelihoods of the people. However, the current CC Policy (2004) is outdated and cannot address emerging community conservation challenges. Therefore, a need was identified to review the Policy to align it to laws, policies and strategies as well as provide mechanism for addressing emerging CC challenges.

The revised Policy facilitates, strengthens and coordinates implementation of CC programmes with a view to ensuring active and effective engagement of local communities and other stakeholders in the management of wildlife resources and securing long term support for conservation. The Policy further recognises the essential role and contribution of community conservation to combat wildlife crime. In addition, the Policy presents a shift toward strengthened interdepartmental collaboration especially between Law Enforcement and Community Conservation teams.

### 1.2. BACKGROUND TO COMMUNITY CONSERVATION

In Africa, the need to formally engage communities in the conservation and management of natural resources was first identified during a special Conference on African conservation problems held at Bukavu in the then Belgian Congo in 1963. The conference observed that, there was growing resentment of fortress conservation approach from local people. The concept was further discussed and adopted by the then Organisation of African Unity (OAU) during the African Convention on the Conservation of Nature and Natural Resources that recognized CC in Addis Ababa in 1968.

During the 3rd and 4th International Union for Conservation of Nature's (IUCN) National Parks Congress held in 1982 and 1992 respectively, the CC concept was developed and endorsed in the context of protected area management by countries and conservation organisations.

In Uganda, the CC concept did not feature prominently during the pre-colonial era (<1900). Human population was relatively low and wildlife resources were abundant. Access to wildlife resources was being regulated by local customs. During the colonial period, there was introduction of 'fortress conservation' and gazettement of Protected Areas. The period between 1902–1925 saw the creation of the first game reserves, introduction of sport hunting, banning the use of traditional hunting methods and tools. This consequently resulted into limitations and difficulties

to utilization of wildlife resources by local people.

The colonial designs were mostly based on scientific considerations and lacked a human dimension that would integrate conservation with human development needs. In the 1980s, conservationists, local and international conservation organizations observed that, exclusion of communities in the management of PAs was increasingly becoming unpopular and ineffective<sup>1</sup>. It was noted that, the approach was expensive and unsustainable over a long period. It was further realized that, while local people were the main wildlife offenders, they also generated minimal benefits and suffered the biggest costs (crop and property damage) from wildlife and therefore engaging them as custodians would help to secure the future of Africa's wildlife<sup>2</sup>.

Uganda's post-colonial government inherited a number colonial policies and laws that restricted access to wildlife resources. The 1970/80 period was also characterized by political instability and decimation of wildlife. There was massive poaching and severe decline in wildlife populations. Around the same period, the human population also went on a sharp increase. This created an immense demand for land, encroachment and destruction of wildlife habitats. The failure to engage communities derailed a number of conservation programmes and attainment of the desired goals. There was need therefore to secure wildlife dispersal, migratory and breeding areas, respond to development needs and mitigate climatic change challenges, and ensure protection of wildlife outside Protected Areas. The situation thus necessitated change in conservation policy, planning and implementation approach.

In 1988, the community conservation concept was introduced in Uganda on a pilot basis, as a management approach around some PAs. The aim was to secure support from neighbouring communities and ensure long-term conservation and sustainability for Uganda's PAs<sup>3</sup>. Implementation of UWA's CC programmes and activities in the late 1980s and early 1990's was not guided by any formal or documented policy. Historically, conservation approach emphasised preservation rather

1 Jones, B. 2001. The Evolution of a community-based approach to wildlife management at Kunene, Namibia. Pages 160-176 in D. Hulme and M. Murphree, editors. African wildlife and livelihoods: the promise and performance of community conservation. James Currey, Oxford, United Kingdom.

2 Gibson, C. and S. Marks. 1995. Transforming rural hunters into conservationists: an assessment of community-based wildlife management programs in Africa. World Development 23(6):941-957.

3 Arthur R. Mugisha (2002). Evaluation of Community-Based Conservation Approaches: Management of Protected Areas in Uganda. A Dissertation Presented to the Graduate School of the University of Florida in Partial Fulfilment of the Requirements for the Degree of Doctor of Philosophy University of Florida.

than utilization and community participation. It was not until 1994 that the Wildlife Policy for Uganda gave recognition to community participation in wildlife management. The second draft policy on wildlife conservation of 1999 and the Wildlife Act, 2019 also incorporated CC provisions. These policy and legal instruments guided the formulation of UWA's first CC Policy 2004. The paradigm shift to involvement of local people in conservation has created opportunities for communities to directly engage and benefit from wildlife conservation<sup>4</sup>.

Through implementation of this policy, a number of lessons and challenges have been observed over the years including the need to scale-up human-wildlife conflict management, enhance benefit sharing arrangements, strengthen education awareness, build on existing human resource capacity to effectively implement CC activities. The revised UWA CC Policy (2019) therefore seeks to build on the positive attributes and lessons learnt over the years and address emerging challenges. The policy formulation is also aimed at aligning CC programmes to the National Wildlife Policy (2014) and National Development Plan II (2015/16-2020/21).

### 1.3. POLICY AND LEGAL FRAME WORK FOR COMMUNITY CONSERVATION IN UGANDA

The 1995 Constitution of the Republic of Uganda provides for state protection of important natural resources such as land, water, wetlands, minerals, fauna and flora on behalf of the people of Uganda under Objective XIII. Objective XXVII obligates the State to apply rational use of natural resources in order to minimise depletion risk and enhance protection of Uganda's biological resources.

The Constitution recognizes that wildlife resources are only managed in trust by Government and the ultimate owners are the communities and the people of Uganda in general. To implement the constitutional provisions, Government has come up with policies and laws that recognize the role of communities in conservation of wildlife.

#### 1.3.1 Wildlife Policy (2014)

The main theme of the Wildlife Policy is "Enhanced Wildlife Contribution to National Growth, Employment and Socio -Economic Transformation". The Policy provides for involvement of local communities, private sector, public institutions and other

4 Ministry of Tourism, Wildlife and Antiquities (2014): The Uganda Wildlife Policy, Ministry of Tourism, Wildlife and Antiquities, Kampala

stakeholders in the management of wildlife resources. Specifically, Guiding Principle 2.1.6 highlights the need to promote the interests of local communities around conservation areas and ensure peace, stability and harmonious co-existence between wildlife and people including equitable revenue sharing, regulated resource access and involvement in management of wildlife resources in line with the Constitution and any relevant laws passed by Parliament from time to time. The Policy identifies management of wildlife resources outside protected areas as one of the binding sector challenges and notes that, local authorities and rural communities can play a pivotal role in addressing the challenge.

### **1.3.2 The Uganda Wildlife Act, 2019**

The Uganda Wildlife Act 2019 provides for community involvement in wildlife conservation through establishment of Community Wildlife Committees, education and awareness and benefit sharing programmes. The Act provides for establishment of Community Wildlife Areas to facilitate development of wildlife management programs for the benefit of the local communities.

### **1.3.3 The National Environment Act, 2019**

The objective of the National Environment Act is to promote sustainable management of the environment. The Act provides for the protection and sustainable use of wildlife resources and equitable sharing of benefits that arise from biodiversity conservation. Schedule 4, paragraph 8(c)&(e) provide for creation of community wildlife conservation areas and community conservation areas outside protected areas respectively. The Act further under Schedule 4, paragraph 9(a) provides for establishment of community tourism areas.

Community engagement and involvement is also provided for under other framework policies and laws including the National Environment Policy (1994), the Local Government Act (1997), National Forestry and Tree Planting Act 2003, Wetland Policy 1995, Fish Act, Cap 197 of 2000 among others.

### **1.3.4 International Law**

#### **Convention on Biological Diversity (CBD) of 1992**

The CBD obliges member states to establish a mechanism for engaging local communities, sharing benefits arising out of conservation of biological resources and use of indigenous knowledge in the management and conservation of protected areas.

#### **Convention on International Trade in Endangered Species of wild fauna and flora (CITES) of 1973**

CITES obliges member states to regulate international trade in endangered species of fauna and flora through international cooperation. It also obliges Parties to ensure that wildlife trade contributes to improved livelihoods of local people.

#### **Convention on Migratory Species (CMS) of 1979**

This convention obligates Uganda to conserve migratory species of wildlife across their migratory range. It obliges Parties to ensure sharing of benefits that arise out of utilisation of migratory species.

#### **The Ramsar Convention on Wetlands**

The convention obliges Parties to conserve and protect wetlands of international importance through wise use of resources therein.

#### **Convention on Protection of the World Cultural and Natural Heritage**

This convention aims to preserve historic heritage of mankind, including cultural property, monuments and sites. The convention obligates Uganda to preserve these cultural sites, some of which are found inside protected areas.

#### **East African Community Protocol on Environment and Natural Resources**

This protocol obligates Uganda to sustainably conserve wildlife resources in partnership with the local communities. The protocol requires Uganda cooperate in management of transboundary wildlife resources, promoting of social and economic incentives for conservation and to conclude agreements aimed at conserving transboundary wildlife resources.



## 1.4. JUSTIFICATION FOR REVIEW OF THE UWA COMMUNITY CONSERVATION POLICY 2004

- a) UWA's first CC Policy was formulated in 2004. Since then, several Government Policies, Laws, Plans and strategies whose implementation impact or are impacted by communities have been formulated including the Uganda Wildlife Conservation Education Centre (2015), Uganda Wildlife Research and Training Institute (2015), Wildlife Policy (2014), Climate Change Policy (2013), Vision 2040, National Development Plan II, Land Policy (2013), Tourism Act 2008, Tourism Policy 2015, Tourism Master Plan (2014–2024), Tourism Sector Development Plan (2015–2020), and UWA Strategic (2015–2020) among others. This has necessitated a review of the outdated CC Policy in order to align it with other Government policies and plans, facilitate effective community engagement and participation in the implementation of conservation and development programmes as well as addressing contemporary conservation challenges.
- b) UWA has been implementing a number of Benefit-Sharing Programmes (BSPs) with local communities including resource access, revenue sharing and collaborative management as well sensitisation and awareness programmes, to engender local appreciation of the value and contribution of wildlife resources to local economies and livelihoods. However, to some extent, this has not been fully realised. Therefore, there is a need to strengthen implementation of BSPs and related awareness activities in order to facilitate coordinated and regulated access to essential wildlife resources, appreciation, peaceful co-existence and improved community livelihoods.
- c) In the recent past, UWA has registered an increase in human-wildlife conflicts largely, resulting from crop loss, property damage and human attacks. These conflicts have negatively impacted on the community livelihoods, relations with park management and overall support for conservation. There is therefore need to review and strengthen problem animal and vermin management strategies, ensure coordinated engagement of various stakeholders, monitoring and reporting.
- d) There is inadequate internal capacity to implement effective CC programmes across the country. The CC sub-directorate in UWA remains inadequately facilitated, understaffed and underfunded. There seems to be limited appreciation of the CC role and contribution to the overall wildlife conservation sector. The review of the CC policy therefore presents an opportunity to strengthen and transform the CC function to effectively address challenges associ-

ated with negative attitudes towards conservation, inadequate awareness, poaching, encroachment, poverty, management of wildlife outside protected areas, human wildlife conflicts among others.

### 1.4.1 PREVIOUS COMMUNITY ENGAGEMENT PROGRAMMES

#### Early efforts to involve communities

The need to engage local communities and other stakeholders is driven by UWA's desire to secure appreciation and long term support for wildlife conservation from local communities and other stakeholders. The first attempt to engage local communities was done through the establishment of Community Protected Area Institutions (CPIs) in early 2000s. The CPIs were established in order to provide an institutional linkage for managing relations between local communities, local Governments and PAs, and to enhance active community participation in PA management. The CPIs made a modest contribution in terms of mobilisation and awareness. They were however not anchored onto the existing wildlife law, lacked funding and were not well coordinated to achieve considerable impact. The CPIs were consequently disbanded in early 2000's. The Uganda Wildlife Act, 2019 provides for establishment of Community Wildlife Committees, equivalent to the defunct CPIs that are meant to act as a link between communities, local governments and PA management, facilitate effective collaboration and implementation of numerous programmes including participation in planning meetings, sensitisation and awareness, identification and reporting of illegalities, management of HWCs and monitoring implementation of other PA programmes. The policy review seeks to activate and strengthen operations of Community Wildlife Committees.

#### Human-wildlife conflict management

The interaction between humans and wildlife has been characterised by conflicts especially as a result of the associated costs and losses largely emanating from crop destruction, property damage, human attacks and deaths and cross transmission of diseases among others. The challenge is anticipated to worsen, as the human population increases and at the same time, the country continues to register a significant loss of prime wildlife habitats. To address the challenge, UWA in partnership with communities and other conservation NGOs have previously implemented numerous interventions including scare shooting, trench excavation, bee keeping, capture and translocation, live fencing, buffalo wall construction, chilli application and promotion of non-palatable commercial crops. Some se-

lected animal species namely the vervet monkey (*Chlorocebus pygerythrus*), olive baboon (*Papio anubis*) and bush pig (*Potamochoerus larvatus*) were also been declared vermin under General Notice No. 74 of 2001. This implies that the local government authorities are responsible for managing vermin. However, their capacity to effectively control and/or manage the gazetted species is limited. Nevertheless, these interventions have generated varying degrees of effectiveness. Nonetheless, it should be noted that the actual contribution and effectiveness of a number of these interventions remains unknown due to the absence of a systematic or standardised and coordinated monitoring data collection and reporting mechanism. The Uganda Wildlife Act 2019 and Local Government Act 1998 mandate Local Governments (LGs) in partnership with UWA to manage vermin. However, the LGs lack capacity to effectively control and/or manage vermin. The revised policy provides for development of a comprehensive Human-Wildlife Conflict Management Strategy including establishment of a standardised monitoring and reporting system, scaling up effective interventions, enhancing developing new and innovative strategies and enhancing the capacity of LGs to control/manage vermin.

#### **Wildlife enterprises and trade**

The Wildlife Enterprises and Trade programme involves promoting ex-situ management of wildlife resources for commercial purposes. Over 15 enterprises have over the years been licensed to collect, breed and trade in wildlife species and its product with a view to enhancing realisation of economic benefits from wildlife. These enterprises have generated numerous benefits including revenue and employment. However, in the recent past, there has been a tendency and increased demand for direct capture and export of animals from the wild rather than trading in captive bred species thereby, presenting a potential risk of resource depletion. Direct collection of wildlife for trade has since been halted and the new policy direction will emphasise on-farm breeding for trade.

#### **Collaborative management/stakeholders engagement**

Collaborative management involves a process of negotiating with local communities and the private sector to access selected wildlife resources within and outside PAs. The aim is to facilitate appreciation, generate benefits and secure improved protection and management. UWA implements two collaborative management arrangements;

#### **a) Community resource access**

In the late 1990's, UWA initiated the resource access programme, an arrangement that allows communities access selected PA resources through a negotiation process and signing of Resource Access Agreements or Memoranda of Understanding (MoU). Resource access is provided for under Section 35 (1)(f) of the Wildlife Act 2019. The arrangement enables communities to access resources such as fish, reeds, grass, poles, bamboo shoots, medicinal plants, water and bee hive placement sites among others. The MoUs are intended to ensure that parties involved clearly understand their roles and responsibilities in the management of PA resource access zones. Although resource access strategy has registered a number of benefits and successes, in some cases, the harvesting of essential resources have been commercialised, creating immense resource demands and pressures thereby causing potential depletion risk. Poaching signs and incidences have also been observed at some resource use sites especially where resource use committees are not active. The policy provides for a review of the current resource access arrangement and strengthening implementation to enhance benefits.

#### **b) Private sector engagement:**

In 2001, UWA signed collaborative management agreements with a private sector company (Game Trails (U) Ltd) to improve management of wildlife outside Lake Mburo National Park on a pilot basis. The lessons learnt, led to the expansion of the program to cover the entire country. The private sector is now actively involved in wildlife management, including among others; supporting infrastructure development, management of HWCs, promoting tourism development, undertaking community sensitisation and awareness as well as promoting wildlife utilisation through sport hunting in line with Section 35(1)(a) of the Wildlife Act 2019. This initiative has registered several milestones including improved law enforcement, community awareness and protection of species, translocation and re-introduction of selected species, increased wildlife numbers, employment, improved tourism infrastructure, revenue generation to local communities, landowners, local Governments and private sector. However, challenges such as poaching, encroachment, habitat loss and degradation, limited awareness and appreciation, and resentment of conservation programmes still persist in some areas.

#### **c) Management of wildlife outside Protected Areas**

It is estimated that, over 50% of Uganda's wildlife resources reside outside formal-

ly gazetted PAs<sup>5</sup>. The 50% presents an opportunity for conservation and investment outside PAs. Section 9(a) of the Uganda Wildlife Act, 2019 mandates UWA Board to be the trustee for wildlife inside and outside wildlife protected areas in Uganda. There are however associated challenges of managing problem animals and vermin. While considerable investment has been achieved inside PAs, little attention has been accorded to conservation and management of wildlife resources outside PAs. It is observed that, some collaborative arrangements have been initiated to manage and utilise wildlife outside PAs with the aim of motivating local communities, landowners, Local Governments and private sector to sustainably manage wildlife on communal and private land. However, private sector efforts have been restricted to a few areas. Recently, UWA established some Wildlife Management Centres (WMC) in selected areas with significant wildlife populations to support communities to deal with human-wildlife conflicts, create awareness and conduct anti-poaching operations. These WMCs established in the Districts of Kyotera, Kyankwanzi, Nakaseke and some parts of Karenga Community Wildlife Areas have registered some positive impacts. UWA intends to strengthen existing centres, establish new ones, mobilise and empower local communities and landowners to effectively manage and benefit from wildlife on their land through farming, ranching and eco-tourism development.

#### 1.4.2 Revenue Sharing scheme

The Uganda Wildlife Act 2019 mandates UWA under Section 65(4) to pay twenty percent of the park entry fees collected from a wildlife protected area to the local government of the area surrounding the wildlife protected area from which the fees were collected as a conditional grant. UWA has developed guidelines for implementing this scheme. The guidelines will soon be transformed into regulations. Significant amounts of revenue are disbursed every year to park-adjacent LGs to support HWC management measures as well as livelihood projects. Over UGX 13,012,110,490 was collected and disbursed to the communities between 2014 and 2018. On average, UGX 2,500,000,000 is collected per annum under the revenue sharing scheme. With increasing tourist arrivals and spending, revenue sharing funds are likely to increase. Implementation of the scheme has however faced a number of challenges including limited funds, late disbursements, accountability delays, corruption, weak and uncoordinated project supervision, limited reporting

<sup>5</sup> Ministry of Tourism, Wildlife and Antiquities (2014): National Policy on Conservation and Sustainable Development of Wildlife Resources

and publicity, inadequate capacity by the community to identify and effectively implement viable projects among others. The revenue sharing guidelines will be revised to address these challenges.

#### 1.4.3 Community Education and Awareness

The Uganda Wildlife Policy (2014) recognizes wildlife as an important resource for environmental education for people of all ages. Section 5(o) mandates UWA to "disseminate information and promote public education and awareness of wildlife conservation and management". UWA in collaboration with other partners such as Uganda Wildlife Conservation Education Centre (UWCEC) and the Wildlife Clubs of Uganda (WCU) has thus been implementing a number of sensitisation and awareness programmes around several PAs and other parts of the country. The ultimate goal of conservation education and communication is to influence positive attitudes, achieve behavioural change and secure long term support for wildlife conservation. However, there are still uncoordinated education and awareness efforts, limited funding, limited capacity and inadequate stakeholder involvement. A new conservation education strategy will be developed to streamline the implementation of education campaigns and programs in the country.

#### 1.4.4 COMMUNITY CONSERVATION CHALLENGES

Several binding constraints continue to derail implementation of CC programmes in Uganda. The policy review process identified the following challenges to guide formulation of strategies to address the gaps.

- a) Mitigation of human-wildlife conflicts (crop damage, livestock depredation, human attacks, disease transmission etc).
- b) Ensuring adequate and equitable sharing of conservation benefits.
- c) Addressing high community expectations.
- d) Addressing high poverty levels in areas with rich biodiversity.
- e) Management of wildlife outside PAs.
- f) Enhancing human resource capacity to implement CC programmes
- g) Combating poaching and illegal trade in wildlife and related products.
- h) Creating awareness about the value of wildlife conservation among policy makers, local communities and general public.
- i) Inadequate funding sources for CC programmes
- j) Securing effective public-private-partnerships in wildlife resource manage-

ment and development.

- k) Competition between wildlife conservation and other forms of land use.
- l) High population growth rate that threatens habitats and populations
- m) Inadequate research on HWC and benefit sharing issues.
- n) Negative impacts of climate change on human and wildlife populations.

## CHAPTER 2: COMMUNITY CONSERVATION POLICY FRAMEWORK

### 2.1. GUIDING PRINCIPLES

The principles guiding the implementation of this CC policy are:

- Equity
- Trust
- Respect
- Collaboration and partnership
- Inclusive dialogue and engagement
- Transparency
- Accountability
- Credibility
- Efficiency and sustainability

### 2.2. POLICY GOAL

To achieve community appreciation and long-term support for conservation through enhanced institutionalised implementation of Community Conservation programmes, strategies and activities

### 2.3. POLICY OBJECTIVES

- a) To strengthen community conservation in management of wildlife resources inside and outside the PAs
- b) To enhance equitable sharing of wildlife benefits with local communities, local Governments and landowners.
- c) To promote sustainable wildlife-based enterprises
- d) To develop and implement mechanisms for addressing human-wildlife conflicts.
- e) To strengthen collaboration, coordination and partnership with local governments, private sector, NGOs, local communities and other stakeholders in wildlife conservation initiatives.
- f) To promote conservation education and awareness about wildlife (including

climate change impacts on wildlife and human population, mitigation and adaptation measures).

- g) To mainstream local communities in wildlife crime management.

## 2.4. STRATEGIC OBJECTIVES

The following strategies will be adopted to deliver the respective objectives.

### 2.4.1 Policy objective 1: Strengthen management of wildlife resources

To strengthen community conservation in management of wildlife resources inside and outside the PAs

#### Strategies

- a) Develop and implement an integrated National Management Plan for wildlife outside protected areas.
- b) Formulate guidelines for the management of wildlife outside protected areas
- c) Build capacity of district Local Governments to manage wildlife and control vermin.
- d) Establish functional Wildlife Centres in areas with viable wildlife populations
- e) Support community livelihood initiatives that enhance wildlife conservation
- f) Support management of Community Wildlife Areas (CWAs).
- g) Partner with other line institutions and Local Governments to effectively manage wildlife in wetlands, forest reserves and private land.
- h) Promote payment for ecosystem services and other community based initiatives as an incentive for conservation.

### 2.4.2 Policy objective 2: Enhance equitable sharing of wildlife benefits

To enhance equitable sharing of wildlife benefits with local communities, local Governments and, landowners.,

#### Strategies

- a) Develop and implement benefit sharing schemes with local communities
- b) Strengthen implementation of relevant benefit sharing programmes as an incentive for wildlife conservation.
- c) Formulate regulations, standards, guidelines and procedures for benefit sharing

- d) Promote use of alternative sources of wildlife products demanded from the wild
- e) Establish and monitor sustainable resource access off-take levels
- f) Integrate Cooperate Social Responsibility into community conservation programmes

### 2.4.3 Policy objective 3: Promote wildlife-based enterprises

To promote sustainable wildlife-based enterprises

- a) Support implementation of wildlife-based enterprises
- b) Formulate and implement regulations, standards, guidelines and procedures for wildlife-based enterprises
- c) Promote value addition to wildlife products/specimens
- d) Conduct research (including monitoring and evaluation) on wildlife production systems and markets to support wildlife trade development – enterprise
- e) Monitor and evaluate performance of wildlife-based enterprises
- f) Identify and market wildlife investment opportunities in the country
- g) Provide technical guidance to private wildlife entrepreneurs in sustainable wildlife farming, ranching and trade.
- h) Promote wildlife-based tourism enterprises.
- i) Provide opportunities for community-led investments inside protected areas

### 2.4.4 Policy objective 4: Mitigate Human-Wildlife Conflicts

To develop and implement mechanisms for addressing human-wildlife conflicts.

#### Strategies

- a) Develop and implement a Human-Wildlife Conflict Management Strategy
- b) Strengthen institutional capacity to manage human wildlife conflicts.
- c) Establish and maintain barriers to control problem animals
- d) Develop a mechanism for supporting victims of problem animal attacks.
- e) Develop Standard Operating Procedures for engaging community volunteers in problem animal management
- f) Provide incentives for community volunteers involved in the management of problem animals and vermin.

- g) Promote innovative mechanisms for reducing human wildlife conflicts
- h) Establish a standardised human-wildlife conflict monitoring system
- i) Prioritise human-wildlife conflict management in resource allocation
- j) Proactively engage Local Governments to prioritise projects that address human-wildlife conflicts under revenue sharing scheme.
- k) Formulate and implement Guidelines for problem animal and vermin management.
- l) Continuously assess population status of species to guide classification of vermin and problem animals.
- m) Build capacity of Local Governments and communities to address problem-animal and vermin control challenges.
- n) Strengthen utilisation and value addition of vermin and problem animals.
- o) Create awareness about human-wildlife interactions and potential zoonotic diseases.
- p) Identify and map out problem animal and vermin hotspots to guide interventions for human wildlife conflict mitigation.
- q) Formulate and enforce regulations on management of human activities inside wildlife sanctuaries and enclaves.

#### 2.4.5 Policy Objective 5: Strengthen collaboration, coordination and partnerships

To strengthen collaboration, coordination and partnership with local governments, private sector, local communities, CSOs, CBOs and other stakeholders to enhance active engagement of stakeholders in wildlife conservation.

##### Strategies

- a) Collaborate with development partners, Government agencies and NGOs to develop mechanisms for supporting community conservation programmes.
- b) Support Community Wildlife Committees, Wildlife Management Boards and Community Wildlife Associations and other stakeholders to implement collaborative wildlife management arrangements.
- c) Strengthen participation of local communities and other stakeholders in planning and management of wildlife resources.
- d) Develop mechanisms for promoting collaborative management through

agreements and Memoranda of Understanding (MoUs).

- e) Identify and strengthen viable partnerships within the surrounding communities to reduce pressure on wildlife.
- f) Mainstream gender into CC Programmes Recognise and respect the rights and interests of indigenous communities
- g) Establish a mechanism for improved networking, coordination and information sharing amongst stakeholders.

#### 2.4.6 Policy objective 6: Promote conservation education and awareness

To promote wildlife conservation education and awareness.

##### Strategies

- a) Formulate a Conservation Education and Awareness Strategy in partnership with UWEC and other stakeholders
- b) Establish collaboration mechanisms with relevant institutions.
- c) Design and collaboratively implement appropriate conservation education and education programmes
- d) Develop appropriate conservation education materials that meet the needs of different segments of the society.
- e) Support integration of wildlife conservation education into school curricula both at primary and post primary levels.
- f) Establish and manage wildlife conservation education centres inside protected areas
- g) Strengthen the use of social media and modern technology in disseminating conservation messages and boosting community-PA management interactions
- h) Establish and use toll free lines to facilitate information gathering from the public to management.
- i) Explore the use of "Campaign for Conservation" (C4C) approach to develop and disseminate information to the public,
- j) Design mechanisms for regular and periodic engagement with senior political leaders.
- k) Integrate issues health, environment and human population growth in conservation education programmes

### 2.4.7 Policy objective 7: Engage communities in wildlife crime management

To engage local communities in wildlife crime management.

#### Strategies

- a) Develop and implement community-based wildlife Crime Prevention Action Plans
- b) Develop and implement community based law enforcement and wildlife crime prevention guidelines.
- c) Develop and implement joint intelligence and law enforcement programmes with communities
- d) Resolve Human-Wildlife Conflict - driven wildlife crime
- e) Develop a reporting and record keeping mechanism on wildlife crime intelligence received from communities and line departments
- f) Build capacity of communities in wildlife crime intelligence, detection and reporting
- g) Establish incentives for communities that report and contribute towards preventing wildlife crime
- h) Design Education and Awareness programmes based on wildlife crime incidences and intelligence

## CHAPTER 3: POLICY IMPLEMENTATION, MONITORING AND EVALUATION

### 3.1. INSTITUTIONAL FRAMEWORK AND RESPONSIBILITIES

#### 3.1.1 Uganda Wildlife Authority

UWA shall spearhead implementation of this Policy in partnership with various stakeholders guided by the following institutional arrangement.

##### a) Board of Trustees

In accordance with Section 8 of the Wildlife Act, the Board shall provide Policy guidance on implementation of the CC Policy. The Board shall review and approve the strategic plans and workplans as well as ensure that the Strategic Plan for UWA prioritizes and incorporates CC programmes, review guidelines and allocate adequate funding to facilitate effective implementation of the CC Policy.

##### b) Executive Director

The Executive Director shall ensure implementation of this policy, mobilise financial resources, deploy adequate and skilled staff, provide the requisite equipment, network and establish partnerships and collaboration with stakeholders to implement CC programmes.

##### c) Directorate of Conservation

The Directorate shall provide supervision and coordination of the implementation of the CC Policy. The Directorate shall also ensure that all other conservation programs integrate CC in their design and implementation.

##### d) Community Conservation Sub-Directorate

The Sub-directorate shall be responsible for direct implementation of CC Policy, spearhead review and implementation of CC programs and strategies. The sub-directorate shall promote and oversee direct implementation of the key components of the Policy including benefit sharing and investment in wildlife enterprises, management of human-wildlife conflicts and promoting conservation education and awareness. It will initiate mobilization of financial resources, supervise and provide technical back-stopping to field staff on implementation of the Policy. The Sub-directorate shall also coordinate information gathering and dissemination,

engage and promote private sector investments in wildlife utilisation, coordinate human-wildlife conflict management interventions as well as undertaking periodic monitoring and evaluation of Community Conservation approach.

**e) Field level (Chief Warden)**

Implementation of the CC Policy at field level shall be coordinated and spearheaded by the Chief Warden. He/She shall ensure adequate resource allocation, deployment and supervision of Wardens responsible for CC programme implementation. He/she shall also lobby for support from local governments, NGOs and other stakeholders to support CC programmes around PAs. He/She shall coordinate CC implementation at the CA and ensure regular monitoring and reporting on implementation of CC programmes within the conservation area.

**f) Warden Community Conservation**

The Warden CC shall be responsible for direct implementation of all CC Programmes around the CA. He/She shall develop and implement CC Action Plans, undertake outreach programs, enlist community participation in management of wildlife, coordinate implementation of HWC management interventions, coordinate data collection on various CC aspects, manage and oversee implementation of revenue sharing projects including supporting communities to design conservation friendly projects, ensuring effective implementation, monitoring and reporting. He/She shall initiate and review Collaborative Management agreements and MoUs, monitor resource off-take, identify and work with stakeholders as well as mobilise resources at local level.

**g) Community Conservation Ranger (PA level)**

The Community Conservation Ranger (CCR) shall be the frontline UWA staff that undertakes day-today implementation of CC at community level. He/She shall mobilise communities to participate in wildlife utilisation programmes, conduct Conservation Awareness and Education programs around PAs, mobilise communities to participate in Benefit Sharing Program, collect data on HWC, resource access and disseminates information on CC activities. He/She shall mobilise private sector to invest in wildlife conservation and utilisation, mobilise and guide communities on initiating proposals for revenue sharing, monitor resource off-take levels from Protected Areas, liaise with relevant organizations, collect data on effectiveness of Human-Wildlife Conflict Management interventions and prepare regular reports.

**3.1.2 Uganda Wildlife Conservation Education Centre**

The Uganda Wildlife Conservation Education Centre Act 2015 mandates Uganda Wildlife Conservation Education Centre (UWCEC) to promote conservation education in Uganda, rescue and rehabilitate injured or confiscated animals. UWA will therefore work closely with UWCEC to strengthen conservation education and awareness, manage problem animals and wildlife utilisation programmes.

**3.1.3 Local Governments**

The Local Government Act mandates LGs to partner with UWA in the control and management of vermin. LGs also have a role of providing agricultural extension services to farmers. These extension workers frequently interface with farmers. LG extension workers in selected areas with relevant knowledge and skills will therefore be empowered to integrate human-wildlife conflict management interventions in their routine work.

**3.1.4 Ministry of Agriculture Animal Industry and Fisheries**

The Ministry is responsible for policy guidance on matters relating to agriculture, animal husbandry and fisheries. Wildlife crop raiding impacts on food security and livelihoods of the people. MAAIF will therefore be engaged to address cases of human-wildlife conflicts through promotion of sustainable agricultural practices and planting non-palatable crop varieties.

**3.1.5 Ministry of Water and Environment (Directorate of Water Resources Development)**

The Ministry of Water and Environment (Directorate of Water Resources Development) is responsible for providing overall technical oversight for the planning, implementation and supervision of the delivery of urban, rural water and sanitation services, and water for production across the country. UWA will partner with the Ministry of Water and Environment to address water shortages around conservation areas by increasing coverage and access and ultimately secure improved livelihoods and reduced human-wildlife conflicts. Similarly, the Wetlands Management Department (WMD) will be engaged to conserve and protect key wetlands as habitats important for wildlife in collaboration with the local communities.



### 3.1.6 National Forest Authority

The National Forestry and Tree Planting Act of 2003 mandates the National Forest Authority (NFA) to manage over 500 Central Forest Reserves (CFRs) covering close to 10% of Uganda's land area. The forests are home to a diversity of wildlife that sometimes strays out of the forests causing HWC. Forests also provide ecological, economic and cultural benefits hence UWA shall engage the NFA in addressing community conservation issues and challenges.

### 3.1.7 Non-Governmental Organizations

There are a number of conservation and development NGOs in Uganda. These shall be mobilized by UWA to remain strong partners in promoting conservation education and awareness and mitigation human-wildlife conflicts among others. They will also be engaged in promoting livelihood and poverty alleviation projects around wildlife conservation areas.

### 3.1.8 Collaborative Management Partners

Section 14 (1) of the Uganda Wildlife Act provides that the Executive Director may, with the approval of the Board, enter into any suitable commercial or collaborative arrangements with any person for; (a) The management of a protected area or a portion of the protected area; (b) The provision of services and infrastructure in a protected area; or (c) The management of a species or a class of species of animals or plants. UWA has over five (5) running concessions. These are important partners in promoting wildlife utilisation, community development and management of vermin and problem animals.

### 3.1.9 Community Wildlife Associations

Community Wildlife Associations (CWAs) exist around Collaborative Management areas. The CWAs are community-based structures that provide a linkage between CM partners, UWA, district local governments and local communities. The CWA will be engaged in management and mitigation of HWC, identifying and implementing community development projects. They will also help to promote potential wildlife utilisation opportunities and benefits, and carry out wildlife education and awareness in their respective areas.

### 3.1.10 Uganda Wildlife Research and Training Institute Act 2015

The Act establishes the Uganda Wildlife Research and Training Institute (UWRTI) and broadens the mandate to include ecological research, consultancy and capacity building. The Institute shall be engaged and supported to play a significant role in conducting research on potential community wildlife enterprises, HWC issues and the impact of benefit sharing arrangements.

### 3.1.11 The Ministry of Tourism, Wildlife and Antiquities

The Ministry of Tourism, Wildlife and Antiquities provides overall supervision of the sector. The Ministry shall be engaged in formulating favourable policy and regulatory framework for wildlife utilisation, benefit sharing and related community engagement arrangements. The Ministry also provides overall policy guidance.

### 3.1.12 Other Government Ministries, Departments and Agencies

All Government Ministries, Departments and Agencies of Government while implementing their respective mandates in areas of wildlife conservation significance, shall be engaged by UWA to ensure that their activities promote CC

## CHAPTER 4: CAPACITY BUILDING

In order to effectively implement conservation programs and meet the current challenges such as rapid changes in information technology and community needs, UWA will liaise with strategic partners, and training institutions to support training of UWA staff in various fields including community mobilisation, supervision, monitoring and data collection, education and awareness, resource assessment, resource mobilisation etc. Relevant community members and Local Government staff will also be trained in wildlife management, value addition and related enterprise development projects. Ultimately, UWA shall establish optimal internal staff structures and systems to effectively coordinate the implementation of the CC policy.

## CHAPTER 5: FINANCING MECHANISM

The revised CC policy articulates and outlines important and priority strategies whose implementation will require adequate funding. The current budgetary allocation is inadequate and therefore successful implementation of this policy requires internal commitment of additional financial resources to facilitate achievement of set goals and objectives.

This policy shall therefore be financed using the following approaches:

- a) The UWA AOP re-current budget shall prioritise CC programmes by allocating adequate resources, undertaking internal programmatic and budgetary adjustments as well as enhanced resource mobilisation efforts.
- b) Support from donors, other agencies, Local Governments and other stakeholders. Specifically, UWA shall continue to engage Local Governments mainstream wildlife issues into their respective Local Government Development Plans.

## **CHAPTER 6: MONITORING AND EVALUATION**

Periodic monitoring and evaluation of this policy shall be done to assess the impact of the CC policy. A Participatory Monitoring and Evaluation System involving stakeholders shall be developed to assess the implementation of this policy.

## **CHAPTER 7: IMPLEMENTATION PLAN**

A detailed implementation plan with clear targets and monitoring indicators shall be developed to guide successful implementation of this policy.





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