

SUPPORTING PARTICIPATORY DEVELOPMENT OF PARK MANAGEMENT BYELAWS FOR BWINDI MGAHINGA CONSERVATION AREA (BMCA)

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CONTENTS

1 FOREWORD.....	5
2 INTRODUCTION	6
2.1 BWINDI AND MGAHINGA CONSERVATION AREAS.....	6
2.2 THE EEEGL PROGRAM AND THE BYELAW REVIEW TASK.....	8
3 POLICY AND LEGISLATIVE FRAMEWORK & BACKGROUND ON PARK BYELAWS FOR BMCA 8	8
3.1 POLICY FRAMEWORK.....	8
3.2 LEGISLATIVE FRAMEWORK	9
4 PARKS BYELAWS REVIEW PROCESS	9
4.1 OVERVIEW OF THE PROCESS.....	9
4.2 VILLAGE MEETINGS.....	10
4.3 FINDINGS	10
4.3.1 <i>Relationship between communities and Protected Area Management</i>	14
4.3.2 <i>Interests of BMCA Management and Local Communities</i>	14
4.3.3 <i>Perceived threats to the protected areas</i>	15
4.3.4 <i>Existing Community- Protected Areas Relationship</i>	15
4.3.5 <i>Areas for developing park byelaws</i>	16
5 FOCUS GROUP DISCUSSIONS	17
5.1 RESULTS.....	17
6 CONSULTATIVE WORKSHOP	19
6.1 OBJECTIVES OF THE PROPOSED BYELAWS	19
6.2 GUIDING PRINCIPLES IN THE FORMULATION OF THESE BYELAWS	19
7 CONCLUSION AND WAY FORWARDS	24
7.1 WAY FORWARD.....	25
8 ANNEX I: VILLAGE MEETINGS DISCUSSION GUIDE.....	26
9 ANNEX II DETAILED FINDINGS OF THE VILLAGE MEETINGS	28
10 ANNEX III EXISTING BYELAWS	32
11 ANNEX IV NEW DRAFT BYELAWS FOR IMPROVED MANAGEMENT EFFECTIVENESS AND EFFICIENCY OF BWINDI IMPENETRABLE AND MGAHINGA GORILLA NATIONAL PARKS	34
12 REFERENCES	37

List of Acronyms

BMCA	Bwindi and Mghinga Conservation Area
CAM	Conservation Area Manager
CCR	Community Conservation Ranger
DDPC	District Development Planning Committees
DTC	Development Through Conservation
EEEGL	Environment, Enterprise and Equity in the Great Virunga Landscape
GEF	Global Environmental Facility
HUGO	Human Gorilla conflict resolution teams
IGCP	International Gorilla Conservation Program
ITFC	Institute of Tropical Forest Conservation
LC	Local Council
LG	Local Government
MBFCT	Mgahinga and Bwindi Forests Conservation Trust
MUST	Mbarara University of Science and Technology
SCC	Sub-County Committees
UNESCO	United Nations Educational and Scientific Organisation
USAID	United States of America International Development
UWA	Uganda Wildlife Authority
WHS	World Heritage Site

I FOREWORD

The management of the Bwindi Impenetrable National Park and Mgahinga Gorilla National Park is based on a management plan and byelaws which regulates critical aspects of conservation and public interest, including certain relations with neighboring communities. The byelaws were respectively approved by the National Board of Trustee in 1993 and 1994 respectively. These however were overtaken by enactment of the Uganda Wildlife statute. In the General Management Plan for BMCA (2001- 2011) it was proposed that these byelaws be revised to make them more relevant to the current context based on the current legislation. In the management plan it is also noted that the existing bye laws largely comprise a list of what is prohibited in the park with no information about what is allowed. Specifically the management plan recommended that the following actions should be undertaken:

- ❖ Revise the existing bylaws
- ❖ Publicize and distribute park bylaws
- ❖ Sensitize communities and local government on park bylaws

The proposed plan to review park bylaws has not yet been implemented. Progressive tightening control and law enforcement measures without clear guidelines, has resulted in conflict between local people and park staff. This has jeopardized collaborative arrangements of tourism revenue sharing and integrated resource use developed by UWA. These collaborative arrangements were put in place by UWA with an ultimate aim of improving management efficiency and cost effectiveness, to better address legitimate rights and claims to protected area resources and enhance community commitment to wild life conservation.

Despite the collaborative arrangements and control and law enforcement measures a number of illegal activities still take place in Bwindi and Mgahinga national parks (including poaching, illegal collection of forest products, burning, encroachment, etc.).

There are no common guidelines for handling illegal activities across the entire conservation area. This leads a numerous variations from community to community, in the way illegal activities are handled. Currently, illegal activities not referred to court, are handled by law enforcement rangers in collaboration with Local Council executives. Part of the problem is that there is no guideline to serve as a basis for arriving on a fine. Rangers sit with LCs to determine fine amount. Thus the fine amount, in most cases depends on the relations of the culprit with those in power – the rangers and LC executives. Some times these fines are perceived as unfair. Fine sharing arrangements have also been introduced to support a more shared sense of responsibility between UWA and local officials. In short enforcement is at present subject to a fair degree of grey areas and subjective interpretation at several levels. This state of affairs produces a fertile ground for conflicts between UWA and neighboring communities.

The EEEGL programme, in collaboration with UWA, in early 2010 launched a process to engage representatives from UWA, local governments, district CBO / CSO networks to review this enforcement system. In particular, the process was conceived as an action research plan run by stakeholders through a task force and facilitated by CARE staff and a hired facilitator. The purpose of the action- research process was to develop a model for participatory revision of byelaws / guidelines. This was meant to ensure that the revised bylaws are aligned with the current legislation, with due consideration to minimizing conflicts and building on the existing framework for the collaborative management of park resources.

This report presents the results of the task, leading to the production of revised byelaws for BMCA.

EEEEGL team, September 2010.

2 INTRODUCTION

2.1 *Bwindi and Mgahinga Conservation Areas*

The Bwindi and Mgahinga Conservation Areas (BMCA) are located in southwest Uganda. They are well known as homes to half the world's remaining mountain gorilla population. Their conservation history can be traced to as far back as 1932, when Bwindi was first formally gazetted as a forest reserve. In 1961, the forests were managed as both game sanctuaries and forest reserves until in 1991, when they were gazetted as national parks. The government's decision to upgrade their conservation status to the national park category was to stem the increasing anthropogenic pressures resulting in unsustainable uses and also to protect the gorilla population that was identified as a globally threatened species. In 1994, Bwindi National Park was inscribed as a UNESCO World Heritage Site (WHS) in recognition of its unique rich biodiversity.

The two protected areas, formerly contiguous but disjointed by human settlements, cover an area of approximately 365 km² of extremely rugged terrain characterized by numerous steep-sided hills and - narrow valleys, with an altitudinal range between 1,160 and 2,607 meters above sea level. In addition to the mountain gorillas, the parks are well known for exceptionally high biodiversity and many restricted-range and endemic species, because of their location in the Albertine rift that is an eco-tone of two major ecosystem – the east African plateau and the Congo tropical high forests. This rich biodiversity and with one of the world's endangered species – the mountain gorilla, gave a good justification to ensure that Bwindi and Mgahinga National Parks are well protected and conserved.

Whereas the decision to gazette Bwindi and Mgahinga as national parks was a noble decision as far as conservation is concerned, it resulted in an overnight change in local people's attitudes towards these protected areas that led to increased conservation challenges. First, the two protected areas are 'islands' of forests surrounded by one of the highest rural population densities in Africa, that averages around 300 people per km² with over 100,000 subsistence cultivators living in parishes adjacent to the forests. Second and importantly, over the years, human use of the forests resources had become the norm, with pitsawing¹ for timber, gold mining, hunting for bush meat and cultivation for food causing the greatest threats to the survival of the protected areas and its biodiversity. With gazettement of the areas into national parks, some of these human activities especially cultivation, gold mining, access to the forests resources and pitsawing, were unilaterally banned through the enactment of byelaws, increased patrol efforts and the establishment, opening and marking of the protected areas' boundaries.

Although these measures seemed to improve the conservation status of the protected areas, at least in the short term, with negative attitudes, silent resistance and often open hostility of local people to the protected areas management, the pressure on the forests remained high with illegal access to forest resources taking center stage. With loss of open access to forest resources on which local communities had come to derive their livelihoods, there arose a great deal of conflict between the protected area managers and local communities, which further threatened the existence of the forests and the ability of the parks' authorities to contain it. Clearly, government efforts to conserve the protected areas could not match the multitudes of disgruntled community members and therefore could not be sustained.

Other approaches had to be devised to ensure the survival of Bwindi and Mgahinga Conservation Areas. Indeed, since they were gazetted as national parks, BMCA has probably received more attention from conservation agencies than many other protected areas in the region. Even though BMCA is fully managed by the Uganda Wildlife Authority (UWA), it receives assistance from a number of other conservation partners. The International Gorilla Conservation Program (IGCP) has supported the parks' management, especially in the area of gorilla-based ecotourism development. CARE's Development Through Conservation (DTC) project supported development of the community conservation approach, park management and planning and strategic rural development. The Institute of Tropical Forest Conservation (ITFC), the institute under the Mbarara University of Science and Technology (MUST), undertakes ecological monitoring and applied research, aimed at assisting parks management, as well as providing technical advice and training opportunities. Lastly, the Mgahinga and Bwindi Impenetrable Forest Conservation Trust (MBIFCT) provides sustainable funding for local community projects, park management, and research and monitoring.

The gist of these approaches in and around BMCA have focused on reducing conflict between the protected areas and local communities through a combination of controlled utilization of forest

¹ Felling trees and rolling them into a pit where they are then cut up by hand.

resources, of equitable sharing of benefits, and interesting local communities to participate in conservation and protected areas management as stakeholders. For example, through a negotiation process between UWA and local communities facilitated by CARE, agreements were made whereby registered resource users in pilot parishes neighboring the protected area are permitted to harvest, in a controlled manner, agreed forest resources such as medicinal plants and weaving materials from designated "multiple use zones", and also undertake apiary related activities inside the protected areas. This program, commonly known as multiple use program has gone a long way towards improving relations with local communities.

Another form of sustainable resource use that has been developed is gorilla-based ecotourism. Since 1993, small groups of tourists have been taken to see habituated groups of gorillas. Tourists pay US\$ 500 per person per one hour visit, in addition to the park entrance fees for gorilla tracking and this generates considerable revenue for UWA, as well as bringing additional money into the local economies. At present six gorilla groups are habituated for tourism, with a maximum number of 8 tourists visiting each group per day. At full capacity of 17,280 tourists per year, this translates into a maximum of US\$ 8.6 million annual income. For every permit sold, US\$10 is given to the neighboring communities as gorilla levy fee in addition to the 20% of the gate entry fees that is shared through the revenue sharing program. Such financial benefits, which can be estimated at more than US\$ 172,800 per annum, support specific community development projects as well as income generating activities targeting individual households. In 2006, approximately US\$ 80,000 was shared among the 21 parishes surrounding Bwindi. This has an important impact in demonstrating the value of conserving BMCA and its gorilla population to the people living alongside them.

As already mentioned, the first forest conservation trust fund in Africa was set up in southwest Uganda with funding from the Global Environmental Facility (GEF), the United States Agency for International Development (USAID) and the Royal Dutch government. MBIFCT's goal is to strengthen conservation through direct support to park management and applied research, and by relieving pressure on the protected areas through providing alternative benefits to local communities by supporting of small scale enterprises. As it works with local communities, the Trust is a constant reminder to people that the benefits which they are receiving have been made possible because of the existence of the parks, and the support the international community is willing to give to their conservation.

Research is another import component of conservation by providing information to make informed management decisions. Research conducted by the ITFC is addressing some of the key issues for park management, including assessments of the sustainability of multiple use and tourism programs, studying key issues for the conservation and management of the gorilla population, and improving our understanding of the relationship between conservation and development in the area.

However, some questions still remain as to whether these approaches of beneficial neighborliness and of interesting local people to participate in protected areas management are enough in the long term to ensure that protected areas secure their 'social insurance' among the communities in which they are located. The BMCA has been a pioneering example of different conservation and sustainable use strategies. Certainly, the conservation status for BMCA is better now than it was 15 years ago. A gorilla census in 1997 found 300 gorillas in Bwindi, which is approximately the same number as there was when the park was gazetted in 1991. The population increased to approximately 320 gorillas in 2002 and a census in 2006 showed yet another increase in the gorilla population. Furthermore, surveys of the knowledge and attitude of local people in recent years have shown a definite improvement in support for conservation of the forests among local people. These are positive indicators of a successful management. However, despite active law enforcement efforts, illegal activities continue and a number of people are still disgruntled about the upper-handedness of UWA and issues related to revenue sharing. Crop-raiding, including by gorillas and other animals that threaten human life and their property, continue to be a bone of contention between the parks and local communities. Clearly, more challenges remain to be addressed to ensure effective and sustainable management of these gorilla parks.

It should be appreciated that channels of communication and dialogue have been established between the protected areas and their surrounding communities. Through these channels, more challenges can be tabled and discussed. Indeed under the support of the CARE's Enterprise, Environment and Equity in the Greater Virunga Landscape (EEEGL) project, there was identified the need, as stipulated in the general management plan of BMCA (2001- 2011), to review in a participatory manner the existing park byelaws which were formulated without considering people's views, as a way of improving relations between communities and protected areas.

2.2 The EEEGL program and the Byelaw Review Task

The EEEGL program is a joint venture project of CARE and the International Gorilla Conservation Program (IGCP) and is funded by the Howard Buffet Foundation. The program takes an integrated approach to addressing the interconnected problems of poverty, conflict, and environmental degradation. Consistently with the landscape approach, the project is implemented in the area around the protected areas (PAs) of the Virunga Volcanoes in the 3 countries (Parc National des Volcans in Rwanda, Parc National de Virunga in the DRC and Mgahinga Gorilla National Park and Bwindi Impenetrable National Park in Uganda in Uganda.)

One of the thematic components of the programme supports the development and strengthening of community participation in management of natural resources within and around protected areas. The component also supports the sharing of benefits associated with natural resource management in a way that promotes equity and reduces potential for conflict. One of the broad activities feeding into this is facilitating conflict management through capacity building of relevant actors, ensuring inclusion of marginalised / vulnerable groups, to resolve existing and potential local conflict. As a means to achieve this objective, the project identified the need to support a participatory process for review of park management byelaws of BMCA.

3 Policy and Legislative Framework & Background on Park Byelaws for BMCA

3.1 Policy Framework

Some of the challenges of conserving wildlife in protected areas relate to: instituting sound management procedures based on findings of monitoring and research; improving relationships with local communities and local government officials; resolving land use conflicts and improving law enforcement (Uganda Wildlife policy 2004)

The objective of conserving wildlife in protected areas is to ensure that the biological diversity of Uganda is conserved within the country's protected area system, and is managed on sound conservation principles. Sound guiding principles include:

- Well-targeted local community incentive measures that recognize stakeholder rights are powerful tools for encouraging or promoting wildlife conservation.
- Land-use conflicts should be resolved in a manner which is both realistic and in the best interest of conservation, while taking full account of basic human rights.

The Uganda Wildlife Authority Strategic Plan 2007-2012, states that the **Mission** of UWA is; "to conserve, economically develop and sustainably manage the wildlife and protected areas of Uganda in partnership with neighbouring communities and other stakeholders, for the benefit of the people of Uganda and the global community."

To achieve this mission, UWA has six **guiding principles** – principle 1, is; 'to conserve the PA network and its associated landscapes, to enhance their social, economic and environmental benefits and values.' Principle 3 is; 'to enhance community benefits from wildlife conservation and PA management' and Principle 5 is to; 'integrate cultural and indigenous knowledge into conservation of natural resources and PA management.'

Also, among the four **critical issues** emphasized in the Strategic Plan is the need to transform protected areas into catalysts for local and national development.

The **overall goal** of the strategic plan is; 'to effectively and sustainably manage protected areas, in collaboration with stakeholders,...as well as promoting conservation led development to contribute towards local and national development.'

One of the **purposes** of the strategic plan is; '....strengthen relationship with communities to reduce human-wildlife conflicts and enhance benefits from wildlife conservation and PA management.'

Among the 10 **strategic programs** in the Plan, is....'the need to ensure coordination and collaboration with stakeholders and partners.' Neighboring communities are among the key stakeholders to the protected areas.

Law enforcement is one of the approaches to ensure protected areas and natural resources therein

are well managed. Some of the stated **strategies** on law enforcement within the strategic plan are to 'enforce relevant laws, bye-laws and regulations in a manner that is consistent both with the need to protect wildlife and with the maintenance of positive, mutually beneficial relations with neighboring communities.' The Plan makes a provision to formulate and enforce the necessary bye-laws for protected area management, including control of pedestrian and vehicle traffic and rights of way. It also provides for the need to collaborate on law enforcement in those aspects for which authority to enforce the law has not been granted to district authorities.

Relevant **strategic objective** within the Plan are; 'to collaborate with relevant institutions to strengthen wildlife laws and policies'. The strategic plan recognizes the fact that some protected areas have obsolete bylaws that no longer address emerging conservation challenges while other PAs have none. The plan accordingly outlines two strategies to address the situation, namely: to develop protected areas bylaws to address conservation and management issues and encourage local governments to develop wildlife and conservation related byelaws.

3.2 Legislative Framework

The Uganda Constitution of 1995, provides an overall framework in which this exercise was undertaken and in which the byelaws will fall. Objective IX of the Constitution of Uganda 1995, provides for encouragement of private initiatives and self-reliance by the State. Objective X provides for the involvement of the people in the formulation and implementation of development plans and programs that affect them. Objective XI provides for the enactment of the legislation instruments establishing measures that protect and enhance the rights of the people to equal opportunities in development. Objective XIII provides for the protection of important natural resources such as flora and fauna on behalf of the people of Uganda.

The Local Government Act, CAP 243 of 2008, stipulates the functions, powers and services of the Councils. Section 30 (4) provides for devolution of responsibilities given in part 4 of the 2nd schedule of the act to the Lower Local Governments. Among these services are; protection of local wetlands and control of vermin, in consultation and agreement with the relevant Ministry. The measures taken for the prevention of forest fires, including mobilization of able-bodied persons to extinguish such fires in case of occurrence, as well as local hunting are other services that will be devolved to the Lower Local Governments.

The Wildlife Act CAP 200 of 2000, enables the central government through the Ministry of Tourism Trade and Industry to manage National Parks and Wildlife Reserves. Section 6 of the Act provides for delegation of UWA responsibilities to an appropriate lead agency in the efforts to ensure effective protected areas management. Section 12 provides for local government wildlife committees to work with the district council in advising UWA in wildlife and protected areas management issues. The Act provides for the establishment of the Board of Trustees responsible for policy issues and the Executive Director for the day to day management of the protected areas. The Board is mandated to enact byelaws to assist implementation of the management plans in details.

The Bwindi-Mgahinga Conservation Area management Plan 2001 - 2011, identified the need to review the Park byelaws to make them more relevant, applicable and aligned with the Strategic Plan. The bylaws for Bwindi impenetrable National Park were approved by the Board of Trustee in 1999 (see annex V). Indeed, as well stated in the management plan, the existing byelaws are just a list of 'DO NOTs' in the park; it does not include 'DOs'. The following specific actions were therefore recommended in the management plan; 1) revise the existing byelaws, 2) publicize and distribute park bylaws and 3) sensitize communities and local government on park byelaws.

4 Parks Byelaws Review Process

4.1 Overview of the Process

Following the identification of the need to review the existing Park byelaws, terms of reference (see Annex I) were drawn and proposals solicited from potential consultants. A technical proposal was developed based on the terms of reference and submitted for discussions with the EEEGL CARE team. After discussions and negotiations between CARE and the consultants, the work commenced with putting in place of the Taskforce that comprised of officials of the Local Governments – the Community Development Officer, the Natural Resources Officer, District Planner, Environment Officer of Kabale, Kanungu and Kisoro districts and the representatives of the Bwindi and Mgahinga Conservation Area on behalf of Uganda Wildlife Authority. The terms of reference of the exercise was

further discussed and agreed with the Taskforce. The methodology to be used during the exercise as proposed by the consultant was also discussed and agreed and a stakeholder analysis was undertaken. The key elements of the methodology were: village meetings, focused group discussions and workshop. The Taskforce was largely responsible for the exercise, with logistical support provided by the EEEGL and technical backstopping being provided by the consultant.

4.2 Village meetings

Village meetings were organized by the Taskforce in the three districts. In each district six villages were purposely selected in which to conduct these meetings. The selection criteria included proximity to the protected areas, known historical conflictive relationships such as illegal activities and those related to problem animals. A meeting guide earlier developed and discussed with the taskforce was used to guide the meeting agenda. This assisted the taskforce members to stay on course while conducting village meetings to ensure appropriate and relevant data is collected to form the basis for the byelaw review process. The questionnaire guide is included in here as annex III. The table I below shows the specific villages in which the meetings were conducted in respective districts.

Villages in Kabale district	Villages visited in Kanungu	Villages visited in Kisoro
1. Kigarama	Kitariro	Kanombe in Muramba
2. Kitahurira	Nyakabingo	Musasa in Nyarusinza
3. Ryamihanda	Hakikomi in Mpungu	Kabale in Nyarusinza
4. Rwaburegyeya	Nkwenda in Kayonza	Murore in Nyabwishenya
5. Katooma	Itembezo in southern ward	Rushaga in Kirundo
6. Ndego	Rutenga	Nyamasinda in Bukimbiri

Table 1: Villages where village meetings were held

The meetings were organized with support of the village level local council officials especially the chairpersons of the local council I. Community Conservation Rangers (CCR), staff under UWA, who are deployed near those specific villages were also instrumental in relaying information and coordinating the meetings. The meetings were well attended as they were open to all the members in the village who were interested to give their views about the relationship between their communities and the protected areas management and participate in giving ideas about the parks' byelaws.

During the meetings, the taskforce members agreed amongst themselves on who would take the lead in conducting the meetings and who would take records of the proceedings. Where special groups were identified, another member of the taskforce would be assigned the responsibility to hold a side meeting with the identified special groups such as the Batwa or women. The meetings were well attended with average attendance of more than 60 participants. In Ryamihanda village for example, there were about 90 participants. Although the main topic of discussion was about park byelaws, the concerns about revenue sharing seemed to dominate most of the discussions. Considering that the members of the taskforce were not park officials but from the local government, the discussions were more free and candid.

4.3 Findings

The detailed findings are given in annex IV. Table 2 below gives key highlights of the issues that the taskforce felt should be further discussed in the second method – the focused group discussions, the basis upon which byelaws would be formulated.

Table 2: Major concerns and recommendations from village meetings

Issue	Discuss existing mechanisms to address the issues	Identify gaps and possible solutions	Define community and PA management roles
Crop Raiding/ Problem Animal	Human Gorilla group (HUGO) supported by NGOs, planting of Mauritius thorns	<ul style="list-style-type: none"> • Planting of <i>bwara</i> is shunned by communities because it is planted near their land and takes up a good part of their small pieces of land and they are not remunerated for planting them. • We recommend that the planting of <i>bwara</i> be done wholly in the park to enable it grows thick so that it can stop animals from getting out. The Park should also take the responsibility to ensure proper planting and maintenance. • HUGO although effective, lacks proper organizational guidelines (in selection, appointment, training, retirement, motivation). • We recommend that HUGO as a voluntary community-based organization, is expanded throughout all the parishes neighboring the PAs. They should be answerable to the local government at sub-county level. Incentives to be provided by UWA and other NGOs 	<p>Work with local council (LCI), LCII and LCIII and the engozi groups to mobilize communities.</p> <p>Work with the LCs and engozi groups, as well as parish chiefs and UWA staff.</p>
Lack of access to firewood resources	Requests for dead wood are in most cases not genuine. Also, dead wood serve ecological roles in the Park.	Communities to be supported to have their own firewood sources. Collecting firewood in the Park should not be encouraged.	Local governments, UWA and other stakeholders to give this support.
Lack of access to other forest resources	Multiple use agreements in place	<ol style="list-style-type: none"> 1. According to the multiple use agreements, the concern is about off take of the medicinal materials. <ul style="list-style-type: none"> • We recommend that there is a provision for emergencies when there is a need to have fresh medicine. Extend multi-use programs to all parishes. 2. Footpaths – footpaths as stipulated in the GMP of the Park should be maintained according to the specifications in the plan. The maintenance to be properly supervised by both parties. 3. Craft materials – renew and publicize existing MUA, among the communities. 4. Bee keeping – there is a need to review the overlap of multiple use and tourism zones. There are concerns of conflicting interests such as snaring for meat in the process of placing beehives. They have guidelines. They are IDs but have expired. There are reporting procedures. <ul style="list-style-type: none"> • Recommend that communities are given the responsibility to monitor snares. If they find snares in the multiple use zone, the honey keepers to take responsibility for punishment – suspension for a period of time. 	<p>Resource use committees and local councils.</p> <p>Local councils and elders</p>
Lack of appreciation and	Increasing awareness about importance of Batwa cultures		

access to cultural resources			
Marginalized groups e.g. Batwa	Existence of Batwa institutions, e.g. UBODU	After long discussions – we agreed that we will not give an affirmative action as this will be difficult to implement.	
Lack of employment for the youth from neighboring communities	It is a UWA working principle to give priority to local communities neighboring the PAs. However, there are other considerations such as educational qualifications, age and behaviour.	<ul style="list-style-type: none"> We recommend that this is promoted even at the bye-law level. Priority to be given to qualified members of the community; first consideration for job opportunities in the Park. Give affirmative action for the community members that create job opportunities that are in line with management plans. Provision that ensures maximum employment opportunities from UWA concessionaires. Make deliberate efforts, including other stakeholders to promote income generating activities that benefit local communities and create more job opportunities. 	
Failure to involve local communities in handling law breakers	Any procedural arrangement on handling law breakers? Are there categories of illegal activities that are handled at different levels? There is no official position on handling such cases.	<p>Recommend:</p> <ul style="list-style-type: none"> Offences that threaten (intensity and magnitude) such as illegal entry into the Park, stray dogs, littering, smoking, fires, the PA mgt should handle on the basis of the Wildlife Act. However, the PA should inform the community leaders. Offences that are not considered as immediate threats such as; (household domestic firewood collection, harvesting of resources for personal consumption, stray domestic animals other than dogs, mentally disturbed people who enter the Park, to be handled by the local administration and councils). In the event that the cases are not handled in a satisfactory manner, the Act will be followed. Use of public road to be discussed with local govt and Ministry of works. 	<p>Local administration, Local councils, Resource user groups, elders and community leaders.</p> <p>The community need to demonstrate their readiness and willingness to detect and stop crime among their communities.</p>
Lack of formal interaction between people and PA management	Local councils, CPI's. Although the CCR regularly meet communities, they at times give false impression about the protected.	<ul style="list-style-type: none"> Conservation Area Manager of the PA to address the neighboring communities on the conservation status of the Park and interact with communities. Community conservation wardens to attend the sub-county councils Community members to participate in catastrophes such as fires or landslides. Those who abscond to be disciplined by engozi and the LCs. 	<p>Local councils and the resource users committees.</p> <p>Engozi groups, Local councils, local chiefs</p>
Lack of appreciation for the tourism values of the PA by communities	There is ignorance about the protected areas. The PA gives free entrance into the park. Although the communities members may not visit gorillas, they can go for nature walks. Neighbors in organized groups can also be assisted to visit the park at the request to the PA management.	<p>Recommendations:</p> <ul style="list-style-type: none"> Support the local people, local school children, and community leaders to visit the gorillas during the low seasons – through waiving off of entrance fees, subsidized transport and tracking. 	UWA, Local administration, Local councils
Lack of formal mechanisms to manage established boundaries of the	Trees from the park falling in private land are given to the land owners, after the CCR has given permission. However, trees from private land falling into the park are not allowed to	<ul style="list-style-type: none"> A tree from the park that has fallen on private land should be reported in writing to the park, within a week so that they can come and clear it. If it is not taken within two weeks the owner of the private land should take possession of the tree. The person who takes possession of the tree without reporting commits an offence and will be handled by UWA. 	UWA, Local council, land owners

PA	be removed	<ul style="list-style-type: none"> • UWA will work with land owners to trim boundary trees. The trimmed branches to be taken by the communities. • No one should build within 15 meters of the boundary of the Park. • UWA to initiate a long-term boundary maintenance program that benefits neighbors and protects the park. • A tree that falls from private land in the park should be removed, but shall be reported to the park. 	
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Further analysis of the village meetings was undertaken using the computer excel software based on the key headings generated from the meeting proceedings. Below we present these analyzed findings in more details.

4.3.1 Relationship between communities and Protected Area Management

Bwindi and Mgahinga Conservation Areas are located in one the most densely populated areas in Africa. The main economic activities that take place within the communities are mostly subsistence agriculture or small scale farm holdings. Also, people derive their livelihood from the natural resources that are becoming increasingly scarce outside the protected areas. As a result, the relationships between communities and the protected areas management revolve around the need to access some of these resources inside the protected areas. Indeed, the department of community conservation devotes a good amount of its time on resources access related issues. Likewise, the department of law enforcement of the protected areas mostly deals with resource access related incidents.

On the part of the communities, as subsistence small scale farmers, there are strong concerns about the crop-raiding wildlife that take refuge in the protected areas. In addition, there are more likely chances that the farmers will come face to face with wildlife in their daily lives; this is perceived as a threat to their lives as well as their property outside the protected areas.

Figure 1: Resources that cause conflicts

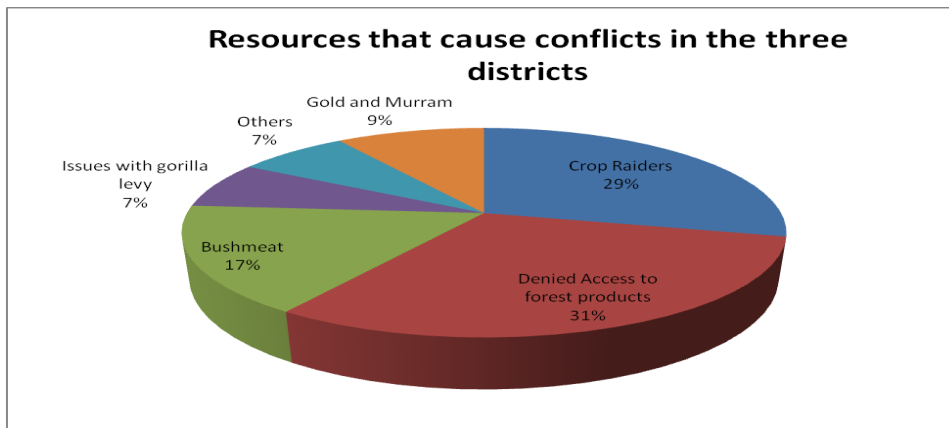
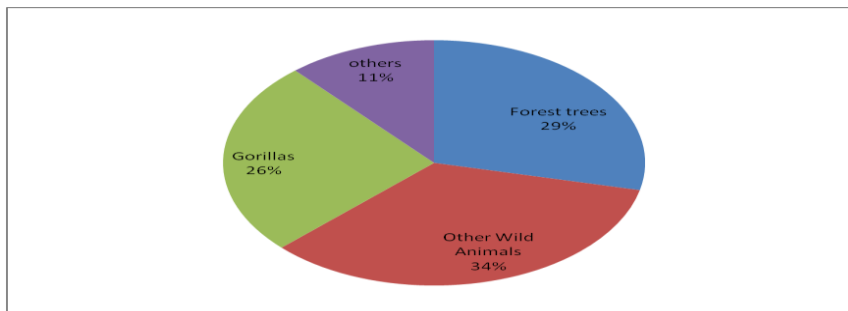


Figure 1 above presents the responses we got from village meetings regarding the causes of conflicts between the protected areas management and the neighboring communities. It was not surprising that 'denied access to forest resources' was most frequent given response at 31% and 'crop raiding' came second at 29%. The Taskforce felt that it is this understanding of the relationship between the Pas and the communities that should be taken into consideration when formulating the byelaws; this will ensure that the bye-laws promote better relations between BMCA management and communities neighboring these protected areas.

4.3.2 Interests of BMCA Management and Local Communities

In order to get a better understanding of the community perspectives regarding the rationale of protecting the natural resources, our action research took interest in discussing the understanding of the people about what resources are of concern to the BMCA management and also what resources are of concern to the people.

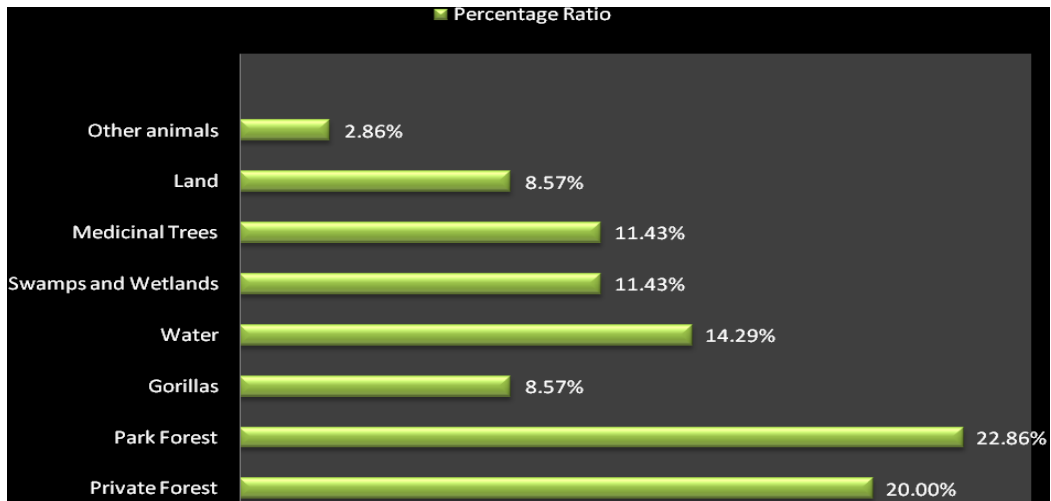
Figure 2: Resources of concern by PA Managers



The Figure 2 above shows the responses of what people think are the resources of concern by the PA management. Of note, people feel that BMCA management is more interested in wild animals (34%) and gorillas (26%) and, to a lesser extent, forest trees (29%). There was also a feeling that the protected areas management are overprotecting the wildlife at the expense of the people. It was

emphasized that the management is interested virtually in all the resources within the protected areas. The Figure 3 below shows what people feel are the resources of concern. It is interesting to note that people, are interested and concerned about forests in the park (22%) as well as their private forests (20%) in addition to wetlands and the land outside the protected areas. It is therefore the belief of the Taskforce that byelaws that give more responsibilities related to forest management to the communities and reduce the responsibility for wildlife management will be more relevant and acceptable to the people.

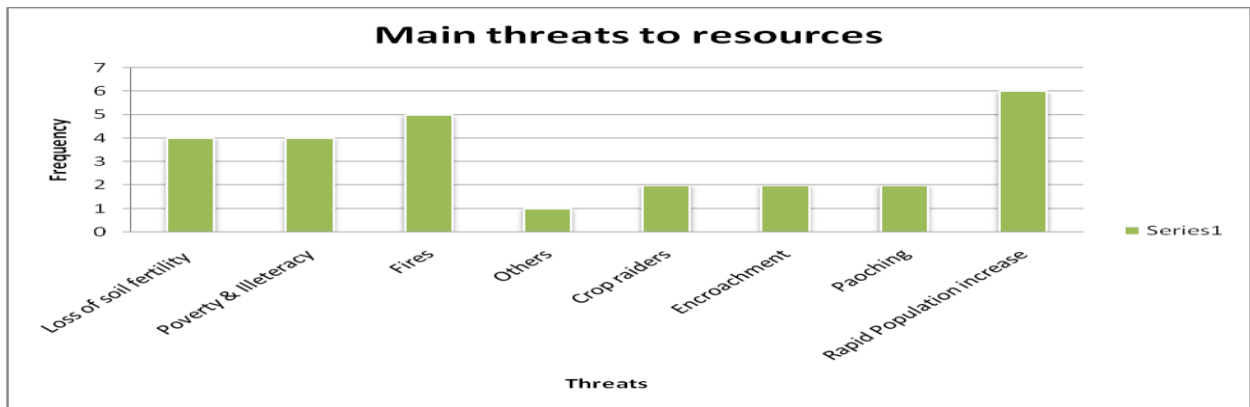
Figure 3: Resources of concern for the Communities



4.3.3 Perceived threats to the protected areas

We discussed with the communities what they understood as being the main threats to the protected areas. The Figure 4 below shows the responses we got from the people.

Figure 4: Perceived threats to resources

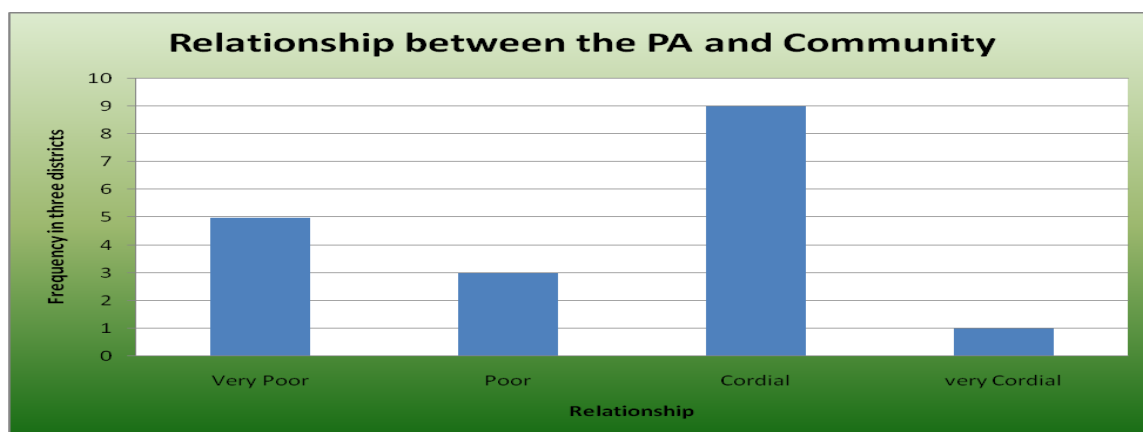


Responses ranged from increasing human population to governance issues related to fires and loss of soil fertility outside the protected areas, with rapid population increase being the common threat cited. It is interesting to note that of the threats cited by the communities, it is probably fires, encroachment and poaching that are addressed by the existing park byelaws. Considering that a good proportion of protected area boundaries is now known and well demarcated in most areas, it is indeed important and timely to review the existing byelaws to ensure that they address the emerging threats such as poverty, loss of soil fertility around the protected areas. Increasing human population is a wider threat at a national level, but can also be influenced by levels of education and lifestyles of communities. These are indeed threats that the protected areas management is also concerned about in their efforts to ensure effective and sustainable management of BMCA and are in consonance with the general management plan 2007 - 2011. It is therefore possible to negotiate a closer working relationship with these communities to address commonly defined threats to the protected areas.

4.3.4 Existing Community- Protected Areas Relationship

The research was also interested in the current relationship between the people and the protected areas management and the reasons for the stated relationship.

Figure 5: Existing relations between PA management and community



Overall in the three districts, there is a cordial relationship between the protected areas managers and the communities, although there were responses that indicated that the relationship was very poor. The Table 3 below gives reasons for respective responses

Table 3: Reasons given for existing relationship

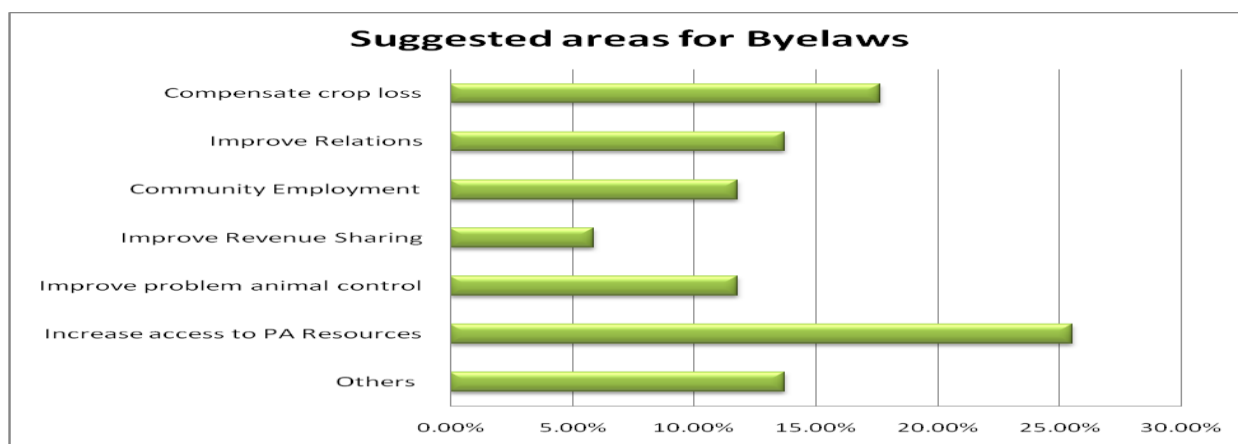
Very cordial	Cordial	Poor	Very Poor
1. Good Communication	1. Available economic support to community	1. Crop raiding	1. Crop Raiders
2. Gorilla Levy Funds	2. P.A Staff are friendly to local people	2. Heavy punishment for small offences	2. Conflicting interests
	3. Community gets free trees from P.A managers	3. Failed promises for revenue sharing	
	4. Park brings tourists interested in local songs and dances	4. No compensation for raided crops	
	5. Forests protect community from land slides	5. Denied access to park resources	
	6. Ecological services		
	7. Contribution to education		
	8. Park Provides market for agricultural produce		
	9. Local employment		
	10. Problem animals are well guarded		

For those responses that indicated that the relationships were “very poor”, one main reason for such a response was given as ‘**crop raiding without compensation**’. Another response of note that was given as a determinant of the current relationship was the ‘**mismanagement of revenue sharing funding and denied access to resources**’. It is therefore important to appreciate that if the objective of revenue sharing is to promote good relationship between the protected areas management and the neighboring communities, the crop raiding concern should be considered alongside the revenue sharing approach. Although this assignment was not about revenue sharing it is important to stress that this was the issue that was at the ‘heart’ of the relationship between the people and the protected areas, a concern that is brought about by the losses incurred through crop raiding and denied access.

4.3.5 Areas for developing park byelaws

During the village meetings, members of the community were asked to suggest areas for which they felt byelaws should be formulated. The Figure 4 below shows the spontaneous responses from village meetings. It is not a surprise that ‘**access to PA resources**’ was the most common area cited, followed by ‘**compensation for lost crops**’. However, during the focus group discussions, the Taskforce considered the applicability of some of these suggestions and the policy implications. Table 4 below shows the considered proposals of the Taskforce based on the focus group discussions. The taskforce was guided by the need to develop a harmonious relationship between the protected areas management and the neighboring communities.

Figure 6: Responses on areas of byelaws



5 Focus Group Discussions

Another method that was used in undertaking this exercise was Focus Group Discussions. Three focus group discussions were held in respective districts. To ensure that key stakeholders were represented, the selection criterion of the participants was based on the stakeholder analysis that was undertaken at the time of inaugurating the Taskforce. Guidelines for the discussions were provided by the consultant, discussed and agreed upon and the Taskforce took full responsibility of the exercise. The Consultant compiled the results of the discussions that were further discussed at another consultative workshop that took place in Kanungu to formulate draft byelaws. The issues from the village meetings were discussed in greater details, taking into consideration the legislative and policy implications as well as the practicability of the proposals, as far as institutional and budgetary requirements were concerned. The staff of UWA gave the much wanted information that served as guiding material for the discussions.

5.1 Results

The results of the group discussions are summarized in the Table 4 below.

Table 4: Areas for formulating byelaws

Concern	Area for park byelaws
Crop raiding	Those who lose property to wildlife to be considered first in sharing gorilla levy and revenue sharing. Planting of <i>mauritus</i> thorn on park land. Employ people to chase crop raiders. Build capacity of the HUGO. Pay members of the community to manage the buffalo wall.
Community collective responsibility	Collective responsibility for fire fighting and community infrastructure
Community access to PA	Law breakers to first be presented to community leaders before being taken to courts of law. Involve members of the community in punishing culprits. Access to traditional footpaths, herbal trees, bamboo planting materials and water.
Beneficial and mutual relationship	Accessing areas for bee keeping. Give priority for job opportunities to neighboring communities. Establish special days for communities to access needed resources. Establish regular meetings between PA Chief warden and local communities. Neighbors not to be charged entry fees. Try law breakers in their home district. Law breakers that are children to be handled in a special manner that will not destroy their future and break families. Management of boundary trees for the benefit of the neighbors. Rangers not to frequent public places such as bars when they are armed. Increase communication between PA management and the communities.

It should be noted that although there was an emphasis on the need for compensation of the damaged crops, the Taskforce considered the policy implications and instead emphasized mechanisms to stop crop raiders. This is in the form of requiring UWA to take responsibility and the lead for the problem animals by ensuring that the *mauritus* thorn, which has proven to be effective in deterring problem animals from crossing into people's gardens, is properly grown and managed on park land; it also requires UWA to ensure that there are guards who are formally hired and supported to chase wild animals from people's gardens. At the moment, the Human Gorilla Group (HUGO), a voluntary community based organization, is responsible for mainly chasing gorillas back into the forests from people's gardens. They are supported and facilitated by the International Gorilla Organization (IGCP) and UWA through provision of gum boots and equipment to support the growing of the *mauritus* thorn for protection. HUGO is streamlined through the local Government with support from UWA, the communities and the Local Government will then play a facilitatory role to ensure that mechanisms work to stop animals from raiding crops. This provision is also in line with the expired general management plan 2007-2010.

The communities emphasized the need to participate in law enforcement efforts to ensure their members do not destroy the protected areas. They decried the practice by UWA of arresting law breakers and taking them to places where relatives of these culprits do not know or where relatives will find it hard to access the prisoners. This raises anxiety and fuels bad relationships between the communities and the protected areas management. During the group discussions, it was therefore suggested that park offences be categorized. Those offences that do not threaten the protected areas are, for example, collection of firewood for domestic use; such cases should be reported to the local councils civil courts for redress. Offences that are categorized as threatening the protected areas should be handled through criminal courts of laws, but local leaders should be duly informed of the whereabouts of the offenders and if possible they should be tried in the home districts where it is easier to access their relatives.

The need for good neighborliness was greatly discussed and strongly presented. Communities would like to be trusted and given more responsibility to ensure good relationship between their people and protected areas management. For example, communities feel that where children are involved in breaking park byelaws, they should be handled as children to ensure that their future is not ruined by exposing them to the jail rigors. Instead they should be corrected with support from the community elders so that they can be better citizens. It was suggested that the management of boundary trees that end up as wind throws from the protected area side into a neighbor's garden, destroying his/her property should be reported to the PA authorities within a week. In the event of no action on the part of the PA, the owner of the garden should take possession of the fallen tree. However, concerns of the PA managers to discourage the wrong elements that may deliberately cut down trees under the pretext that it is a natural wind throw was noted with concern. To this effect in particular, constructing houses near the PA boundaries should be discouraged, and the reporting time of the fallen tree and need for proper inspection was discussed as ways of streamlining such a concern.

Accessibility to natural resources through the multiple use programs was considered a good gesture by the protected areas management. However, there are some parishes that have been waiting for many years to also participate in this multiple use program. The meetings decried the over-emphasis on measuring the off-take that was considered not to be very practical and helpful in the views of the community. They also would like to have provisions for fresh herbs as dried ones lose potency for curing diseases. The need for accessing bamboo shoots for planting outside the protected areas was considered a more sustainable approach than having to continuously access bamboo inside the PA. Access to firewood was mentioned but was greatly discouraged during the focus group discussions. Instead, efforts to assist the communities to establish household firewood lots were preferred. Access to hot springs for medicinal reasons was raised in Muramba Parish in Kanungu district.

The communities also feel that there are incidents when each and every able-bodied individual of the community should participate in a collective manner in the interest of the PA. These are incidents such as bush fires that may break up, or any other calamity that would require collective responsibility.

One of the key ways to make community members become legitimate stakeholders for the PA management is making them able to appreciate the PA as a source of employment for their youth. The community members expressed their concerns that even the job opportunities that arise, which could be done by the locals, are given to people from other places. Members of the community would therefore like to see a deliberate move to ensure that the local people benefit from employment opportunities that arise both from the PA and other partners such as concessionaires that enter into a formal relationship with the management of Uganda Wildlife Authority.

6 Consultative Workshop

A consultative workshop was organized in Kanungu District to further discuss the issues that were identified during the village and group discussion processes. The attendants for the workshop were drawn from all the three districts at a sub-county level. The objectives of the workshop were;

- To receive and discuss the report of the Taskforce
- To draft byelaws based on the work already undertaken by the Taskforce
- To discuss way forward for finalizing the byelaw making process

6.1 Objectives of the proposed byelaws

The following objectives were set to guide the discussion process of the workshop proceedings

- To implement Government policies, to wit; the Government of Uganda is mandated by the wider international community such as through the convention on biological diversity (CBD) to conserve and maintain biodiversity and natural resources. Also, the Constitution of Uganda provides for protection of natural resources for a healthy environment. The Strategic Plan of Uganda Wildlife Authority provides for effective protected areas management in partnership with the private stakeholder and the neighboring communities. The Wildlife Act CAP 200 of 2000 provides for establishment and management of protected areas to be managed in partnership with local communities. These draft byelaws were therefore discussed accordingly, in support of the existing government policies and legislation.
- The need to mobilize the people neighboring the Bwindi and Mgahinga Conservation Areas to work for the good of their community and the Ugandan society at large. This is in line with ensuring that the BMCA natural resources are effectively conserved to continue providing life support services and ecological functions such as supporting the rain cycle, provision of clean air and mitigating natural catastrophes such as landslides and soil erosion. This will not only benefit the local communities but the wider human society at large.
- To recognize and enforce basic rights and responsibilities that form part of the relationship between the neighboring people and the protected areas and address livelihood and poverty related concerns. Since the creation of the two protected areas in the early 1990's there have been efforts to interest the communities in the management of the protected areas and create harmonious relations. These efforts have included revenue sharing programs, working with neighboring communities to improve agricultural production and establishment of multiple use programs that enable communities access to resources from the protected areas. These byelaws will add value to these past efforts as they promote greater responsibility on the part of the community in as far as the management of the BMCA is concerned, a concept that is commonly referred to as collaborative management.

6.2 Guiding Principles in the formulation of these byelaws

The draft byelaws given in the table below were developed in a consultative manner with the communities neighboring the BMCA. They are consistent with the 1995 Constitution of Uganda, the Local Government Act 1997, the Uganda Wildlife Act CAP 200 of 2000 and the Strategic Plan of Uganda Wildlife Authority 2007-2012.

Considerations of social justice or customary practices within the communities that neighbor BMCA have also been taken into account, for example where the role of the *engozi / baataka twezikye* groups are solicited as implementing institutions of these byelaws. Although there is no law that directly relates to these social institutions, through our research and discussions we came to an understanding that the powers of these social groups are binding and are greatly respected in ensuring that members of the community comply with the decision of the community for the good of the whole society.

Importantly, we considered the applicability of the byelaws in relation to the problem or the need identified during the consultative process. Where the issue was deemed to be well addressed through policy provisions or existing management plans, such as in the case of sharing revenues from the conservation areas with neighboring communities, the formulation of a specific byelaw was not pursued further. However, detailed comparisons of the existing legislative and policy instruments were not thoroughly undertaken to ensure the correct context of the byelaws as these were out of the scope of the terms of reference for this exercise. There is the need for a more detailed analysis and

technical drafting of these byelaws in order to form improved byelaws; this will be a subject of another process in the course of regularizing these byelaws.

Table 5: Draft Byelaws

Draft Byelaw	Lead Institution	Descriptive notes/Guiding principle
Issue 1: Problem Animals control		
1. Growing of <i>Bwara</i> (<i>mauritus thorn</i>) as a barrier against problem animals a) UWA to promote growing of <i>Bwara</i> as a barrier against crop raiding wildlife through; i) technical and financial support the land owners neighboring the Park to plant and maintain the thorny shrub, e.g. through provision of incentives to grow the plant and a regularized stipend to maintain its growth. ii) Plant <i>Bwara</i> in such a way that communities do not lose part of their land which acts as a disincentive to growing the plant.	UWA LCI Land Owner	Undertake a comprehensive study to understand the specific costs and opportunity cost of growing or not growing the shrub.
2. Erecting and maintaining of a buffalo wall in Mgahinga a) UWA and its partners to ensure effective and constant maintenance of buffalo wall in Mgahinga National Park	UWA, LCs	UWA to take a lead in negotiating with local communities a management arrangement of the buffalo wall to ensure animals do not cross from the PA into people's gardens.
3. Establishing budgetary provision for erecting and maintenance of the barrier a) The Local Government at district level in partnership with partners in conservation to make annual budget provisions to ensure establishment and regular maintenance of erected barriers for problem animals.	UWA and Partners LGs	UWA to take a lead in soliciting for funds to ensure timely maintenance and erection of barriers against problem animals.
b) Local governments to budget for controlling of vermin and problems animals	DLG	Need to revitalize the provisions in the Local Government Act that provide for vermin guards at the District level.
4. Operations of current HUGO establishment to be streamlined under the Local Government as part of the vermin control system.	DLG, UWA IGCP,	HUGO is a community voluntary system being supported by IGCP and UWA. It lacks an institutional home and operational guidelines. It concerns mostly gorillas although other wildlife is equally of concern to the local communities.
a) HUGO's operation to encompass all the problems animals such as elephants, buffalos		Need to sensitize the nature and working procedures of vermin control as community-based efforts. Therefore members to come from frontline villages
b) Selection of members of HUGO to be recommended by the LCs approved by the sub-county councils and remunerated under vermin guard officer at the district	DLG, UWA	This will assist in ensuring that the vermin guards/HUGO members know to whom they are responsible and accountable. This will create institutional sustainability and hence effective handling of problem animals.
Issue 2: Access to Natural Resources		
a) Allow regularized entry into PA to access negotiated resources.	UWA and Resource Users	Part of the management plans and also a policy issue
b) Authorized resource uses such as bee keepers to be permitted to enter the PA	LCs LLG	Ref the multiple use programs and multiple resource use agreements
c) Bee keepers to take precaution about possibility of bush fires.	Bee keepers, LCs	This is in the guidelines of the bee keepers that form part of the agreements

d) In the event of fires breaking out, all concerned to participate in its fighting	ALL Bee keepers, LCs LLG Engozi	This is also part of the guidelines that form part of the agreement between bee keepers and UWA.
Issue 3: Appreciation of protected areas as tourism destination by neighboring communities		
1. Promotion of domestic tourism	UWA, DLG	Diversified tourism products such as mountaineering, nature walks, birding, children education exhibits, etc should be promoted among the local population.
a) Promote domestic tourism for the PA, by giving concessionary rates and subsidies targeting school groups, local community groups such as the Engozi groups, political leaders from the district to the local level.		
b) Give special discount rates such as 25% of East African resident rates during the low tourist season to enable neighbouring local communities to visit gorilla groups	UWA DLG, District Tourism Officers	Visitation of gorillas is a competitive product and sensitive exercise considering the health and behavior of gorillas. It should therefore be carefully planned to ensure more people visit gorillas without negative impacts.
Issue 4: Employment for local Communities		
1. In the event that there is a job opportunity opening in the PA, for which members of the community could favourably compete, the PA management shall:	Conservation Area Manager (CAM), LCs Sub-county committees (SCC)	This process will ensure transparency of recruitment and will minimize perceived marginalization of local people
i) Make known to the neighbouring community about such a job opening by advertising at sub-county notice boards, churches other public places.		
ii) All applicants to be required to get recommendations of the local councils of the respective areas of their residence		
2. Promote cultural, craft and market centres, and cottage industries (Developments in and around PA and tourism centres shall be undertaken under the compliance of physical plans approved by the District Local Government).	Planning Dept	This is a recommendation. It can be catered for under the physical infrastructure planning process.
Issue 5: Involvement of communities in law enforcement		
1. Any person found collecting firewood in the PA for domestic use shall be tried by the LC courts.	UWA LCI	This applies to domestic use and non-habitual offenders. This will take into consideration the aged, children or disabled people, who are not considered hard core criminals.
2. Any person who illegally enters the park with intention of collecting park resources or who is found collecting park resources for domestic use other than game meat and timber shall also be tried by the LC court,	UWA LCI	This will also apply to the aged and disabled and must prove beyond reasonable doubt that they are collecting for domestic use. The offenders must not be habitual offenders. The CCR to be a member of the court. The Parish chief to be in this court as an ex-official.
3. A member of neighbouring community who is found having brought into the park domestic animals in an accidental manner shall be tried by the LC court.	UWA LCI	The offender must prove that he is not a habitual offender and that the animals are not deliberately introduced in the Park. The LC Court must fairly try the offender to ensure that he/she shall not repeat the offence. If the case is not fairly handled, Park management will intervene and use the Wildlife Act for prosecuting the offender in the courts of law
4. The CCR to be a full member of the Parish/Village annual planning	LG and	There are local annual planning meetings for the local government,

meetings	UWA	which start from the district level to the parish level. The CCR ranger to take part in the village planning meetings and give reports to the wardens and CAMS
5. The CCW to be co-opted as ex-officials members of the sub-county technical planning meetings.	LG and UWA	CCW, are the links between the PA and communities. As members of the sub-county planning committee, he/she will be able to coordinate better the issues affecting people and the PA
6. The Conservation Area Managers to be an ex-official member of the Technical District Planning Committee.	District Development Planning Committee (DDPC) CAM	Monthly district meetings to plan for the district. He/she will delegate appropriate wardens to represent the PA in all three districts
7. The CAMs to share semi-annual reports with district Technical Planning Committee and give presentations on the conservation status of BMCA.	CAM DTPC	The target audience of the presentations to be communities living around the PA as stakeholders of the PA.
Issue 6: Community collective Responsibility		
1. All able-bodied members of the community to participate in natural catastrophes that threaten the PA such as fires. Those who fail to participate will have committed an offence and will be punished by the LCI court and the 'Engozi' institution.	LCI Engozi Group	A catastrophe of this nature is considered a common concern and needs collective responsibility. Mobilization of the communities is therefore key to ensure collective responsibility.
2. A person who sets a bush fire shall be jointly investigated by UWA and the LCs. If proven that if the fire was started deliberately, the fire starter will be prosecuted according to the wildlife Act. If accidental, the culprit will be prosecuted by the LC court	UWA and LCI	All fires will be investigated a formal report written and filed for reference and monitoring purposes. A decision will be made to ensure that the causes of the fire are well addressed to discourage re-occurrence of such causes of fire.
3. Rangers on duty who happen to come to the neighboring communities will inform the LCs in the village.	CAM LCI	This will ensure that whatever happens to the rangers while they are in the community can be accounted for by the community leaders.
4. Rangers on duty who come into the community shall not engage in social interactions activities such as taking alcohol or attending non-official social functions or night discos.	CAM LCI	Socializing in the community while on duty could compromise on the ranger's judgment and on the use of fire arms that could endanger members of the community.

7 Conclusion and way forwards

Since Bwindi and Mgahinga were gazetted as national parks, there have been concerted efforts to interest local communities in the management of these protected areas that promote harmonious relations of mutual respect and collective responsibility.

One of the efforts was establishment of the multiple use program to regulate access to natural resources within the protected areas by the local communities. An evaluation process to assess the impacts of the multiple use program, which was started in 1993 to provide limited access to resources through memorandums of understanding, was conducted. It was understood that this program provided communication channels – through existing community institutions and structures among other important things (Davey 2001). In 1995 an external review process was commissioned to assess: a) the understanding of the purpose of the program, b) the appreciation of benefits and costs, c) views about how to improve the program. The review revealed that the program had created a sense of ownership of the PA among communities, in addition to strengthening community institutions and promoted dialogue.

As costs of the multiple use program, the PA managers cited illegal activities, diseases transmission, and forged off-take records. On the other hand, the community members cited as costs overly prescriptive harvest rules and frequent suspicions of illegal activities. Although it had been expected that the multiple use program would be a natural resources collaborative management tool, this, according to the evaluation, did not materialize. One of the major recommendations therefore was the need for greater collaboration in law enforcement mechanisms and a need for 'greater enforcement powers for the communities'. To achieve this recommendation, there was a need to identify and address the issues that hinder the community's ability to contribute to law enforcement.

In her article to explore the form community conservation had taken between the central and local government with the neighbouring communities, Namara (2001) noted that although the management of natural resources had been decentralized to local governments and local communities to a greater degree, it was still heavily centralized. This is true to the extent that the communities and local government institutions provided for under the different policy and legal framework have not been activated to ensure communities can influence decision making. This was well exemplified while undertaking this exercise. Although the communities are majorly concerned about access to resources and control of problem animals that destroy their crops, the existing byelaws are about the security of wildlife and visitors to the protected areas. This exercise is therefore critical in assisting the Uganda Wildlife Authority to practice what it has put in its Strategic Plan, General Management Plan for the Bwindi and Mgahinga Conservation Areas; and what is also provided for in the Policy and Legislative instruments – to empower local people to have decision making powers especially about issues that affect their livelihood. The staff of UWA must be willing to be open to change, and accept to share natural resources management responsibilities by transferring decision making powers to the community and local government institutions to manage wildlife that affects people's livelihood in partnership. To achieve this, there will be a need to ensure democratisation of the law to respect all parties as equal stakeholders, share concerns and understanding and above all, have a genuine participatory role in decision making. There will have to be a major shift in common perception that protected areas are the full responsibility of the central government and to interpret the existing laws to ensure that communities appreciate their ownership and collective responsibility.

Another big challenge is how to ensure that there is adequate capacity for the community and local government institutions to assume these roles and responsibilities. Although the legal and policy framework provides for these institutions, there is a time lag in ensuring that these institutions are active and functional. Part of the problem is that there is little capacity in the forms of experience and skills to administer the responsibilities given to such institutions. Therefore, UWA and the Districts Administration will need to work in partnership to build capacity of the lower level local governments and local civil institutions to ensure that there is capacity to assume the roles and responsibilities expected to achieve conservation and development goals.

7.1 Way forward

At the end of our consultation workshop in Kanungu, the participants brainstormed to agree on the way forward for this process. First, to ensure that the districts administration own this process, there will be a formal presentation to the District Executive. This will be undertaken by the Taskforce and the protected areas management in a retreat to be organized in last week of October 2010. Comments from the presentation will be compiled and the report shared with the UWA top management. The UWA management will then advise when and the manner in which this proposal will be shared with the Board of Trustees. The draft byelaws will then be redrafted to conform to the legal language, and submitted to the Council and the respective Minister(s) of Local Government, who will seek inputs from the Attorney General, before the byelaws are promulgated by the district chairpeople of the three districts, and the Chairman of the Board of Trustees of UWA.

Annex I: Village meetings discussion guide

Exploring the hindrances and enablers that affect participation of communities neighboring Bwindi - Mgahinga Conservation Areas to actively participate in the Protected Areas management

Introduction

UWA's Mission is; "to conserve, economically develop and sustainably manage the wildlife and protected areas of Uganda in partnership with **neighbouring communities** and other stakeholders for the benefit of the people of Uganda and the global community". To achieve the above stated mission, UWA is guided by principles. Key of these are:

*Principle 1; "to conserve the PA network and its associated landscapes, to enhance their **social, economic and environmental benefits** and values.*

*Principle 3; "to **enhance community benefits** from wildlife conservation and PA management"*

*Principle 5; "to **integrate cultural and indigenous knowledge into conservation of natural resources and PA management**"*

Since the gazettement of Bwindi and Mgahinga National Parks in the late 1980's the relationship between the Park's management and the neighboring communities has been a key focal management priority. A number of programs such as benefit sharing, multiple use programs and participatory park planning processes among others have been undertaken. However, there are still concerns that the communities are not fully involved in the participation of the protected areas management. To further improve Park-Community relations, the Parks General Management Plan 2001-2011, stipulates the need to revise and publicize existing Park byelaws.

EEEGL Project and the management of the protected areas

The Environment, Enterprise and Equity in the Great Lakes (EEEGL) project addresses itself to the interconnected problems of poverty, conflict, and environmental degradation. One of the thematic components of the project is to support the development and strengthening of community participation in management of natural resources within and around protected areas, as well as support the sharing of benefits associated with natural resource management in a way that promotes equity and reduces potential for conflict. The project is facilitating conflict management related activities through capacity building of relevant actors, ensuring inclusion of marginalized / vulnerable groups, to resolve existing and potential local conflict. Participatory reviewing of the existing Park byelaws has therefore been identified as an important activity that will; **lead to reduction of conflictive relations between communities and the parks management, promote participation of community members into the management of the Parks and hence, improve management effectiveness and community welfare.**

To ensure an effective participatory process, a taskforce representing key stakeholders has been constituted to take a lead in the exercise. Also, to ensure that we formulate relevant byelaws, we need data on how concerned communities relate with the protected areas resources.

We are therefore conducting village meetings in selected villages to better understand the communities and how they relate to the Parks resources. Your village has been selected as one of the villages from which to collect information. Data from these meetings will form a basis for further focused group discussions

Topical Discussion Guides

A) Information about the community

1. History of the community – When did people start settling in this village? What major changes (socio, economic and environmental) are taking place here?
2. Let's discuss about literacy levels in this community – roughly, what percentage of the residents can read and write? What is the highest level of education in the village? What percentage has finished primary school, level seven?
3. Discuss any common values that bind community members together - dominant clan? Common practices or beliefs/religion? Which one is it?
4. In this village, do you know of any households that are headed by children? Can you provide how many?

5. In this village, do you know of households that are headed by women? Can you provide how many?
6. Do you know of any other households that have unique features or needs, such as the disabled, invalids, elderly etc?

B) Information about forest resources

1. Tell us five key resources that are found in the forest which are critical for the welfare of your community. Explain how these resources are used – whether they are extracted or used from there, frequency of use, by who and relative amounts needed.
2. Tell us five key resources which are found in the forest that are a cause of conflict between your community and the Park managers. Explain how these are sources or causes of conflicts
3. Are there resources in the park that you know the park managers are worried about their survival into the future? If yes, which ones are these?
4. Are there resources, be it in or outside the Park that you as a community member are worried about their future survival?
5. From your understanding, what do you think are the main threats to the survival of the resources you mentioned in question 3 and 4 above?

C) Relationship between the Park and your Community

1. How would you describe the relationship between your village and the national park? a) V. cordial b) Cordial c) Poor d) V. poor
2. Give causes of the relationship you have stated above
3. Describe any forest resources that have or used to have any cultural or social significance that your community attaches to it. Please describe these values and how you used to or are deriving such values.
4. Lets us talk about any special practices that your village is undertaking or used to undertake in the forest – be it legal or illegal.
5. How often do you encounter Park rangers on duty in this village?; a) Weekly b) Monthly c) Unpredictable d) Rarely
6. The Park has byelaws that govern the relationship between the community and the management of the park. Are you aware of these byelaws? a) No b) Yes
7. If yes, which ones do you know
8. Suggest five areas, which you would want to have byelaws to improve; your community welfare, relations with the Park managers, as well as park management effectiveness.

Annex II Detailed findings of the village meetings

Village	Resources that cause conflicts	Resources of concern for PA mgt	Resources of concern	Main threats to resources	Park / Commtty relations	Reasons of relationship	Special practices undertaken	Suggested areas for Bye-laws
Rwaburegyeya village	1. Crop raiders (elephants, baboons and monkeys); 2 denied access to Forest products (bamboos, emirengeri, firewood), bush meat and honey	1. All trees, 2. All the animals in the forest	1. Private forest 2. Land and 3. the Forest in the Park	1. Fire, 2. Soil erosion, 3. poaching 4. Encroachment	1. Very cordial	1. Good communication, 2. Gorilla levy funds	1- hunting, 2. honey harvesting, 3. minor forest products.	1. Fair compensation for crop raiders. 2. Controlled access to the PA. 3. Firewood collection. 4. Those who loose property to wildlife to be considered first in distributing gorilla levy and revenue sharing.
Katooma Village	1. Crop raiders; 2. denied access to firewood, water and paths through the Park; 3. denied use of boundary trees. 4. murram extraction.	No response	None	None	4. Very poor	1. No trust, 2. refuse to employ them, 3. no compensation for crop raiders, 4. denied access to tree products, 5. failed promises	1. Bamboo, 2. embugu, 3. obunyatsi (mats and basket making materials)	1. Planting of <i>mauritus</i> thorn to be on park land. 2. Fair compensation for crop raiders. 3. Employ people to chase crop raiders. 4. Employment of locals. 5. Access to traditional footpaths.
Ryamihanda	1. Crop raiders; 2. denied use of boundary trees.	Everything in the Park	1. Gorillas, 2. Trees in and outside the Park, 3. Water	1. Failure to share gorilla proceeds, 2. Elephants destroying trees and 3. Over-harvesting due to increasing human populations	3. Poor	1. Crop raiding, 2. heavy punishment for small offences, 3. failed promises of revenue sharing - never receive their share	1. Timber, 2. hunting, 3. gold mining, and 4. firewood	1. Compensation for crop raiding, 2. Give vulnerable families a percentage of the revenue sharing, 3. Revenue sharing to compensate for crop raiding, 4. Collective responsibility for fire fighting, 5. law breakers to first be presented to community leaders before being taken to courts of law
Ndego village	Crop raisers; 2. Restricted access to meat, 3. mismanagement of gorilla levy fees	1. gorillas; 2. wild animals, 3. trees; 4. Firewood	1. Private forests, 2. Land, 3. Swamps. 4. Gardens	1. Rapid population increase; 2. Loss of soil fertility, 3. Restricted access to the Park, 4. Desire for money	4. Very poor	1. Lack of compensation for crop damages, 2. Poor management of boundary trees.	1. timber, 2. hunting, 3. medicinal trees 4. firewood, 5. grazing	1. Build capacity of HUGO, 2. Compensation for crop damage. 3. consider locals for jobs in the PA.

Kigarama Village,	herbal medicine, firewood collection,	1. gorillas; 2. wild animals, 3. timber trees;	wetlands, water, gorillas	Limited resources, land and over-population	2. Cordial	They give economic support to people but they do not compensate destroyed gardens	1. timber. 2. firewood. 3. meat	1. establish special day for communities to access needed resources; 2. Involve members of the community in punishing culprits. 3. Law breakers that are infants to be handled in a special manner. 3. Establish regular meetings between PA Chief warden and local communities. 4. Management of boundary trees
Kiriba village	crop raiders especially elephants. Poor means of sharing revenues, denied hunting.	1. gorillas. 2. elephants; 3. trees and plants	Private forests, swamps	1. increasing population; 2. poverty/ greed for more money; 3. land shortage; 4. infertile soils	4. Very poor	Crop raiders. Denied access. Management of boundary trees.	None	Capacity building for HUGo. Compensation for destroyed gardens. Try law breakers in the home district. Neighbors not to be charged entry fees
Rushaga village,	Crop raiders,.	Gorillas	Medicinal trees, swamps	Fires, population increase, poverty	2. Cordial	PA staff are friendly and approach community in a good manner, get free trees from the PA and revenue sharing	Worshipping shrines (Nyamukai), burial ground for Batwa	Give priority for job opportunities to neighboring communities. Give access for herbal trees. Compensate raided crops
Musasa Village.	Bamboo for sale. Bush meat. Honey and medicinal herbs.	Wild animals. They don't want us to eat them.	Water and Trees	Climate change. High demands for limited trees.	2. Cordial	The park brings tourists who are interested in our dances and songs. The forest protects us from landslides - ecological services.	Cultural dances. Undertake illegal hunting. Illegal collection of bamboo and firewood.	Access to bamboo and water
Murore village.	Crop raiders. Access to water. Tracking gorillas on private gardens.	Wild pigs. Mountain gorillas	Indegeno us plants. Water ssources	Illiteracy and poverty	4. Very poor	Crop raiders without compensation. Conflicting interests	Hunting. Fishing and wildhoney	Accessing areas for bee keeping. Compensate raided crops. Pay HUGO members.
Nyamasind a village	Crop raiders. Denied access to resources.	Survival of gorillas, cutting of tree species	Medicinal trees, wild animals as a source of food. Wild honey	Poaching of animals, wildfires	3. Poor	Failure to compensate for crop raids. Denied access to resources inside the PA	Worshiping to different gods for protection	Compansation for crop raided. Give priority for job opportunities to neighboring communities. Allow simple hunting

Kanombe Village	Buffaloes raid our crops. Access to water. Firewood. Bamboo. Thatching grass.	Mountain gorillas. Bamboo and wild animals.	Water and bamboo	Wild animals. Poor management of bamboo. Population pressure. Fire	4. Very poor	Crop raiding and no compensation.	Hunting. Wildhoney. Ancestral worship	Management of the buffalo wall (pay members of the community to manage it. Access to resources
Kabale village,	Crop raiders; 2. Restricted access to meat,	Medicinal herbs and wild animals	Medicinal trees	Fires, Illegal entry to the PA, unpredictable security	3. Poor	Heavy punishment and poor communication with communities	Hunting and medicinal trees	Rangers not to frequent public places such as bars when they are armed. Access to bamboo planting materials. Buffalo wall maintainance. Regular interaction between the Park and the communities
Buhaba village	herbal medicine, f/wood, grinding stones, mushrooms	Wild animals. They don't want us to eat them.	None	Not clear	Not clear	Poor revenue sharing mechanisms	NR	Compansation for crop raided. Deterrent means for crop raiders
Muramba,	Weaving materials. Firewood. Timber. Land for cultivation	Wild animals - they don't want us to eat them. Timber trees	Private crops	Misuse of resources	2. Cordial	Sharing of revenues and gorilla levy fees. Good communication between communities and PA management.	None	Increase communication between the PA and the communities
Nyakabingi village, Karagara Kayonza sub-county	Firewood. Hunting. Gold mining. Timber	Wild animals. They don't want us to eat them. Timber trees	Trees for timber and poles	NR	2. Cordial	Denied access to resources in the park	NR	Allowed access to needed resources
Bureba,	Wild animals, fish, water firewood	Gorillas	Land and trees	Poor farming practices, population pressure	2. Cordial	Benefits from the PA. Crop raids	Batwa worship from the forest	Compensation for raided crops. Access to resources. Improved responses to reported wildlife cases
Nkwenda	Firewood. Water, Gold mining. Medicinal trees, weaving materials	gorillas. Trees, medicinal herbs,	Medicinal trees	NR	2. Cordial	They have contributed to education, provide market to our agricultural produce and employment	Meeting place for elders - Nyamuhinda	Provision for firewood collection, medicinal trees, crop raiders

Kinaba,	Firewood, weaving materials, medicinal trees, bush meat and timber	Wild animals, forest trees	Crops, gorillas	encroachment	2. Cordial	Crop raiders, revenue sharing and gorilla levy	NR	Allowed access to needed resources
Kyabworo	Timber, firewood, mudfish, problem animals	NR	NR	NR	2. Cordial	People know that the Park is a communal resource that helps everyone. Problem animals are highly protected	NR	Address issues related to crop raiding, management of park boundary trees, manage mauritius thorns

Annex III Existing Byelaws

National Parks byelaws- Bwindi Impenetrable National Park 1999

In accordance with section 6 and 9 (e) of the Uganda Wildlife Act of 2000 and in exercising the powers conferred upon the trustees of Uganda Wildlife Authority, pursuant to sections of the Uganda Wildlife Act, the Trustees, have found it expedient to make the following Bye-laws.

1. These Byelaws may be cited as the Bwindi Impenetrable National Park Byelaws 1999.
2. In the Byelaws, unless the context otherwise required, the words defined below shall be presumed, so far as consisted with these Byelaws, to be with the meaning to them hereunder and shall be construed in accordance there-with.

“PARK” means the National Park in the area of Bwindi sanctuary and established by the proclamation contained in the Legal Notice Statutory Instruments 1992 No. 3 and known as the Bwindi National Park. “TRUSTEES” means the trustees of Uganda Wildlife Authority chapter 200 Uganda Wildlife Act 2000.

3. Nothing in these Byelaws shall be deemed in anyway to affect the servants of the trustees on duty and acting in the scope of their employment under the lawful orders of their supervisors.
4. No person may reside in the park except with written permission of the UWA Executive Director.
5. No person shall enter the park without a valid entry permit issued at the discretion of the Warden on behalf of the Trustees unless the person is on a public road/track/footpath passing through the park. The issue of an entry permit shall not, per se. in any way be deemed to make the Trustees liable for injury or damage to the license whilst in the park, except on specific proof by the license that the injury or damage caused to him/her due to gross negligence of the Trustees. servant.
6. No person except UWA staff may camp in any part of the Park or in areas reserved and marked as camping grounds without the written permission of the Warden.
7. No person shall drive within the park boundaries, travel or ride in any vehicle except in areas reserved for that purpose and with the written permission of the Warden, permission may be granted for bicycles to be ridden on some trails and nor otherwise.
8. No person shall drive a vehicle or bicycle at a speed greater than 30 km per hour while within the park boundaries.
9. All drivers within the park shall obey the rules and regulations established by the park regarding motor-vehicle use.
10. No person having been allowed to drive in the park shall park his vehicle within the park in such a way as to obstruct any park road, track or trail. Any person who contravenes this Byelaw commits an offence for which he/she may be liable for prosecution.
11. No person shall use any road, track or trail closed by **order** of the Warden. Any road, track or trail on which there is notice that it has been closed by the Warden shall be deemed so closed until otherwise ordered by the Warden.
12. No person shall leave or step or alight from the established trail system unless directed by the Warden or Ranger Guide.
13. No person shall bring into the park without permission any firearms or ammunitions or any other equipment. Any permission granted under the Byelaw may be granted subject to such terms and conditions as the Warden may see fit.
14. No person shall cause noise by radios, tape players or discos within the park.
15. No person shall light any bonfires except in places set aside for that purpose
16. No person shall touch or feed park animals while in the park
17. No Person shall bring a dog or other domesticated animals or plants in the park.
18. No person shall damage, scare, threaten or harass any wildlife or animals within the park.
19. No person shall remove from the park any wildlife or animal, rocks, vegetation/ plants or trees without a written permission of the Warden.
20. No Person shall approach large mammals especially elephants and gorillas without a ranger guide.
21. No person shall keep any number of beehives in the park except in areas designed for that purpose and with the supervision of park staff.
22. No person shall leave litter or human waste except in places reserved for that purpose.
23. No person shall interfere with any boundary beacon or marker within or at the edge of the park.

24. Subject to any special directions that may be given by the Warden from time to time, no person may enter or move within the boundaries of the park between 7:15 p.m. and 6.30 a.m. except in gazetted paths.
25. Non-governmental organizations operating within the park shall do so only with the permission of the Warden and the Board of trustees. All such bodies are responsible for the good conduct of their members and visitors while within the park boundaries.
26. The fees specified in the first schedule shall be payable for the services and permits set out in respect of such services and permits in the schedule.
27. The forms set out in the second schedule of the form to a like effect shall be used for the purposes assigned to them in the schedule.
28. All persons allowed in the park shall abide by all laws as stipulated in sections 22 and 23 of the Uganda Wildlife Act 2000.
29. Any persons entering the park do so at their own risk.
30. Any person who contravenes these bye-laws or this MOU provisions and regulations is liable for prosecution.

Annex IV New Draft Byelaws for Improved Management Effectiveness and Efficiency of Bwindi Impenetrable and Mgahinga Gorilla National Parks

BYELAWS FOR IMPROVED MANAGEMENT EFFECTIVENESS AND EFFICIENCY OF BWINDI IMPENETRABLE AND MGAHINGA GORILLA NATIONAL PARKS

These byelaws are made under section 19, 22-23, 57-58 of the Uganda Wildlife Act Cap 200 and Section 39 of the Local Government Act Cap ... by the Kanungu, Kabale and Kisoro Districts Local Governments and Uganda Wildlife Authority

Application

1. These Byelaws shall, without prejudice to the exercise by any person of any lawful right or privilege, apply to the protected and multiple use zones to which the public have been given access by an agreement with Uganda Wildlife Authority.
2. Any person commits an offence that acts in contravention of or fails to comply with any of the provisions of the bylaws and shall be liable on summary conviction to a penalty not exceeding one currency point or undertake defined community service or both as determined by the Local Council I.

A) ACCESS TO NATURAL RESOURCES WITHIN THE PROTECTED AREAS

3. Subject to the provisions of these byelaws, members of the community are permitted to access designated parts of the protected areas for lawful purposes at agreed times, except where a specified enclosed area or entry to which is shown by signs prohibited or restricted areas.

Permitted Activities

4. Entry into the park for any activities shall be duly negotiated between the defined community and the management of the protected areas and fully documented both in English and the local language.
5. UWA shall encourage and support domestication of agreed resources by the communities as a long term strategy to improve community access to resources now found within the parks.
6. Any person found collecting deadwood (dry twigs) for firewood in the Protected Area for domestic use commits an offence and shall be tried by the Local Council 1 courts and if convicted shall be committed to community service. Other cases of wood collection shall be tried by courts of law.
7. A tree from the park that falls on community land shall be reported to the nearest park office in writing within seven days. If the parks management does not take action to remove the tree within the 14 days, the owner of the garden will utilize the tree having duly informed the local council committee within the area.
8. A tree from the community land that falls inside the park shall be reported to the local council within seven days. The management of the park will be duly informed about the need to utilize the tree and if a park representative does not come to inspect the tree within 2 weeks, the tree will be utilized by the owner.
9. Any person who illegally enters the park with intention of or is found collecting park resources for domestic use, other than game meat and timber which are tried by the courts of law, shall have committed an offence and shall be tried by the Local Council 1 courts.
10. A member of the neighboring community found to have brought domestic animals into the park shall be prosecuted under the Local Council 1 courts. In the case of habitual offenders, or where the LC Court is deemed to not have handled the offence in a firm and fair manner to deter future offences, the culprit will be prosecuted under the Wildlife Act.
11. Any person found guilty of the foregoing by the Local Council 1 courts shall be fined 1 currency point or undertake defined community service or both.

Issuance of Permits

12. Authorized resource users shall be issued with permits to access the negotiated resources.

Review of Agreements

13. Park management shall after every two years review resource use agreements to take care of changing needs and ecological considerations.

Forest Fires and Other Natural Calamities

14. (1) No person shall set fire within or allow fire to spread into the protected areas.
- (2) Bee keepers are particularly required to take precautionary measures against the possibility of bush fires within the protected areas.
- (3) Every able-bodied person of the community is to participate in controlling of natural catastrophes such as bush fires that threaten the integrity of the protected areas.
- (4). Where a person fails to participate without a reasonable cause, she / he commits an offence and is liable to punishment by the LC1 Court
- (4). Any person who wilfully, carelessly or negligently starts or causes a forest fire that burns resources within the park shall be prosecuted in accordance with the Wildlife Act.
- (5) All fires within the parks will be fully investigated by the protected areas management, a formal report written and filed for reference and monitoring purposes. Management will then discuss the causes of the forest fire with all concerned to discourage future re-occurrence.

B) MANAGEMENT AND CONTROL OF PROBLEM ANIMALS

Barriers to Problem Animals

1. (1) The park authorities shall support establishment of barriers around the park and support their maintenance.
- (2) The community neighboring the park shall be required to plant or maintain already existing barrier crops to prevent problem animals from accessing their land.
- (3) For the avoidance of doubt, the barrier plants shall be planted and maintained on the park land with technical and financial assistance from Uganda Wildlife Authority.
- (4) Barrier crops shall among others include: _ Bwara, or *mauritus thorn* and any other plants that will have been initially researched into to understand its social and ecological impacts in the area.
- (5) Park Management shall continue to support the erecting and maintenance of the buffalo wall in Mgahinga Gorilla National Park (6) The buffalo wall shall remain on park land
2. The District Local Governments shall make budgetary provisions to ensure establishment and regular maintenance of any erected barriers and for control of vermin.
3. Any person who destroys the plant barriers or the buffalo wall commits an offence and will be fined 1 currency point on conviction by the Local Council 1 courts.

Human-Problem Animal Conflict Management

4. (1) There is hereby established the Human-Problem Animal Conflict Resolution Program (HUPA). This program shall handle all problem animals and shall be streamlined under the Local Government as part of the vermin control system.
- (2) Any person to serve in this program shall be recommended by Local Council 1 and is to be approved by the sub-county councils.
- (3)The constitution and operationalization of this program shall be supported by UWA, working with her conservation partners, Using the Gorilla levy and revenue sharing funds.
- (4) Every district within which the two protected areas lie shall recruit a vermin control officer and each affected sub-county, a vermin assistant. These officers will work closely with HUPA and shall receive some facilitation from the revenue sharing funds.

Penalty and Offence

5. Enforcement of these byelaws shall be by summary disposal or spot on penalty by local authority Local council I court in partnership with the protected areas management.
6. (1) It shall be an offence for a person neighboring the park area to destroy and/or refuse to plant or maintain the barrier crops specified above. Such a person shall pay a fine of 1 currency point.

C) PROMOTING TOURISM

1. The management of the national park shall promote domestic tourism by offering concessionary rates to the neighboring communities, school groups and political leaders of the area from Local Council one to five.
2. During the low tourism season (off peak), a special discount rate shall be given to the local community, up to district level, to enable them visit habituated gorilla groups.
3. The District Local Government shall ensure that tourism infrastructure around protected areas conforms to the relevant local government development plans.

D) PROMOTING BENEFICIAL AND MUTUAL RELATIONSHIPS

1. **Employment Opportunities.** In the event that there is a job opportunity within the protected areas structure, such an opportunity shall be publicly announced in such a manner that the members of the community come to know about it.
2. All applicants shall be required to obtain letters of recommendation from their Local Councils 1, which recommendations will be given without any prejudice or influence.

PA Management as Part of the Local Government Planning Process

3. The Community Conservation Ranger shall be a member of the village / parish annual planning committee and shall duly be invited to attend any planning meetings
4. The Community Conservation Warden shall be an ex-officio member of the sub-county technical planning committee
5. The manager in charge of the protected area shall be an ex-officio member of the District Planning Committee and other relevant sectoral committees of the District
6. The manager in charge of the protected area shall share with and present to the District Planning Committee the protected area's semi-annual reports highlighting the conservation status of the protected area.

Rangers on Duty in Neighboring Communities

15. (1) A Ranger on duty within the neighboring communities shall inform the Local Council 1 about his / her presence.
(2). UWA staff on duty within the community area shall not engage in social interactions activities. If such staff does this, he / she shall be required to do community service as decided by the Local Council 1 courts.

Arrest of Community Members

16. When any community member is arrested, the Park Management shall notify the nearest Local Council 1. Failure to do so shall lead to a fine of 1 currency point or community service for the arresting officer.

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