

# CARE INTERNATIONAL IN UGANDA

Forest Resources Sector Transparency Programme (FOREST)

Revised Baseline Report



2014

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## 2 Acronyms

ACCU	Anti-Corruption Coalition Uganda
ACODE	Action Coalition for Development and Environment
CDRN	Community Development Resource Network
CODECA	Community Development and Conservation Organization
DFO	District Forest Officer
DFS	District Forest Services
CBM	Community Based Monitor
CFM	Collaborative Forest Management
CFR	Central Forest Reserves
COTTCH	Combating Illegal Trade in Timber and Charcoal
CSO	Civil Society Organization
FOREST	Forest Resources Sector Transparency
JESE	Joint Effort to Save the Environment
JRC	Joint Sector Review
LC	Local Council
LG	Local Government
NAADS	National Agricultural Advisory Services
NBS	Nile Broadcasting Services
NFA	National Forestry Authority
NGO	Non Governmental Organization
Ministry	Ministry of Water and Environment
KKCR	Kagadi-Kibale Community Radio
KGR	Kasese Guide Radio
PANOSEA	Panos Eastern Africa
RDP	Recreation for Development and Peace
UPDF	Uganda Peoples Defense Forces
QUAM	Quality Assurance Mechanisms

### 3 Executive Summary

Forests play significant roles at national, regional and international levels. Nationally, the forestry sub-sector significantly contributes to sustenance of livelihoods of millions of Ugandans. It is estimated that up to 2.7 million Ugandans (15% of the population) live in parishes that neighbour forest reserves, and get a number of forest products and services. Despite this significant and pronounced role, the condition of Uganda's forests is deteriorating year after year. By 1990, forests and woodlands covered 4.9million hectares, comprising of 24% of the total land area. According to the state of environment report 2008, Uganda's forest cover had reduced to a total of about 3.7 million hectares, a loss of about 15% of the country's forest cover by 2005. To date, the forest cover is continuing to decline and is estimated to decline at a rate of 92,000 ha per annum, of which 34% reduction occurs in forests on private land compared to the 12% in the protected areas.

The deteriorating state of forests in Uganda is largely attributed to poor forestry governance which is characterized by a lack of transparency and accountability, insufficient participation of key stakeholders in decision-making processes and poor co-ordination of forest management agencies. These have contributed to the high levels of corruption in the sector; illegal logging; illegal and unplanned forest conversion and conflicts over ownership and access rights.

To ensure that good forest governance takes root, CARE International in Uganda is implementing a five year Forest Resources Sector Transparency Programme (FOREST) in Uganda in Partnership with Joint Effort to Save the Environment (JESE), Anti-Corruption Coalition Uganda (ACCU), Advocates Coalition for Development and Environment (ACODE), Environment Alert, Panos Eastern Africa (PANOSEA), and Community Development Resource Network (CDRN). At the start of the programme CARE and her partners deemed it necessary to conduct baseline studies to establish benchmarks for measuring programme impacts with the following broad objectives:

- i) To assess level of stakeholder awareness and participation in forestry legislation monitoring
- ii) To determine the level of accountability, transparency and responsiveness of duty bearers with regard to forest governance issues
- iii) To assess the existence and functionality of District/inter-district ENR forums, networks and alliances in their involved in forest governance issues at Sub-national and National levels
- iv) To assess the level of media coverage of forest governance issues at district and national levels

The study was conducted at National level and in the districts of Kiryandongo, Masindi, Buliisa, Hoima, Kibale, Kyenjojo, Kyegegwa and Mubende targeting forest adjacent communities, private forest owners, community based monitors, Civil Society Organizations, Sub-county and District leaders, District forestry services, Forest Sector Support Department and staff of the National Forestry Authority. The study,

employed multifaceted techniques for collecting quantitative and qualitative data including interviews with key informants, individual household interviews, focus group discussions.

### **Level of stakeholder knowledge on forestry policies and laws**

An assessment of the level of stakeholder knowledge with regard to forestry policies and laws indicated that 65% of the people interviewed do not fully understand the forest policies and laws while 35% had an understanding of the policies and laws. At community level, CFM Groups and Community Based monitors had a better understanding of forestry policies and laws than those not involved in these arrangements. Forestry staffs (NFA and district forest serves) are highly knowledgeable about forestry policies and laws. 65% of the people covered by the survey had limited knowledge. These included in particular local communities not involved in CFM and Local Government leaders, especially those at Sub-county levels. Assessment of the level of stakeholder effort to create awareness on forestry policies and laws, showed that Non-Governmental Organizations contributed 50%, NFA 20 % and while the Local Government's role was less than 5%. The awareness was mostly on CFM processes and tree planting.

### **Stakeholder participation in implementation of forestry policies and laws**

An analysis of stakeholder participation in implementation of forestry policies and laws showed 24%, 33% and 43% participation at community, district and national levels, respectively. Further analysis showed that the participation was skewed to mostly tree planting rather than law enforcement against illegal activities. Furthermore, the participation in implementation of forestry policies was affected by Limited stakeholder knowledge on forestry laws and policies; limited coordination between stakeholders at different level especially between NFA and FSSD at national level, NFA and DFS at district level and at Sub-county level.

### **Community structures and multi-stakeholder forums and networks**

The study discovered community structures which includes informers, patrolmen, Community Based Monitors, Collaborative Forest Management and resource user groups, were still weak and not organized to a level where they can effectively engage duty bearers and participate in decision making processes in the forestry sector. Besides, 4 CFM processes were initiated around Matiri central forest reserve but not finalized and therefore further limiting community participation in the management of the reserve. The study also revealed the existence of non-functional multi-stakeholder forums and networks in the districts of Masindi and Kibale. Buliisa and Kiryandongo districts do not have forums where stakeholders discuss forestry governance issues. The only relatively functional forum is the Inter-district Multi-stakeholder forum on forestry governance operating in the districts of Mubende, Kyegegwa and Kyenjojo. The forum brings together District Local governments, security agencies, National forestry Authority, District Forestry services, civil society organizations and the private sector to discuss forest governance issues. The study also revealed that the Uganda Network of Collaborative

Forest Management Associations and her constituent forest level networks around Budongo forest reserve in Masindi district are non-functional due to lack of facilitation to implement their activities.

### **Incentives for community participation in forest governance**

The CFM groups expressed absence of a benefit sharing mechanism such as, access to high value resources like timber, while the private forest owners decried the laborious private forest registration process and lack of incentives as key factors discouraging their participation in forestry governance. Additionally, the forest law enforcement system of monitoring illegalities is largely ineffective because of lack of funds resulting from limited national budget allocations. Furthermore, the study discovered that some private natural forest owners have lost interest in keeping their land under forest due to lack of incentives and the bureaucracies involved in registration of private forests

### **Level of duty bearer responsiveness to forestry governance issues**

An assessment of the extent of duty bearer responsiveness indicated that 60% of the cases reported in 2012/13 were never responded to by duty bearers. Duty bearers at District and Sub-county Local Government levels were found to be more non-responsive than the NFA. Respondents emphasized corruption as one major reason for duty bearer non- responsiveness.

### **Level of media coverage on forest governance issues**

Generally, the study revealed the extent and quality of media coverage of forest governance issues is still low. Some of the reasons given by the journalists for the low coverage included

- Lack of explicit policies on coverage of forest governance issues at media houses
- Limited knowledge on forest governance issues by journalists
- Limited skills in reporting forestry governance issues by journalists
- Limited understanding and appreciation of the role of media in forestry governance by Civil society, duty bearers and the general public

Overall the study showed that there is space for coverage of forest governance issues in the media and there is willingness to learn and venture in forest governance issues if the above challenges can be addressed.

### **Key recommendations**

In view of the above findings, the study recommended that

- JESE and ACCU develop and implement a comprehensive awareness programme on forestry governance especially in forestry policies targeting various stakeholders including the media
- NFA in partnership with CSO should develop a mechanism to roll out CFM to all forest reserves in key forest reserves in the programme focus districts

- JESE finalizes CFM processes that were initiated around Matiri forest reserve;
- JESE, ACCU, EA should support the building and strengthening community monitoring systems, community structures and multi-stakeholder forums to increase the stakeholder participation in forestry governance
- EA should in particular support the strengthening of the UNETCOFA structure and private forest owners associations to enable effective participation of the CFM groups and private forest owners in forestry governance
- FOREST programme implementing partners should take advantage of the available space and willingness of the media to amplify forest governance issues and work closely with the media houses to increase coverage of forest governance issues in the media

## **4 Background and Introduction**

### **4.1 Background**

The role of forestry in National development

Forests play a significant role at national, regional and international levels. In Uganda the National Development Plan underscores the important role of the forestry sector to the attainment of the country's development goals. The Forestry sub-sector constitutes an important part in the sustenance of livelihoods of millions of Ugandans. Forestry has the potential to contribute significantly to the country's GDP. It is estimated that up to 2.7 million Ugandans (15% of the population) live in parishes that neighbour forest reserves, and get a number of forest products and services<sup>1</sup>.

#### **The state of Uganda's forests**

The condition of Uganda's forests is not healthy and in recent years it is below the recommended forest cover for a stable ecological system. In Uganda the recommended forest cover is 30% of the total land area: about 5.9 million ha. Currently the country has about half of that amount.

In 2005 Uganda had a total of 3.6 million hectares of forest land compared to 4.9 million hectares in 1990. This portrayed a reduction of 36.0 per cent over a period of 15 years. By 1990, forests covered 20.4 per cent of the land in the country, but by 2005 the land under forests had reduced to 15.0 per cent; a reduction of 1.3 million hectares in the last 15 years. This indicated that the total deforestation rate per year was at 1.8 per cent. The most recent estimate put the rate at 2.72% per year in a period 2005-2010. To date, forest cover is continuing to decline and it has been estimated to decline at 92,000 ha per annum with 34% reduction in private forests compared to the 12% in the protected areas<sup>2</sup>. The underlying causes of degradation include rapid population growth, limited economic opportunities, wide spread poverty and urbanization that has generated a high demand for agricultural land, housing, fuel wood and timber.

#### **Forestry governance bottlenecks in Uganda**

The current interventions at all levels have the potential of reducing forest degradation and increasing the forest cover, but poor forest governance remains a major bottleneck to the success of these interventions. Forest governance in Uganda is characterized by lack of transparency and accountability, insufficient participation of key stakeholders in decision-making processes and poor co-ordination of forest management agencies. These have contributed to the high levels of corruption in the sector; illegal logging; illegal and unplanned forest conversion and conflicts over ownership and access rights<sup>3</sup>.

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<sup>1</sup> John Kaboggoza (2011), Forest Plantations and Woodlots in Uganda. African Forest Forum Working Paper Series.

<sup>2</sup> UBOS (2012), Uganda Bureau of Statistics Statistical Abstract; June 2012

<sup>3</sup> ACODE (2013), Trends in forest presentation at launch of FOREST programme; June 2013.

## **Civil Society participation in forestry governance**

The legal framework that guide forest governance in Uganda comprise of the Constitution of the Republic of Uganda 1995, the Uganda forestry policy 2001, the National Forestry and Tree Planting Act 2003 and the National Forestry Plan 2002. The Uganda Forest Policy 2001 emphasizes the role of civil society in the promotion of good forestry governance. The policy recognizes the fact that civil society can play a pivotal role in mobilizing and sensitizing local communities and supporting their active participation in the governance of forest resources through engagements with duty bearers.

### **The Role of the Media in forestry governance**

The media is commonly referred to as the fourth pillar of the state and plays a crucial role of ensuring good governance and setting the agenda for public debate on development issues. The Media as conduit and source of public information has vantage position of space to promote the tenets of good governance through providing information to the public, discussing and suggesting on matters of public concern, e.g on corruption incidences at various levels of government. In doing so the media (house), strives to give an accurate, independent and critical account of a news story. In reflection to the forest sector, one way of ensuring transparent management of the forest sector is by having a knowledgeable and robust media practitioners, accurate coverage of the sector and continuous engagement of the public (forest-adjacent communities) civil society and policy makers. Unfortunately in Uganda, media coverage of this sector remains inadequate, with glaring information gaps, lacks in-depth and analysis which is more event than issue based and therefore, less impactful.

Some of the key barriers to in-depth reporting of forestry governance issues are:

Heavy commercialization and politicization of the print and electronic media, weakening their role to inform and educate the public

Limited knowledge and understanding of forestry science and forestry business and governance by media personnel

Most forestry stories, including illegal logging are seated deep in natural forests that are inaccessible, located thousands of kilometers in rural areas, where media houses are not willing to invest heavily

Inadequate access to media personnel by the rural folk who experience forest governance inadequacies

Inadequate staffing levels by media houses that mostly rely on freelancers paid by story count

Un-empowered and disempowered communities unable to confidently articulate forest governance issues they experience

## **4.2 Introduction.**

CARE International in Uganda is implementing the Forest Resources Sector Transparency (FOREST) Programme in Uganda. FOREST is a five year programme (2013-2017) funded by CARE Denmark as part of the CARE Denmark's global framework agreement with DANIDA focusing on strengthening civil society engagement in natural resources governance. The overall development goal of CARE's FOREST programme in Uganda is: *Civil society has increased transparency, accountability and responsiveness in*

*forest governance for the benefit of poor Ugandan citizens-men and women.* The programme works through partners namely: Joint Effort to Save the Environment (JESE); Anti-corruption Coalition Uganda (ACCU); Panos Eastern Africa (PANOS EA), Advocates Coalition for Development and Environment (ACODE), Community Development Resource Network (CDRN).

Through this partnership arrangement CARE International and her partners intend to address the four key forest governance problems namely:

- Insufficient stakeholder collaboration;
- Unfair, inadequate and insufficiently implemented and funded policies, laws and regulations in the forestry sector;
- Lack of representation of poor and vulnerable women and men, dependent on forest resources, in decision-making structures on forest management and
- Gaps in civil society's effectiveness in improving forest governance.

These issues have had wider negative impacts on the forestry sector and the general public especially the local communities that live adjacent to forestry resources.

Despite their impacts, forest governance issues have remained relatively silent in the media compared to other sectors. Besides, current levels of the forest governance challenges and their manifestation cannot be ascertained. Therefore, it was deemed necessary to conduct a baseline study to establish benchmarks on forest governance issues as basis for measuring the impact of the FOREST programme implementation.

#### **4.2.1 Objectives of the Study**

The objectives of the study were to establish and determine the state of key success parameters at the start of the programme – in order to measure progress and compare situations at its beginning and end. The organizations working on the study were in particular interested in the following:

- i) To assess level of local community awareness and participation in forestry legislation monitoring
- ii) To determine the level of accountability, transparency and responsiveness of duty bearers with regard to forest governance issues
- iii) To assess the level of participation of ENR network members, District/inter-district forums and CSOs in forest governance issues at Sub-national and National levels
- iv) To assess the level of media coverage of forest governance issues at district and national levels

#### **4.2.2 Scope of the study**

The study assessed selected FOREST Programme indicators whose baseline data could not be ascertained from available information. Key aspects arising from the partner project baseline needs were assessed under each programme indicator. Table 1 below shows the selected programme

indicators and the key aspects that were assessed under each indicator. Detailed assessments for some programme indicators<sup>4</sup> including the level of involvement in forestry sector networks and alliances at local, national, regional and international levels; CSO participation in institutionalized forest policy formulation or planning processes at local and national level will be conducted by CDRN. The level of meeting QuAM minimum quality standards especially by FOREST Programme partners was covered by the QuAM assessments conducted by CARE International in Uganda whose report was produced independently. However, in their project, CDRN will assess the level of meeting QuAM minimum standards by other members of the ENR-CSO network.

**Table 1: Key FOREST Programme Indicators assessed during the baselines study**

FOREST Programme indicator	Key aspects assessed
<p><b>Proportion of poor and vulnerable citizens (women and men) aware of their rights to forest resource. (FP 3.1 in M&amp;E framework)</b></p>	<ul style="list-style-type: none"> <li>• The extent to which the local community and duty bearers understand forestry policies and laws.</li> <li>• Level of effort to raise awareness on forest policies and laws by stakeholders.</li> <li>• The extent to which the local community understand their right to own and access forest resources</li> </ul>
<p><b>Extent and quality of CS monitoring of implementation of forest sector policies and legislations. (FP 2.2 in M&amp;E framework)</b></p>	<ul style="list-style-type: none"> <li>• The level of stakeholder participation in implementation of forestry policies and laws.</li> <li>• Stakeholder coordination in implementation of forestry policies and laws</li> <li>• Equity and fairness of the forest policies and laws</li> <li>• The level of responsiveness by duty bearers on forest governance issues raised by stakeholders especially local communities</li> <li>• Available monitoring mechanisms and their effectiveness in tracking illegal forest activities</li> </ul>
<p><b>Functioning public private collaborative forest management fora and plans (FP 1.2 in M&amp;E framework)</b></p>	<ul style="list-style-type: none"> <li>• The level of functionality and participation of district level forums and community structures in forest governance</li> </ul>
<p><b>Advocacy initiatives linking local issues to national and international level policy/practice. (FP 2.3)</b></p>	<ul style="list-style-type: none"> <li>• Extent and Quality of Media Coverage of Forestry Governance issues</li> <li>• The capacity of media outlets and individual journalists to amplify forest governance issues</li> </ul>

<sup>4</sup> See Annex 1 for details

- Spaces and opportunities for engagement

The study was conducted in the Albertine districts of Kyenjojo, Kyegegwa, Mubende, Kibale, Hoima, Buliisa, Kiryandongo and Masindi. The study involved the participation of Civil Society Organizations, media houses, forest adjacent communities, local government leaders and officials from the national forestry Authority and Forestry Sector Support Department. CDRN will cover the baseline data required at national level especially on level of involvement in forestry sector networks and alliances at local, national, regional and international level.

## **5 Study methods and approaches**

The study was conducted at partner level by four FOREST programme partners (JESE, ACCU, EA and PANOSEA) to establish baselines specific for their components. CARE provided technical support in the preparation of the baseline concepts, development of study tools and reviewing of partner reports. This approach was aimed at building capacity of the partners to undertake baselines, creating ownership and deeper understanding of the baseline results by partners. CARE consolidated and harmonized field level findings from partner baseline reports into a FOREST programme level baseline report.

The baseline line studies were carried out using participatory and consultative approaches. The main approaches used by partners were reviewing existing literature and consultations at local, district and national levels. During the study, partners employed multifaceted techniques for collecting quantitative and qualitative data including structured face to face interviews with key informants, individual household interviews, and focus group discussions with community groups. Consultations were made with various stakeholders, including forest adjacent local communities, community based monitors, Civil Society organizations, media managers, reporters and programme presenters, local government leaders and forestry staff at district and national levels to secure input on their experience on forest governance aspects that were being investigated in the study.

### **5.1 Literature review**

Relevant literature on forest governance including the Uganda national forestry policy, the National Forestry and Tree Planting Act, forest governance and media reports were reviewed to provide background information to the study. Content analysis checklists were used to review media articles and reports.

### **5.2 Field surveys**

Field surveys were conducted in the study areas to collect quantitative and qualitative information. The methods used during the field surveys included structured, key informant interviews, focused group

discussions, Household interviews and observations. Key tools used in the study included questionnaires, in-depth interview guides, stakeholder mapping and horizon scanning matrices.

### 5.2.1 Focus group discussions

A total of 15 focus group discussions were conducted, targeting selected samples forest adjacent communities around key central forest reserves in the selected districts. The forest reserves included Itwara, Matiri, Kibego Buhungiro, Ndaragi, Bugoma, Budongo. The groups were stratified into Collaborative Forest Management (CFM) groups, Non-Collaborative Forest Management groups, Community Based Monitors (CBMs), private forest owners. Men and women were interviewed using a predetermined questionnaire, but the discussions were left to flow informally. Each group composed a minimum of 6 people and a maximum of 15 people.

### 5.2.2 Administration of questionnaires



Figure 1: Male and female focus groups around Buhungiro CFR in Kyegegwa District

Questionnaires customized for different categories of people including CSO, Media staff, duty bearers and households were used. Questionnaires were applied to duty bearers to assess the transparency, accountability and responsiveness among the duty bearers. House level interviews were aimed at assessing independent household views on forest governance with specific reference to awareness, monitoring and implementation of the forestry policy

and legal framework. The interviews were conducted on 360 household individuals which were randomly selected from the categories of CFM, Non-CFM, private forest owners and CBM groups.

### 5.2.3 Key Informant Interviews

At total of 53 key informant structured interviews were conducted targeting mainly CSOs, media houses, opinion leaders, sub-county and local government officials, forestry duty bearers, at national, district and sub-county levels, using checklists, questionnaires and in-depth interview guides, especially for the media. Telephone interviews were also conducted to NFA staff at field level to further validate the information during analysis and report writing.

## 5.3 Data analysis

Analysis of quantitative data collected using questionnaires was done using spreadsheets to produce graphs and pie charts accompanied by descriptive explanations to explain the trends in relation to the

study of objectives. Outstanding qualitative and factual information from group discussions and key informant household interviews was documented as baseline quotations. Qualitative data from Key informants, in-depth interviews and focus group discussions was analyzed and documented under each specific study objective but also correlated with FOREST programme objectives.

**Table 2: Respondents, methods and tools used in the study**

Respondent category	Method used	Tool	Total no of respondents
FSSD, NFA Staff, District forestry staff	Key informant interviews	Questionnaires	17
Sub-county and district Local government officials	Key informant interviews	Questionnaires	15
CSOs	Key informant interviews	Questionnaires	12
Media managers and reporters	Key informant interviews	In-depth Interview guides	9
CFM groups	Focus group discussions	checklist	6 groups (120 people)
Private forest owners	Focus group discussions	checklist	2 groups (30 people)
Non CFM community groups	Focus group discussions	checklist	1 group (15 people)
Community Based Monitors	Focus group discussions	checklist	6 groups (36 monitors)
Households	Household interviews	Questionnaire	360 individuals one per household
Total Key informants			53

## 6 Study findings and analysis

### 6.1 Knowledge on forest policies and laws among forest stakeholders

#### 6.1.1 Knowledge on forest policies and laws among forest adjacent Households

The study conducted in Hoima, Kibale, Mubende Kyegegwa and Kyenjojo districts on the level of community awareness on good forestry governance indicated that forest adjacent households had some knowledge about forest governance laws and policies. The level of awareness of forest adjacent households on the existing forestry policies was rated as follows 38.9% were somehow aware and 38.9% not aware of the policies. 50% of the respondents who were somehow aware of the transparency systems in place, 27.8% were not aware while 11.1% were not able to determine awareness levels on existing forestry policies. Household awareness levels on access to information were rated as follows: 11.1% were fully aware of accessibility to reports and other documents while (44.4%) were not aware (see graphic representation in figure 2 below).

Households involved in CFM compared to those not involved in CFM activities were found to be more knowledgeable about the forest policies and laws. The CFM members are aware of the resource access procedures and stakeholder roles and responsibilities in the management of forest resources. These laws had been further localized and enshrined in the CFM agreements and plans during the negotiations as regulations and procedures on resources access and penalties to offences. However, the coverage and membership of CFM in the Albertine districts is still very low implying that the people knowledgeable about forestry policies and laws are also few.

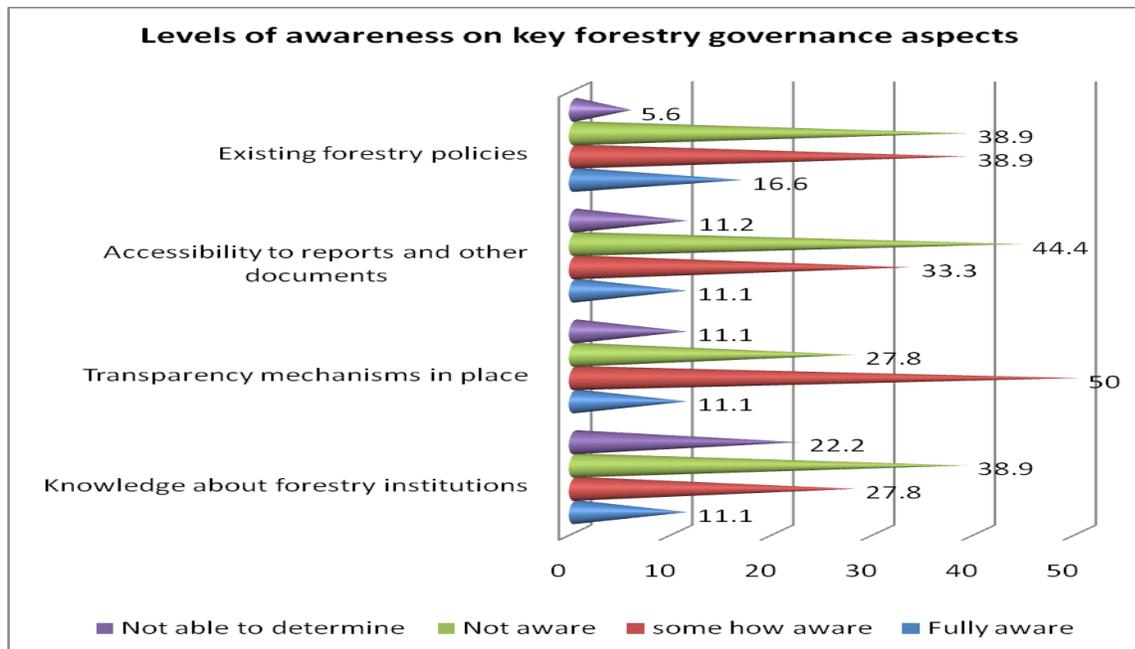


Figure 2: Awareness levels on forestry policies and laws among forest adjacent households

### 6.1.2 Knowledge on forest policies and laws among Community Based Monitors

JESE, Kibale Civil Society Organizations Network (KCSO) and Mid-western Region Anti-Corruption Coalition (MIRAC) recruited CBMs in 24 Sub-counties in Kyenjojo, Kyegegwa and Mubende, Kibale and Hoima districts. They were introduced to a general training covering basics of community based monitoring, some aspects of forestry governance and service delivery to undertake monitoring of service delivery and aspects of natural resources. This study revealed that the training was inadequate to provide sufficient knowledge on forestry policies and laws since was mixed with other sessions not specific to forest sector. The monitors expressed ignorance of the policies and laws pertaining private forests on private land, the chain of custody of forest resources (timber, charcoal, fuelwood, poles) and the accompanying official documents. They however were knowledgeable on the fact that trade in forest resources should be done under license. These knowledge gaps made it difficult for monitors to effectively monitor and report illegal activities.

### **6.1.3 Knowledge on forest policies and laws among Private Forest owners**

The study revealed that the private forest owners are aware that they are mandated by the law to own forests on their land through a registration process. However, they regretted the bureaucracies and the high costs involved in registration of forests through the Sub-County Land Tribunals and District Land Boards. The study further revealed that private forest owners are not aware of any government laws and policies that deter them from converting forest land to other land uses and harvesting of the forest resources on private land. Generally the private forest owners thought that they are free to cut down trees and convert forest land to other land uses as they wish since it is private property.

“We are not sure whether the inspection fees of Shs 200,000 to each member of the Sub-county land tribunal is the official fee determined by government. This fee is unaffordable and has discouraged the majority of private forest owners to register their forests. Consequently, private forest owners

### **6.1.4 Knowledge on forest policies and laws among forestry staff**

The study indicated that the forestry staff working for the National Forestry Authority and the District Forest Services understood the relevant forestry policies and laws. However, some staff especially those newly recruited and fresh from University do not understand other legislation (Right of Access to Information Act, Local Government Act, etc.) related laws that affect the management of forestry resources. The forestry staff acknowledges the fact that it is their mandate to create awareness on the forestry policies and laws to the local community. The staff had gone further to create awareness to some local community on some of the Policies and laws with support of NGOs through the Collaborative Forest Management activities in an effort to fulfill their mandate. However, the meager budgets to the forest sector, largely limited efforts of the forestry staff to carry out extensive awareness creation despite the fact that the forestry sector is a major contributor of the local revenue at district level.

“In the Financial year 2012/2013, the Forest Department in Kyenjojo District raised local revenue of up to about UGX 80million (USD 32,000) but the department was allocated only Ushs 6million (USD 2,400) as the total annual budget for the department. Such a budget is too small to facilitate effective implementation of extension services and other activities for the department” said District Forestry

### 6.1.5 Knowledge on forest policies and laws among Local Government Leaders

The study revealed that Local government leaders at the district and sub-county level (Councilors and chairpersons) are aware that the forestry policies and laws exist but they have never seen or even accessed copies of these documents physically. While the local government structure provides for Secretaries of production and environment under whose docket the forest sector falls, it is difficult for them to fulfill their mandates due to limited knowledge on the relevant policies and laws. All the local government leaders in the selected sub-counties of Bageza, Kakabara Kyaruzosi, Kyangwali, Kabwoya, Kyabigambire in Mubende, Kyegegwa, Kyenjojo and Hoima districts revealed that they have never seen a copy of the Forest Policy and the National Forestry and tree Planting Act. The little knowledge is from hearsay and most times wrongly interpreted. This knowledge vacuum has been exploited by corrupt forestry staff and is used to frustrate the efforts of the local government leaders to fight illegal forest activities.

*“Am on record in fighting illegal forest activities in Kyenjojo district but I hear that people are supposed to have licenses before they go to harvest timber in any forest; I have never seen a copy of the forestry policy and the forest law; I do not know exactly which laws are applicable in handling illegal activities. I do not know what a license looks like because I have never seen one. I’m very sure all other leaders in my sub-county and other sub-counties do not understand these policies and laws as well. When I report illegal movement of timber from my Sub-county to forestry staff at the district I’m only told that it is the mandate of the National Forestry Authority and not the district. At the moment there is a lot of illegal timber cutting in Kibego Central Forest Reserve, we do not know where these timber cutters have come from. This is happening with knowledge of the forestry staff. My efforts have been frustrated and I do not know where else to report and handle the illegal activities beyond the district. It looks like everybody in the line of reporting is involved in the illegal timber transactions and at this rate all forests will be destroyed in a few years to come” Chairperson Kyarusosi Sub county*

## 6.2 Level of effort to raise awareness on forest policies and laws

The study also indicated that Civil Society including the media played a key role in awareness creation followed by the National Forest Authority. In Kibale district, Kagadi-Kibale community radio (KKCR) was hailed for creating awareness on forestry issues because of its programming focus on the environment. The local government officials blamed their low levels of participation in awareness activities on limited financial resources allocated to the department. At political level, the leaders expressed inadequate knowledge of the forest policies and laws and therefore, they could not raise community awareness on policies and laws which they themselves do not understand. A deeper analysis of the awareness created indicated that it was skewed more to the campaign on tree planting, CFM processes and not on the forest policies and Laws. Figure 3 below illustrates extent to which different stakeholders contributed to awareness creation on forest policies and laws between 2011 and 2013 in Kyenjojo, Kyegegwa, Mubende, Kibale and Hoima districts

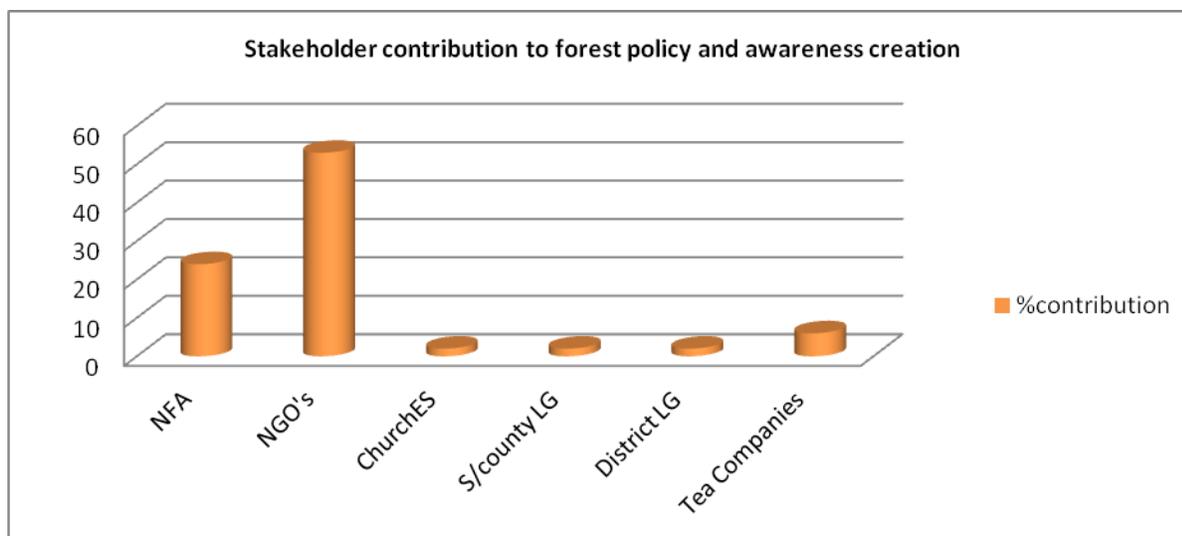


Figure 2: Stakeholder efforts in community awareness creation on forest policies and laws

### 6.3 Level of stakeholder engagement and participation in implementation of forestry laws and policies

#### 6.3.1 The level stakeholder participation in implementation of forestry policies and laws.

Participation of all stakeholders is a key pillar in ensuring good forestry governance. The study explored how the lead agencies like NFA and FSSD engage with the rest of the stakeholders in the implementation of forestry policies and laws. The findings revealed that there was minimal engagement and participation at community level,<sup>5</sup> compared to district and national levels.

The participation at community level was mainly reflected in form of CFM and community based monitoring, community meetings, tree growing and safeguarding some private natural forests. The study shows that CFM and CBM arrangements are thinly spread across forest reserves in the respective districts<sup>6</sup>. The findings further indicated that some of the signed CFM agreements were not operational because of minimal benefits accruing to the community among thus further limiting participation of the members. In addition, the participation of men was more than that of women as seen from CFM groups whose membership was dominated by men (see Table 2 below). It was discovered that the 4 (four) CFM processes that were initiated around Matiri CFR were never finalized thus limiting community participation in the governance of the reserve. Results from household interviews reveal that 90% of the local community especially those not involved in CFM had resorted to illegal extraction of forestry resources and had never been arrested and penalized, while 10% had been arrested and penalized. Further analysis showed limited participation of the Sub-county leadership was dormant in as far as the

<sup>5</sup> For purposes of the study community level includes the forest adjacent community and the Local council leadership from Local council I, II III.

<sup>6</sup> See Table 2: Coverage of CFM in Mubende, Kyegegwa, Kyenjojo, Kibale and Hoima districts

implementation of forestry policies and laws was concerned as were often left out of the district level discussions on forestry governance.

**Table 3: CFM coverage in Mubende, Kyegegwa, Kibale, Hoima and Masindi Districts**

District	No. of CFM Agreements signed	Total membership			Remarks
		Men	Women	Total membership	
Mubende	0	0	0	0	No CFM site yet
Kyegegwa,	0	0	0	0	No CFM site yet
Kyenjojo	1	66	53	119	Aspects of the agreements are being implemented
Kibale	1	98	54	152	Implementation is going with support from World Vision
Hoima	7	205	120	325	Only one of the agreements is relatively being implemented
Masindi	5	360	267	627	Aspects of two of the agreements are being implemented. Other agreements are generally shelves
<b>Total</b>	<b>14</b>	<b>729</b>	<b>494</b>	<b>1223</b>	

The participation of community based monitors were on the other hand limited by their limited knowledge in forestry policies and laws, the limited numbers of CBMs recruited per district (160 in five districts), inadequate incentives to boost their motivation and limited focus on forestry in some districts since they were also monitoring service delivery.

**Table 4. Distribution of Community Based Monitors in 2012/2013**

District	No of Sub/counties covered	Total no of monitors	Remarks
Mubende	3	18	worked with JESE
Kyegegwa,	3	18	worked with JESE
Kyenjojo	4	24	worked with JESE
Kibale	10	46	worked with KCSON
Hoima	4	54	worked with MIRAC
<b>Total</b>	<b>24</b>	<b>160</b>	

Other stakeholders participating at district level included district level CSOs, Resident District Commissioners (RDCs), District Natural Resource Officers, the District Environmental Officers and Environmental Police. The participation at district level especially by the RDCs was ad hoc as they were only brought on board to address crisis situations, such as encroachment.

At national level the key stakeholders participating in implementation of forestry policies and laws were identified ACODE, EA, CARE, and WWF who usually participate through policy advocacy, meetings, and trainings.

Multi-stakeholder engagement and participation is a key pillar in ensuring good Forestry governance. For the purposes of this baseline, there were desires to know how the lead agencies like NFA and FSSD engage with the rest of the players to properly address key issues concerning Forestry governance. Findings revealed that engagement of NFA with the local community was still low 24%, while with district officials was 33% and with National stakeholders 43%.<sup>7</sup> This implies that the demand for accountability and transparency is still very at community level followed by the district level.

The various levels of stakeholder participation in the implementation of forestry policies and laws are illustrated below. Findings further showed that the extent of engagement with duty bearers are at different levels as shown in the figure 5 below.

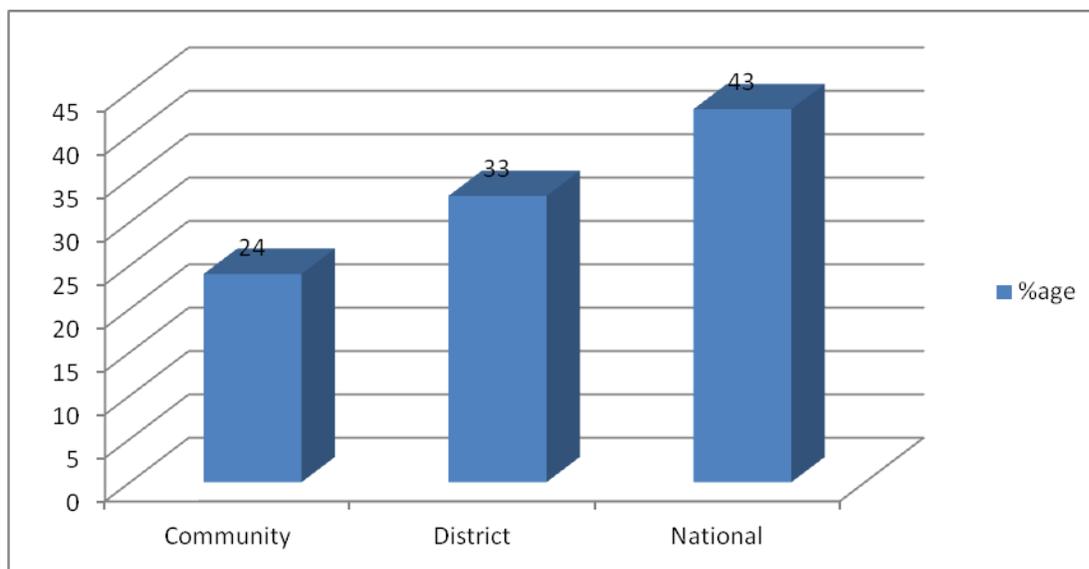


Figure 3: Level of NFA, FSSD engagement with Stakeholders at community, district and national levels in the implementation of forestry policies and laws.

### 6.3.2 CSOs Forestry engagements

The baseline revealed different kinds of forestry engagements that CSOs are involved in at district level. These included; service delivery, research, advocacy, trainings and information sharing as summarized in the Table 5 below.

<sup>7</sup> Engagement and participation of stakeholders at the various levels with NFA and FSSD is illustrated in fig.6

**Table 5: District CSO Forestry engagements at district level**

Forestry engagements by district CSOs	Advocacy	Research	Service delivery	Training
Number of CSOs involved in various engagements	2	1	6	3

The analysis shows that six of the interviewed CSOs engage in service delivery such as tree planting. Three CSOs provide trainings in forest issues like nursery and tree management, two engage in advocacy while one carries out research/studies/surveys. These findings imply that participation of CSOs in engagements with duty bearers at district level to address forest governance issues is still limited. One of the reasons given for limited participation in advocacy activities included inadequate knowledge and skills in advocacy processes and forestry governance.

### **6.3.3 Level of involvement in forestry engagements by district CSOs**

The interviewed representatives of CSOs reported that only seven (7) district CSOs were involved in the different forest engagements at sub national level. Such engagements included trainings, information sharing through awareness raising, service delivery, capacity building and little in advocacy work. Whereas the national level four (4) district CSOs were involvement in forestry engagement. At National level only one district CSO was involved in forestry engagements mostly in information sharing as shown in table 6 below

**Table 6: Level of involvement of district level CSOs in forestry engagements**

Levels of engagements by district CSOs	Sub-national	National	International
Number of district CSOs involved in forestry engagements	7	4	1

### **6.3.4 CSO linkages with networks and alliances<sup>8</sup>**

#### **At national level**

- The national level networks/ platforms for civil society participation in policy dialogue and negotiation include;
- CSO Consultative Platform that is coordinated by DENIVA for stakeholder involvement in the development of the National Climate Change Policy, Implementation and Capacity Building Strategies for Climate Change.
- The REDD+ Working Group and Steering Committee of the Ministry of Water and Environment who are developing the country's REDD+ strategy.

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<sup>8</sup> CDRN to make a matrix of all the forest related CSOs and mark all the different network, they are part of.

- The CSO Coalition on Oil and Gas that is advocating for the rights of communities in the oil areas of the country.
- The Joint Sector Review (JSR) process of the Ministry of Water and Environment (MWE). It is a forum for constructive dialogue within the sector, critical examination of the achievement of annual targets for the previous year(s) and formulating undertakings for the following year(s). This is a space and opportunity where, CSOs are able to influence the Ministry's priorities and work. To date over 42 CSOs have been participating in this process.
- The 'Civil Society Budget Advocacy Group' (CSBAG) that lobbies for priority allocation of national budget resources to the key sectors of the economy (Environment and Natural Resources, Agriculture, and Health) that directly impact on livelihoods of the rural poor. CSBAG lobbying and advocacy activities are targeted at Ministry of Finance and Economic Development that has a mandate of allocating and disbursing national budget resources to the different Ministries, and to the Parliament that is responsible for approving such allocations.

#### **At international level**

At the international Level, ENR-CSO members are members of the 'Africa Forest Forum' (AFF) and the 'Pan Africa Climate Justice Alliance' (PACJA). The AFF is a forum of forestry experts and CSOs in forestry development that provides a forum for sharing information and expertise among Forestry stakeholders. The PACJA alliance of civil society organisations engages policy makers at the Africa and East African Community levels through the African Ministerial Conference on the Environment (AMCEN) and the African Union Commission (AUC). AMCEN and AUC guide the development of policies and programmes for environmental protection in Africa, ensure that basic human needs are met adequately and in a sustainable manner; ensure that social and economic development is realized at all levels, and that agricultural activities and practices meet the food security needs of the region.

### **6.4 Coordination in implementation of the forestry policies and laws**

The respondents at district and national levels reported inadequate coordination in enforcing forest policies and laws. The CBMs expressed good coordination mechanisms with Sub-county leaders in the fight against illegal forest activities. At national level respondents reported poor coordination mechanisms between the Forestry Sector Support Department and the National Forestry Authority. At district level, there is no clear coordination mechanism between the NFA staff and district forestry/other staff; law enforcement agencies and political leaders especially in the handling of illegal forestry activities. The National Forestry and Tree Plant Act define five responsible bodies and these include Forest Sector Support Department, National Forestry Authority District Forests Services, Communal Land

Associations, Private forest owners and Uganda Wildlife Authority. Table 4 below shows the key mandates of the various responsible bodies.

**Table 7: Mandates of various forestry responsible bodies**

Responsible body	Mandate
Forest Sector Support Department	Policy formulation Monitoring and supervision of other responsible bodies
National Forestry Authority	Management of Central Forest Reserves
District Forest Services	Management of Local forest reserves Oversee forestry activities on private land
Communal Land Associations	Manage forests on communal Land
Private forest owners	Manage forests on private land
Uganda Wildlife Authority	Manage forest on wildlife reserves and parks

However, there are constant power struggles and competition over the control of the various forests instead of concerted efforts to implement forestry policies and laws between the respective responsible bodies. There are counter accusations between NFA staff, district forestry staff, politicians and Kingdom officials<sup>9</sup> of involvement in illegal forestry activities including timber transactions and sale of forestry reserve land. This inadequate coordination at different levels was largely attributed to selfish interests and corrupt tendencies in handling illegal forest transactions among forestry staff and politicians. This has escalated illegal activities, contributed negligence and inadequate responsiveness with regard to forest governance issues.

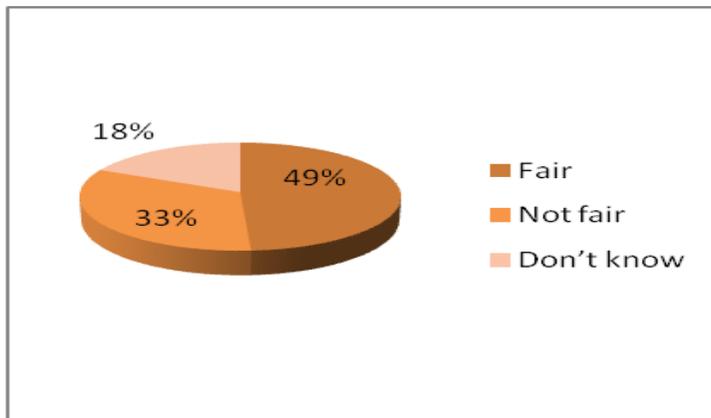
The NFA staff are never bothered about meetings organized by the district. The Range Manager for Muzizi River Range and the Sector Manager for Matiri Sector have just been transferred to Kyenjojo. One would have expected them to pay courtesy to the district forest office to get highlights about forestry issues in the district but none of them has ever surfaced. That is a sign that there is no coordination between the district and NFA; said Mr. Luke Onzima the District Forestry Officer of Kyenjojo district

We would not be having chain sawing in my Sub-county but all the chainsaws that are operating in Kyabigambire Sub-County are sent by Mr. Kihika the District Forest Officer of Hoima district without informing us; said the Chairperson Kyabigambire of Sub-County Local Government in Hoima District

<sup>9</sup> For the case of Bunyoro Region

## 6.5 Equity and fairness of the forest policies and laws

49% of the local community respondents felt that the laws were equitable and fair. This arose from the perception that the community had minimal restriction to access forest resources. 18% of the respondents did not even know whether the laws were fair or unfair because they had not heard about



them and neither had they been affected by them in anyway. 33% of the respondents mainly CFM groups, private forest owners and Community Based Monitors however felt that the policies and laws were not fair and equitable because of limited benefits to CFM members, NFA was grabbing people's land during boundary opening, selective application of the law by forestry staff while handling suspects of illegal activities (some people are untouchables), involvement of forestry staff in illegal activities and the laborious process of registering private

forests. The District forest staff felt that the laws were not equitable and fair because they were skewed more to management of Central forest reserves than forests on private land, leaving forests on private land at the mercy of the land owner.

Figure 4: Respondent perception of equity and fairness of the forest policies and laws.

“The present forest policy and laws do not provide adequate guidance on how to manage and control activities in forests on private land, that is why these forests are being destroyed at a fast rate. Unless government addresses the issue of inequity and incentives, all forests on private land will be destroyed and pressure will consequently be shifted to Central Forest Reserves” said the District Forest Officer Kvenioio District Local Government

## 6.6 Transparency, accountability and responsiveness in the implementation of the forest policies and laws

The level of action and response on reported cases of illegal forest transaction was used to gauge the level of transparency and accountability amongst duty bearers on the forest sector in the three districts of Kyenjojo, Kyegegwa and Mubende Districts. The study discovered that out of 52 key illegal timber cases reported to various duty bearers, including the NFA and the DFS in 2012/13, response and feedback to the concerned citizens was given only for 15 cases representing 40% of the cases reported. There was no response or feedback for the rest of 37 cases (60% of the cases reported) as illustrated in figure 9 below. Figure 9 show the level of responsiveness by various duty bearers.

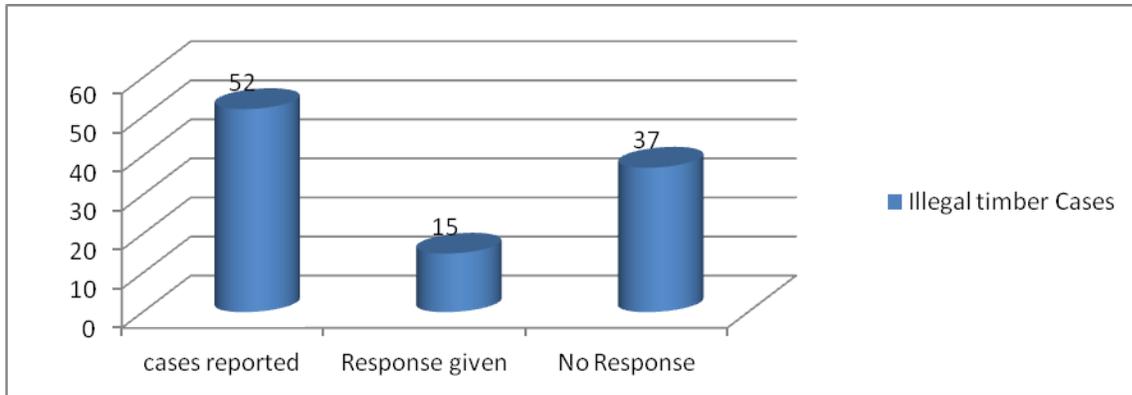


Figure 5: Level of responsiveness by duty bearers to reported illegal cases

Data collected from selected forest reserves in Hoima and Kyenjojo districts by ACCU also showed that, out of the 20 illegal forest cases reported in 2012/13, duty bearers responded to 8 cases (representing only 40%), while 13 cases (representing 60% of reported cases) have never been responded to (see table 3 below). Although 40% of the cases were reported, the due process of the law was not followed to handle some the illegal activities to a logical conclusion. For example all the illegal timber transportation cases reported in Mubende, Kyenjojo, Kyegegwa and Hoima districts, the timber was impounded but the culprits were not apprehended as required by law. Specifically, in Hoima, district encroachers in Bugoma CFR were arrested and produced in court, but the case was dismissed due to lack of sufficient evidence from the witnesses.

**Table 8: Duty bearer responsiveness on illegal forest activities reported in 2012/13**

Year	Area/Forest reserve	District	Issue Raised	To whose Attention	Action taken
2013	Matiri	Kyenjojo	Forest encroachment	<ul style="list-style-type: none"> <li>• Sub county chief</li> <li>• RDC</li> <li>• NFA</li> <li>• Ministry of water and environment</li> </ul>	Boundaries reopened encroachers contested, took Case to Court.
2013	Ibambaro	Kyenjojo	<ul style="list-style-type: none"> <li>• Charcoal burning</li> <li>• Illegal timber harvesting</li> <li>• Encroachment</li> </ul>	<ul style="list-style-type: none"> <li>• Chairperson LC1</li> <li>• NFA</li> <li>• Sub county chief</li> </ul>	<b>Evictions done</b>
2013	Mukunyu	Kyenjojo	<ul style="list-style-type: none"> <li>• Illegal timber harvesting</li> <li>• Wetland reclamation</li> </ul>	<ul style="list-style-type: none"> <li>• National forestry authority</li> </ul>	<b>No response</b>
2012	Butiti	Kyenjojo	<ul style="list-style-type: none"> <li>• Forest encroachment</li> <li>• Illegal timber harvesting</li> </ul>	<ul style="list-style-type: none"> <li>• District forestry officer</li> </ul>	<b>No response</b>
2013	Bugoma	Hoima	<ul style="list-style-type: none"> <li>• Illegal timber harvesting</li> <li>• Illegal grazing</li> <li>• Forest encroachment</li> </ul>	<ul style="list-style-type: none"> <li>• Local leaders</li> <li>• MIRAC</li> <li>• NFA</li> <li>• NFA</li> </ul>	Evictions Formation of an oversight committee to control further encroachment
2012	Kansongoire	Hoima	<ul style="list-style-type: none"> <li>• Illegal timber harvesting</li> <li>• Charcoal burning</li> <li>• Illegal cultivation</li> </ul>	<ul style="list-style-type: none"> <li>• NFA</li> </ul>	<b>No response</b>
2012	Kadandangobya	Hoima	<ul style="list-style-type: none"> <li>• Charcoal burning</li> <li>• Pitsawying</li> <li>• Poaching</li> <li>• Illegal cultivation</li> </ul>	<ul style="list-style-type: none"> <li>• DFS</li> </ul>	<b>No response</b>
2013	Kitechura	Kyenjojo	<ul style="list-style-type: none"> <li>• Illegal timber harvesting</li> </ul>	<ul style="list-style-type: none"> <li>• NFA</li> </ul>	<b>No response yet</b>
2013	Kyangwali/Bugoma	Hoima	<ul style="list-style-type: none"> <li>• Sale of forest land</li> </ul>	<ul style="list-style-type: none"> <li>• Police and NFA</li> </ul>	Arrests of the culprits

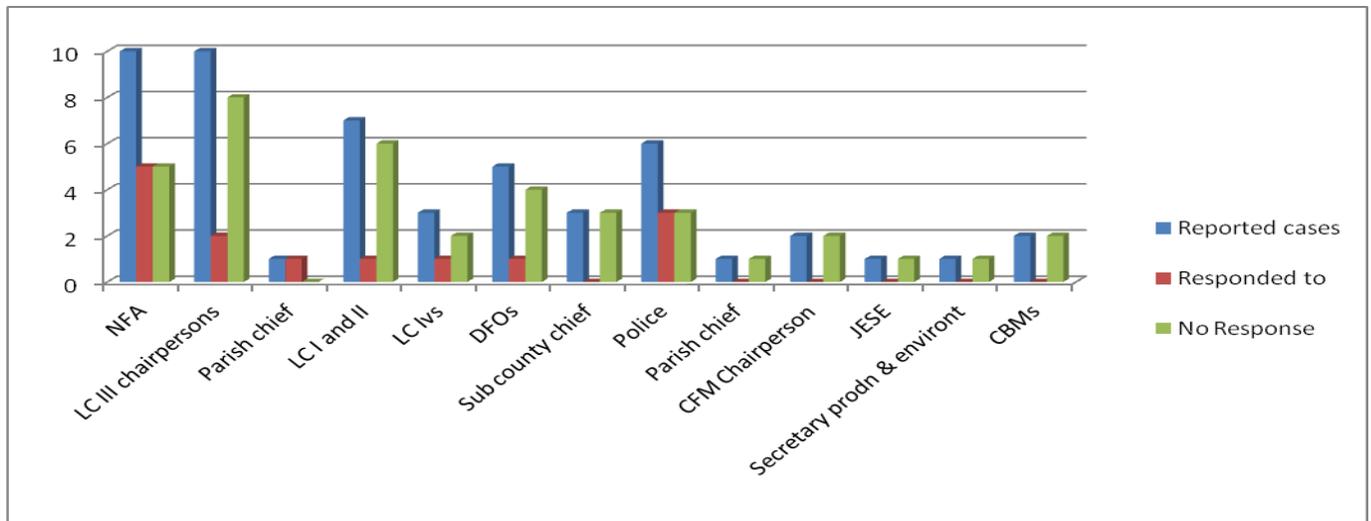


Figure 6: Level of response by various duty bearers to reported illegal timber activities 2012/13

The Local community respondents expressed dissatisfaction with regard to level of responsiveness on illegal forestry activities. They expressed concern the duty bearers were displaying double standards, pretending to be enforcing the law but at the sometime participating in illegal activities. The following are some of the reasons community respondents gave for their dissatisfaction with regard to the level of transparency and accountability.

90% of the community members including CBMs said there was corruption in the political leadership, district and NFA staff. The people responsible for administering the law connive with the illegal dealers in cutting trees themselves.

Community not genuinely involved in the fight against illegal activities especially timber.

Most forestry staff are not natives in their duty stations and are concerned about immediate financial benefits at the expense of forest destruction. That is how Ndaragi forest has been destroyed at the hands of NFA staff (said Mr. Gingo of Bageza sub county in Mubende District)

Duty bearers are not responsive to reports on illegal activities in the forest. Because when you report the responsible officers do not act, other culprits are not penalized.

On the other hand there is few committed staff to enforce the law.

The law is enforced discriminatively whereby the rich illegal dealers are left scot free while the poor forest dependent communities are harassed if found accessing resources for their livelihood

There is no seriousness in implementation of the forest policies and laws even in courts of law light punishments are given if any.

**The Chairpersons of Kyarusoji, Kakabara and Kyabigambire Sub-county Local governments in Kyenjojo, Kyegegwa and Hoima districts said they had lost in reporting illegal activities because of involvement of NFA and district forestry staff in the vice.**

## **6.7 Community structures and stakeholder forums for participation in forest governance.**

### **6.7.1 Community structures for participation in forest governance.**

Robust community structures are important for effective community participation in decision making processes and implementation of forestry policies and laws. They also provide platforms for awareness creation on forestry policies and laws which enables the community to understand their rights, roles and responsibilities in forestry governance. The study carried out an analysis of the existing community structures and the involvement in the monitoring and implementation of forestry policies and laws. Below are the findings indicating various forms of community participation;

#### **Community intelligence/informers:**

One of the avenues for community participation identified by the study was the use of community intelligence commonly referred to as informers. Informers are forest adjacent community members who are secretly identified by NFA staff to monitor and provide information on illegal activities in the neighboring forest. These informers are really known to the rest of the community and other staff of NFA with exception of the staff to whom they provide information. The incentive to monitor and provide information is the promise of a reward usually in form cash upon providing information leading to impounding of forest produce that has been obtained illegally, or arresting the suspects. This arrangement has been found to be effective in situations where trust is maintained between the staff and the informer and rewards are given instantly by the NFA staff. However, in some situations, informers have played double standards providing information to the illegal resource dealers regarding the plans of NFA and at same time giving false information to the NFA. The informer set up thrives on personalities and individual contacts. When the contact staff is transferred, the informer may cease to exist or participate in the reporting. Since informers operate secretly and independently it is usually difficult for them to engage openly with duty bearers in their capacity as informers to demand for accountability on forest governance issues.

#### **Communities contracted as forest patrolmen**

The patrolmen are community members from the forest adjacent villages employed by NFA on contract basis for a period of about 3months renewable on good performance and provided with monthly pay in form of cash. Their work is to monitor and report illegal forest activities on a daily basis. While the patrolmen are contracted on individual basis, they are constituted into a team that is supervised by a Forest Supervisor if they are operating in the same area. During some of their operations they enroll the services of the informers for purposes of gathering intelligence on on-going illegal activities. The patrol men approach, thrives on trust and prompt payments, the approach is compromised where the patrol men interface with illegal timber dealers and get bribed. The study found out the most patrolmen

operating in key forest reserves are underpaid and even the little salary has not been paid for the last 2years<sup>10</sup> despite the difficult conditions. This has escalated illegal activities, which are perceived as a way of paying themselves for the period they have spent without receiving their emoluments from NFA. Patrolmen hold individual contracts; they lack a common voice and capacity to engage on the NFA payments and other forest governance issues. The selection process of the patrolmen is not transparent and this has led to some NFA staff employing their relatives instead of the forest adjacent community. This thus limits the chance of the adjacent local community to participate in monitoring illegal activities in their own forest. It also breeds conflicts of interest on part of the NFA staff where corruption tendencies can go unnoticed.

**Table 9: Patrolmen in key CFRs and their payment schedules**

District	Forest Reserve	No of patrolmen	Monthly pay(Ushs )	Month of Last Payment	Months without pay	Amount demanded from NFA (Ushs)
Masindi	Budongo	16	80,000	Mar 2012	24 Months	30,720,000
Hoima	Bugoma	20	80,000	Mar 2012	24 Months	38,400,000
Kibale	All reserves	13	60,000	Mar 2012	24 Months	18,720,000
Kyenjojo	Matiri	9	70,000	Mar 2012	24 Months	15,120,000
Kyenjojo/ Kabarole	Kibego/ Itwara	8	70,000	Mar 2012	24 Months	13,440,000
Mubende	Kyampisi /Kaweri	2	70,000	Mar 2012	24 months	3,360,000
<b>Total</b>		<b>68</b>				<b>119,760,000</b>

### Community Based Monitors

The study found out that communities participate voluntarily in forest governance through the community based monitoring system. A total of 160 community based monitors were selected with support from by CSOs operating in the districts of Hoima, Kibale, Kyenjojo, Kyegegwa and Mubende as shown in table 3 above. The CBMs were organized around facilitating civil society organization to which they paid allegiance. While the community based monitoring model is a good avenue for community participation in forestry governance, its effectiveness is limited by poor coordination mechanisms

<sup>10</sup> See Table5: Patrolmen in key CFRs and their payment schedules

between monitors in different sub-counties and districts. The study discovered that the CBMs are not organized into a CBO or a network and therefore could not operate anymore once the projects from the recruiting organizations ended.

### **Community participation in resource user groups**

Resource user groups are another avenue through the local community can participate in decision-making and utilization and control if they are organized and registered. During the study, charcoal and



fuel wood traders were observed at strategic sections along the Mubende, Kyegegwa, Kyenjojo, Fort-Portal road. However, these resource users do not have a structured organization that brings them together to discuss issues of common interest. They are often subjected to exploitation by different duty bearers through offering of bribes due to nonpayment of official fees. A resource user association would help to control this nature of

exploitation.

**Figure 7: A Community Based Monitor inspecting an Illegal Pitsawing Site in Kibego Central Forest Reserve**

### **Collaborative Forest Management**

Another avenue for community participation identified by the study was CFM around Matiri, Itwara Bugoma, Wambaya, Kihaimira and Budongo central forest reserves. A total of 14 CFM groups around these forest reserves are organized and registered CBOs who have signed CFM agreements with the NFA. However, most of the CFM community structures are weak characterized with long non-performing office bearers. The study shows that over 90% of the groups are dormant because their agreements with NFA are largely not being implemented. The local communities are grumbling with the issue of benefits that were promised in the CFM Agreements, but have not been realized for years since the signing of the agreements. Some of the community groups around Matiri CFR, in Kyenjojo, have been left in suspense since 2012 as the initiated CFM processes were not completed. While the CFM groups have a common agenda, most of them especially those in Hoima, Kibale, Kyenjojo districts do not have a platform that brings them together to harmonize their positions and engage with the NFA with a strong voice. Therefore, their participation in decision-making is still limited.

### **Private natural forest owners**

There have been efforts with support from Civil Society Organizations (World Wide Fund for Nature (WWF), Jane Goodall Institute (JGI), and JESE to organize private forest owners in the Albertine region.

In Kyenjojo district, it was reported that under the Combating of Illegal Trade in Timber and Charcoal (COTTCH) project, a group of 30 private Forest owners were mobilized and inventories of their forests conducted in preparation for forest management planning. This initiative was intended to create an association for private forest owners through which they can engage the duty bearers on matters pertaining forestry on private land. However, the initiative could not proceed beyond the life of the COTTCH Project due to lack of funds to facilitate the process. The private forest owners also lost interest in maintaining their land under forest because of lack of incentives. By the time of the study, it was reported that some private forest owners were already converting the forests into tea plantations and other crops like Irish potatoes and maize. In Kyegegwa however, an association of private forest owners was formed comprising of 30 members each with not less than 30ha of land committed to private forestry. However, they were faced with a problem of the bureaucratic process of registering their forests through the district land board.

In Hoima, Kabwoya Private Forest Owners Association was formed and has received support from JGI to have their forests registered with the district land board. Individual private forest owners in the Albertine Rift from the districts of Kiryandongo, Masindi, Hoima, Buliisa, Kibaale, Kyenjojo and Kyegegwa collectively came together and organized themselves into an association called “Albertine Rift Private Forest Owners Conservation Association (ARPFUCA) and registered it in April 2011 with the Registrar of



Figure 8: A private forest in Kyenjojo being converted into an Irish potato garden

companies. While all these are initiatives intended to create platforms for private forest owners, the efforts are scattered into fragmented associations. Besides, the leadership of these structures is weak and some of them tainted with embezzlement of members’ funds. In addition, some members have decided to cut down

their forests due to lack of incentives to keep their land

under forest thus rendering the intent of the association to hang in balance

## 6.7.2 Stakeholder forums and networks for participation in forest governance

### Forest level networks

The study identified North Budongo Network for collaborative forest Associations (NoBU NET) and West Budongo Network for collaborative Forest Association (WEB NET) that brings together CFM Groups on the North and Western parts of Budongo Central Forest Reserve. The networks are lower level structure

of the Uganda Network of Collaborative Forest Associations (UNETCOFA) an umbrella association that was created to bring together CBOs who signed CFM Agreements with the National Forestry Authority. However these networks have generally, remained dormant just like their member CFM groups, the leadership of the network has not changed since their formation over seven years ago. The North Budongo Network was affected by corruption scandals whereby one of the leaders embezzled the group's funds. UNETCOFA itself is no longer functional because of lack of funds to run its activities. While the network is national in nature, its membership is limited to CFM CBOs in Masindi district where the pilot programme operated. CFM groups in Hoima, Kibale and Kyenjojo have not been recruited as members because UNETCOFA lacks capacity to mobilize beyond the current membership

### **District and inter-district Environment and Natural Resources Forums**

Masindi and Kibale districts were reported to have District Environment and Natural Resources Forums (ENR Forum) whose initiation and inauguration was facilitated by CARE international in Uganda in 2012. The forums were spearheaded by the District Natural Resources Officer and the Chief Administrative Officer in Kibale and Masindi respectively. The membership of Masindi ENR forum includes Uganda Peoples Defense Forces (UPDF), private sector, academia (Nyabyeya Forest College and Budongo Conservation field station), LCV, District Forest Services, District Environment and Natural Resources Department, sub county leadership, 2 CSOs (CODECA & Ecotrust), RDC, CAO's office, representatives from executive members of CBOs, NFA, private forest owners, District NGO Forum, and user groups such as charcoal dealers, pit sawyers and timber dealers. However, these platforms have not been active due to lack of funds to facilitate them their activities.

Meanwhile, Mubende, Kyegegwa and Kyenjojo districts have a functional inter-district multi-stakeholder forum that was also initiated in 2012. The membership of the forum includes Chairperson LCV Chairpersons, Forest Services Support Departments (FSSD), Chief Administrative Officers, Resident District Commissioners (RDCs), District Forest Officers (DFOs), District Environment Officers (DEOs), District Natural Resources Officers (DNROs), District Police Commanders (DPCs), Chief Finance Officers, LC3 Chairpersons(target sub counties), Civil society organizations(1 active one per district), Representatives of Private natural forest Owners Assns, Private plantations' forest Owners, Timber dealers Association Representatives, Charcoal dealers Association Representatives, National Forest Authority (Range Manager-Muzizi) and Community Based Monitors Representatives. The forum has clear terms of references and focuses on forestry governance issues. The forum is instrumental in addressing trans-boundary timber trade and forest encroachment issues in the respective member districts.

### **District NGO forums**

Masindi also has a District NGO Forum (MDNF), which has been in existence since 2005 and is fully registered with the district and the national NGO Board. Its operations are guided by the constitution

and policies including human resource policy, financial policy, procurement policy and the disposal policy. The forum has over 50 members i.e. NGOs and CBOs including Eco trust, CODECA & Jane Goodall Institutes who are also members of the ENR-CSO Network but it has no specific focus on forestry.

The Forum partners with other national level organizations like Forum for Women in Development and Environment (FOWODE), DENIVA, ACTIONAID, Uganda National NGO Forum (UNNGOF) and Recreation for Development & Peace (RDP) on issues of governance, human rights and accountability. However, the forum has not had any specific engagements on forestry issues. The national level CSOs identified in Masindi include Ecotrust, CODECA & Jane Goodall Institute who are also members of the ENR CSO Network at national level.

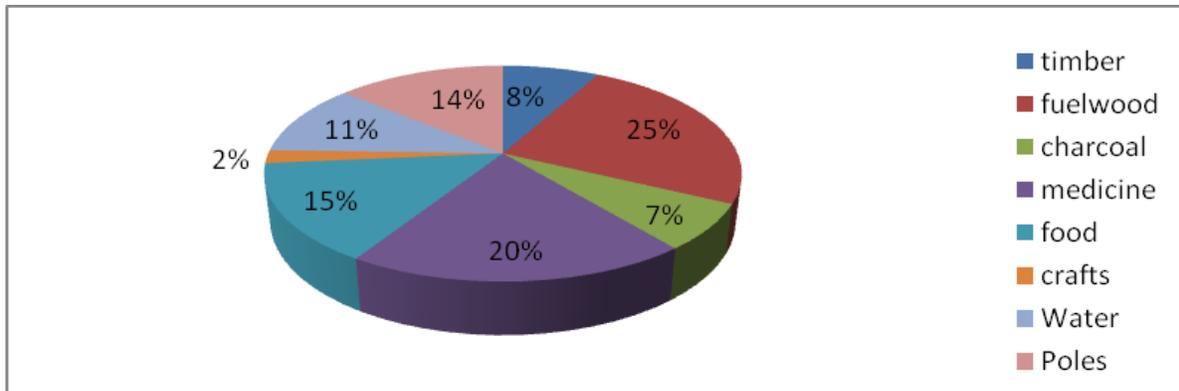
Much as the baseline did not register any forestry Network in Kiryandongo the District, there exists a district NGO forum that was established in 2010. Since its formation, the forum has 35 registered members including NGOs and CBOs involved in forestry related activities. Although the forum is involved in advocacy work, there have been no forestry advocacy engagements. However, as an umbrella organization, the forum uses the invited spaces to represent NGOs at the district during the Technical planning committee meetings. In these meetings, the forum presents community issues as identified by NGOs and CBOs for consideration in the district plans.

The biggest percentage of land in Buliisa is under protected areas comprising of Murchison falls national park, Budongo and Masege CFRs. Therefore, there are several people-wildlife conflicts which require suitable platforms for effective community engagement with duty bearers. The study findings revealed that there is no forestry forum in Buliisa district and the existing District NGO Forum is not well established and has not prioritized forestry issues on its agenda. This implies population in this is at the mercy of the duty bearers since there is no organized pressure group to demand for accountability from them

## **6.8 Community access to forest resources**

### **6.8.1 Community access rights and processes**

99% of the households interviewed indicated that they understand their rights to access forest resources. They further elaborated that some of the resources they access are timber, charcoal, poles, herbal medicine, water, forest foods, clay and grass. Further investigation indicated that 97% of the interviewed access forest resources at no cost. 77% of the households indicated that there is no process involved in accessing these resources. Their understanding is that access is free entry and exit in most forest areas except in areas being managed under CFM areas. This explains why there are high levels of illegal forest activities especially in non CFM areas. Therefore the communities are using their access rights in a wrong way to conduct illegal forestry activities.



**Figure 9: Level of illegal community access to forest resources**

It is also an indicator of misinterpretation of rights since according to the National Forest and Tree Planting Act 2003, only dry wood and bamboo is supposed to be accessed by the community at no cost. These findings are a reflection of inadequate community awareness on forest policies and laws and on the chain of custody for the various forest resources but also evidence of policies and laws that are not being implemented effectively. The study also revealed that a cross-section of the community who were enjoying free entry and access to forest resources felt that the status-quo should be maintained.

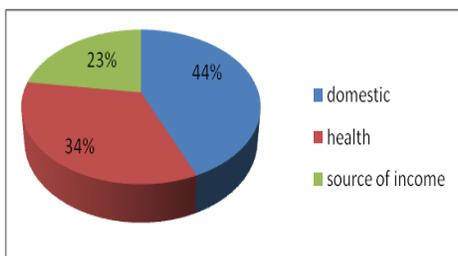
### **Transparency and fairness in enforcing the licensing processes**

In situations where the mandated institutions (NFA, DFS) were enforcing the licensing process especially the timber and charcoal, the local community felt that the process was not fair and transparent. The reasons advanced included; that the process was not known to the wider community; the licenses were being given secretly; the licenses are expensive for the poor to afford and offered to the rich from outside the community; the licensed people are not publically introduced to the community to enable the community members effectively monitor their operations. In CFM areas, the NFA has not fulfilled the obligation to offer timber licenses to the local community as provided for in the signed CFM agreements. In addition, the CFM groups are weak financially; structurally and therefore do not have capacity to engage NFA to demand for the stipulated benefits.

### **6.8.2 Local community use and control on forest resources**

The study revealed that the local community use forests as livelihood sources for domestic consumption (43%), as source of medicine (23%) and income (34%). Fuelwood, water, poles, and forest food were listed as the main resources used for domestic consumption. Timber and charcoal are the main income sources among the forest resources listed. The forest was described as a referral hospital with several types of herbal medicine most of which are used to cure sicknesses which modern medicine cannot

cure. Figure 14 illustrates the use the local community households attach to forests



The segment on domestic use in figure 12 above relate strongly to the role of forests in ensuring food security. Forests provide free fuelwood and water without which the rural households cannot easily access alternative source of energy to cook food for their families. Directly the forests provide unique foods most of which are accessed from the forest during dry season when food from the farm is scarce for both animals and livestock. These include tubers, fruits, honey, mushrooms and fodder for animals. However, the control of the community on forest resources is limited by their limited participation in decision-making process, especially the women. The available mechanisms for community participation identified during the study were CFM arrangements, Private Forest Owners Associations and Community Based Monitoring work. In all the 9 districts where the FOREST programme is being implemented only 14 CFM agreements have been signed out of which 90% are not functional. This implies that participation of community in decision making through CFM is very limited. In addition, several private forest owners have decided to convert forest to other land uses further depriving the wider community access to forest resources. These communities cannot stop the conversions of such forests as they are private property. Furthermore, it was discovered that remaining forests are being targeted by immigrants who the local community has no control over. Community based monitoring was also found to have its own limitations including participation of only 160 monitors across 5 districts and limited incentives to motivate monitors to participate.

## 6.9 Extent and quality of media coverage of forestry governance issues

A content analysis of 24 news articles and programmes was conducted to assess institutional policy on coverage, issues covered, depth of coverage, and nature of coverage as well as quantity. The analysis was conducted in five media houses, namely the Observer, Nile Broadcasting Services (NBS), Kasese Guide Radio (KGR), Kampala FM and Kagadi-Kibale Community Radio (KKCR). The distribution of these articles and programmes is shown in table below:

**Table10: Media coverage on forestry governance issues**

Media house	KFM	KGR	Observer	NBSTV	KKCR
<b>News Articles and programmes</b>	1	1	6	3	13

### 6.9.1 Policy on coverage:

From the findings, only 2 media house managers (NBS TV and Kagadi-Kibale Community Radio) mentioned they have policies on coverage of environmental issues; however these policies are not explicit on forestry governance issues, neither are they formally documented. Nile Broadcasting Service (NBS) TV has had an extensive tree planting campaign (31 million trees, 31 million people), encourages

mentioning of tree planting throughout all its broadcasts and encourages tree planting among staff as a lifestyle. Kagadi-Kibale Community Radio (KKCR) is reported to have been founded with focus on disseminating information on environment issues. Therefore, it is possible to integrate forest governance issues in the programmes of NBS and KKCR.

*“We have a strong emphasis on covering environment and climate issues in general but not specifically forestry. In 2010, we launched an afforestation campaign ‘31 million people, 31 million trees’. We were the first TV station to do this. The campaign targeted key figures in Uganda and all members of staff were involved. The campaign name became the signature for all staff emails. We had a MoU with the National Forestry Authority and they were coding the trees; so that NFA and NBSTV could trace the trees and monitor how many we were planting. Standard chartered bank also came in to join the campaign” (Simon Muyanga Lutaaya, NBS TV)*

*“KKCR was born out of Agenda 21; born out of environment (and sustainable development) concerns. So we commit time to environment issues on the station. Specifically for forest governance issues—we have been involved in Collaborative Forest Management, been talking about encroachment, tree planting and afforestation” (Anthony Lwanga, KKCR)*

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However, activities done under environment are not reflected on their websites including the activities above.

### **6.9.2 Dedicated airtime and space:**

Only KKCR was found to have a designated on-air slot (a one-hour programme once a week) and 30-minute slots on other days) covering general environment issues, forestry governance being one of them. There was no specific schedule indicating when forestry issues are to be addressed on the programme at the time of the study. This implies that forest governance issues could easily be left out if they are not planned for in advance and follow up is made with the media houses

Apart from KKCR that has a specific weekly programme, placement of news articles/items by all the other media outlets is determined by the significance of the issue (how many lives affected, loss or potential loss of property and any effects likely to arise from the development). The same applies to talk-shows and programmes that are decided randomly.

*“There is no specific policy. We report on all issues that affect people with fairness, objectivity, balance and we look at the common good. There is nothing like segregation, we cover all stories that address the common good—the impact of stories; the people affected, the loss caused, the effect of any further developments within that resource” (Richard Linga, KFM).*

“Not really; we approach issues in the same way as other issues in terms of coverage. We stand for the public interest, the public good. What is the public interest? It underpins our work; whatever the issue” said Richard Kavuma, of the Observer.

Only one station manager out of five mentioned that articles with community perspectives get prime location, although the content analysis never yielded any findings to reflect this assertion.

At all the media houses, reporters have room to initiate coverage of forestry governance issues and some resources to do their work. Resources mentioned include Internet, limited facilitation for field work costs (transport, accommodation, airtime), office phones, computers for production, some degree of access to subject experts as well as availability of a few reading materials. This is an opportunity which the FOREST programme through PANOS should harness and amplify forest governance issues in the media

“In the library (general), we have the documents like Acts and policies – we source for them but for all other issues including environment. We also have a contact list for many of the issues arising out of environment areas, although we may not have up to Sub County level. We use them a lot for talk-shows” (Richard

### 6.9.3 Dedicated web pages

Only 3 (KFM, NBS and The Observer) of the 5 media houses had websites, while one (Kasese Guide Radio) didn't have any and the fifth one was only mentioned as one of the projects (KKCR) on its parent organization's website (<http://www.urdt.net/index.php/environment.html> ). Of the 3 with websites, none has space/web page dedicated to forestry governance issues.

“There is no space for environment on the website. We still have a few issues and challenges to sort out with IT. Our website right now is not inspiring at all. Also the station keeps content online for only three months and it is withdrawn” (Richard Linga, KFM).

“Yes, have a website! We tried having protected space during the 31 million campaigns but when campaign stopped we stopped the space as well”. (Simon Muyanga Lutaaya, NBS TV)

#### 6.9.4 Forestry governance issues/pillars covered:

Quality of forest administration is the World Bank pillar on forestry governance mostly focused on, having appeared 15 times in the articles and programmes reviewed. This was followed by transparency, accountability, public participation (14 times), stability of forest institutions and conflict management. Bottom of the pile is coherence of forest legislation and rule of law (8 times) and economic efficiency, equity and incentives (7 times).

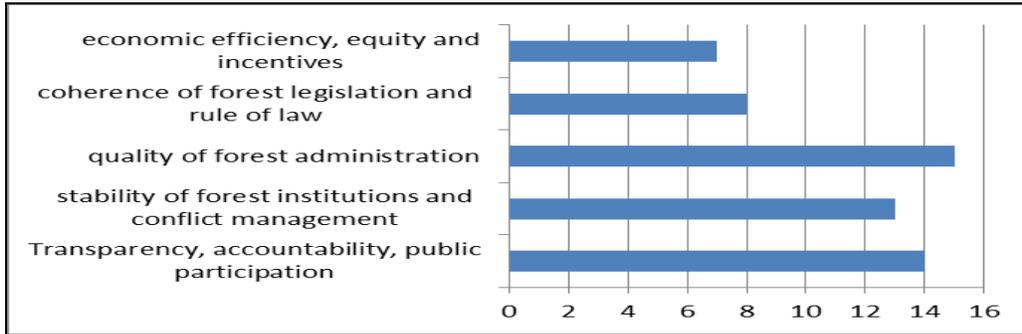


Figure 10: Level of coverage of forest governance pillars

##### Box 1: Brief on quality of Forest Governance pillar

Quality of forest administration entails among others elements forest monitoring enforcement, corruption in the forest sector (or the absence of it), management of revenue from timber sales, capacity and effectiveness of forest institutions and personnel, good policy and administration, government commitment and information management.

Out of all the 6 newspaper articles reviewed none was a front-page story. For radio and TV news, no news item on forestry governance issues, featured in the headlines.

Overall, the total length of the 24 bulletin articles and programmes reviewed over the period of six months was 489 minutes.

14 of the total number of articles were event-based, 9 were research-based/journalist initiated, 3 were commentaries and there were no editorials (*Figure 14*). It should be noted that some programmes had both event-based as well as research-based elements/components/material. For instance, one of the programmes reviewed, the producer was motivated by an eviction (eviction of encroachers). The producer used this event to ask more questions, interview various people, refer to the law and compiled a programme.

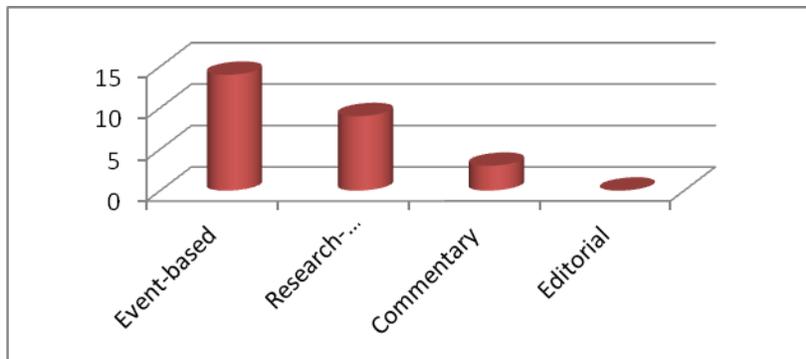


Figure 11: Nature of articles and programmes reviewed

The key people quoted in these programmes and articles were government officials, including Members of Parliament (MPs), ministers, NFA staff and District Forest Officers. Voices of community members only came through 7 times as being quoted across the total number of articles reviewed. Of the four reporters interviewed, only 2 mentioned having used voices of community members in their reports.

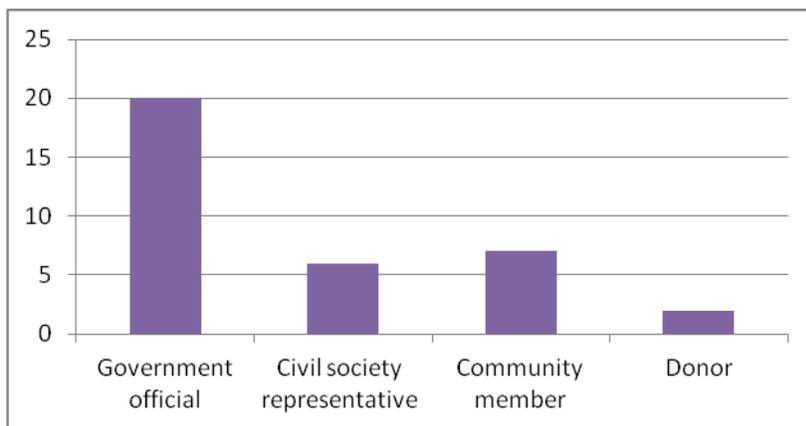


Figure 12: Inclusion of various categories of people in media articles

## 6.10 Journalists' skills, knowledge and willingness to cover forestry governance

The level of the skills, knowledge and willingness determine the extent to which journalists cover forestry governance issues in the media. Four journalists (reporters and programme producers) were interviewed for this assessment. Only one of them (Abubakar Tyaba-NBS TV) was a designated environmental reporter and the rest are general journalists.

### 6.10.1 Skills in forestry governance reporting

The study identified total of six training events that were attended by the journalists, both in and outside Uganda during the period Jan-June 2013. These ranged from one day to two weeks, with content ranging from enhancing reporting on tree planting, reporting on protected areas, climate change, general environment issues, to the *'Strengthening Media, Civil Society Organizations and Citizens Role in Forest Resource Governance in Uganda project'* content. Although Abubakar Tyaba (NBS) had more considerable training in the field, still there was

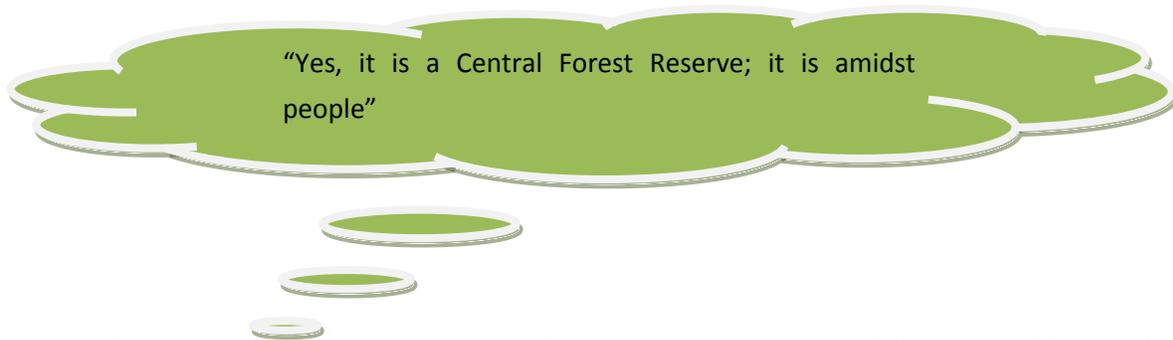
nothing focusing on forestry governance. The first interaction with forest governance issues reported by all the journalists is when they attended the training cum project launch in Hoima.

### 6.10.2 Interest (willingness and attitude) in Forest Governance issues:

As a measure of attitude and willingness, 4 journalists were asked what their personal/professional interest is in forestry governance issues. Sensitization on tree planting and protection was reported by 2 of the 4 journalists as the professional/personal reason they are interested in forestry governance issues. Other interests mentioned are interpretation of forestry laws, having a background in tourism, accessing and working with forest-adjacent communities and general environmental reporting.

### 6.10.3 Knowledge of forestry governance issues

While 3 of the 4 respondents mentioned they do have copies of the National Forestry and Tree Planting Act 2003, only 2 could mention how it provides for citizen participation in forestry governance in Uganda. Knowledge of forest legislation was scanty among the journalists interviewed as exemplified below. When asked to clarify whether the forest reserve he was referring to during an interview, was a Central Forest Reserve, one respondent responded thus:



When asked how knowledgeable he is of the contents and provisions of the National Forestry and Tree Planting Act, 2003, another one said:

"The part I have been able to read (of the National Forestry and Tree Planting Act, 2003) so far was talking more about roles of NFA, the parent ministry and why we should plant more trees".

The following were the challenges faced by journalists in reporting on forestry governance issues; among them:

- Some areas/communities are hard-to-reach due to rough topography

- Intimidation from civil servants (district forestry offices, police, National Forestry Authority) and politicians.
- Threats and actual violence by forest encroachers. “In fact, twice I survived being lynched by encroachers. They are very daring people” (Abubakar tyaba, NBS TV)
- Bureaucracy, making access to information in public offices, problematic
- Inferiority complex and fear by community members, making it difficult for reporters/journalists to get information from them when approached.
- For Kampala-based media houses, the forestry story is far deep in the forest; extracting it means long days away from station (difficult for journalists paid by story count) while obtaining facilitation from the media house, for many days is not easy.



Figure 13: Forest governance story is deep-seated in the forest making it difficult for Kampala based journalists to access it

- Inadequate documentation- lack of still photo cameras (for radio and newspapers) was particularly pointed out as a barrier, especially in cases where the quality of the forest has been abused. Photos would bring out the extent of damage more vividly.

## 6.11 Stakeholder engagement with the media

### 6.11.1 FOREST partners engaging the media

Overall, engagement that has happened has been focused on broad environment conservation issues. From the assessment, there has been fair but ad hoc engagement of the media by FOREST partners and CARE. The FOREST partners namely, ACODE, JESE, CDRN, and ACCU, do not have media/communication strategies. This has involved writing articles/opinion pieces in the newspapers by CSOs, media covering workshops and field monitoring activities, CSOs being hosted on radio talk shows as well as being interviewed for TV programmes and news items.

Only 2 of the CSOs assessed for this baseline had media/communication strategies; only one of these two had a person in charge of media/communication activities and implementation of the strategy. However, 4 of the 5 organizations (including Care International in Uganda) have engaged

journalists/media houses for various activities, including coverage of events, field monitoring visits, placement of advertorials, jingles and adverts.

There are some initiatives that have been tried out by some of the FOREST partners and they provide a learning platform for further alliance-formation

*“There are some Memoranda of Understanding we have been trying to initiate with NTV but we got stuck around the area of harmonizing expectations of development work with media which is largely commercial on the side of the media. We are also in the process of developing relations with the Uganda Environment Journalists Association (UEJA). We are trying to use these associations and we would like to use them more” (Kandole Annet Balewa, Care International in Uganda).*

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Some of the FOREST partners were also able to engage the media through issuance of press releases on key forestry governance issues like corruption.

“We have engaged them on different projects and at various angles. We engaged them a lot on corruption in the forest sector. We had articles in the newspapers (The Daily Monitor, June 2013), radio talkshows” (Martin Zinira, MIRAC).

### **6.11.2 Media engagement by NFA and District forestry Offices**

The NFA and district forestry offices engage the media mainly to cover training and other workshops. The forestry staff does not give a chance to journalists to cover issues that could questions on their performance with regard to good forest governance.

### **6.11.3 Media Engagement of Civil Society Organizations and policy makers**

Engagement of Civil Society Organizations (CSOs) by the journalists is mainly by interviewing/hosting them for articles and programmes, formation of partnerships and getting joint funding and being invited for workshops, sharing radio programme work plans and concept notes (for them as resource persons and potential sponsors of programmes), using their reports and other technical materials as references and sources of evidence.

Likewise, policy makers (at various levels; central/national, district, sub county, NFA) are engaged mainly as studio guests and field interviewees, where applicable.

### 6.11.4 Impact of the engagement

In some cases, this engagement has enabled journalists continue sensitization on environmental conservation, some of the issues addressed have attracted stakeholder and duty-bearer attention, while in one case, journalists have been encouraged to pursue further studies to strengthen their understanding of the issues.

*“there was eviction of encroachers after we issued press releases, various other issues are also getting the attention of key stakeholders. We have also broken story ideas for them because we have monitors on ground where they cannot reach” (CSO Partner Hoima).*

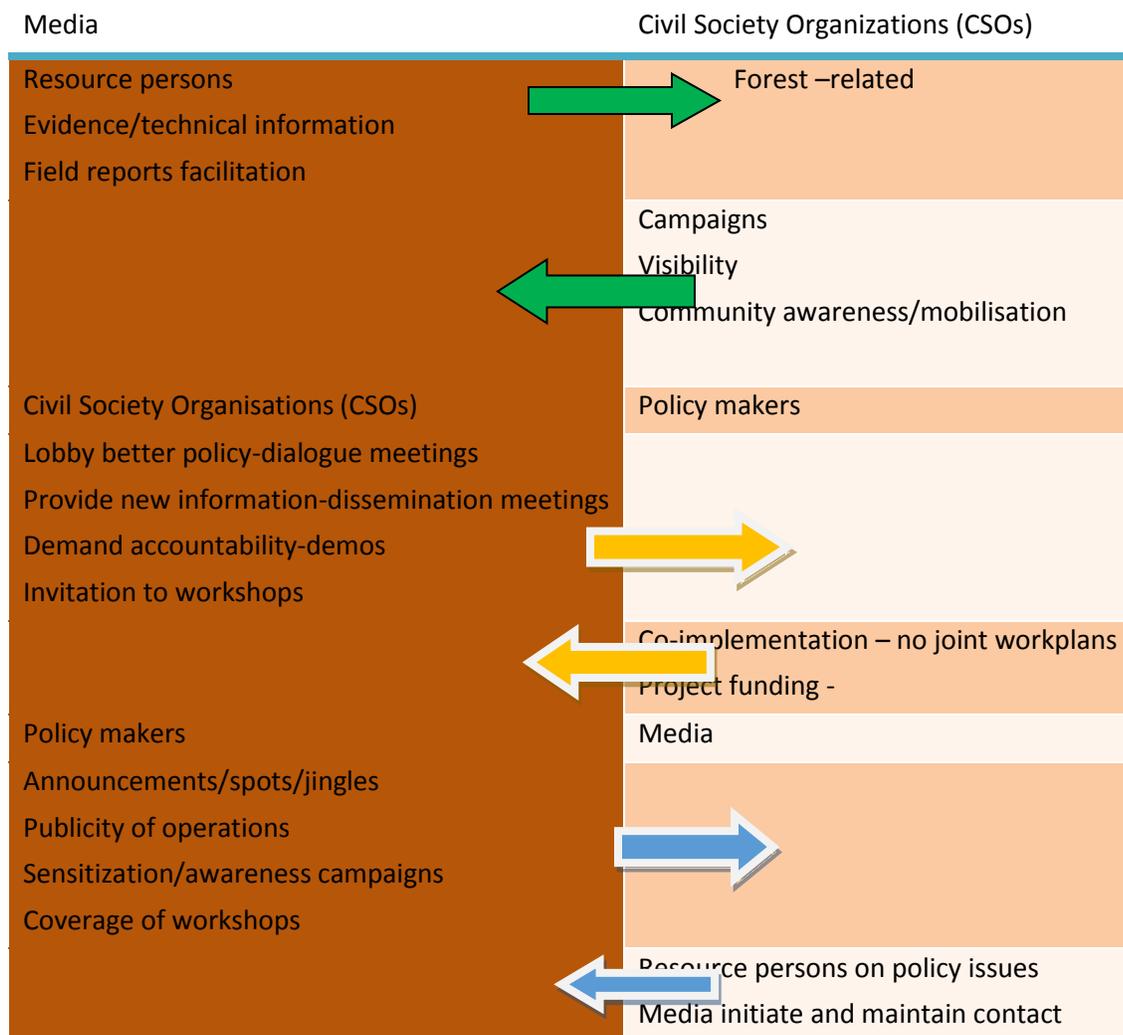


Figure 14: Mapping media, policy makers and civil society organizations engagement for forestry governance

## **7 Conclusions and Recommendations**

### **7.1 Recommendations**

The recommendations are categorized under three key themes that also reflect the study objectives although some of the recommendation may fit under more than one theme. The themes include: Awareness creation on forestry policies and laws; community participation in monitoring implementation of forestry policies and laws; community access and control of forest resources.

#### **Awareness creation on forestry policies and laws**

CARE and her partners (ACCU, JESE) should develop a comprehensive awareness programme on forestry governance especially on forest policies and laws for forest adjacent communities especially those not involved in CFM, cultural, opinion, religious and Local government leader. The awareness programme should employ different approaches depending on the target audience at given time. The approaches may include workshops, community awareness meetings, media, and newsletters among others.

Specifically, JESE, ACCU and NFA should ensure that the CFM and CBM groups in the districts of Mubende, Kyegegwa, Kyenjojo, Kibale and Hoima undergo refresher training on forestry policies and laws. JESE and ACCU in collaboration with NFA and DFS should invest in the production of awareness materials such as posters with key messages, production and translation of popular versions of forestry policies and laws into local languages, which is easy to read and understand by the local community.

JESE, ACCU and other CSOs, NFA and DFS in all the 5 districts of Mubende, Kyegegwa, Kyenjojo, Hoima and Kibale should organize training on Local Government political leaders at sub-county and district levels on forestry policies and laws with emphasis on their roles and responsibilities and coordination in implementing the policies and laws in their respective areas of jurisdiction. It is further recommended that all councilors at levels should undergo induction training on forestry policies and laws soon after being elected into office. Copies of the forestry policy and laws should be availed to all sub-county and district councils for reference during implementation. These efforts will enhance knowledge on forestry policies and laws among political leaders and improve fulfillment of their responsibilities in policy implementation

JESE, NFA, and DFS should endeavor to use existing platforms, institutions and events to deliver the forestry awareness programmes. These include culture institutions, NAADS community groups, women groups, CFM groups, resource use groups whether registered or not, Churches, schools, etc.

Above all there is need to lobby for increased funding to District Forestry Departments to facilitate effective implementation of awareness programmes on forestry policies and laws in the respective districts

### **Stakeholder participation in monitoring the implementation of the forest laws**

NFA in conjunction with CSOs should roll out the CFM process around all forest reserves as an avenue for enhancing community participation in decision-making processes but also for awareness creation on forest policies and laws and benefit sharing from forestry resources. The dormant CFM groups and agreements should be reviewed and reactivated to ensure each party fulfills her obligations.

CARE together with ACODE should follow the benefit sharing policy formulation process with the FSSD, and NFA and ensure that it is finalized to allow the CFM groups share benefits as an incentive for the increased participation in forest governance. JESE should engage the NFA and work out a modality to have the CFM processes that were initiated years back around Matiri CFR finalized so as to facilitate community participation in the management of the reserve.

CFM Groups with support from CSOs should lobby for increased benefits to further motivate the local community to participate in the governance of forestry resources.

In order to encourage participation of stakeholders, ACCU and JESE, should seek for avenues for engagement with duty bearers with the aim of increasing/improving on the level of transparency, accountability and responsiveness in relation to illegal forest activities.

CARE and her partners should develop and conduct awareness sessions for judiciary on the relevant forestry policies and laws to enable them adjudicate against forest crimes in a fair and just manner.

The study also points at the Uganda Forestry Policy and the National Forestry and Tree Planting Act as being weak on regulating forestry activities on private land. CSO should support the local governments to develop bylaws and ordinances to regulate activities in private forests. At national level there is need to engage the Ministry of Water and Environment to review the policy on private forests, to provide for suitable regulations and incentives for effective governance of forests on private land. To further enhance the participation of private land owners in the management of forests on their land there is need to reduce bureaucracy in the process of developing and registering the management plans by the district land boards.

### **Community structures and stakeholder forums and networks**

Participation of the citizenry in forest governance requires effective coordination and harmonized community voices. As part of building and strengthening community structures, JESE, ACCU and EA should support the development of coordination mechanisms for the various forest governance community interest groups (CFM, CBMs, Private forest owners, key resource user groups). Such mechanisms could include formation and strengthening specialized associations and networks, which

command stronger bargaining powers than individual efforts during engagements with duty bearers. EA should reactivate existing networks and multi-stakeholder forums (Forest level networks, UNETCOFA, Kibale and Masindi ENR forums to provide effective platforms for discussion of forest governance issues. EA should also facilitate UNETCOFA to expand membership to cover other CFM groups in Kyenjojo, Kibale and Hoima districts as part of UNETCOFA strengthening.

In order to enhance the demand for transparency and accountability from duty bearers, strong community structure are important. JESE, EA, ACCU and other like-minded CSOs should invest in the building of strong and robust community structures. These among other should include strong CFM groups and networks, CBM district and regional networks, private forest associations, resource user associations, for example charcoal associations. These networks and associations will help to increase the voice of the community with regard right to resource access, participation in decision making on forest governance and demanding accountability from duty bearers on forestry governance issues.

#### **Transparency, accountability and responsiveness**

In order to improve on accountability, responsiveness, participation and coordination among the different stakeholders, an elaborate and more efficient monitoring system involving CBMs should be put in place. The system should ensure increased community participation in monitoring and the fight against illegal forest activities. This system should also ensure that illegal activities going on in the forestry sector are reported to duty bearers and feedback on action taken is given to all stakeholders.

It is important that enforcement of the law against forest illegalities is carried out in a fair and equitable manner in accordance to the law irrespective of the personalities caught in the act. ACCU, JESE should develop improved monitoring systems with clear roles and responsibilities for different stakeholders participating in the monitoring system. More specifically the system should ensure wider sharing of information and reporting on illegal forest activities. This help to enhance stakeholder participation, expose corrupt tendencies and improve on responsiveness from duty bearers

To further enhance transparency and accountability, duty bearers should endeavor to avail information pertaining key activities taking place in the various forests. Such activities could include all for license applications for resource harvesting, licenses offered for resource extraction (i.e. to who, for what, where, when and for how long). Such information could be availed on public notices boards at parishes, sub-counties and districts. Use of available platforms like churches, mosques during prayer days could also be used to pass information.

FOREST programme partners develop and strengthen District and regional coordination and feedback especially on monitoring and handling illegal forest activities. Such mechanisms should involve duty

bearers mandated with the management of forestry sources and all stakeholders have a role to play in the management of forestry resources. Such mechanisms will contribute to increased levels of transparency and accountability in the management of forestry resources.

### **Community access rights to forest resources**

Due to limited forestry staff to cover all corners the forest estate, the study discovered that the communities are using their access rights in a wrong way to conduct illegal forestry activities. It is incumbent upon the duty bearers to ensure that the local communities have fair equitable and to transparent access rights to forest resources that are in line with the forestry policies and laws.

The promotion of legal community access rights to and control forest resources should ensure the participation of women as they have been left out in decision-making processes in forestry.

A study or a review of earlier studies CFM should be undertaken assess the reasons for the low motivation of CFM members, the actual benefits gained through CFM, obligations of CFM members AND What should be done to increase the attractiveness of the CFM processes.

### **Strengthening performance of journalists in coverage of forestry governance issues**

In order to improve performance of journalists in coverage of forestry governance issues the study recommends the following:

- PANOS with support from CARE should develop and conduct training sessions for journalists to enhance in-depth understanding of forestry governance issues.
- PANOS should pro-actively develop a mentoring programme for media reporters to pick interest in this area of reporting on forestry governance issues, especially in cases where there is one reporter knowledgeable on forestry governance aspects in a media house
- PANOS with support from CARE should provide journalists with copies of forestry policies, laws and other useful forestry literature as background for factual reporting
- PANOS should link journalists to professional people working in the forestry sector so as to access more technical resources and latest information
- Use of other customized communication channels like policy dialogues, newsletters, social media and community dialogues to supplement media programmes
- There is need for training in research, compilation and production of feature articles and programmes on forestry governance issues
- In order to improve working relations with the media, CARE with support from PANOS should organize training of CSOs and duty bearers in some aspects of media. This will correct the impression that journalists are usually interfering, looking for rumors or information to tarnish which usually results in avoiding the media where possible or harassing journalists in some cases

- In order to improve coordination among media houses and journalists, Formation of close links (may be through a Google group), should be created. This will help to ensure sharing of stories, tips, resources, contacts, strategies and experiences. Journalists have different sets of skills, varying levels of knowledge and so the close sharing will be mutually beneficial.
- PANOS should organize Bang! Activities for the partner media houses to cover and air/publish programmes and articles at the same time for better-felt impact. These can be organized on a regional basis or involving all the journalists on the project.
- PANOS should organize and coordinate regular meetings should be organized bringing together the partner media houses, district/NFA staff to review progress and plan for future activities
- Media engagement being a new and unique initiative in the forestry sector. The programme through
- PANOSEA should emphasize documentation of activities, processes and outcomes so that at the end of the project, these can be compiled into a booklet of Good Practices and Lessons Learnt for wider sharing

## 7.2 Conclusions

Knowledge on forestry policies and laws by all stakeholders is a basis for effective participation in their implementation. Knowledge on policies and laws promotes effective monitoring, demand for accountability from the citizen and consequently improves transparency and responsiveness in the governance of forestry resources. This baseline study found out that generally, forest adjacent households especially those not involved in CFM and the local government leaders had scanty knowledge on forestry policies and laws. Even the little knowledge was always misinterpreted. The study has put government political leaders at Sub-county level on the spotlight of being ignorant about the forestry policies and laws and yet they have the mandate to enforce them. The inadequate implementation of the forest policies and laws can therefore be attributed to inadequate knowledge on part of the would-be enforcers on one hand but also deliberate corruption on the other.

The study identified limited coordination between stakeholders and weak community structures as some of the factors limiting effective participation in implementation of forestry policies and laws. The level of responsiveness and feedback from duty bearers on reported cases of illegal activities was less than 30% of the cases reported by citizens in 2012/13 financial year. This in itself shows low levels of transparency and accountability on the side of duty bearers.

The study has revealed the absence of strong community structures and multi-stakeholder forums to effectively engage with duty bearers on governance issues in most Albertine districts. Stakeholder

efforts are fragmented in CBOs and associations are largely weak and competing with others in some instances. The CFM groups are largely dormant and yet they were envisaged to be platforms for community participation in forest governance. Kiryandongo and Buliisa districts do not have any stakeholder forum and forest governance issues in those districts are so glaring.

Media coverage of forest governance issues is still very low; the highest number of articles/programmes in the six-month period covered by the assessment was thirteen (13) by Kagadi-Kibale Community Radio. This number can probably be explained by the proximity of the radio station to several Central Forest Reserves that have been faced with massive encroachment in the recent past.

The quality of coverage of forest governance issues is low due to limited knowledge and skill in forest governance reporting; most of the reports are barely scratching the surface. In-depth research and analysis of the issues is lacking in the reports reviewed

There are however some good initiatives in some media houses regarding promotion of citizen participation in forest governance, interaction among citizens, duty bearers, media and civil society. A few of these are given here;

Kagadi-Kibale Community Radio has initiated and conducted several community dialogues that bring together citizens, personnel from the radio station, District Forestry Office staff, National Forestry Authority staff, civil society and politicians. In these community dialogues, governance issues are discussed openly.

Nile Broadcasting Services conducted a tree planting campaign codenamed, '31 million people, 31 million trees' which targeted key figures in Uganda and all members of staff were involved. The campaigns also involved a Memorandum of Understanding (MoU) with National Forestry Authority, to code and trace the trees planted under the campaign in order to keep stock of the numbers. Standard Chartered Bank was also brought on board the campaign. The campaign was halted due to shortage of funds.

There is a considerable degree of engagement of civil society by the media through mainly interviews and requests for information for articles and programmes but this generally leaves out thorny forest governance issues.

## **8 References:**

The National Forestry and Tree Planting Act, 2003

The Uganda Forestry Policy, 2001

The National Environment Act, 1995

The Access to Information Act, 2000

Prof John Kaboggoza. Forest Plantations and Woodlots in Uganda. African Forest Forum Working Paper Series,2011

Uganda Bureau of Statistics 2012 Statistical Abstract June 2012

Governance Context Analysis of FOREST Programme work report March 2013

## 9 Annex 1: Data collection for FOREST and CARE Denmark indicators

No.	FOREST indicator	Data details	Comments
1.1.1	# of CSOs involved in forestry issues at district, national and/or international level.	Could consist of a list of members in Forest Governance Working Group + Uganda Forest Governance Learning Group. The CDRN study to investigate if there are more CSOs in the ENR-CSO network that are involved in forestry issues.	Are they involved at district, national or international level? (CDRN can check). It is not important to categorize which partner organization these CSOs are part of / belong to.
1.1.2	# of CSOS with functional linkages at district, national and International levels.	These are <u>CSO</u> linkages! Getting this data must form part of CDRN's assessment of the capacity of CSOs in the forest sector. They need to map and present these data.	Would be good with a matrix with all organizations and mapping which of their potential networks they are member of. Not important to map which partner organization these CSOs are part of / belong to.
1.2.1	# of functional multi-stakeholder forums at district level; at national level; at international level.	Some data in section 3.7.2 of baseline report, but we would like to see a table with - district / name of multi-stakeholder forum / membership / assessment of functionality.	EA to make a first attempt at this table. It can later be enriched by CDRN studies, in discussion with EA.
1.2.2	# of forestry issues raised by CSOs in multi-stakeholder forums at district, national and/or international level.	In addition to the above table, add information on the issues raised in each forum during the reporting year.	Important issues can then be counted and reported in the format. Each issue can be listed.
1.2.3	# no. of examples of forestry issues raised by CSOs and	To add in the above table - if and how the issues have	Even issues addressed that have been a result of efforts

	multi-stakeholder forums that have been addressed by duty bearers.	been addressed by duty bearers.	outside the multi-stakeholder forums can be mentioned and counted.
2.1.1	# of institutionalized spaces of forest policy formulation, planning or implementation with CSO participation – at district, national and international level.	The first step is to list the different types of invited spaces provided for in the various types of legislation (at the 3 levels) – and then to determine if they are occupied by CSO representatives.	Claimed spaces can also be included. The multi-stakeholder forum is an example of a claimed space. CFMs is an example of a community level invited space.
2.2.1	# of forest governance issues identified as a result of efforts by CSOs per year.	The ITC platform for forest illegalities monitoring is where the governance issues are recorded. From all the cases reported, the ‘forest governance issues’ will be identified and counted.	It is important that FOREST partners and CARE keeps accessing and assessing the records in the ITC platform – in order to understand if it works as intended or needs to be adjusted.
2.3.1	# of identified forest governance issues used for advocacy work per year.	Are partly drawn from the above - partly from other sources.	Prioritizing the issues is done by FOREST partners and in the FGWG.
2.3.2	# (or examples) of media houses amplifying forest governance issues - and the quality of this reporting.  (suggested changes in red)	The quantitative indicator might not be practical to collect data for – it is more important to look at examples and assess the general quality of the forest governance reports.	The baseline report covers the issue of a qualitative assessment of media houses' coverage of forest governance issues - not no. number is decided.
2.3.3	# of identified forest governance issues raised in the media (leading to improved citizen dialogue and participation in forestry governance).	PANOS to count the forest governance issues raised in media (documenting media reports in selected media).	It is mainly the first part of the indicator that we want to monitor (the results might be difficult to measure).
3.1.1	% of poor and vulnerable citizens (women and men)	ACCU and JESE have collected data on this and presented in	The original indicator counted the number of

	aware of their rights of access to and benefits from forest resources.	the baseline report. It would be good to get data for each group of respondents - in particular the 'households' and 'non CBM groups'.	citizens being aware etc.; the baseline data collection indicates that it is more useful to use a percentage (as it will have to be a sample survey).
3.1.2	# of formal arrangements through which community members access forest resources. (change of indicator formulation)	Can we collect the existing number of CFMs, charcoal licenses, etc. – in focus districts?	A qualitative assessment must also be there; the type of resource collected, the extend of benefit to the citizens and/or the authority.
4.1.1	# of ENR CSO network members meeting the QUAM minimum requirements.	This will be covered by the initial baseline for FOREST partners and for the ENR-CSOs by CDRN capacity assessment.	
4.1.2	# of CSOs equipped with technical capacity in participatory forest management.	This will be covered by the initial baseline for FOREST partners and for the ENR-CSOs by CDRN capacity assessment	
Abandoned indicator (from original FOREST LFA matrix)			
3.1.3	Representation of poor and vulnerable citizens (women and men), dependant on forest resources, in collaborative forest management fora and formal decision-making structures on forest management.	This indicator will be taken out of the LFA matrix: Part of it is covered by other indicators, and none of the partner projects specifically address outcomes that justify or enables data collection in relation to the indicator.	
CARE DK GLOBAL INDICATORS (to be added at the end of the FOREST monitoring framework)			
DoC 1	<u>CDK partnership indicators:</u> - Number of partners who met their benchmarks related to	Ask FOREST partners during PCC meeting if any of them have a plan to enhance, broaden or increase their membership and/or constituency base - and then ask them to report by	

	membership/constituency outreach	end of the year if they have been able to carry this plan out.
	<u>CDK programme indicators:</u> - Number of people directly reached	Count the number of people mobilized, trained or otherwise directly participating in the programme activities.
	- Number of people indirectly reached	We need to get guidance from CDK on who to include in this indicator.
	- Number of CSOs/CBOs/ representatives of the interest group reached and trained by partners	This is part of the counting the number of people directly reached – but split between men / women and CSO representatives / other citizens.
	- Number (and examples) of interest group members involved in gathering and using evidence	Count the number of CBMs and other similar interest groups that collects and documents data around forest governance.
DoC 2	<u>CDK partnership indicators:</u> - Level of Increased ability of partners to undertake advocacy (based on partner scoring) - Level of progress with the implementation of partner advocacy plans (based on partner scoring) - No of partners who have used the human rights normative system, linking advocacy to human rights issues and processes (the right to food, and/or other areas)	These three indicators will form part of an assessment framework that Gladys will develop for discussion and self-assessment by FOREST partners in the PCC.
	<u>CDK programme indicators:</u> - Number (and types of) joint actions / advocacy initiatives	Reference will be made to the figures collected for FOREST indicator 2.3.1 and 2.3.3.

	coming out of strategic alliances or networking/coalition building initiatives supported by the programme	
DoC 3	<p><u>CDK partnership indicators:</u></p> <ul style="list-style-type: none"> <li>- Level of progress against partner capacity development plans (based on partner scoring)</li> <li>- No of partners showing progress in organizational legitimacy (in the eyes of government, other civil society and constituencies/impact groups)</li> <li>- No of partners showing progress in organizational transparency and governance (with a focus on downwards accountability)</li> <li>- No of partners showing progress in organizational representation and inclusion (in organizational structures and practices)</li> <li>- % of partners funding comes from other sources than CARE</li> <li>- No of initiatives to harmonise partner funding/reporting with other donors</li> </ul>	<p>Be selective on these indicators since there are quite a number of them. Dezi will discuss them with CDRN so that they include the most important ones in their capacity assessment of partners and the ENR-CSO network members. Most of the indicators are also covered by the QuAM standards, so it will be practical to select those that form part of these.</p>