

UGANDA: CONSERVATION OF THE BWINDI IMPENETRABLE NATIONAL PARK AND THE MGAHINGA GORILLA NATIONAL PARK

A Project Proposal for the Global Environment Facility

Final Executive Project Summary

Country:	Uganda
Proposed GEF Financing:	US\$4 million
Associated Bank Project:	None (free-standing)
Cofinancing:	USAID: US\$0.5 million
GEF Eligibility:	Uganda per capita GNP: \$170 (1991)
Global Environment Objective:	Biodiversity Protection

Background

1. The Bwindi Impenetrable National Park (BINP) and the Mgahinga Gorilla National Park (MGNP) in southwestern Uganda are among the most biologically diverse tropical forests in East Africa and represent the rapidly dwindling Afro-montane ecosystem. The 300 sq.km. BINP is the largest remaining tract of natural forest in Uganda and is the only site in East Africa encompassing an unbroken ecological continuum of lowland, transitional and montane forest. The 48 sq.km. MGNP represents the Ugandan part of the Virungas volcanoes range. The entire world population of approximately 600 Mountain Gorillas (*Gorilla gorilla berengei*) is found within the Virungas range and the BINP. These forests also serve as critical water catchments and as sources of forest products which are greatly valued by local communities. The human population density in this area is one of the highest in Africa: the total population of the three Districts adjacent to the parks' borders was about 927,000 in 1991^{1/}, with densities ranging from 79-301 people/sq.km., (compared with a national average of 85) There are already significant ecological impacts from harvesting of timber and other forest resources and poaching. Agricultural encroachment also presents a major future threat.
2. A World Wildlife Fund gorilla conservation project and a USAID-funded "Development Through Conservation" (DTC) project have been active in and around the BINP for several years, funding research and conservation activities and helping to reduce human pressure on the forest resources by supporting development of economic alternatives. The DTC project primarily covers the 24 Parishes immediately surrounding BINP (encompassing an radius of about 5 km from the park boundary), with a total population in 1991 of about 98,200 (the proposed "catchment area" for the Trust, two Parishes out from the borders of both parks, encompasses about 214,300 people). The GEF project would complement and extend these initiatives and help implement the GOU's policy to ensure that local communities obtain benefits from protected areas and are consulted and involved in their management.
3. A National Environmental Action Plan, prepared by an independent secretariat and multi-sectoral task forces, is expected to be adopted by the GOU by the end of 1993. Implementation of the NEAP will be supported through follow-up projects and investments which are expected to address, among other things, strengthening the institutional and policy framework for conservation of biodiversity and management of protected areas.

^{1/} All demographic data are from 1991 census; local average population growth rate between 1981 and 1991 was 3.5%.

OFFICE MEMORANDUM

DATE: June 17, 1993

TO: Distribution

FROM: Sushma Ganguly, Division Chief, AF2AE *SG*

EXTENSION: 82547

SUBJECT: **UGANDA: Global Environmental Facility Biodiversity (Bwindi) Project
Final Executive Project Summary/Pre-Appraisal Review Meeting**

1. Please find attached the draft FEPS for the above project. A pre-appraisal review meeting, to be chaired by Mr. Francis Lethem, Project Adviser, AF2, is scheduled for 2:30 p.m. on Monday, June 28, 1993 in Room J-10-044. Your participation in the review meeting is requested; if you are unable to attend, please send your comments and suggestions by EM to the Task Manager, Ms. Agi Kiss, in Nairobi, and copied to Ms. Cynthia C. Cook (Ext. 34341, Room J-3-135).

Distribution:

Messrs./Mss. Colaço, Lethem, Miovic (AF2DR), Carter, Gebhart, Ablo (AF2CO), Vidaeus (o/r), Quisumbing, Bhattacharya, Mackrandilal, Jones (AF2AE), Kiss (AF2AA), Doyen, Cook, Falloux, Sharma, Bertilson, Cabal (AFTES), Shen (ASTEN), Newcombe (ENVGC), Davis (ENVSP), Rees (ENVLW), Ohri (AFRVP), Zerabruk (LEGAF), Wijesinghe (LOAAF)

:cj

arc
This looks interesting
Too late to attend? Use you, none the less, Col. Falloux
Col.

[Faint handwritten notes]

pass the entire grant to the Trust Management Board (TMB) of the MBIFCT, which will be established as an independent body under Ugandan Law. The voting members of the TMB would serve as the Trustees of the funds and be responsible for project implementation. Its composition, responsibilities and operational modalities would be defined in the Trust Deed which establishes the Trust and in its by-laws. The primary legal beneficiaries of the Trust would be the BINP and MGNP; the secondary beneficiaries would be the local communities.

8. The TMB would consist of one representative each from: UNP, the Forest Department, a national conservation NGO (initially the Wildlife Clubs of Uganda), an international conservation NGO with an active program in the area (initially WWF), a research institution active in the area (initially the Mbarare University Institute for Tropical Forest Conservation), the private sector tourism industry (initially the Uganda Tourism Association), and the three Districts which surround the two National Parks. There would also be ex-officio representatives from the MTWA, Ministry of Finance and Economic Planning, Ministry of Justice and Constitutional Affairs, and the donor community (initially USAID). Each party will be responsible to select its own representative. An initial "interim" Board acceptable to IDA will be appointed by MTWA to serve for two years, after which those TMB members will either continue or be responsible for replacing themselves. A small secretariat would be established to serve the TMB.

9. The TMB would invest the Trust capital overseas by hiring an assets manager, or by establishing an overseas Trust with the MBIFCT as its beneficiary and appointing a financial trustee. The preferred alternative will be identified at appraisal. A Local Community Steering Committee (LCSC), consisting of representatives of local "stakeholders," i.e., conservation field projects, the Park Wardens and communities (including a representative or spokesperson for the Batwa pygmies--see para. 15), would serve as the main liaison between the TMB and the communities, screen community proposals and forward successful proposals over \$500 equivalent to the TMB for approval (under \$500, the LCSC could approve). A Technical Advisory Committee would assist the TMB in evaluating the ecological, economic, environmental and social soundness of proposed projects. A Trust Administration Unit (TAU), consisting of an Administrator and two community extension workers, would be established at Kabale. It would be responsible for community outreach, initial screening of community proposals and forwarding them to the TMB, disbursing funds to recipient groups and maintaining financial records and accounting, and monitoring and evaluation of projects. Accounting would be made to the TMB, the GOU and the World Bank for the first five years, and thereafter to the TMB only, but with access to all financial reports available to all legitimately interested parties, including the local communities.

10. Like the other "stakeholders," the communities would select representatives to serve on the LCSC and the TMB. Initially this would be done through the "Resistance Councils," which the majority of community members surveyed identified as the best existing mechanism. It is expected that other mechanisms will emerge later and ultimately the LCSC would include representatives of geographic locations, women's groups, and cross-cutting special interest groups such as beekeepers' associations and ambulance societies. Special arrangements would be made to ensure that the interests of the local Batwa community are effectively represented.

11. A "Trust Administration Manual" would set out the details of implementation including: project selection criteria, mechanisms to ensure social and environmental assessment of projects, disbursement and procurement procedures, financial management and accounting procedures, responsibilities of the TAU, etc. First year work plans for the TAU and the research and park management components would be submitted for IDA review prior to project effectiveness. For the first five years of the Trust's operation, work plans including proposed allocation of funds would be reviewed by the GOU and IDA prior to final approval by TMB.

Project Sustainability

12. This project specifically aims to overcome the common problem of lack of sustainability of traditional projects. Sustainability will be achieved on four fronts: (a) direct financial sustainability, through preservation of

properly managed but potentially damaging if not effectively monitored and controlled. Management plans are under development for both BINP and MGNP, involving a commendably participatory process. Progress and a timetable for completion of these plans will be reviewed at appraisal.

- (b) **Funding of project administration costs.** A firm commitment would be obtained from USAID for USAID funding of the first three years of Trust administration. The GOU, USAID and the Bank must agree on the composition and terms of reference for the TAU. The administration budget must also be reviewed to ensure that the costs can be met in later years from the Trust income.
- (c) **Adequacy of community extension coverage.** Effective administration of the Trust would require a considerable community education and extension work, but the population to be served is large and scattered over a wide area with poor transportation and communications infrastructure. The proposed TAU would have only two extension workers and would rely on other resources, particularly the community extension workers and UNP community conservation wardens supported by the CARE/DTC project, to supplement them. This will require specific agreements and arrangements, which should be set out in the TAU terms of reference (for collaboration with DTC staff) and in the park management plans (for the UNP community wardens). The precise "catchment area" for the Trust should be specified; ideally it should be the same as for the DTC (the DTC area may be expanded beyond the current one Parish perimeter);
- (d) **Specifying eligible uses of funds.** The nature of the project makes it impossible to determine in advance precisely how the funds will be used, particularly over the long term, yet project approval would require an assurance that funds will be used in accordance with the project objectives. Detailed criteria for selection of community development projects are being developed (see para. 5) as well as indicative work plans for the research and park management components. These criteria would be set out in a Trust Administration Manual and reflected in the By-laws of the Trust Deed and in the constitution of the LCSC. A mechanism will also be needed for GOU and IDA review of Trust work plans (proposed allocations of funds) for the first five years of Trust operation to ensure that the institutional mechanism is functioning as intended.
- (e) **Ensuring participation and benefits for the Batwa.** Studies done during preparation and pre-appraisal indicated that a small, vulnerable local population of Batwa pygmies (indigenous forest dwellers) is at risk of suffering reduced living standards as improved park protection reduces their access to forest products which represent an important (though illegal) economic resource for them. The TAU would be responsible for ensuring that the project addresses their interests and provides mitigatory benefits, but the precise measures to be taken remain to be defined and reflected in the TAU work plans. The TAU must also have the necessary technical capacity to implement them.
- (f) **Establishment of institutional structures.** While the basic compositions of the TMB and LCSC are agreed, the community representatives on each remain to be identified. This should be completed by appraisal, after which the MBIFCT can be legally established and the LCSC constituted.

16. Proposed conditionalities would involve:

- (a) Drafts of the Trust Deed and By-laws, the MOU between the MBIFCT and UNP, the LCSC constitution, the Trust Administration Manual and first year work plans for the TAU and the research and park management components, all satisfactory to the Bank, should be submitted prior to negotiations. The execution of the Trust Deed, and the MOU and adoption of the LCSC constitution would be conditions of effectiveness;
- (b) Selection of the assets manager or establishment of overseas trust and selection of financial trustee would be a condition of effectiveness;