



# The Impact of Sector Reforms ON Forest Management in Uganda

FORESTRY SERIES # 4

NOVEMBER 2003

*Irene Makumbi*

## 1.0 INTRODUCTION

The forest estate in Uganda has predominantly been managed by the central government under the direction of the Forest Department (FD) for over 100 years. The management was based on a command and control system that generally excluded the participation of frontline communities. FD had a broad mandate of the management of all forest reserves in Uganda including the provision of extension services and regulation of forestry activities on private and customary lands.

The broad mandate coupled with limitations in financial support resulted in the failure to effectively manage the forestry resources. The state of affairs in the FD deteriorated in the 1970s resulting in the loss of a considerable portion of the forest estate and the related economic and environmental benefits, degradation and illegal encroachment. This has been attributed to political instability, expiry of the majority of management plans, political interference that facilitated illegal activities, over licensing, limited human resources, limited financial support for the forestry sector and public service bureaucracies such as the centralisation of revenue collection.

To address these inefficiencies, reforms for the forestry sector were approved in 1998 aimed at reversing the degradation of the forest estate, the inclusion of the private sector, communities and the local government in forestry management and the efficient delivery of extension services.

The policy and legal reforms are complete. The Forestry Policy 2001 and the National Forestry and Tree Planting Act 2003 are in place. The National Forest Authority (NFA) has been launched and staff recruitment is currently underway. The question however remains as to whether the change from a government department to an autonomous institution will result in efficient forest management in the country.

This brief will assess the impact of the five-year forestry sector reform process on the forest estate, the management of the reform process and highlight the various challenges of the FD in the management of the forest estate. We expect that this brief will provide constructive analysis to legislators, policy makers and the NFA as it assumes the reins of forest management from the FD.

## 2.0 INSTITUTIONAL CHALLENGES

The forest estate in Uganda is comprised of five categories of forests<sup>1</sup> with varying management institutions. The central forest reserves are managed by the central government through the Forest Department and the Uganda Wildlife Authority (UWA) while the local governments manage the local forest reserves. The private and community forests are managed either by individuals, communities or by cultural or traditional institutions.

The FD was established in 1898 as the lead government department responsible for forestry. It is a public institution operating under the Ministry of Water, Lands and Environment and dependant on financing from the Ministry of Finance, Planning & Economic Development and external sources such as the European Union. Its traditional roles included management of forest reserves for both protection<sup>2</sup> and production<sup>3</sup> purposes, control the harvesting of

trees on customary land, advisory services to private forest owners, publicity and forestry extension.

It carried out these responsibilities through the District Forest Offices<sup>4</sup> that acted as the linkage between the central and local governments. These offices were responsible for the coordination of government policies and programmes on forestry in the District; provision of guidance to the District Local Councils on forestry matters; and the provision of extension services.

In the recent past, the FD has come under a series of criticisms for failure to protect the forest estate from degradation and the excessive extraction of forest resources abetted by FD staff. For example, in 2000, a Parliamentary Select Committee<sup>5</sup> on Forestry was established to examine policies, plans, staffing and the legal framework of the forest sector, investigate reported encroachment and depletion of the forest

estate, the interdiction of six senior staff, and review financial management within the FD.

Furthermore, in October 2003, following the impounding of illegal timber allegedly belonging to the Minister of Water, Lands and Environment, the Head of the Timber Monitoring Unit was dismissed and the Acting Commissioner for Forestry was relieved of his duties.<sup>6</sup> The dismissal of staff is however only an interim "solution" to the causes of the failure of the FD to effectively manage the forest estate in Uganda.

As a long-term remedy, the Government of Uganda has overhauled the policy, legal and institutional framework of the forestry sector. The institutional reforms prescribed the divestiture of the Forest Department into a National Forest Authority that would have more powers on decision-making, financial and operational matters, the establishment of a District Forest Services and the Forestry Inspection Division.

***"By its own assessment, the Department lacks transport, working funds, motivation and a clear mission. As a consequence, the Central Forest Reserves have insufficient protection, investments and private sector and local community involvement."***  
***NFA Business Plan***

The FD has for all intents and purposes been declared a non-performing institution that should be disposed of and replaced by an autonomous institution. The inefficiencies and poor management practices within the FD have resulted in continued forest degradation, low revenue, and illegal activities.

The following are some of the major challenges encountered within the Forest Department that contributed among others, to the poor levels of performance and loss of the forest estate. These challenges provided the justification for the reform of the forestry sector.

- a) **Political instability and government policies** on double production that resulted into the encroachment of forests for agricultural land. In the 1970's, the Executive promoted the encroachment of forestland for agricultural production.
- b) **Limited financial support** from the government to invest in forestry. Records reflect that Government provided one third of the forestry budget to cater specifically for the recurrent expenditures while donor funds supported the bulk of the mandated FD field activities. Table 1

provides a summary of the contributions to the sector over a period of three years.

	1998/99	1999/00	2000/01
<b>Government contribution</b> used to cater for salaries and allowances, administration, supplies, transport and related institutional costs	1,442,000	1,435,842	1,873,163
<b>Donor contribution</b> used under the:	3,380,017	3,598,117	3,533,539
-Tree seed Project			
-Peri-Urban Plantation Project			
- National Biomass Study			
-Strengthening of the Forest Dept			
- FRMCP (EU)			

Source: Based on figures (in Ushs 000') supplied by Forestry Department, Ministry of Finance, Planning & Economic Development (Estimates of Revenue and Expenditure for FY 1995/96 - 2000/2001) and Ministry of Water, Lands & Environment'.

The restricted government support resulted in the failure of the FD to implement activities like forestry extension<sup>8</sup>. Furthermore, it was noted that where government provided funds, they were disbursed irregularly and often delayed and this affected the implementation of activities<sup>9</sup>. Positive progress in forestry management<sup>11</sup> is only recorded in forest reserves where there was donor presence. It can thus be noted that the inadequacy of financial resources to the FD contributed to constraints on their ability to effectively fulfill their mandate.

***"The Government financing policy is bureaucratic and cumbersome and adversely affects the operations of FD, because funding is uncertain, inadequate and provides low incentive for good management."***<sup>10</sup>

- c) **Inadequate human resource** to manage the scattered and large area of gazetted forests. The FD employed 1,016 staff with 723 core staff paid through the Treasury or districts<sup>12</sup> and 293 FD project funded staff. The number of FD core staff decreased over the years resulting in understaffing and the ban on recruitment of staff by the Government exacerbated this problem. In a report presented by the Parliamentary Committee on Natural resources on the 2002/2003 budget estimates, it was reported that;
 

*"The ban on recruitment of staff by Government has led to inadequate staffing in the Ministry<sup>13</sup>. Many posts have fallen vacant due to retrenchment, deaths or staff leaving jobs for greener pastures and have not been filled. This has affected the performance of various departments in the Ministry."*

The Select Committee report noted that the retrenchment created a vacuum and the positions of 154 Forest Rangers, 283 Forest

Guards, 700 patrol persons and 25 Forest Officers remained unfilled.<sup>14</sup> With the low staff numbers, monitoring forestry management was limited and this status quo created an opportunity for encroachment and degradation.

- d) Political interference** in forest management has resulted in encroachment of forest reserves for industrial<sup>15</sup> and commercial agriculture<sup>16</sup> purposes. There has been a failure to balance ecological and economic interests in the forestry sector and this has resulted in the tilt towards short-term economic interests to the detriment of the long-term ecological and related economic benefits.

Forest degazettement has accounted for the loss of gazetted forest areas and has been characterised by an absence of compensation for alternative land for forestry. The political pronouncements and/or directives ignore the technical advice of the FD staff, and since public servants are employees of the government, they acquiesce to unsustainable activities. This is a limitation external to the FD operations which they had no control over.

Political interference has also abetted illegal timber activities. The print media has reported that army officers, senior government officials and politicians are involved in illegal timber deals.

- Four lorries of mahogany from DRC allegedly belonging to the Minister of Water, Lands and Environment seized by Timber Monitoring Unit (TMU).
- 28 high-ranking government officials and military officers said to be involved in illegal timber deals. In the past four months, six cabinet ministers among them a Deputy Prime Minister lost their illegally acquired timber to the TMU.
- TMU impounded timber belonging to six colonels, two majors, seven captains and four lieutenants. In July, a truck belonging to Minister of Water, Lands and Environment was seized and the timber forfeited to the state; a fine was paid for the truck and the timber auctioned.

*New Vision 17<sup>th</sup> September 2003*

Unfortunately, save for the seizures that are made public through the timber advertised for auction in the newsprint media, access to information on the persons engaged in these illegal activities remains inexplicably confidential.

- e) Government bureaucracy** in the centralised system of revenue collection has been problematic. Funds collected by the Forest Department were transferred to the Treasury and none was ploughed back to implement field activities. The FD was thus dependant on limited releases from the Treasury that were often not equivalent to the revenue generated and forwarded to this common pool.<sup>17</sup> With the limited funding, the FD was incapacitated in the implementation of several field activities.

*The public service constraints on the Forestry Department have proved to be incompatible with the needs of an efficient forestry organisation and the long-term investment requirements of the Central Forest Reserves. The old system cannot work – a new approach is needed.*  
NFA Business Plan, Page 8

- f) Poor accountability** as evidenced by the lack of transparency and inequitable distribution of land leases and licences in the forestry sector. While procedures for the application of licences was in existence, the extent of compliance with the procedures left a lot to be desired. The inequitable allocation of land leases for individuals and politicians as against the local communities that reside adjacent to the reserves was a common occurrence.<sup>18</sup> The failure to provide information to the general public about the availability of land leases facilitates these inequities. Furthermore, there was very limited supervision from the FD headquarters in Kampala to the District forest offices.

- g) Inadequate remuneration of FD staff<sup>9</sup>**, poor facilitation and incentives are dangers to a high economic value resource. Inducements offered for the evasion of fees for forest products thus provided an alternative source of income for FD staff. Such corrupt practices further promote illegal activities and loss of government revenue due to under-declaration or non-payment of fees.

- h) Limited institutional coordination** between FD, UWA, the local government and other institutions that engage in forestry related activities.

With the above-mentioned challenges, the FD was inhibited from performing its mandate. In order to maintain the remaining forest estate, it was thus imperative to institute a sector reform.

## 3.0 INSTITUTIONAL REFORM

### **The National Forest Authority**

The institutional reform process started in 1998 and will be completed with the establishment of an operational National Forest Authority (NFA) to replace the Forest Department. The reform introduces new roles and responsibilities for the central government agencies, the local governments, communities and the private sector. The legislative reform process have resulted in the development of a Forestry Policy 2001, a National Forestry Plan 2002 and the National Forestry and Tree Planting Act 2003.

The reforms put into effect the decentralization and transfer of responsibilities for management of local forest reserves to local governments through the District Forestry Services and central forest reserves to the NFA. The central forest reserves have been divided into nine forest management areas cutting across the administrative district boundaries.

The NFA will be a semi autonomous institution managed on a commercial basis to conduct forestry services in accordance to a Performance Contract<sup>20</sup>. Part of the structure of the NFA includes the National Tree Seed Centre and the National Biomass Centre. These Centers provide tested seed, biomass and land use mapping.

The reform introduces a Forestry Inspection Division (FID) in the Ministry of Water Lands and Environment that will be responsible for formulation, implementation and monitoring of forestry policies, standards and legislation. The FID will in addition provide oversight in the forestry sector and mobilise investment and coordinate resources that support forestry at national and international level.

The reforms in addition recognize the role of the private sector, user groups and local communities<sup>21</sup> involvement in the management of the forestry sector. Incentives for investment in forestry has been initiated through the Saw Log Production Grants Scheme that will provide money to the private sector for establishing commercial timber plantations. The scheme is meant for "medium scale" investors growing at least 100 hectares (ha) and at most 1000ha spread over a period of 5 consecutive years.

The new forestry legislation unlike the repealed Forest Act 1964 provides for the regulation of private forests<sup>22</sup> and authorises a District Forest Officer to issue directions for the sustainable management of a private forest. The new law further provides for tree planting<sup>23</sup> and the establishment of a Tree Fund that will support tree planting at national and local level.

*The broad mission of the NFA will be to supervise the portfolio of Central Forest Reserves (CFRs) on a sustainable basis, and to supply other high quality forestry-related products and services in accordance with sound financial and commercial practices.*

The NFA is the new lead agency for forest issues that will be responsible for the management of the Central Forest Reserves and will provide services to the central and local government departments on contract. Although in general terms the NFA will be subjected to similar challenges that faced the FD, the NFA has set a point of departure in management by creating an autonomous institution designed to operate on a commercial basis.

The extraction of forest produce was conducted arbitrarily and access for forest products was done in a haphazard manner. The NFA is committed to the revival of the management of the forest estate and under the Act<sup>24</sup>, it is mandatory for every responsible body<sup>25</sup> to prepare a management plan for a reserve within one year after the coming into force of the National Forestry and Tree Planting Act.

The NFA will provide the following services:

- Public goods and services.<sup>26</sup>
- Issue licences for harvesting forest products.
- Issue permits to private sector in CFR for forestry purposes.
- Forestry advisory services, information dissemination and seed supply.

Although the policy and legal framework of the forestry sector have been approved, its important to highlight some of the impacts the reform process has and may have on the forestry sector.

### **3.2 Impact on the forest estate**

The institutional reform process of the sector has taken slightly over five years within which the estate has undergone a reduction in the resources that threatens the revenue base of the successor, the NFA. Both the plantation and natural forests have suffered similar challenges arising out of the failure to monitor and regulate user rights granted to the private sector. The reform process has had both positive and negative impacts on the forest estate.

The reform process has had two major negative impacts on the forest estate and a few potential negative impacts that may arise from the new changes in forestry management. The reforms in addition introduced positive impacts that aimed at promoting good governance in the forestry sector.

## Negative impacts

### a) *Plundering of the forest resources*

An investigative report<sup>27</sup> on selected forest plantations<sup>28</sup> revealed various malpractice's and these include:

- Non-compliance with the 2001 Harvesting Plan. The sawmilling permits were issued regardless of the Annual Allowable Cut.<sup>29</sup> For example, the capacity of sawmills at 319,500 m<sup>3</sup> exceeded the Annual Allowable Cut of about 112,000 m<sup>3</sup> of round wood per year by 185%.<sup>30</sup> Such excesses resulted in over felling and were thus unsustainable.
- Abuse of sawmilling permits through dishonest and incompetent calculation of standing timber<sup>31</sup>. It was observed that there was no record keeping of volumes sold or hectares sold and this resulted into low incomes from the sale of standing timber.
- The sawmillers did not carry out replanting in these plantations effectively<sup>32</sup> and about 50% of the plantable area remained unplanted.
- Over licensing and the dishonest practices of sawmillers who obtain several concessions using different company names. The shifting between the forest reserves by sawmillers has resulted in destruction of the forestry resources and aimed at harvesting the compartments before NFA was set up.<sup>33</sup>
- Limited FD staff and poor transport facilitation to efficiently monitor, supervise and directly engage in the regulation of the scattered sawmills. Staff shortages have ensued into practices where the sawmiller conducts the tree measurements personally and the under declaration<sup>34</sup> of timber harvested.
- Poor harvesting techniques have resulted in wastage and destruction of biodiversity adjacent to the concession areas.

### b) *Management failures*

The reform has created uncertainty in tenure of office of the FD staff and the fear of change in the sector. The NFA will not absorb a large proportion of the FD staff; therefore a five-year period of uncertainty affected the morale of the staff. This led to laxity in monitoring and implementation of their mandated role and facilitated illegal activities and destruction of the forest resources.

The insecurity of tenure of licence holders after the NFA comes into operation has also contributed to

unsustainable harvesting. Licensees have thus resorted to harvest their concession before the dissolution of FD. Unfortunately, the Press Release<sup>35</sup> issued by the Ministry will escalate these harvests since it does not permit the renewal of any licences and provides that **"all unutilized volume of the resource in licences by 31<sup>st</sup> December 2003 will revert to the Government."** Although the Press Release provides that the NFA will review all existing licences in January 2004, this is not deterrence for the licence holders to extract all their allocated volume before the end of the year.

Similar challenges were faced in the natural forests where there was very limited monitoring by FD staff thus lack of compliance with pitsawing licences. For example, the use of power saws, indiscriminate harvesting, poor harvesting techniques, evasion of payment of fees and poor monitoring by FD staff. Insurgency and political instability in the North have resulted in the inaccessibility to the Zoka forest.<sup>36</sup>

### Potential negative impacts

- a) ***Fragmentation of forestry management*** through the creation of separate institutions to manage the various categories of forests. Effective monitoring of the management of these various bodies will require the strengthening of FID in terms of both human and financial resources.
- b) ***Limited capacity of DFS*** to manage LFRs. The DFS is taking over management of severely degraded and encroached reserves and with limited skills to manage the resource. In addition, reliance of government funding and bureaucracies may result in further encroachment and degradation of the reserves. In addition some Districts may fail to recruit staff due to lack of funding.
- c) ***Forestry extension services*** are not recognised as a priority under NAADS and yet this is one of the products NFA is expected to deliver on. To address this gap, the NFA could concentrate on training service providers in forestry extension.
- d) FD initially conducted Collaborative Forest Management on a pilot basis and is an activity to be undertaken by the NFA. The success of CFM is dependent on the sensitisation of communities to understand their role and to develop a rapport with communities so as to improve the negative role they had towards the FD.
- e) ***High expectations on the private sector*** to develop plantations. In practice the private

sector has defaulted in the development of plantations. It is proposed that the NFA should take a lead on the establishment and maintenance of plantations.

- f) **Vulnerability of the forest resource** to illegal activities due to low staff in the FMAs to conduct patrols.
- g) **Challenges in reorientation** of former FD staff recruited in the NFA. For efficiency in the NFA, there is a need for staff training on attitude change from civil service to a business-oriented management.

### Positive Impacts

The sector reform was conducted in a participatory manner and brought in new players like the civil society organisations (CSOs) that took an active role in providing comments to the legal and policy

documents. In addition, civil society has challenged the governance of the forest resource and advocated for transparency and accountability in the management of the resource. The reform process has thus opened up the sector, which was previously exclusively managed by the FD, to other stakeholders.

The sector reform has provided an opportunity for the restoration and sustainable utilisation of the forestry resources in Uganda. We are optimistic that the reforms will result in the realisation of the value of the forestry resources for the benefit of the people of Uganda.

These are some of the impacts of the sector reform that highlight the human, institutional and financial issues that have plagued the forestry sector. With the challenges faced by the FD, it is important for the NFA to design strategies that will prevent it from faltering or falling back.

## 4.0 RECOMMENDATIONS

In view of the challenges of forestry management in Uganda, the following recommendations could facilitate the effective steering of the forestry sector.

- The need to build a culture of transparency and accountability in the NFA and across institutions in the forestry sector. This will curb the unchecked power relations. Extensive dissemination of information related to the economic opportunities in forest reserves should be promoted at all levels within the rural and urban communities.
- There is a need for a joint effort by the NFA and civil society organisations to continuously advocate for the need to balance the economic and ecological importance of the forest estate. In Uganda, the establishment of authorities<sup>37</sup> to manage the natural resource sector is a trend that the forestry sector has followed through the establishment of the NFA. These authorities face challenges in the "practical" enforcement of their autonomy and independence, especially in instances of executive directives. Political interference in the forestry sector is not about to be wished away. To what extent will the NFA be independent of the government directives to allocate forest reserves to investors and government officials? How will NFA fend off politicians and army officials from engaging in illegal activities?
- An increase in the proposed staff numbers in the Forest Management Areas in order to address

the challenges of managing the scattered gazetted areas. In addition, the NFA could develop strategies that would involve the community in monitoring the extractions in the reserves within their jurisdiction. The development of incentives to reward a community for identifying perpetrators of illegal activities would also be another alternative.

- The role of frontline communities in forest management should not be underestimated. A deliberate effort should be made to provide priority to local adjacent communities to access opportunities in the Forest Research Management. The Butamira farmers provide an example of how organised communities can engage in large-scale plantation farming.
- There is a need to improve institutional collaboration between the NFA, the local government, UWA and other institutions that engage in forestry related work. The engagement of the local environmental committees with the District Forestry Service will result in effective monitoring, education and awareness in the forestry sector.
- The Government should in addition to resources from the Treasury, should attract external sources of funding for the districts to support the District Forestry Services. This will deal with support the variance amongst districts in their budgetary allocations to forestry.

## REFERENCES

- Edmund Barrow, Jeanette Clarke, Isla Grundy, Kamugisha- Ruhombe Jones and Yemeserach Tessema (2002):** *Analysis of Stakeholder Power and Responsibilities in Community Involvement in Forestry Manage in Eastern and Southern Africa.*
- Forest Sector Coordination Secretariat.** *Voices from the Filed. Review of Forestry Initiatives in Uganda*, April 2001. Volume 1, Synthesis Report.
- Fred Kigenyi, Peter Gindo and John Mugabe, 2002:** *Practice Before Policy: An Analysis of Policy and Institutional Changes Enabling Community Involvement in Forest Management in Eastern and Southern Africa.*
- Kunga Ngece, 2003.** *Challenges in Forestry conservation in East Africa. Is Community Based Forestry a Key to forest Survival? East African Ecotourism and Development and Conservation Consultants .* Nairobi, Kenya.
- McCaughan Rory and John Carvalho, 2003.** *Plantation Harvesting and Sawmilling.* Ref. No. SC/12/2002. Ministry of Water, Lands and Environment. Forestry Resource Management and Conservation Programme.
- Mike Harrisdon and Ian Goldman.** A livelihoods approach to redesign Forestry Services in Uganda. [http://khanya\\_mrc.co.za/documents/forestry%20livelihoods%20paper%20\(1\)doc](http://khanya_mrc.co.za/documents/forestry%20livelihoods%20paper%20(1)doc)
- Ministry of Water, Lands and Environment. June 2001.** Forest Sector Review.
- Ministry of Water, Lands and Environment.** *National Forest Authority Business Plan, 2002.*
- The National Biodiversity Strategic Action Plan 2002.**
- The National Forestry and Tree Planting Act No. 8 of 2003**
- The Forestry Policy, 2001.**
- The National Forest Plan 2002.**
- The New Vision, 17 September 2003.**
- The Parliament of Uganda. *Interim Report on the Select Committee on Forestry Department, July 2000.*
- Sepp Cornelia, 2000.** *The NFP- Process in Uganda.* Forestry Department, Ministry of Water, Lands and Environment. [http://www.mwle.go.ug/forestry\\_dept.html](http://www.mwle.go.ug/forestry_dept.html)
- Steve Kayizzi-Mugerwa, 2003.** *Reforming Africa's Institutions: Ownership, Incentives and Capabilities.* Edited by published by the **United Nations University Press.** <http://www.wider.unu.edu/pressrelease/press%20releases%202003/press-release-2003-1-english.doc>.
- Uganda: Forest Sector Policy and Strategy Project.** <http://www.odi.org.uk/tropics/projects/3191.htm>
- WRM Bulletin 74, September 2003.** Uganda: Deforestation, corruption and the false solution of plantations. [http:// allafrica.com/stories/2003032506/2.html](http://allafrica.com/stories/2003032506/2.html)

## ABBREVIATIONS

<b>DRC</b>	Democratic Republic of Congo
<b>EU</b>	European Union
<b>FD</b>	Forest Department
<b>FID</b>	Forestry Inspection Division
<b>FRMCP</b>	Forest Resources Management and Conservation Programme
<b>MWLE</b>	Ministry of Water, Lands and Environment
<b>NFA</b>	National Forest Authority
<b>NORAD</b>	Norwegian Agency for Development Cooperation
<b>TMU</b>	Timber Monitoring Unit
<b>Ushs.</b>	Uganda Shillings

## NOTES

<sup>1</sup> The categories include: Central Forest Reserves, local forest reserves, community forests, private forests and forests forming part of a wildlife conservation area.

<sup>2</sup> Forest reserves were demarcated into protection and production zones. The production zones are areas that are strictly for conservation purposes and the production zones are areas where regulated harvesting of timber and forest products is permitted.

<sup>3</sup> The FD is responsible for revenue collections from permits, licences granted for access to extraction of forest products.

<sup>4</sup> A District Forest Office was established in each of the Districts in the country and was managed by a District Forest Officer assisted by an Assistant District Forest Officer, Forest Rangers and Forest Guards.

<sup>5</sup> The Committee, among others, recommended a review of the laws and policies, the establishment of a National Forest Authority and a Forestry Inspection Division. It further recommended recruitment of more staff and funding to forest extension services, replanting and the need to curb political interference in the management of the resource.

<sup>6</sup> In a Press Release dated 04/10/2003 the authority of the Commissioner for Forestry was transferred to a 4 person committee that includes the Minister of Water Lands and Environment, the Permanent Secretary, the minister responsible for environment and the Head of the Forestry Inspection Division.

<sup>7</sup> Pg. 49 NFA Business Plan, 2003.

<sup>8</sup> Harrison & Goldman: 2000 similarly noted that "in general forestry extension is not working due to low funding and incentives in the Forestry Department, lack of a holistic livelihoods perspective and appropriate skills, and an over-centralised service."

<sup>9</sup> The activities of the forest sector especially tree planting are dictated by the weather patterns. Where funds are disbursed after the planting season, such an activity will not be implemented. Similarly where funds are not available for immediate release to the Timber Monitoring Unit to handle an illegal timber harvest, these illegal activities will continue without supervision.

<sup>10</sup> Pg 63 Voices from the field, Synthesis Report Vol I

<sup>11</sup> The European Union, for example, supported the development of management plans for Budongo forest reserve and supported staff to manage the resources. In addition it facilitated the Timber Monitoring Unit in the effective monitoring of illegal activities. NORAD supported the extensive tree planting in peri-urban plantations.

<sup>12</sup> This category of staff has experienced challenges following the decentralisation of forestry management in 1995 and the re-centralisation of the reserves. As a result some of the staff was paid by the districts while others by the Treasury. This created a lack of clarity on the source of remuneration that resulted in the lack of payment to a number of staff.

<sup>13</sup> The Ministry of Water, Lands and Environment.

<sup>14</sup> Page 36 Select Committee report.

<sup>15</sup> Degazettement of part of the Namanve reserve for a Coca-Cola plant.

<sup>16</sup> A permit granted to Kakira Sugar Works to plant sugarcane in the Butamira Forest Reserve.

<sup>17</sup> For example, Masindi District collected approximately 172 million Uganda shillings mainly from Budongo Forest Reserve, but out of this, they received only 25 million and yet had budgeted for 50million for their planned activities. No funds were allocated for field activities, thus the EU Natural Forest Management and Conservation Project financed their field activities and paid for the 28 patrolmen. *P. 63 voices from the Field Report.*

<sup>18</sup> The Mukono Forest Reserve provides an example where politicians acquired large pieces of land in the reserve for tree planting.

<sup>19</sup> Forest rangers and guards receive approximately \$60 - \$80 or the equivalent of Ushs. 120,000 - 180,000 per month.

<sup>20</sup> The Performance contract executed with the Government of Uganda will set out tasks and targets for the NFA. The task will include technical services, seed supply, support to its parent ministry and local governments, and public information. Unfortunately, this Contract is not yet a public document and this raises concerns about transparency of the operations of the NFA.

<sup>21</sup> NFA will engage local communities through collaborative forest management.

<sup>22</sup> Sections 21-27 of the National Forestry and Tree Planting Act.

<sup>23</sup> Under section 39 the Minister or a District Council is under an obligation to issue directions for planting and growing trees.

<sup>24</sup> Section 28 of the National Forestry and Tree Planting Act makes the development of a management plan for a forest reserve and community forest mandatory.

<sup>25</sup> A responsible body means a body designated to manage, maintain and control a forest reserve or a community forest, and in the case of a private forest, the owner or person in charge of the forest - S.3-National Forestry and Tree Planting Act.

<sup>26</sup> In addition to targeting commercial activities as major revenue sources in the reserves the NFA will conserve reserves that will provide environmental services.

<sup>27</sup> Plantation Harvesting and Sawmilling: Rory McCaughan and John Carvalho, May 2003.

<sup>28</sup> Mafuga, Kiriima and Muko in Kabale, Rwoho and Bugamba in Mbarara, Oruha, Kikumiro, Kagorra and Kyehara in Kyenjojo, Okavu-reru in Arua, Awang, Lendu and Usi in Nebbi and Katugo.

<sup>29</sup> The Report makes note that "**there has been constantly high pressure on the Ministry and Forest Department to allocate more sawmilling licences than the market or resource can support.**" The Report recommended that in order to avoid the impending shortfall of sawlog supplies, the issuance of licences should be stopped. Pg. 8

<sup>30</sup> Pg. V : McCaughan and Carvalho, 2003.

<sup>31</sup> The Report recommended that the sale of standing timber is replaced with the sale of graded logs, Pg.v.

<sup>32</sup> Replanting was introduced in 1990 as one of the conditions contained in a sawmilling licence. However the limited monitoring of the quality of the replanting activities and maintenance of the crop by FD resulted in the lack of compliance with this condition.

<sup>33</sup> P.40 McCaughan and Carvalho Report noted that a rolling table sawmill was shifted from Nebbi where it was licensed to operate to Kyenjojo to operate under another licence originally issued for a swivel sawmill.

<sup>34</sup> A total of 289,00m<sup>3</sup> had been felled in the plantations visited however Timber Movement Permits have been issued for only 38000m<sup>3</sup>. Pg. 19 *ibid.*

<sup>35</sup> Press Release dated 04/10/2003 issued by the Ministry of Water Lands and Environment raised concerns about the destruction of the forestry resource. In the release, the Ag. Commissioner of Forestry ceased to be the Executive head of FD, the renewal and issuance of new licences was halted, licences issued by Commissioner in August and September 2003 were revoked, the sale or disposal of any assets of the FD was prohibited and the executive authority of the FD reverted to a four man committee.

<sup>36</sup> The army for security reasons occupies the forest. However, extraction of timber continues unabated since the culprits are army officers and local politicians thus making the FD staff helpless to deal with the situation.

<sup>37</sup> The National Environment Management Authority and Uganda Wildlife Authority. A proposal for the establishment of a Wetlands Management authority is also under consideration.



DESIGNED AND PRINTED BY

**Uganda Wildlife Society - Darwin Publishing Unit**

Plot 51 Kanjokya Street, Kampala

P.O Box 7422 Kampala Uganda, Tel: (256- 41) 530891, Email: uws@imul.com