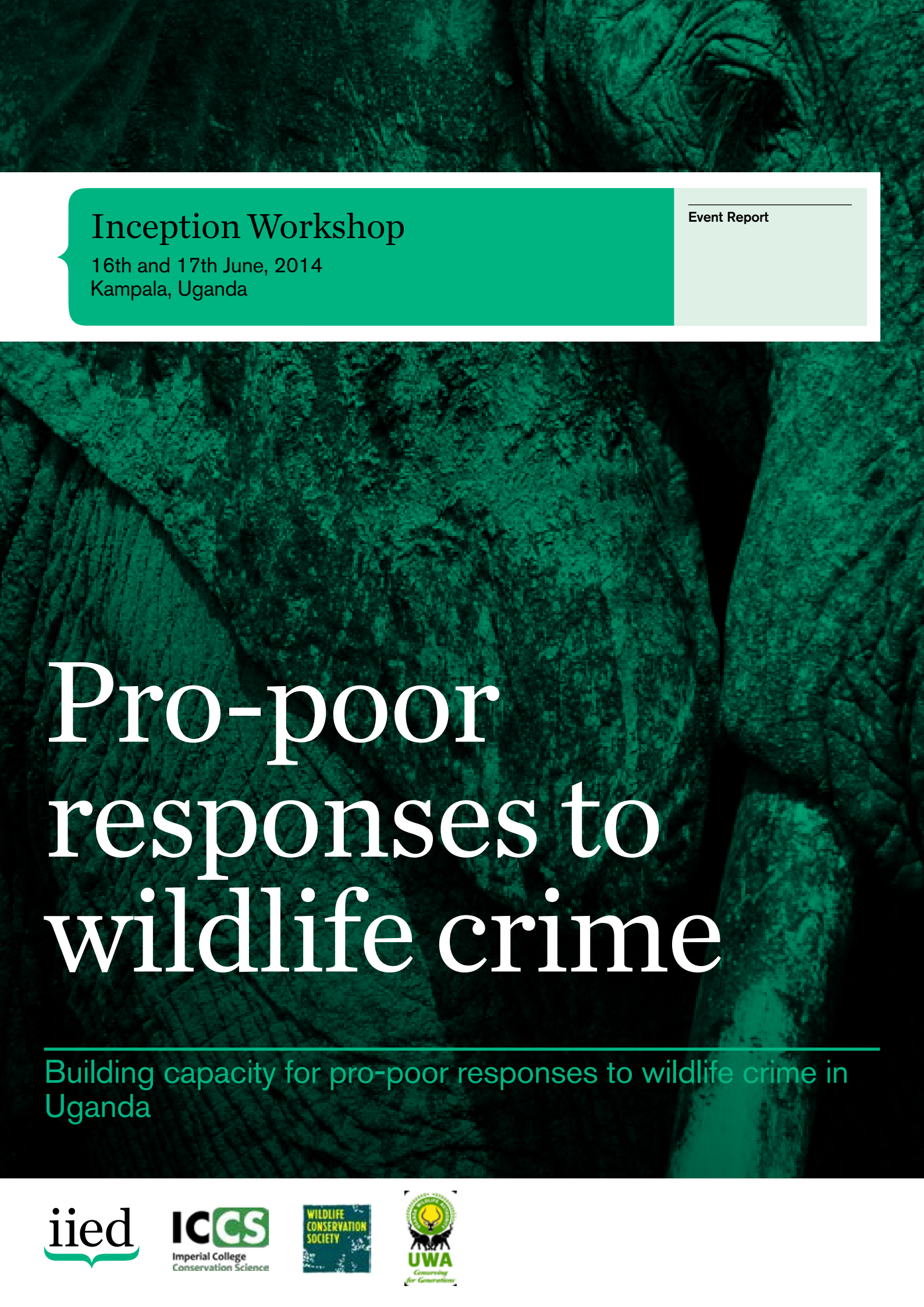

Inception Workshop

16th and 17th June, 2014
Kampala, Uganda

Event Report

Pro-poor responses to wildlife crime

Building capacity for pro-poor responses to wildlife crime in Uganda

iied

ICCS Imperial College Conservation Science

WILDLIFE CONSERVATION SOCIETY

UWA Conserving for Generations

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About the project

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IIED is a policy and action research organisation. We promote sustainable development to improve livelihoods and protect the environments on which these livelihoods are built. We specialise in linking local priorities to global challenges. IIED is based in London and works in Africa, Asia, Latin America, the Middle East and the Pacific, with some of the world's most vulnerable people. We work with them to strengthen their voice in the decision-making arenas that affect them — from village councils to international conventions.

Photo: Elephant, Queen Elizabeth National Park, Uganda (Mirko Eggert, Flickr)

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Introduction

The inception meeting for the project ***Building Capacity for Pro-Poor Responses to Wildlife Crime in Uganda*** took place at the Makindye Country Club Kampala on 16th and 17th June 2014. The project is funded by the UK government's Illegal Wildlife Trade (IWT) fund and is a collaboration between four partners: IIED; Imperial College, London; Wildlife Conservation Society (WCS); and Uganda Wildlife Authority (UWA).

Participants included:

- IIED: Dilys Roe, with Julia Baker (consultant) participating by skype
- Imperial College: EJ Milner-Gulland and Henry Travers
- WCS: Andy Plumptre and Geoffrey Mwedde
- UWA: Aggrey Rwetsiba was due to represent UWA but was taken ill and unable to attend.

Recap on project objectives and expected outcomes

The project has two key objectives:

1. Building national (Ugandan) capacity to deliver pro-poor responses to wildlife crime; and
2. Drawing out lessons learned that have international applicability.

The research is structured around three key questions:

1. What are the drivers and impacts of wildlife crime at the local and national level?
2. What are the socio-economic profiles and motivations of individuals who participate in wildlife crime?
3. In the eyes of local people, government and conservation managers, which interventions are most effective in reducing wildlife crime and contributing towards poverty alleviation?

To address these questions, five key activities are planned:

1. A review of the existing evidence of the drivers and impacts of wildlife crime – with a focus on the interactions between poverty and wildlife crime. The review will focus on the existing evidence in Uganda – drawing on published and unpublished literature and data – but will also include a brief overview of the international evidence as a means to set the Uganda case in context.
2. A national level analysis of existing conservation and development interventions (including enforcement effort, livelihood support projects; revenue sharing schemes etc) at each protected area in Uganda under the management of UWA, correlated with the occurrence of wildlife crime incidences (numbers of incidences and types of crime) over time.
3. A spatial analysis of the relationship between wildlife crime indicators, socio-economic profiles of surrounding communities and of those arrested; and the existence of conservation and development interventions of different types at two protected areas - Queen Elizabeth National Park (QENP) and Murchison Falls National Park (MFNP).
4. A qualitative, narrative analysis of local perceptions of the drivers and consequences of wildlife crime, and of different stakeholder perspectives (local people, conservation organisations, government officials) as to the most effective interventions for tackling wildlife crime and their potential synergies with poverty alleviation.
5. Enhancement of, and training in, the wildlife crime database that has been developed by WCS and UWA.

The research - and the outputs it delivers – are intended to lead to two key outcomes in Uganda:

1. at least one improved or new intervention to tackle wildlife crime is implemented at each study location, based on local people's perceptions,

2. the wildlife crime mitigation policies in at least one of the two National Parks have been re-designed to ensure fairness and are being implemented

In addition it is expected that these outcomes will be supported by **a functioning database in routine use by UWA** together with improved reporting processes for monitoring wildlife crime, for adaptive management and for better targeting of interventions in response to offender profiles

The project also anticipates wide dissemination and uptake of lessons learned at the international level including a UWA-led side event at the 2016 CoP.

Overview of existing work and activities relevant to the project

The project methodology builds on that employed in a current IIED-Imperial Darwin Initiative project at Bwindi Impenetrable National Park. **Julia Baker** provided an overview of the research component of that project, which focussed on the profiles and motivations of unauthorised resource users, and highlighted a number of lessons learned from the research. Key amongst these was the lack of clarity on the existence of a link between local benefits from the Bwindi Integrated Conservation and Development (ICD) programme and local investments in conservation. The research found that not all illegal resource use is driven by poverty. Furthermore it found that receipt of benefits from the ICD programme did not necessarily reduce illegal use. Perceptions of injustice in benefit sharing and subsequent resentment towards the park as a result of having to bear the costs of conservation (particularly through human-wildlife conflict) were significant drivers of illegal resource use.

So when answering the question 'have ICD interventions had influence on unauthorised resource use?', the conclusion was yes but in a negative way, as a local sense of inequity drove illegal activities. But also that there was no evidence that receiving ICD benefits had any bearing on individuals illegally collecting resources from the national park.

The project used a combination of law enforcement records on individual arrested for illegal activities within the national park, indirect questioning and choice experiments as key methods for understanding local profiles and motivations. These are the same methods and approaches that will be employed in the new project.

Henry Travers reported on similar work he had conducted as part of his PhD – and in subsequent work with WCS in Cambodia. His work entailed exploring the effectiveness of different interventions to promote forest management. This included reviewing WCS's progress in meeting social targets and looking at land use planning and titling to see which approaches work best in changing behaviour

The work on land titling looked at two villages. In one village (Andoung Kraloeng) land titling had been going on for 8 years. There was little immigration pressure and little change in land holdings over time. In the second village (O Rona), however, there had been significant immigration (as a result of continued availability of land compared to the central plains) and speculative interest from outsiders. Land title allocated has reduced over time from 1477 to 648 ha for the community. With such rapid changes, there was little local incentive to adhere to land use plan and a significantly higher proportion of households were found to have illegal land compared to village 1.

Economic experiments on what works found enforcement to NOT be a particularly effective mechanism for preventing illegal land use – reward systems were much better. The research also found that reward systems work better if structured collectively rather than on an individual basis (although under the collective schemes the actual benefits are still distributed individually but depend on collective compliance). These reward schemes generated a significant reduction in illegal resource use even though the incentive payments did not match opportunity cost. A number of incentive schemes have been tried including PES, ibis rice and tourism. A key conclusion is that the actual tool employed is probably less important than the process of community engagement that these tools bring about.

In addition to these two research projects, which can provide methodological insights into the wildlife crime project, there are a number of other initiatives ongoing in Uganda that can directly contribute to some of the planned activities of the project:

- **EJ Milner-Gulland** reported on work planned by **Joanne Hill**, a second year PhD student in criminology at University College, London. Joanne is focussing on Murchison Falls in order to produce an agent-based model of poaching in Ugandan parks. She is planning to conduct a limited number of community interviews in order to explore motivations for bushmeat hunting from a hunters' perspective. She will then use this information to develop simulation models including the use of crime mapping using snare data. Joanne joined the meeting by skype at the end of Day 1 and provided an update on her activities. She is planning to visit Uganda to start her research in July 2014, but expects to only conduct a small number of interviews and to conclude this by October 2014. The remaining period of her PhD will focus on developing and testing the model.
- **Andy Plumptre** reported on a number of relevant activities. WCS is collaborating with **Colin Beale** at the University of York to look at probability of occurrence of different types of illegal activity in protected areas using MIST data. This is based on a spatial analysis of arrest data and co-variants such as proximity to the park, proximity to roads etc. The analysis has already been conducted for QENP and will also be done for Murchison Falls and Kibale. One of the aims is to overcome the biased nature of law enforcement patrols. Consequently, the analysis allows for trends over time in illegal activities to be measured and accounts for likelihood of detection (i.e. the model makes allowance for illegal activities that might have happened but have not been detected).
- WCS have also collaborated with **Andrew Lemieux** who has established an offenders' database for QENP and Lake Mburo in order to improve patrolling. These databases will be migrated into the new crime database that WCS has developed with UWA. A paper has been produced with **Milind Tambe** on predicting poacher behaviour in QENP through modelling, which includes predicting how poachers respond to different patrol strategies, and then using the results to target law enforcement patrols more effectively.
- The **Wildlife Crime Database**, developed by WCS for UWA is to be a nation-wide online database. It includes some information on socio economic profiles of poachers and other offenders (dependents, education and income) and records whether an individual is a repeat offender, but has limited information on motivation. It also includes some information on the type of crime e.g. trophy hunting but only on species if that was included in the evidence. It goes from arrest to outcome but does not include information on the location of offences. This is captured in the **MIST** database, which correlates arrests with patrol efforts.
- The MIST database is used to monitor areas where law enforcement patrols have been in order to inform decisions on future patrol coverage. QENP is an example of where MIST works well, as patrol data are entered regularly and maps are produced on a monthly basis. MIST tracks trends in illegal activities over time. It is also useful to track where rangers are sighting larger animals (elephants, rhinos). However, MIST can only assess trends on a protected area-wide basis and is limited by assumptions, which include equal detectability for all illegal activities.
- The **SMART** database is currently being developed to address limitations of MIST. The SMART database is to enable a more robust analysis of law enforcement data and additional analyses, such as linking patrol and arrests with different types of intelligence. Other options being considered are use of hand-held devices for recording and entering data for an actual 'real-time' log of patrols and the illegal activities that are encountered.
- In the absence of UWA, Andy also commented briefly on the current focus of UWA responses to wildlife crime. He noted that law enforcement is probably the bulk of the budget for UWA; then investment in tourism and infrastructure and then community conservation.
- **Dilys Roe** highlighted the role of the **Uganda Poverty and Conservation Learning Group (U-PCLG)** in contributing to the Research to Policy project in Bwindi – and in particular using the research findings to support advocacy activities aimed at improving conservation and development policy. U-PCLG could undertake a similar role in the current project and the membership (conservation organisations from across Uganda) could also provide a valuable source of information for the evidence review and national-level analysis.

The similar themes of these initiatives and the research undertaken for this project will greatly enrich the overall results of this research. However, a key difference is that this research will assess the profiles and motivations of individuals involved with wildlife crime but also gain an understanding, from

a wide range of stakeholders, about the relative effectiveness of different interventions to tackle wildlife crime and contribution towards poverty alleviation.

Theory of Change

The project team discussed a Theory of Change for the project, based on the desired outcomes – for Uganda and internationally - and the planned activities. A diagrammatic representation is provided below in Figure 1. Its use includes supporting the project-based M&E. The theory of change rests heavily on the assumption that UWA will be strongly enough engaged with the project in order to bring about the desired changes in policy and practice at the protected area level. To this end, following the inception meeting **Aggrey Rwetsiba** emailed the project team confirming UWA's full support for the project and his commitment to undertaking the project activities.

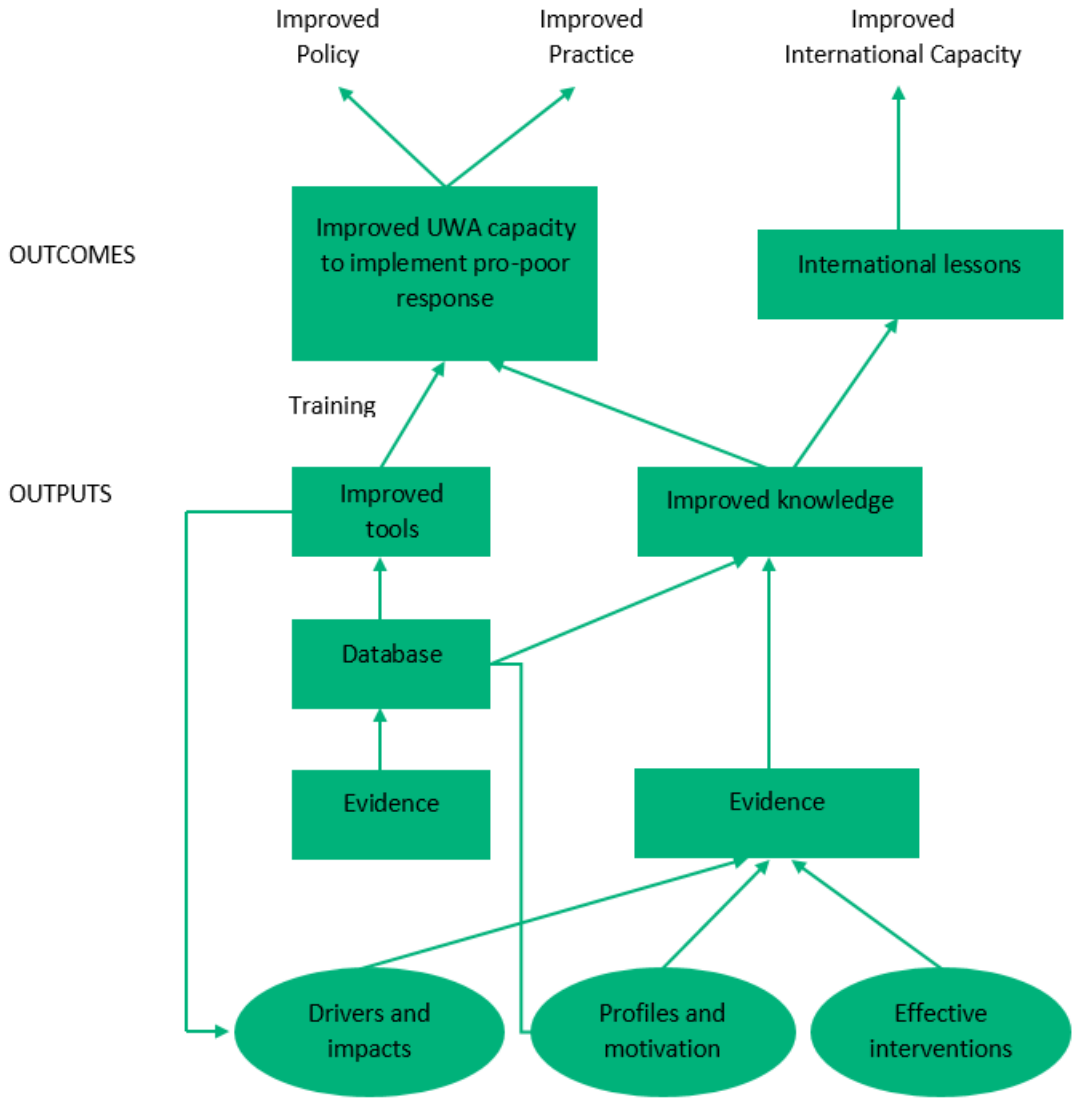

Figure 1: Diagrammatic representation of Theory of Change for Building Capacity for Pro-Poor Responses to Wildlife Crime in Uganda 2014 to 2017

Protected area management plans provide a potential opportunity for changes in policy and practice. The QENP management plan has just been completed while the Murchison Falls plan was revised in 2012. Nevertheless there are periodic reviews every three years or so and there may be possibilities to influence at those points. Furthermore, the management plans don't tend to provide specific details of

how wildlife crime will be addressed or law enforcement executed, so even outside of any revisions it should still possible to influence their approach – in part depending on the research findings and the degree of change required. The project team agreed that UWA should be consulted to identify other opportunities and entry points for influencing policy and practice.

Work Plan

The team reviewed the project implementation timetable and activity plan in the project proposal in order to agree exactly who would conduct each activity, what methodologies would be used, how the related work described above would fit in; and when activities would be conducted and completed.

Table 1 provides a summary of the key activities on an output by output basis.

What	How	Who
Output 1: Evidence review	Literature (published and unpublished) review. Uganda-PCLG to be asked for resources	Mariel. Dilys to provide inputs on international evidence
Output 2: National PA by PA analysis of conservation and development interventions correlated with wildlife crime incidences	Interviews with UWA, literature review, SMART and MIST data. Uganda-PCLG to be asked for resources	Geoffrey with Mariel
Output 3: Spatial analysis of wildlife crime	Build on work of Colin Beale supplemented with field work including socioeconomic surveys and indirect questioning. UWA data on known hunters in the two case study sites needed and used as basis for deciding location of hh surveys; UWA data on authorised resource users (those permitted to enter the national parks) also required	Henry working with Geoffrey and field assistants
Output 4: Local perceptions on wildlife crime	Field work: Choice experiments or scenarios including people's perceptions of current situation and how that would change under different interventions	Henry + Geoffrey + AN Other masters student + field assistants
Output 5: Wildlife crime database	Enhancing of current database and populating with historical and new data including that of Andrew Lemieux	Andy – with contractees

Table 2 summarises the Work Plan in date order.

Date	Output	Description	Owner	Deadline
July 2014	2	Data collection (UWA/U-PCLG): Mist data, crime data Park level data on conservation and development interventions Management plans Information on revenue to different parishes at each park, budget, ecosystem type, key species trends, visitor numbers/revenue UBOS census data from 2002 Other UBOS socio-economic data CARE/CTPH/others that may have data on individual parks (WWF Rwenzori, IUCN Mt Elgon) Produce matrix of each park showing what key info exists on a year by year basis (excel?)	Geoffrey, with support from Julia and to closely link with the evidence review	end Aug 2014
	3	Get BNS tablets from David Wilkie	E.J.	7 July
	5	Digitisation of database – start with QENP	Andy	on-going
Sept 2014	1	International level evidence review – support from IIED Uganda level evidence review	Mariel, Geoffrey	end Dec 2014
Oct 2014	3/4	Preparatory visit Introductions with wardens and community officers at sites Locate known poachers around study sites Identify legal users Select study villages Visit Makerere to identify interviews Hold BNS workshop Identify research assistants	Henry, Julia	mid Nov 2014
Nov/Dec 2014	3	Design surveys	Henry	end Dec 2014
Dec 2014	5	One to one support sessions with UWA staff Produce crime database manual & train the trainer sessions	Andy, UWA	Dec 2014 March 2015
Jan 2015	3	Fieldwork pilots and training Socio-economic surveys & UCT	Henry	end Mar 2015
April 2015	3	Analyse BNS data	Henry	end April

	4	Design choice experiment and scenario protocols	Henry, Geoffrey, Imperial MSc	
May 2015	4	Choice experiments, scenarios and key informant interviews	Henry, Geoffrey, Imperial MSc	end June 2015
July 2015	5	Database manuals	Andy	July 2015
	3/4	Analysis and write up: Geoffrey and other Imperial MSc student Henry	Henry, Geoffrey, Imperial MSc	 Sept 2015 Mar 2016
May 2016		Research workshop in Uganda	All	May 2016
		CITES workshop in South Africa	Aggrey	TBC

Products

A review of the project proposal identified significantly more planned products - in the form of written reports or meetings – than are identified in the activity plan alone. Some products arise from the M&E framework.

Table 3 summarises 23 separate products that are indicated in the proposal.

Description	Type	Output	Owner	Deadline
Project flyer + translations (local)	Report	All	Dilys, WCS	July 2014
Website	Website	All	Dilys	July 2014
Inception meeting report	Report	All	Dilys, Julia	July 2014
Evidence review	Report	1	Mariel + others	Mar 2015
National analysis	Report	2	Geoffrey, Mariel + others	Mar 2015
Crime database training	Event	5	Andy	Mar 2015
Database manual	Report	5	Andy	July 2015
Regional wildlife crime meetings (Lusaka Taskforce + Botswana)	Events	All	UWA	2015/2016
Crime database	Database	5	Andy	Mar 2016
Synthesis report	Report	3/4	Henry	April 2016
Policy brief (recommendations) – Uganda	Report	3/4	Henry, Geoffrey	April 2016
Presentation to UWA	Event	All	Henry, Geoffrey + others	April 2016
DFID-UG presentation	Event	All	Henry, Geoffrey + others	April 2016
Research workshop	Event	All	WCS	May 2016
Research workshop report	Report	All	Henry	June 2016

CITES side event	Event	All	UWA	2016
Policy brief (lessons) – international	Report	1/3/4	Henry, Dilys	2016
SMART manual	Report	5	Andy	Dec 2016
2 x local feedback events	Events	3/4	WCS + UWA	late 2016
Results summary + translations (local)	Report	3/4	Henry, WCS	late 2016
3 x journal articles	Report	3/4	Henry, Geoffrey, EJ	Jan 2017
Final team meeting, UK	Event	All	Dilys	Jan 2017
Final IWT report	Report	All	Dilys, Julia	April 2017

Next Steps

The Work Plan described in Tables 1 and 2 above identifies the next steps to be undertaken by each of the project partners. As the various research components get underway, IIED will establish a project website in order to post periodic updates from the project and provide a central repository for project products. A blog and a project flyer will also help to raise awareness about the project.

Building Capacity for Pro-Poor Responses to Wildlife Crime in Uganda (2014-2017) aims to increase national capacity to deliver pro-poor responses to wildlife crime. By increasing understanding about the links between wildlife crime and poverty it will also provide lessons with international applicability. This Inception Workshop Report summarises the project's Theory of Change and the team's Work Plan for the next three years.

Event Materials

Theme: Biodiversity

Keywords:
Wildlife Crime, Livelihoods, Pro-poor, Uganda

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