

RWANDA OFFICE OF TOURISM AND NATIONAL PARKS



RWANDA WILDLIFE AGENCY

**TOURISM REVENUE SHARING IN RWANDA
PROVISIONAL POLICY AND GUIDELINES**

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FOREWORD

Rwanda aims to conserve in perpetuity its rich biological diversity and natural habitats in a manner that accommodates the development needs of the nation and the well-being of its people and the global community. The framework to achieve this is provided by the Law Nr 32/2003 of September 6th 2003 modifying and completing Decree-Law of April 26, 1974 confirming and modifying Law of 18 June 1973 establishing Rwanda Office of Tourism and National Parks (ORTPN), the ORTPN restructure documentation and the 5 years Strategic plan of ORTPN. Rwanda Office of Tourism and National Parks (ORTPN) has set for itself a mission, that is,

- Tourism promotion
- Nature conservation
- Implementation of conventions and agreements on biodiversity
- Scientific Research
- Hotel management and development
- Protection of major historical, archaeological and tourist sites and monuments

As a nation and ORTPN, we are challenged with this important mission to ensure sustainable management of wildlife and benefits to local communities. This challenge constitutes a compelling reason to develop programmes that will ensure fair and just distribution of benefits from National Parks (NPs) to local communities and solicit their support to ensure long-term survival of these areas. Sharing revenue generated from NPs with surrounding communities is a potential means for increase benefits from wildlife management and improving relations with the people.

The policy and guidelines for Revenue Sharing (RS) programme as provided for in the restructure instruments are now presented to the public, the local communities, the local governments and other stakeholders to support and promote the objectives for this noble cause.

It is the responsibility of all of us as stakeholders to ensure that the objectives and goal for Revenue Sharing are achieved for the betterment of our local communities and long-term survival of our NPs.

.....
Consolata RUSAGARA
Chairperson, ORTPN Board of Directors

ACRONYMS

CBD:	Convention on Biological Diversity
CDC:	Community Development Committee
CDF:	Community Development Fund
FRW:	Frans Rwandais – Rwandan Frans
IGCP:	International Gorilla Conservation Programme
MOU:	Memorandum of Understanding
ORTPN:	Rwanda Office of Tourism
PNA:	Akagera National Park
PNN:	Nyungwe National Park
PNV:	Volcanoes National Park
PRSC:	Park Revenue Sharing Committee
RS:	Revenue Sharing
RWA:	Rwanda Wildlife Agency

EXECUTIVE SUMMARY

The 5 year strategic plan (2004-2005) for the Rwandan Office of Tourism and National Parks (ORTPN), adopted by the Board of Directors in 2004, places special emphasis on community collaboration. Revenue Sharing is seen as one major tool to exercise this engagement, and ORTPN has made a commitment to share part of its revenue generated from national parks with local communities neighbouring these areas. Due to the diverse array of issues pertaining to national parks and neighbouring communities, implementation of this Revenue Sharing programme requires setting up adequate mechanisms to ensure smooth implementation and coordination among the various stakeholders. This document on policy and guidelines for revenue sharing covers specific issues that are critical for implementation of the programme such as:

- Goals, objectives and guiding principles for revenue sharing
- Specific Revenue Sharing policies
- Guidelines for implementation
- Management structure and the project cycle
- Roles and responsibilities of the key players
- Harmonised procedures for selecting projects
- Mode and procedures for allocating and disbursing funds
- Evaluation of impacts and strategy review

The Revenue Sharing policy and implementation guidelines are guided by Rwanda Wildlife Authority's (RWA) mission, which is:

"To conserve Rwanda's rich biodiversity for sustainable development of the country and as global heritage through the application of sound ecological principles and the cultivation of strategic partnerships with local communities and other stakeholders."

The overall goal of the Revenue Sharing Programme is:

To ensure sustainable conservation of the National Parks with the participation of the neighbouring communities by contributing to the improvement of their living conditions.

Objectives of the Revenue Sharing Programme: Three types of objectives are defined for the Revenue Sharing programme in terms of its expected impacts:

- **Conservation impact objectives:** to reduce illegal activities; to ensure sustainable conservation; and to increase community responsibility for conservation
- **Livelihoods impact objectives:** to improve livelihoods by contributing to poverty reduction; to compensate for loss of access and/or crop damage; to provide alternatives to park resources; and to encourage community based tourism
- **Relationship impact objectives (between park and population):** to build trust; to increase ownership; to reduce conflicts; to increase participation in conservation; and to empower communities

Guiding Principles of the Revenue Sharing Programme: A number of principles provide guidance to the development of policies and the implementation of the revenue sharing programme. These guiding principles are:

- **Programme identity**
- **Partnership with local government**
- **Community participation**
- **Complementarity** (revenue sharing funds may provide co-funding for other funding)
- **Additionality** (funds supplement other funding, but don't substitute for other funding)
- **Visibility**
- **Transparency**
- **Accountability**
- **Sustainability**

Specific Revenue Sharing Policies: Based on the goals, objectives, and guiding principles of the Revenue Sharing programme, a number of specific policies are detailed and explained in this document. These include:

- **Policy on Amount of Revenue to be Shared:** Initially this will be 5% of Total Gross Revenue ("*Recettes*") earned in each park
- **Policy on Distribution of Revenue Sharing between the Parks:** Income will be combined into a national pool and distributed to the parks in a 40% PNV: 30% PNA: 30% PNN ratio.
- **Policy on Revenue Sharing Target Area:** "Zone of Influence" for each park, initially defined as the secteurs bordering the park, with further re-definition at each park after secteur boundary realignment in 2006.
- **Policy on Distribution of Projects around Each Park:** Selection processes will ensure a spread of funding among all target communities over time.
- **Policy on Decision-Making Authority for Revenue Sharing Projects:** Park Revenue Sharing Committee (PRSC) with input / initial screening from Community Development Committee (CDC) at District level
- **Policy on Target Beneficiaries for Revenue Sharing Funding:** Poorer and more disadvantaged groups.
- **Policy on Criteria for Revenue Sharing Funding:** A number of criteria for project funding are listed in this section (section 2.2.7)

Implementation Guidelines: The guidelines explain the funded project cycle through planning, approval, and project implementation and monitoring. They also specify how ORTPN should work with stakeholders in the programme, including local communities, Districts and other relevant partners, to ensure strong partnerships and good working relationships for joint implementation of the Revenue Sharing programme. Each of the stakeholders has different roles and responsibilities at their various levels and hence, each has an obligation to fulfil. At various stages of implementation, the Districts through their Community Development Committees shall support and promote implementation of the RS programme.

Programme Set-Up and Awareness Raising: Creating awareness and good understanding of the objectives and purpose of the Revenue Sharing among park-adjacent communities is a prerequisite for proper implementation of the programme. Hence, the RS process must begin with ORTPN establishing communication with the people who live around National Parks. National Parks staff shall therefore accurately and thoroughly communicate the full context of RS to local people as its central aspect being to ensure benefits for communities from NPs and strengthening partnerships with them.

Conclusion and Evaluation: As revenue sharing programmes become established around all the National Parks, it is imperative that they advance a common goal aimed at:

- Increased effectiveness of the National Parks in attaining conservation objectives.
- Contributing to improved community livelihoods

It is important that the three National Parks use this set of objectives, policies and implementation guidelines to avoid diluting the overall impact of the programme. As each park implements revenue sharing as set out in this provisional policy document, lessons will be learned that will influence the further evolution of the Revenue Sharing Programme. Lessons learned will be documented during regular programme reviews to be carried out at the end of the first year (2006), and then every 2 years thereafter, with a full programme evaluation to be carried out after 5 years. After each evaluation/review, revisions in policy and/or implementation guidelines will be suggested and processed to improve the effectiveness of the programme at meeting its goal and objectives.

1. INTRODUCTION

1.1 Background to the Concept of Benefit Sharing

The protected areas of Rwanda were all established a long time ago - Parc National des Volcans (PNV) was created in 1925, Parc National de l'Akagera (PNA) in 1934 and Nyungwe was gazetted as Forest Reserve in 1933. During colonial times, like most African countries, Rwanda adopted the model of strict exclusionary protected areas, a practice which was carried on even after independence. In recent times, the increasing pressures on protected areas from local communities, and the apparent impossibilities of addressing them using only traditional law enforcement practices has been recognised globally. As a result, many countries in Africa and elsewhere in the world have adopted community conservation initiatives in relation to management of protected areas and other natural resources.

Community conservation is concerned with involving local people in conservation, based on the principle that local people should participate in, benefit from, and take joint responsibility for the conservation of natural resources and protected areas. This approach stems from the recognition that the sustainability of protected areas in developing countries is very much affected by their ability to address the concerns of their human neighbours.

The sharing of benefits with local communities is one of the community conservation tools through which community-park relations can be improved. The concept of benefit sharing became more significant when the Convention for Biodiversity (CBD) was developed and approved in 1992. This international convention included three objectives – one of these three was the *“fair and equitable sharing of the benefits arising out of the use of genetic resources”*. The CBD programme of work for protected areas (2004) went further than this and agreed to: *“establish by 2008 mechanisms for the equitable sharing of both costs and benefits arising out of the establishment and management of protected areas.”*

Benefit sharing programmes allow access to park resources, which may consist of natural resources that can be sustainably harvested, such as water and other natural products, as well as a share of parks' financial revenue earned through tourism or other activities. Therefore, revenue is just one of the benefits that can be shared with local communities. It is an investment in conservation and it must demonstrate a favourable conservation impact. In addition to the practical argument that revenue sharing is an effective conservation strategy, there is also a moral argument that revenue sharing is required as a form of compensation for people that are negatively impacted by the park in cases where other forms of local benefits from the park are not sufficient to counter-balance the costs to communities associated with living next to the park.

Parks do provide a number of benefits at local level to surrounding communities, such as rainfall and climate control, water catchments, prevention of soil erosion, tourism-related income, aesthetic benefits, and biodiversity conservation. However communities also face costs from the proximity of national parks, which are mainly due to crop raiding and other problem animals, but also attack by wild animals with

risk of injury, and what is called the “opportunity cost” (perceived cost of the loss of opportunity to fully exploit the natural resources in protected areas).

Rwanda is an agricultural country and more than 90% of the population relies on agricultural activity and depends on natural resources for firewood, water, medicinal plants and other non-timber products (i.e. honey). As a result of human pressure on natural resources, and the need for agricultural land, the total area of Rwanda’s parks has been reduced by more than 50% over the last 50 years.

The main threats currently faced by Rwanda’s national parks are poaching, firewood collection, illegal fishing, collection of medicinal plants and other non timber forest products, livestock grazing, fires, lack of buffer zone, encroachment, water collection, beekeeping, and potential de-gazettement. Most of these threats originate in areas bordering the parks and therefore both practical and moral arguments suggest that benefit sharing programmes must be focused on people living near the parks and particularly the poorer households that are more dependent on (illegal) use of resources and more seriously hit by any negative impacts (costs).

1.2 Concept of Revenue Sharing

Protected areas share benefits with local communities in the form of natural products (water, honey, medicine, fuel wood), cultural/spiritual values, environmental services (climate, rainfall), income from conservation based enterprise, and finally a share of tourism benefits. The main point is that tourism revenue sharing is just one of the types of benefits that are shared with local communities. However it must be distributed in fair and transparent mechanisms that benefit the people most affected by costs of living adjacent to the parks. A recent economic valuation study of the Virunga Volcanoes (and Bwindi forest in Uganda) demonstrated that the value of the continued conservation of these forests outweighs the costs overall, but that much of the value of these forests is realised at the national and international levels, while at the local level there is a net loss. Revenue Sharing is meant to promote a more equitable sharing of the costs and benefits of conservation.

A Revenue Sharing programme is just one of the many activities that a park’s revenue (gross income) supports. From revenues generated, the park authority must fund:

- Management of the park that earns the income.
- Cost of Protected Area Authority management at Headquarters
- Management of other parks / activities nation-wide
- Funding projects in communities around the park/s. (Revenue sharing)

Revenue sharing policies usually stipulate a certain percentage of gross revenue that will be shared. It is important to point out that, in the English language, the term “revenue” refers to gross income, whereas in French “revenue” means net income, whereas “recettes” means gross income. Therefore in French, although we use Revenue Sharing as a term, we are referring to sharing of a percentage of “recettes”.

Revenue Sharing programmes differ across the countries in the region

- Uganda launched revenue sharing programmes with 20% of gorilla permit fees (lower priced at \$120), and over time a series of policy changes resulted in current policy of sharing 20% of entry fees, although this is currently under review (2005).
- Kenya in the 1990s shared 25% of entry fees to support projects in communities, but this programme was subjected to a lot of political problems and over time was discontinued. However Kenya's parks do still support projects on an ad hoc basis
- Tanzania shared 7.5% of the operating budget of each PA. Therefore if a park has a small budget, the amount set aside for revenue sharing is low.

In Rwanda, ORTPN has adopted Revenue Sharing as a priority programme to support conservation by increasing local community support for conservation because:

- RS can help reduce demand for protected areas' resources by promoting alternative sources of materials and income
- RS can generate goodwill/trust by investing in projects that address local communities' priority needs.
- RS can act as a direct incentive for conservation by providing a long-term flow of benefits, from protected areas to communities, which are contingent on local support for conservation, thereby providing a direct and strong link to the parks.

1.3 Revenue Sharing to Date in Rwanda

ORTPN initiated a revenue sharing programme in 2004, distributing 42 million FRW from revenue generated in 2003. These funds were allocated to the districts bordering the three national parks in the ratio of 50% PNV: 25% PNA: 25% PNN. The districts took the lead in identifying projects to fund. While this approach might prove successful in conservation terms by influencing political support at district level, it probably has had little impact on the primary target group at community level – poorer households within park-adjacent communities.

Recognising the need to revise this strategy, ORTPN with support from IGCP initiated a process to develop national policy and guidelines for tourism revenue sharing in Rwanda. A task force was formed in April 2005 to start addressing some of the key issues and to plan for a national stake-holder workshop which was held in July 2005. The stakeholder workshop provided participatory input to the policy and guidelines contained within this document.

2. REVENUE SHARING POLICIES

The ORTPN 5-Year Strategic Plan (2004-2008) includes Revenue Sharing as a tool to help translate into action Rwanda Wildlife Agency's mission which is "To conserve Rwanda's rich biodiversity for sustainable development of the country and as global heritage through the application of sound ecological principles and the cultivation of strategic partnerships with local communities and other stakeholders."

Revenue Sharing is consistent with a number of Rwandan strategic documents such as the Poverty Alleviation Strategy and the 2020 Vision. In these documents, tourism has been identified as a key economic driver for the country and should benefit all the players starting from the poorest among communities. Revenue Sharing is also in line with the Government Decentralisation Policy in that it helps to empower local communities for their self development.

The rationale behind Revenue Sharing is that communities around national parks can support park management despite the fact that they experience problems from national parks (crop raiding, social transformation). They should therefore get direct benefits from the national parks, providing an enabling environment for good community relationships with national parks.

2.1 Goals, Objectives and Guiding Principles of the Revenue Sharing Programme

This policy document gives a summary of the multiple goal and objectives of revenue sharing, together with some guiding principles that define key characteristics incorporated into the policies for implementing Revenue Sharing in Rwanda.

2.1.1 Overall goal for Revenue Sharing

The overall Goal of Revenue Sharing is "To ensure sustainable conservation of the National Parks with the participation of the neighbouring communities by contributing to the improvement of living conditions"

2.1.2 Specific Objectives for Revenue Sharing

Three types of objectives are defined for the programme:

1. Conservation impact objectives:
 - To reduce illegal activities
 - To ensure sustainable conservation
 - To increase community responsibility for conservation
2. Livelihoods impact objectives:
 - To improve livelihoods by contributing to poverty reduction
 - To compensate for loss of access and/or crop damage
 - To provide alternatives to park resources
 - To encourage community based tourism

3. Relationship impact objectives (between park and population)
 - To build trust
 - To increase ownership
 - To reduce conflicts
 - To increase participation in conservation
 - To empower communities

2.1.3 Guiding Principles for Revenue Sharing

The following guiding principles underpin Revenue Sharing policy and should be seen as complementary to the goal and objectives, focusing on the way in which revenue sharing will be implemented:

- **Programme identity:** to achieve its conservation goals, revenue sharing must be seen as a programme of ORTPN, and funding from the programme must be recognised by recipients as having been sourced from / donated by the protected areas.
- **Partnership with local government:** revenue sharing should be implemented with the full and active involvement of local government, and in a manner that is consistent with, and complementary to, the development plans and activities of local government.
- **Community participation:** park adjacent communities that are the primary target of the revenue sharing programme should be empowered to effectively participate in management of the revenue sharing programme and its key decision-making processes.
- **Complementarity:** Revenue sharing funds may provide co-funding alongside other sources of funding provided by government or other donors.
- **Additionality:** Revenue sharing funds must be additional to other sources of funding so that they provide park-adjacent communities with additional benefits, in recognition of costs of conservation that they experience.
- **Visibility:** When co-funding projects with other donors, the revenue sharing funds must retain their identity so that the benefits from the park are visible.
- **Transparency:** information on project selection, financial transactions and impact should be freely available.
- **Accountability:** roles, rights and responsibilities/obligations must be clearly defined, and ORTPN, local governments and local communities held accountable for fulfilling their respective obligations/responsibilities.
- **Sustainability:** if revenue sharing is to be more than a political gesture partners in the programme, including local communities, must see it as a long term commitment (subject to the continued availability of tourism revenues).

2.2 Specific Revenue Sharing Policies

2.2.1 Policy on Amount of Revenue to be Shared

ORTPN has decided, after consultation, to allocate at least 5% of the total gross revenue (“*recettes*” in French) of each year to be distributed as Revenue Sharing in the following year. This percentage may be increased following recommendations of programme impact and performance evaluations.

2.2.2 Policy on Distribution of Revenue Sharing between the Parks

Given the unequal distribution of revenues earned in the three national parks, and in the spirit of participation and decentralisation, the % to be shared with communities will be combined into a national pool from which funds will be distributed to be shared around the three parks according to the following ratio:

40% PNV: 30% PNA: 30% PNN.

2.2.3 Policy on Revenue Sharing Target Area – Zone of Influence

The target area for Revenue Sharing funding will be limited to the “Zone of Influence” of each park. This zone is defined as the area within which community members have an impact on the park, **and** are impacted upon by the park.

As of 2005, and for the purposes of this Revenue Sharing Policy, the “Zone of Influence” has been initially defined as the secteurs touching park boundaries. These will consist of the following:

PNA: Buhabwa, Kabare II, Kageyo, Munini, Ndama, Nyagashanga, Rwazana, Ndego

PNN: Bitandara, Bunyereli, Bushigishigi, Butare, Bweyeye, Cyiya, Gahisi, Gahurizo, Gasumo, Gifurwe, Gikungu, Gisanze, Kabavu, Kanyinya, Kitabi, Masunzu, Mpabe, Munini, Murambi, Nyabimata, Nyarwungu, Rangiro, Remera, Ruharambuga, Bushekeri, Rutiti, Rwabidege, Rwishywa, Rwufi, Rwumba, Shaba, Tangabo, Uwingugu, Yove, Twumba, Gitambi, Kaboza, Nyakabuye, Nkungu, Muhanga, Gakangaga, Musaraba

PNV: Bisate, Burambi, Butaka, Gahunga, Gakarara, Gasiza, Gatete, Gihorwe, Gitaraga, Kabatwa, Kabwende, Kagano, Kareba, Kora, Musumba, Maya, Muhingo, Musanzu, Nyabirehe, Nyabitsinde, Nyange, Rutamba, Rwinzovu, Shingiro.

In light of the proposed realignment of district and secteur boundaries that will take place in Rwanda in 2006, the Zone of Influence should be re-defined for each park after completion of this process in 2006. The Zone of Influence should be restricted to areas in which community members have an impact on the park, (source communities from which the majority of illegal activities and/or natural resource harvesting originate) and are impacted by the costs of living next to the park (crop-raiding, etc...).

2.2.4 Policy on Distribution of Projects around Each Park

To ensure appropriate distribution of benefits around each park, selection processes will ensure a spread of funding among all target communities. Given the limitations on the annual revenue sharing funding pool and the need to specify a minimum project size (currently 2 million FRW – approximately \$4,000), this balanced distribution of funds will only be achievable over a multi-year period. This means that any given secteur within the target area cannot expect a project each year, but can expect to have one project on average every 5 years.

2.2.5 Policy on Decision-Making Authority for Revenue Sharing Projects

The authority to decide which projects to fund is delegated to a committee at park level, the “Park Revenue Sharing Committee” (PRSC), which is made up of representatives of local and park authorities, and the intended beneficiaries.

In order to adequately screen potential Revenue Sharing projects, and to ensure that collaboration is ensured with existing Government of Rwanda Decentralisation mechanisms, all projects proposed for Revenue Sharing funding will first be screened by their relevant Community Development Committee (CDC) at District level before being forwarded to the PRSC for selection and approval process. The CDC will ensure that all short-listed projects forwarded to the PRSC fit within district development plans, and that the principles of Additionality and Visibility are adhered to.

The current districts (2005) that border on Rwanda’s national parks, and therefore will have CDCs participating in the Revenue Sharing programme are:

PNA: Bugaragara, Gabiro, Rukara, Cyarubare

PNN: Bugarama, Bukunzi, Nyamashake, Gatara, Busenyi, Itabire, Mushubi, Mudasomwa, Nshili

PNV: Bukamba, Kinigi, Mutobo, Buhoma, Mutura

2.2.6 Policy on Target Beneficiaries for Revenue Sharing Funding

In order to best meet the conservation objectives of Revenue Sharing, the programme will prioritise projects that meet the needs of the poorer and more disadvantaged groups within the target area (zone of influence) around each park. This sub-group of local communities are those who have the most impact on the park (i.e. are the most likely to conduct illegal activities such as poaching or encroachment) and on whom the park has the most impact.

2.2.7 Policy on Selection Criteria for Revenue Sharing Funding

The PRSC and CDC committees as described above will ensure that Revenue Sharing funding is distributed to projects that meet the agreed Criteria for Project Selection. Projects short-listed by the CDC will be assessed and prioritised by the PRSC based on the level to which they meet the following criteria:

1. Feasibility:

- Availability of local capacity to carry out the project
- Utilising local means and inputs
- Project is technically and financially feasible
- Availability of co-funding if project is larger than RS funding available.

2. Sustainability of Projects and Impacts

- Long-term impact
- Future funding for project operations is foreseeable

3. Distance/Proximity to national parks

- Projects must be in Secteurs neighbouring the parks (in 2005)
- Once Secteur / District boundaries have been re-drawn in 2006, projects must be within the “Zone of Influence” of the park as defined by each park.

4. Positive impact on Conservation

- Positive impact on conservation / Addressing threats to conservation
- Project will result in improved positive attitudes toward the parks

5. Importance of Participation

- Community-based project
- Participation of the population/beneficiaries in project choice and design
- Project responds to real and common problems of the population
- Targeting known / recognised groups
- Community contribution in terms of materials or labour is favourable.

6. Benefiting the population

- Projects targets vulnerable / disadvantaged groups
- Positive impact on well-being of the population neighbouring the park
- Project impacts a large number of beneficiaries
- Project demonstrates a gender balance in terms of participation and beneficiaries

7. Integrated with ORTPN strategic plan and District Development Plans

- Project is relevant to Protected Area Action Plans
- Project is relevant to District Development Plans

8. Size of Project

- To ensure visible impact and to minimise administration load, the minimum budget for project = 1 million FRW (approximately \$2,000).
- To allow for equitable distribution of available funds, the maximum budget per project = 60 million FRW (approximately \$120,000)
- However, where co-funding is available larger projects can be considered, as long as the contribution from revenue sharing funding does not exceed the maximum

Examples of projects that would be likely to fulfil the above criteria:

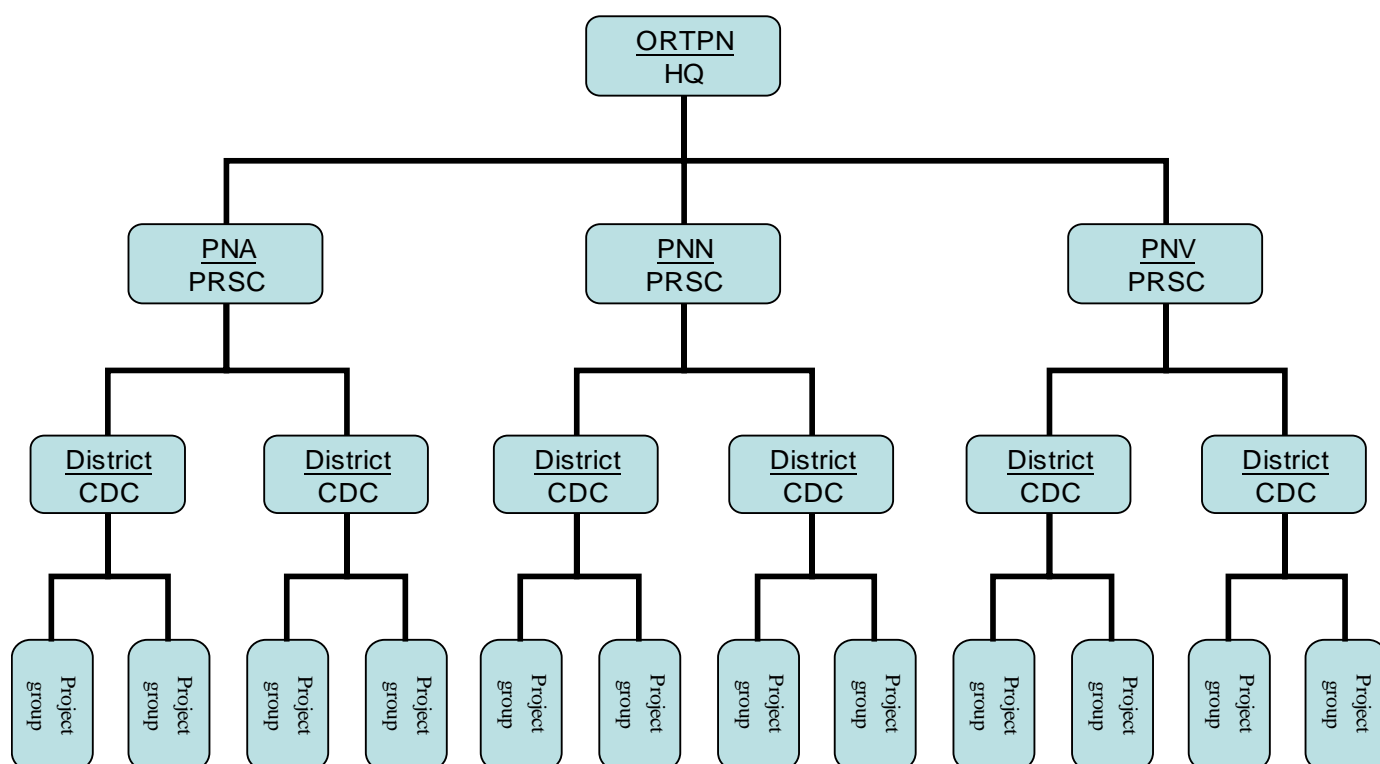
- Community ecotourism micro-enterprise development projects
- Social infrastructure projects (i.e. schools, clinics, roads)
- Revenue generating projects
- Projects producing substitutes for products normally desired/obtained from within park boundaries.

3. GUIDELINES FOR REVENUE SHARING IMPLEMENTATION

This section of the document details the guidelines for implementation of the Revenue Sharing programme in line with the objectives, guiding principles, and specific policies contained in Section 2 above.

3.1 Management structure

The management of the Revenue Sharing programme will involve a number of groups and local structures to efficiently design, prioritise, approve, implement, and monitor the projects to be funded. The following diagram summarises these groups:



Description of the groups involved in the programme:

- **Community Project Groups:** These are the community groups who will develop project ideas and, if approved, will implement the projects.
- **Community Development Committee - CDC:** A component of the decentralised planning structure within Rwanda, this is an existing committee at each District that is charged with coordinating development projects within the district.
- **Park Revenue Sharing Committee - PRSC:** A new stakeholder committee to be formed in each park to make decisions on revenue sharing funding issues.
- **Partners:** At park level, a number of conservation and development partners may be involved in the revenue sharing process as either members of the PRSC, community project co-funders, and/or technical advisors as needed for programme development and implementation.
- **ORTPN Headquarters:** Plays the role of the donor and oversees implementation through its staff in each park.

The role of each group is further defined in the sections below.

3.1.1 Role of ORTPN

As the “donor” of the revenue sharing funding, ORTPN holds the overall responsibility for the revenue sharing process and must be involved at all stages

ORTPN Headquarters – Revenue sharing implementation will be considered as an activity within the Community Conservation Programme of ORTPN. As such the role of ORTPN Headquarters is as follows:

- Develops policies and guidelines for the revenue sharing programme
- Ensures adequate CC staffing in each park to implement the programme
- Extracting information from annual park accounts, calculates the amount to be shared in the following year, based on the approved policy on % (currently 5%) of gross revenue (*recettes*) pooled nationally, and distributed to each park based on the approved policy on ratio to be shared around each park (currently 40:30:30)
- Distributes the funds to each park;
- Evaluates the programme and revises policies and procedures accordingly.
- In addition to the funding for revenue sharing projects, ORTPN provides a budget for implementation of the programme, as an element of the Community Conservation budget. This will include:
 - Staff (Community Conservation wardens, with support from Chief Warden)
 - Costs of basic revenue sharing programme operating activities
 - PRSC committee operations costs¹, including meetings to approve projects, monitoring of funded projects, and other follow-up activities
 - Costs of basic programme monitoring and evaluation
- Solicits funding from donors and partner projects to support activities relating to the design and set-up of the revenue sharing programme in each park, and to provide additional funding to be shared through the revenue sharing system.

ORTPN at Park Level

- Ensures smooth running of the programme at each park – CC Warden with support from Chief Warden.
- Organises the formation of the new Park Revenue Sharing Committees at each park (see below).
- Provides funding for PRSC committee operations (through CC budget)
- Provides information and data relevant to the prioritisation of communities and projects to fund. This information will be provided to the PRSC and will include baseline data, annual data, and trends for illegal activities (including source community of arrested suspects), human-animal conflict (crop-raiding, livestock attacks, etc...), and support for conservation (e.g. fire control).
 - Baseline and annual data will aid the PRSC in choosing projects.
 - Trends will be used to evaluate community support for conservation and will contribute indicators for the evaluation and review of the revenue sharing programme’s impact as a whole.

¹ However, CDC committee operations related to the revenue sharing programme will **not** be budgeted by ORTPN, as they are part of normal District development budgets

3.1.2 Role of Park Revenue Sharing Committee

At each park, and new stakeholder committee will be formed to oversee implementation of the Revenue Sharing Programme at park level.

Terms of Reference for the PRSC:

- The PRSC is responsible for implementation of the programme at park level.
- Once formed, the PRSC will meet at least every three months, chaired by the Chief Park Warden.
- In all aspects of the revenue sharing programme, the PRSC will liaise with each District CDC in their park's revenue sharing target area (all Districts containing areas included in the park's Zone of Influence)
- The PRSC will communicate with District CDCs to ensure awareness of revenue sharing as a source of project funding in the target area
- The PRSC will ensure that CDCs understand all aspects of programme implementation, including their role in developing project ideas with communities, pre-screening projects in adherence to project selection criteria, and assisting with project implementation, follow-up, monitoring, and reporting.
- Following pre-screening of projects by CDCs, the PRSC will make final decisions on revenue sharing funding
- During project implementation, the PRSC will conduct regular project monitoring and follow-up in conjunction with the CDCs.
- During project implementation, the PRSC will consider park data on community support for park management and conservation (illegal activities, etc...) and if a problem is identified will work with the project committee to address the problem.

Membership in the PRSC:

The PRSC committee will be formed to obtain appropriate stakeholder input to manage the revenue sharing process in each park.

- **Park wardens:** Chief Warden and Community Conservation Warden
- **District representative:** one per District – selected by CDC to sit on PRSC
- **Partners:** partners supporting community conservation, community enterprise or development programmes linked to the park. - 1 representative per partner.
 - To keep the committee size manageable and affordable, the list of partners on the PRSC will be proposed by park wardens and should only include partners active in community conservation and development. Other partners may be consulted for advice as needed, but do not need to sit on the committee.
- **Local representatives from target area / beneficiaries:** Due to the wide variation in number of sectors in the Zone of Influence of the three parks, the above members of the PRSC (wardens + districts + partners) will need to decide on a means to ensure local representation on the PRSC committee.
 - A pre-meeting will propose a system for selecting representatives who live in the target area (the park's "Zone of Influence") and who represent target beneficiaries (poorer and more disadvantaged groups) of the revenue sharing programme, while ensuring that the committee size does not become unmanageable or unaffordable. Local representation should include a gender balance.

- This proposal for local representation will be reviewed by ORTPN, in line with budgetary implications for quarterly meetings of the PRSC at the proposed size, prior to approval and final formation of the full committee.

3.1.3 Role of Administration at District Level – the CDC

The Administration, through the District Community Development Committee (CDC) in each district that touches park boundaries, will play the role to ensure that community interests are met, and that projects funded by the revenue sharing programme are consistent with development plans and priorities for the district.

Role of the CDC in the revenue sharing programme:

- Assists ORTPN to disseminate information about revenue sharing as a source of funding for community projects.
- Assists communities to develop project ideas and develop proposals.
- Carries out initial screening of projects to ensure they fulfil revenue sharing project criteria and are relevant to district development plans.
- Forwards a short-list of three proposals per district to the PRSC for final selection and approval.
- Selects one representative to sit on the PRSC to represent their district
- Ensures distribution of approved project financing, in accordance with phased funding distribution as detailed in project documents
- Ensures monitoring and follow-up of projects
- As part of the district's participation and contribution as a partner in the revenue sharing programme, the CDC provides technical support to the programme, without cost to ORTPN, including the functioning of the CDC in assisting with community project development, in short-listing submitted proposals, and in supporting project monitoring.

3.1.4 Role of Partners

A number of conservation and development partners have relevant expertise and activities that complement the development and implementation of the Revenue Sharing Programme. These partners include collaborators that support ORTPN's Community Conservation efforts in and around the parks, as well as various community development institutions and other funding mechanisms (e.g. CDF).

In support of the Revenue Sharing programme, the role of partners **may** include:

- Provision of funding for costs of developing and setting up the programme², such as community mobilization, capacity building,
- Provision of additional / complementary funds for community projects to be funded through the revenue sharing system.
- Relevant partners that are actively supporting community conservation and community enterprise or development programmes in and around each park may be invited by the park warden to send one representative to the PRSC.
- Partners supporting other areas of ORTPN's conservation activities in a park may be requested to provide targeted technical advice on relevant issues such as potential impact of a proposed project on conservation targets.
- Provision of technical advice on programme set-up and implementation and/or other aspects of funded projects (i.e. advice on potential impact of a project)

3.1.5 Role of Beneficiaries

Communities seeking revenue sharing funding must be aware of their roles and responsibilities in implementing the programme, and be prepared to accept that revenue sharing funding is contingent upon recipient community groups demonstrating a positive commitment to supporting conservation of their park. A number of activities / responses will be required:

- **Project design:** A project should have a participatory design process and involve a number of beneficiaries
- **Proposal development:** Community groups seeking funding must fill in the appropriate proposal format and provide appropriate responses to all required areas of information about the proposed project.
- **Community contribution:** One of the funding criteria for revenue sharing projects is an element of community contribution in order to maximise impact of the proposed project. This can be in the form of community inputs in terms of labour and/or materials.
- **Community support for park management and conservation:** A community that is receiving revenue sharing funding must demonstrate that it understands the link between the funding and the conservation of the park. As a result, an increase in the levels of illegal activities originating from a particular community may disadvantage the community in terms of future funding. Similarly, indicators that a community is actively supporting conservation and park management (i.e. reporting of illegal activities, reduction in illegal activities, assistance in fire management, etc...) will result in a higher prioritization of this community for the next round of revenue sharing project funding.

² However, normal operational costs for the revenue sharing programme will be provided under ORTPN CC programme budgets.

3.2 The Revenue Sharing Project Cycle

3.2.1 Sensitisation of Districts and Target Communities

- ORTPN and partners will inform District CDCs of the overall amount available for revenue sharing around a particular park.
- District CDCs with ORTPN and partner support will distribute information within the target communities on the new funding cycle and its distribution mechanism

3.2.2 Proposal Development

- CDCs will distribute proposal forms / format to interested communities.
- Communities will identify and design projects and write proposals with CDC assistance (+/- with other partner assistance)
- Proposals will be submitted to the relevant District CDC

3.2.3 Project Selection Process

- District CDC will pre-screen all revenue sharing proposals for their district to ensure they fulfil all revenue sharing funding criteria (listed in Section 2.2.7) and to ensure they are relevant to District development plans.
- CDC will forward a short-list of screened proposals to the PRSC.
- The PRSC will appraise all short-listed projects, where necessary will conduct site visits and/or request more information from community groups, and will develop a final list of approved projects for Revenue Sharing funding.
- A list of approved projects and funding amounts will be forwarded by the PRSC to all District CDCs and to ORTPN headquarters.

3.2.4 Project Set-up and Initiation

- Approved projects will develop final detailed budgets and work-plans, and will then negotiate a timeline for implementation and reporting for PRSC approval.
- Once the budget, work-plan, and timeline are approved, all projects require the development and signature of an MOU with the relevant District, and a Project Contract with the beneficiary group.
- **Memorandum of Understanding:** A memorandum of understanding between ORTPN and the District will be drafted and signed to cover the following:
 - Exact project to be funded
 - Project work plan and timeline
 - Ensure that visibility of the funding source from the park in order to retain the identity of the project as a benefit provided by the park
 - Guarantee that revenue sharing funding is treated as additional funding for the community and not a substitute for alternative funding that will now be re-directed elsewhere (i.e. there should be a net gain for the community)
 - Communications requirements between ORTPN and the District, including reporting formats and deadlines

- **Project Contract:** A contract will be made with the implementing group to cover the following:
 - Exact project to be funded
 - Project work plan divided into distinct project phases of implementation
 - Timeline for disbursement of instalments in line with project phases
 - Timeline and format for reporting
 - Financial procedures to be followed.
- Any Infrastructure development projects, after MOU signature, but before Project Contract drafting, will need to pass through required tender procedures implemented by the District Tender Committee. Technical input for preparation of tender documents and review of bids should be provided by ORTPN park staff to ensure adherence to revenue sharing project criteria. The District Tender Committee will ensure adherence to REMA environmental impact regulations.

3.2.5 Project Implementation and Funds Disbursement

- Once all the steps above are complete, the project can move into its first phase of implementation
- Project funds will be disbursed via the relevant District in accordance with the terms of the project contract, so that this does not delay project implementation.
- Funds will be paid in instalments depending on nature and activities of the project and the agreed implementation plan / project phases.
- Funds for future instalments will only be released upon approval of previous instalment accounts and on verification of completion of previous phase.
- PRSC technical members and/or partners will be available to support the project with technical advice on implementation or project management, as needed.

3.2.6 Financial monitoring

- Funding will only be released for specific approved activities, as described in the final approved project, and as detailed in the signed agreement/contract with the implementing group.
- All parties involved (ORTPN, District, implementing group) must be defined for proper accountability, and accounting standards and procedures will be clearly articulated and presented to all parties.
- Implementing groups will be required to produce simple accounting reports to the District who will report to ORTPN.
- Accountability for each funding instalment must be provided and verified/approved before subsequent instalments are provided.

3.2.7 Project Monitoring / Evaluation

- The PRSC will nominate one member of either park or district staff to conduct physical verification and monitoring of each project. This person will visit the project to verify each stage of implementation.
- Project monitoring activities will involve beneficiaries to enhance understanding of the link between the park and the benefits of the programme.
- A final evaluation to confirm the completion of each project will be conducted jointly by the PRSC and CDC.

3.2.8 Project Reporting

- Project groups will provide interim and final technical and financial reports as detailed in the project contract. The number and deadlines for these reports, as specified in the project contract, will vary with the size of the project and intended timeframe, which will be aligned with phases of the project linked to disbursement of funding instalments.
- Project reports will be screened by the District CDC and then forwarded to the PRSC, which will maintain copies of all project reports in park files.

4. PROGRAMME START-UP PHASE

In the start-up phase of the Revenue Sharing programme, a number of activities are required to ensure appropriate implementation of the policies and guiding principles of the programme.

4.1 Source of Funding for Programme Set-Up in Each park

ORTPN provides the funding that for distribution to revenue sharing projects around each park, contributes staff time to the set-up and implementation of the programme, and will fund the basic operational costs of the programme such as PRSC committee meetings. Districts will provide the operations of their CDC committees to assist with project identification, development of proposals, and pre-screening of projects for adherence to funding criteria. Some partners will provide their own participation in the PRSC committee.

However, before the programme can be fully rolled out in each park, there will be a number of programme start-up activities with associated costs, such as training, sensitisation, and community capacity building activities. ORTPN should approach its community conservation partners in each park to seek funding for these activities. While it will be possible to implement the first cycle of funding without a full complement of training activities, the operations and impact of the programme will be enhanced with training activities.

4.2 Defining Zone of Influence for Each Park

In 2005 and 2006, the Revenue Sharing Programme will have a geographic target area that fund projects only within secteurs that touch park boundaries. However, during 2006 the secteur and district boundaries in Rwanda will be re-drawn resulting in fewer and larger districts and secteurs. The likely result is that secteur boundaries will extend a greater distance from park boundaries and will therefore include areas which have no impact on the conservation of the park and whose residents receive none of the negative impacts of living near the park. As a result, the current target area for revenue sharing will need to be reviewed to make sure that it still adequately reflects the Zone of Influence for each park. The PRSC at each park will review the new secteur boundaries and design a way to ensure that projects will only be funded within the Zone of Influence which may no longer correspond with the full area in sectors touching park boundaries.

4.3 Organisation of PRSC Committees

The Revenue Sharing programme relies on the “Park Revenue Sharing Committee” PRSC - one per park - as the authority that approves and disburses funds after initial screening by the CDCs at District Level. In order to set up the systems for implementing the programme, each park will need to form its PRSC. The PRSC will have representation from park wardens, District CDCs, partners, and local representation/beneficiaries. However, in order to work efficiently and affordably, the committee should not be too large (ideally the maximum should be 10-15 members).

As described in the section above covering the roles of various stakeholders in the programme, the warden will initially propose the partner representatives to the PRSC, and will contact the CDCs from each district to propose a representative to sit on the PRSC. An initial meeting of these members of the committee will formulate a plan to enhance the committee with appropriate local representation from the target area /

park Zone of Influence, from the intended programme beneficiaries (poorer and more disadvantaged groups), and ensuring appropriate gender balance on the committee. This proposal for representation, and for the final committee size (with budget implications), will be approved by ORTPN before the full committee meets.

4.4 Proposal Form Design

ORTPN Community Conservation Department, in consultation with the District CDC system, will design a project application / proposal template form for communities to use for submitting project applications for revenue sharing funding. This form must clearly identify the funding source as ORTPN/RWA in order to demonstrate the link with park conservation, and should include a checklist of the selection criteria in order to emphasise the intent of the programme.

4.5 Awareness Raising and Training Activities

Province: The ORTPN Community Conservation department needs to inform authorities at the province level of the rationale of Revenue Sharing funding for community projects, the decentralisation of the management of these funds to Park level through the PRSC with initial screening at District level through the CDC.

Districts – CDC: As the programme will rely on initial screening of potential projects by CDC committees at district level, a series of meetings with each of those committees will be required in order to clearly explain the theories of Revenue Sharing, and to discuss and agree the role that the CDCs will play in the process for each park.

Park Revenue Sharing Committee: Once the committee has been constituted for each park, the roles and responsibilities for this committee will be confirmed at the first PRSC meeting.

Target Communities – Concept of Revenue Sharing: The ORTPN Community Conservation department needs to work with CC staff in each park to conduct awareness-raising with target communities on the rationale and procedures for the revenue sharing programme.

Target Communities – Selection Criteria and Project Design: Communities will initially require some assistance in developing project ideas that have the potential to pass the selection criteria and approval processes. This can be achieved through ORTPN CC staff at each park working through the District CDC network to stimulate project ideas and proposals.

Community Groups with Approved Projects – Project Management: Communities may require assistance and/or training in certain elements of project management. While training may not be required in all cases, if funding can be found from partners / donors, the provision of training to project groups may significantly enhance the implementation and effectiveness of the revenue sharing programme.

5. PROGRAMME EVALUATION AND POLICY REVIEW

Regular review and evaluation of the implementation and impact of the Revenue Sharing programme should provide ORTPN with suggestions for modification of policy and improvements in implementation procedures. This document presents provisional policy and implementation guidelines for initial start-up of the revenue sharing programme. An initial review of the programme should be conducted at the end of the first year with a view to further refining the policy document. Thereafter the programme should be reviewed every 2 years, with a full evaluation of the programme and its impact after 5 years.

5.1 Additional Funding for Revenue Sharing Programmes

The revenue sharing programme will provide a source of funding for projects in communities neighbouring parks, and given the best-case scenario of increasing tourism revenue projections, this is likely to provide sufficient funding for a demonstrable and visible impact, at least in some areas. However, once the revenue sharing programme is started, there will be a certain level of expectation on the part of beneficiaries that the programme will continue. In relation to this there are two points that should be considered in programme reviews and evaluations, relating to the potential to source additional funding to support the revenue sharing programme

- It is risky to rely 100% on tourism as a source of income for any programme, including Revenue Sharing, as tourism is vulnerable to fluctuations related to global, regional, and national security and economic factors. Programme evaluation should address this vulnerability.
- While an attempt has been made in the design of this programme to distribute funds nationally and equitably, there are significantly more communities / secteurs around Nyungwe than the other two parks, especially Akagera. As a result the amount to be shared around Nyungwe, when distributed in this larger area will result in very little project funding available to any one community. Programme evaluation should address the viability of the programme around Nyungwe and make recommendations to increase its funding base.

In relation to the above issues, it would be advantageous for the programme to be open to sourcing alternative funds for “revenue sharing” in the form of other means of conservation financing (trust funds, concessions, payments for environmental services, etc...). All additional sources of revenue earned by the parks, including these potential innovative funding sources, should be explored in later reviews of the programme.

SUPPORTING/ ADDITIONAL DOCUMENTS

A. Agreement Template

Draft

PROTOCOLE D'ACCORD

Entre l'Office Rwandais du Tourisme et des Parcs Nationaux ci après dénommé
« l'ORTPN »

Et

Le District de, Province de, ci après dénommé « le District ».

Dans le but de

- Mettre en place un environnement propice aux bonnes relations entre le **Parc National de** et les Communautés voisines
- Prouver aux communautés avoisinant le parc de la valeur économique de ce dernier et de la conservation en général,
- Requérir le support et l'acceptation des Aires protégées de la part des communautés locales vivant à proximité de ces Aires,
- Accroître l'efficacité des Aires protégées dans l'atteinte de leurs objectifs de conservation,
- Conserver l'intégrité écologique et les valeurs socio-économiques des Aires protégées et améliorer les relations entre les Aires protégées et leurs populations voisines,

Dans le respect de la Convention sur la Diversité Biologique, qui stipule notamment le rôle des Parcs dans le développement socio-économique des populations et En application de la décision de l'ORTPN de destiner une partie de ses recettes issues du tourisme effectué dans les parcs au développement des populations riveraines de ces derniers

L'ORTPN et le District se sont convenus sur l'exécution du projet de ...(nom du projet)... en faveur de ...(nom du groupe des bénéficiaires)... **en accord avec la sommaire du projet, budget, plan de travail, et calendrier du projet (attaché)**, et en vertu de cette entente,

Les signataires du protocole se sont entendus sur ce qui suit :

- L'ORTPN
 - o Met à la disposition du District un montant de **FRW (..... Francs rwandais)** issu des revenus du tourisme effectué dans les Parcs nationaux, comme contribution au financement du projet.
 - o S'engage à transférer les fonds au compte N°....., ouvert à la Banque au nom du CDC du District endéans les 7 jours suivant la signature du présent protocole
 - o Continuera à mener une sensibilisation soutenue des communautés en vue d'améliorer leur compréhension de la nécessité de la conservation

- Collaborera avec le District à la mise en place de mécanismes durables de partage des revenus
 - Collaborera avec le District à faire du Partage des revenus un programme efficace pour la conservation et le développement des communautés
 - Préparera et posera un panneau indiquant à la population que le projet a été financé dans le cadre du partage des revenus du tourisme effectué dans le parc.
- Le District
- Veillera à ce que les fonds reçus dans le cadre du programme de partage des revenus soient utilisés uniquement pour le financement du projet auquel ils sont destinés.
 - Donnera une garantie que les fonds reçus du programme de partage des revenus soient utilisés pour compléter des fonds destinés pour cette communauté, et pas pour remplacer des fonds existants.
 - Appuiera et suivra la mise en exécution du projet communautaire financé
 - Fera en sorte que l'exécution du projet favorise l'atteinte des objectifs sous-jacents, la conservation et le développement socio-économique des communautés, soient atteints
 - Veillera à stimuler et opérationnaliser la collaboration des bénéficiaires à l'exécution du projet
 - Veillera à la bonne gestion des fonds issus du programme de partage des revenus pour un meilleur résultat et en assumera la responsabilité devant la communauté et l'ORTPN
 - Fera un rapport d'utilisation des fonds et d'exécution du projet, avec des propositions pour une meilleure exécution du programme de partage des revenus.
 - Veillera à ce que les intérêts des communautés bénéficiaires soient rencontrés et contribuera à la construction et au maintien d'un climat de bonne relation entre le Parc et ces communautés.
 - Veillera à ce que le projet financé soit exécuté avant les 6 mois suivant la signature du présent protocole.

La modification d'un ou plusieurs éléments du présent protocole ne peut être faite que sur consentement des signataires, qui s'engagent à soutenir conjointement le programme de partage des revenus du tourisme pratiqué au Parc pour sa meilleure conservation et le bien-être des communautés voisines.

Fait à Kigali, le

Pour l'ORTPN

.....

Directeur Général

Pour le District de

.....

Maire

1. Parc National de l'Akagera

Map of Rwanda showing districts, national parks, and lakes. The map highlights Akagera National Park in green and its neighboring districts (Gashyamba, Gicumbi, Kirururi, and Nyagatare) in yellow. Other national parks shown include Volcanoes National Park (dark green) and Nyungwe National Park (light green). Major lakes like Lake Kivu and Lake Tanganyika are shown in blue. A legend on the right explains the color coding. A scale bar at the bottom indicates 80 Kilometers, and a compass rose is in the top right corner.

Legend:

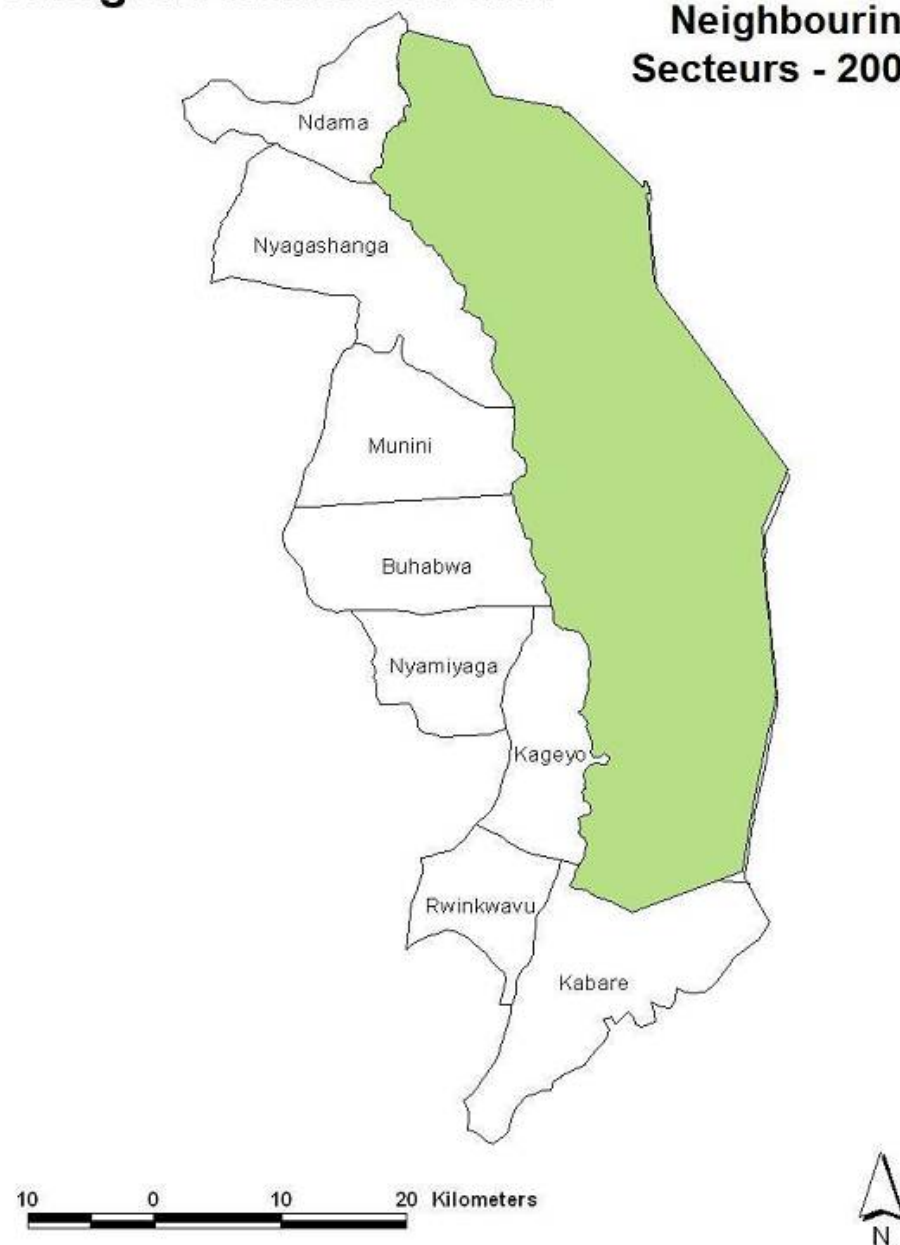
- Volcanoes National Park
- Neighbouring Districts
- Lakes
- Nyungwe National Park
- Akagera National Park
- Neighbouring Districts
- Lake kivu
- Districts

Scale: 80 Kilometers

Compass rose: N, S, E, W

Akagera National Park

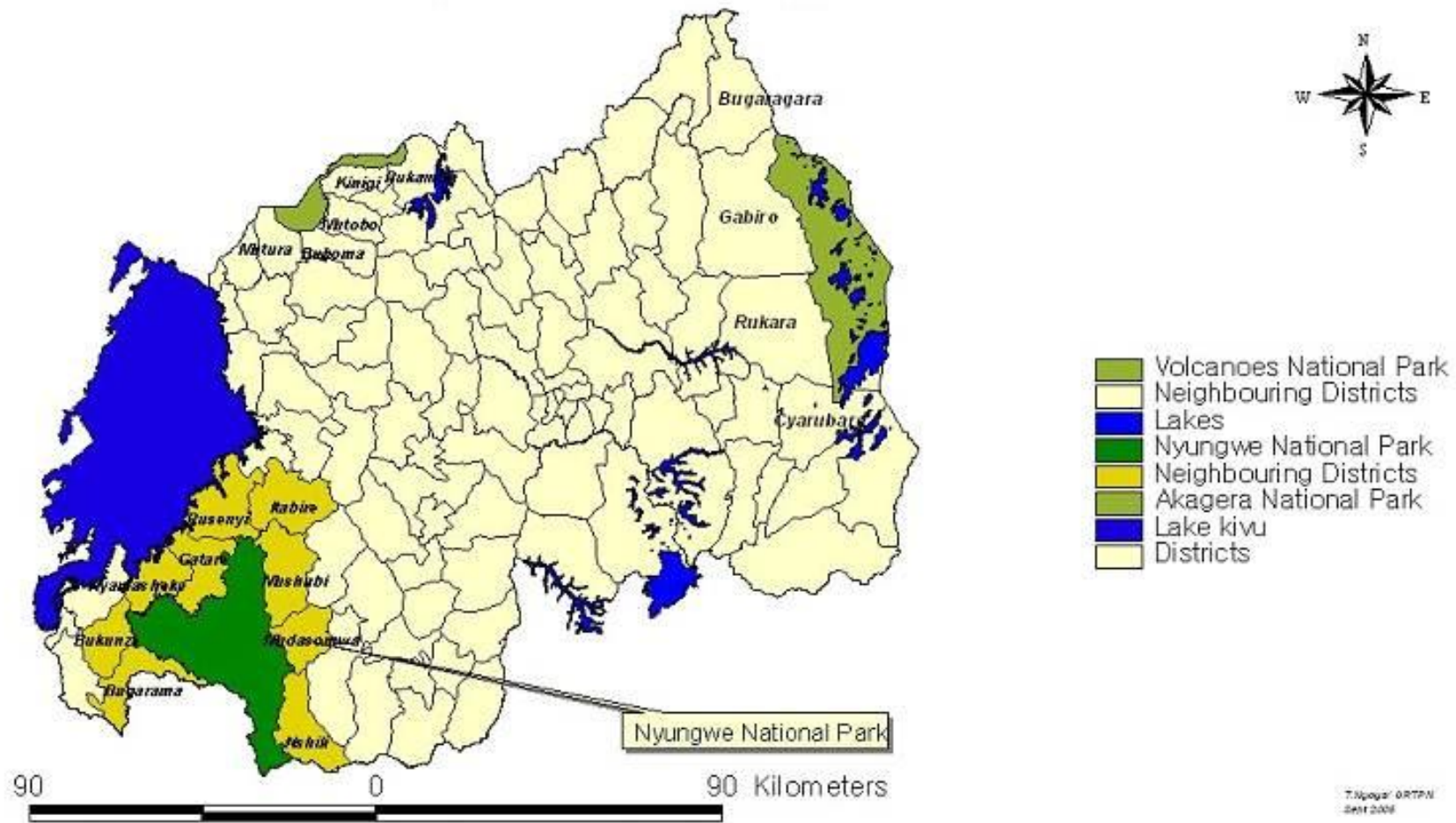
Neighbouring
Secteurs - 2005



2.

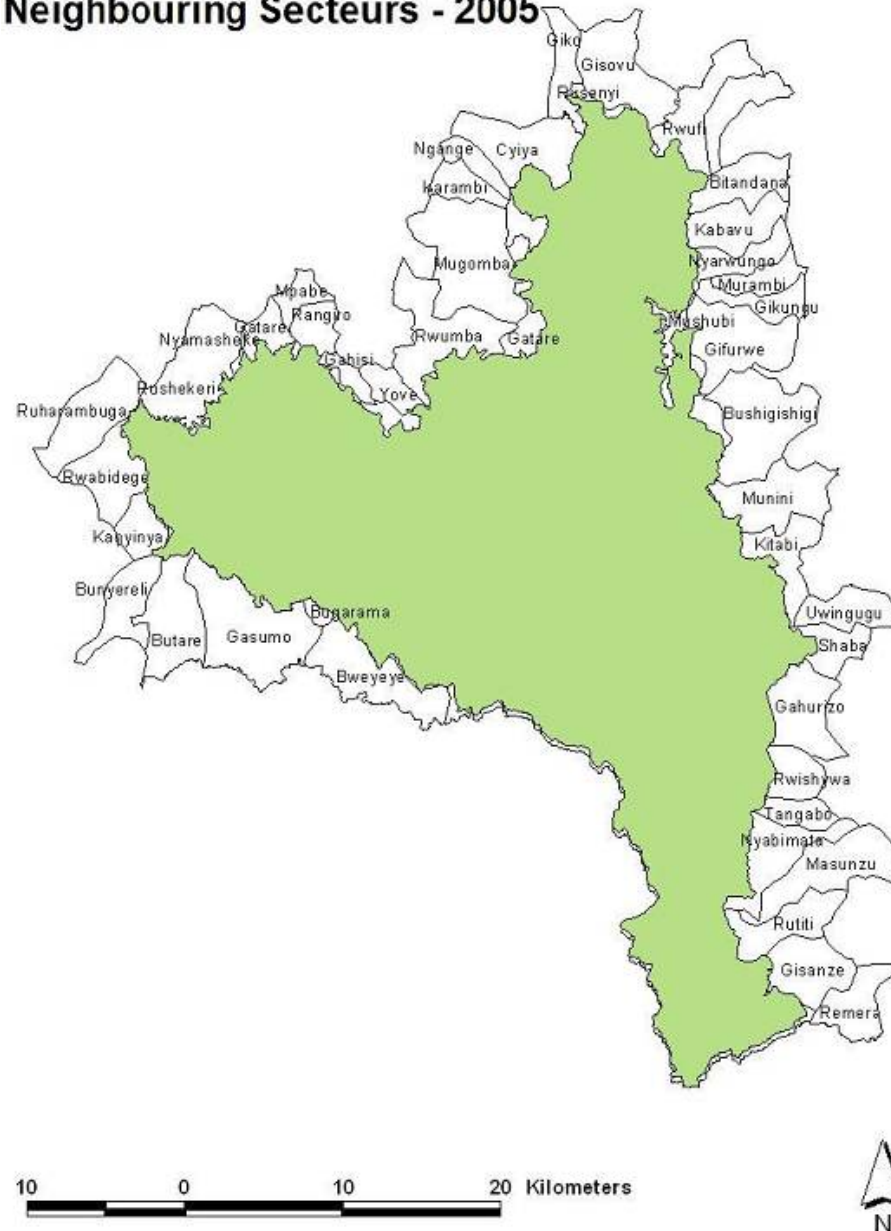
Nyungwe National Park

Neighbouring Districts - 2005



Nyungwe National Park

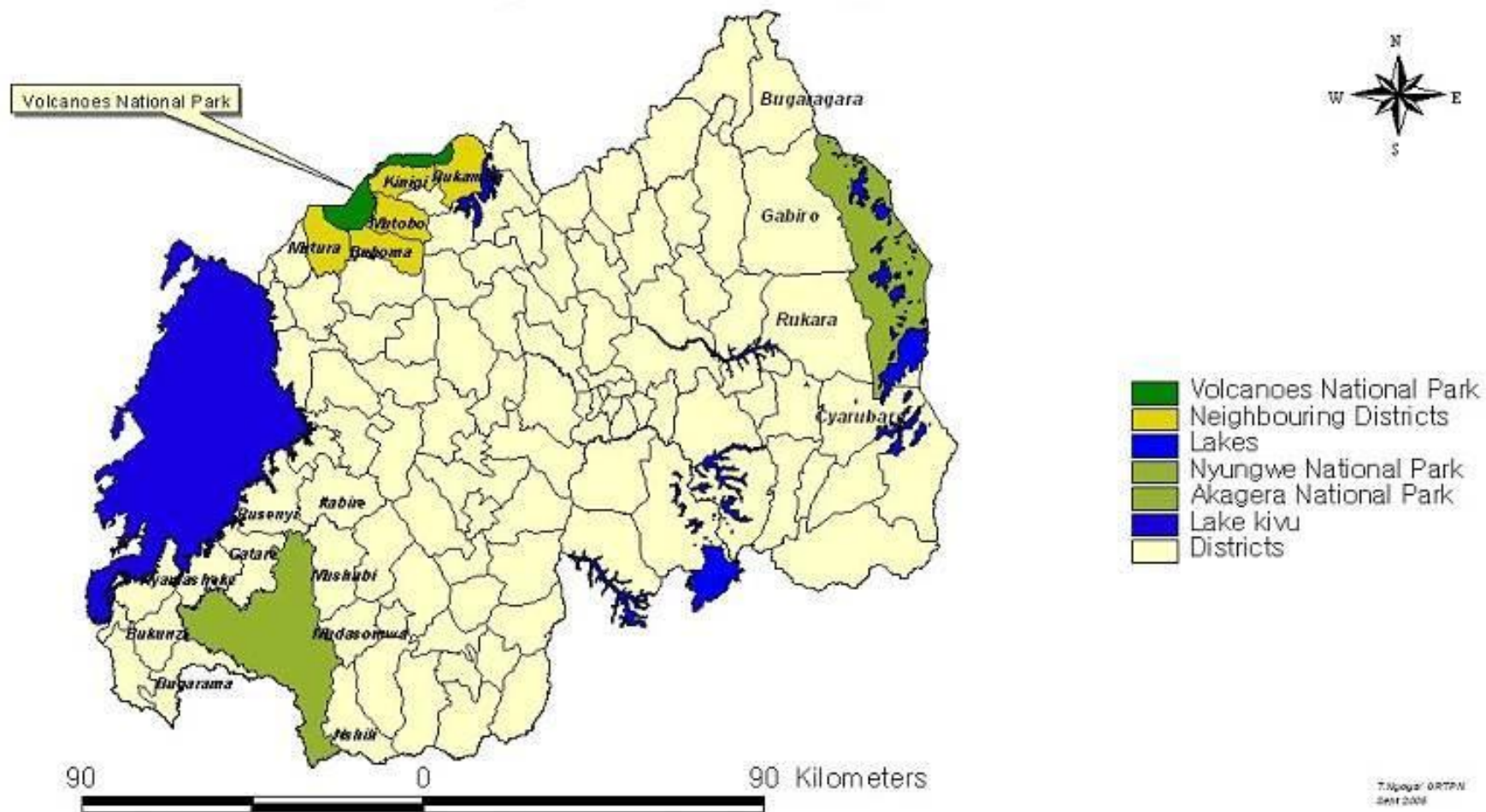
Neighbouring Secteurs - 2005



3. Parc National des Volcans

Volcanoes National Park

Neighbouring Districts - 2005



Volcanoes National Park

Neighbouring Secteurs - 2005

