

# National Forestry Authority

## STRATEGIC PLAN 2020 - 2025



# NATIONAL FORESTRY AUTHORITY

## STRATEGIC PLAN 2020 - 2025

National Forestry Authority,  
Plot 10/20 Spring Road, Bugolobi  
P. O. Box 70863. Kampala Uganda  
Tel. +256-0312-264- 035/6 and +256-414-360-400  
Fax: 0414-230-369  
E-mail: [info@nfa.org.ug](mailto:info@nfa.org.ug)  
Website: [www.nfa.org.ug](http://www.nfa.org.ug)

This Plan was developed with support from the United States Forest Service and the United States Agency for International Development



## FOREWORD

The Strategic Plan 2020-2025 is the fourth since the creation of NFA in 2003. This Strategic Plan is of critical importance to NFA as it provides a road map to sustainable central forest reserve management.

Our vision is to be a world-class, global leader in sustainable forest management. This will be pursued through three newly redeveloped programs of (i) Sustainable management of all central forest reserves, (ii) Enhanced equitable supply of quality forest products and services, and (iii) Strengthened organizational sustainability. Within each program, objectives and initiatives have been set to enable NFA achieve its key outcomes of increased forest cover, growing economic productivity and employment creation among others.

Key corporate values espoused by the board and management are professionalism, excellence, transparency, integrity and teamwork. These will continue to be strengthened and instilled amongst all NFA staff in their day-to-day conduct and operations.

NFA has realigned its budget accordingly to support the strategic programs and amidst the current challenges of disasters and a pandemic. One of the main challenges will be to maintain a robust organization, able to protect the physical integrity of all CFRs and deliver sustainable social economic and ecological benefits to the citizens of Uganda and the international community given the available resources. Another challenge is to raise the required financial and technical resources to enable NFA to achieve its mission, to innovate and to build the capacity and culture of staff. In this regard, we are putting in new measures and initiatives to improve our own (non-tax) revenue generation.

We shall strengthen our monitoring, evaluation and reporting to measure our progress with the implementation of this Plan. In financial year 2022/23, a mid-term review will be carried out and any risks and emerging issues will be identified.

We promise to deepen and strengthen our strategic partnerships with local communities, local and central government partners, the private sector, civil society and the international community in order to deliver on our planned outcomes. Meaningful and effective partnerships are key for enabling us to carry out our mission, and in enabling us to prevent and successfully fight land grabbing and the loss of central forest reserves land through illegal titling. This requires the support of all stakeholders to achieve.

Finally, I extend my thanks to USAID/USFS for financing the preparation of this Plan, and call upon Government, all our development partners and stakeholders to commit their efforts and resources in its implementation.



Gershon Onyango Gunyali

**CHAIRMAN, NFA BOARD OF DIRECTORS**

## **APPROVAL AND ADOPTION OF THE STRATEGIC PLAN 2020 - 2025**

We the Board of Directors of the National Forestry Authority having reviewed and provided input approve and adopt the Strategic Plan 2020 - 2025 for implementation and management of the strategic direction (road map) of the National Forestry Authority for the next five years.

Dated at Kampala this 18<sup>th</sup> day of June 2020.



Gershom Onyango  
**CHAIRPERSON OF THE BOARD**



Tom Okello Obong  
**SECRETARY TO THE BOARD**

## **EXECUTIVE SUMMARY**

The National Forestry Authority (NFA) is a government agency established under the National Forestry and Tree Planting Act (NFTPA 2003) to sustainably manage all Central Forest Reserves (CFRs) and to promote and develop private forestry in Uganda. In implementing the NFTPA (2003), NFA's operations are guided by five-year strategic plans.

This Strategic Plan runs from 2020 to 2025 and has been developed through a participatory process, in which the board, management and staff of NFA, relevant government ministries departments and agencies, development partners, non-governmental organisations, the private sector, and representatives of select forest-adjacent communities were consulted.

### **Performance of the 2015-2020 Strategic Plan and the lessons learnt**

A review of the performance of the Strategic Plan 2015-2020 revealed that NFA was able to achieve only 44.8 % of the targets as of June 2020. A key factor that impeded the performance was the inability of NFA to mobilise and generate adequate Non-Tax Revenue. NFA was able to mobilise only 56.3% of the projected non-tax revenue target with the result that NFA was challenged with inadequate capacity to ensure the physical integrity of the CFRs. NFA also faced broader prevailing conflicts of interest and mandate in the protection and management of the country's central forest reserves. In addition, with a high population growth rate, increasing population-driven demand for converting forests to farmland and for forest products also contributed to the challenges NFA has faced and its below-par performance.

There were several lessons learnt from the implementation of Strategic Plan 2015- 2020. There should be a greater effort invested in sustainable revenue mobilisation and generation, and the core functions of forest conservation and protection should not be outsourced to third parties. Further, there is a need to much more effectively enrol forest stakeholders including forest adjacent communities, the private sector, and local and central government in forest stewardship. As a multi-sectoral resource, the management of the country's central forest reserves - while the responsibility of NFA - requires cooperation and collaboration in the form of effective partnerships across a broad range of stakeholders. However, the root cause of poor performance is the inadequate organisational capacity of NFA to mobilise, develop, direct and control its human, financial, physical and information resources.

### **Environmental analysis**

The importance of forests in socio-economic development is well recognised in Uganda. Uganda Vision 2040 sets a target of increasing forest cover from 15% in 2010 to 24% by 2040. Under NDP II, GoU sought to increase sustainable production, productivity and value addition as key growth opportunities under which a target to increase forest cover to 18% in 2020 was set. The strategic direction of NDP III spells out the target for doubling the current forest cover by 2025 with an overall goal of, "Increased household income and improved quality of life". The NRM Manifesto 2016-2021 promises to increase the country's forest cover from 10% to 15% by 2021.

International and regional development frameworks, including the United Nations' Sustainable Development Goals, the African Union Agenda 2063 and the EAC Vision highlight the importance of forests and forestry in development. According to the Uganda Forestry Accounts Report (NEMA 2011), forestry resources contribute up to 8.7% of the national economy. Forests are critical to people's livelihoods and the environment.

Uganda's population which is growing at an annual average of 3.2%, exerts increased pressure on the country's forests and the influx of refugees from the neighbouring countries adds to this pressure. Uganda remains very vulnerable to climate change and not yet well prepared to address

its adverse effects. Similarly, gender and equity are a crucial factor in ensuring environmental sustainability.

### **Internal environment**

The NFTP (2003) provides the legal mandate for NFA to protect and develop 506 CFRs. In the absence of an armed forest ranger protection force, NFA has contracted about 350 forest patrollers who are insufficiently trained, equipped and paid to protect the CFRs. For security and protection purposes, NFA depends on the Environmental Protection Police and the Uganda People Defence Forces personnel, both of which it does not directly control. This arrangement essentially outsources forest protection. To compound the situation, NFA has to contend with repeated claims to and illegal titling of CFR land, and because of shortcomings in the judiciary, bar, district land boards, government ministries, departments and agencies, this often leads to substantial litigatory losses for NFA and compensation paid to third parties.

NFA has historically performed below its revenue targets, which has increased its dependency on its frequently insufficient Government subvention for operating expenditure. However, budgetary allocations from government treasury have not been sufficient to meet the financial needs of the Authority. As a result, NFA has consistently failed to implement key forest conservation, development and management activities.

The policies and procedures for the operations and management of both natural forests and plantations are not (sufficiently) codified and NFA lacks or has out-dated standard operating procedures for many of its key functions.

### **Strategic direction**

The strategic direction of NFA is aligned with the objectives of the Uganda Forestry Policy 2001, the National Forestry and Tree Planting Act 2003, and the National Forestry Plan 2012. The strategic direction takes into account lessons learnt from the implementation of the Strategic Plan 2015-2020 and the findings of the situational analysis.

The vision, mission and corporate values of NFA are as follows:

**Vision:** A world-class, global leader in sustainable forest management.

**Mission:** To sustainably manage and develop the country's central forest reserves and to provide quality forestry products and services for the socio-economic development of Uganda.

**Corporate values:** Professionalism, Excellence, Transparency, Integrity and Teamwork.

### **Strategic programmes and objectives**

The overall goal of the Strategic Plan (2020-2025), its strategic programs and the objectives under each program are given below.

The overall goal of the Strategic Plan is to:

*Sustainably manage and secure the integrity of all Central Forest Reserves (CFRs), conserve and maintain biodiversity, supply quality forest products and services and achieve organisational sustainability.*

The Strategic Plan's goal is underpinned by three programs as follows:

### **Program I: Sustainable management of CFRs**

Protection is a core function of NFA. The central forest reserves must be secured and protected from encroachment, degradation, and other threats. The degraded areas within the CFRs need to be restored and managed to promote biodiversity. The objectives under program I are:

1. To strengthen forest protection and conservation.
2. To restore degraded natural forests in CFRs.
3. To develop and promote stakeholder partnerships in line with gender and equity principles.

### **Program II: Enhance equitable production and supply of forest products and services**

NFA will use modern technology and innovative approaches to enhance the production and supply of forest products and services to fulfil its mandate and contribute to the socio-economic development of Uganda. The objectives under program II are:

1. To diversify and increase the quality and economic value of forest-based business.
2. To increase the area, quality and productivity of plantations on CFRs.
3. To increase the supply of seed and seedlings for increased tree planting in the country.

### **Program III: Strengthen organisation sustainability**

NFA will enhance its sustainability by building the capacity of the board, management and all staff to fulfil their respective roles and responsibilities. The Authority will increase NTR collection and improve financial risk management and accountability. To ensure stakeholder participation and support for forestry protection and management, NFA will raise awareness about the ecological roles and socio-economic benefits of forests. The objectives under program III are:

1. To build staff capacity for improved management, innovativeness and business enterprise development.
2. To invest in modern forest management infrastructure.
3. To strengthen NFA's brand value and increase public awareness about the importance of forests for Uganda.
4. To promote innovations in ecosystem services and business development as well as forest financing.
5. To expand and diversify NFA's revenue base.
6. To strengthen governance and accountability.

A **corporate scorecard**, which defines the performance measures, targets and initiatives for each of the strategic objectives is an integral part of this Plan (see page 27).

### **Critical success factors of the Strategic Plan 2020-2025**

The Plan envisages significant improvement in NFA's performance of its core functions of protecting central forest reserves and enhancing the supply and economic value of forest products and services. However, the successful implementation of the Plan will depend on the following **critical success factors**.

1. **Sufficient financial resources:** NFA must mobilise the financial resources necessary to implement the Plan. Increasing the share of non-tax revenue (NTR) in the total budget,

projected to be at 45% by 2025 and improving the level of revenue collection projected to be at 95% by 2025, will be critical.

2. **A committed board and management:** The Plan sets a clear direction for the board and the management identifying focus areas where NFA's resources should be utilised. The management's commitment and the Board's oversight in the effective implementation of the Plan will be essential.
3. **Competent, committed and enabled staff:** Developing the capacity of staff, re-orienting their culture where necessary, and putting in place an appropriate organisational structure will be fundamental in the successful implementation of the Plan. This also includes ensuring that all levels of NFA staff sufficiently understand the Plan and are enrolled in its successful implementation, through putting in place an incentive system where staff are recognised and rewarded for strong performance and sanctioned for under performance.
4. **Effective stakeholder participation:** Forestry is a multi-sectoral activity with many stakeholders. Effective stakeholder engagement where stakeholders are enrolled, and satisfied partners will be key to successfully implementing the Plan.

### **Key strategic outcomes of the Strategic Plan 2020-2025**

The impact that the Plan will create is summarised below:

1. The country's forest cover in CFRs will increase from 43% to 59% through the restoration and better management of CFRs and especially of natural forests. NFA will annually contribute 36,594 ha or 25% of the additional required area of forest cover for meeting the Vision 2040 goal of returning the country's forest cover to 24% (4,898,335 ha), the level which existed in 1990. This commitment is as realistically in line with the 2025 national forest cover targets as possible as set out in the National Development Plan III.
2. Significantly improving the capacity of NFA to protect the CFRs and strengthen forest law enforcement using an armed ranger forest protection force to achieve a substantial reduction in illegal forest activities, and in the trade of illegal and unsustainable forest products from CFRs.
3. NFA will consolidate and expand its partnership with forest adjacent communities doubling the area they co-manage from 4.5% to 9% of the total CFR area.
4. NFA will increase by a third, from 16% to 24%, the area of CFR forest land managed under licences and Memoranda of Understanding with the private sector and NGOs, and through corporate social responsibility partnerships.
5. The Plan will support the creation of over 200,000 direct employment opportunities with the forestry sector.
6. NFA will contribute UGX 10 billion in direct revenue to the tourism GDP of Uganda.
7. The NTR will increase from the current 8.32 billion to 29.95 billion by the end of the plan period.
8. The current yield from NFA managed plantations will increase from 68% to 75% average site performance index. For example, an ideal yield at an optimal site for *Pinus caribaea* is 400m<sup>3</sup> per hectare: currently NFA yields on average are a maximum of 272m<sup>3</sup> (68%) and it is aimed that they will improve to 300m<sup>3</sup> (75%) per ha.
9. The overall performance rating of the NFA strategic plan will increase from 43% to 80%.



10. The Plan will contribute to the fulfilment of Uganda's commitments to international protocols including the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change.

### Strategic implementation

The NFA Corporate Scorecard will guide the implementation of the Plan. The NFA Board will take ownership of the Scorecard and will hold the Executive Director and Senior Management Team directly responsible for achieving the targets it sets out. In turn, the Senior Management Team will manage, support and hold accountable their line staff for effectively achieving the targets set out in the scorecard. Staff performance will be based and measured on achieving the Scorecard targets. This will, therefore, create a shared vision, common purpose and improved performance. Each directorate will develop annual work plans aligned to the objectives of the Strategic Plan, and these will be integrated into the annual operating plan of the Authority. The cost of implementing the Plan is estimated to be UGX 402.536 billion over a period of five years. The projected revenue of 399.644 billion will be mobilised through non-tax revenue with support from government, development partners and others such as the private sector and NGOs. NFA's organisational structure will be reviewed, and appropriate changes incorporated to help ensure successful implementation of the Plan. The performance management system of NFA will be revised to ensure that all objectives are cascaded and integrated into the annual performance plans of each employee.

A critical assessment of risks, which may impact the performance of the Plan was carried out, and the mitigation measures against the risks have been identified.

### Cost of implementing the Strategic Plan

The cost of implementing the Strategic Plan is provided below:

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX Millions)
	2020/21	2021/22	2022/23	2023/24	2024/25	
<b>PROGRAM I: SUSTAINABLE MANAGEMENT OF CFRS</b>						
1. To strengthen forest protection and conservation	7,393	9,626	11,226	12,826	14,459	55,530
2. To restore degraded natural forests in CFRs	3,605	3,877	5,428	6,103	6,528	25,541
3. To develop and promote stakeholder partnerships in line with gender and equity principles	4,310	3,860	4,665	3,935	4,530	21,300
<b>Program Total</b>	<b>15,308</b>	<b>17,363</b>	<b>21,319</b>	<b>22,864</b>	<b>25,517</b>	<b>102,371</b>
<b>PROGRAM II: ENHANCE EQUITABLE PRODUCTION AND SUPPLY OF FOREST PRODUCTS AND SERVICES</b>						
1. To diversify and increase the quality and economic value of forest-based business	400	400	400	400	400	2,000
2. To Increase the area and productivity of plantations on CFRs	14,880	13,885	26,390	19,895	23,400	90,450
3. To increase the supply of seed and seedlings for increased tree planting in the country	10,605	10,595	10,595	10,595	10,595	52,985
<b>Program Total</b>	<b>25,885</b>	<b>24,880</b>	<b>37,385</b>	<b>30,890</b>	<b>34,395</b>	<b>145,435</b>

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX Millions)
	2020/21	2021/22	2022/23	2023/24	2024/25	
<b>PROGRAM III: STRENGTHEN ORGANISATION SUSTAINABILITY</b>						
1. To build staff capacity for management, innovativeness and business enterprise development	11,039	16,878	18,718	20,698	22,508	89,841
2. To invest in modern forest management infrastructure	11,430	10,415	10,040	9,690	9,254	50,829
3. To strengthen NFA's brand value and increase public awareness about the importance of forests for Uganda	195	240	250	300	375	1,360
4. To promote innovations in ecosystem services and business development as well as forest financing	475	325	425	325	325	1,875
5. To expand and diversify NFA's revenue base	0	0	0	0	0	0
6. To strengthen governance and accountability	2,125	2,175	2,225	2,175	2,125	10,825
<b>Program Total</b>	<b>25,264</b>	<b>30,033</b>	<b>31,658</b>	<b>33,188</b>	<b>34,587</b>	<b>154,730</b>
<b>TOTAL BUDGET (UGX millions)</b>	<b>66,457</b>	<b>72,276</b>	<b>90,362</b>	<b>86,942</b>	<b>94,499</b>	<b>402,536</b>

### Revenue projections (UGX millions)

The revenue to be generated through the Strategic Plan is projected as follows:

Description	Revenue projections (UGX millions)						Total projected revenue (UGX Millions)
	Baseline 2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	
A. Government Subvention	24,180	34,180	32,180	33,180	34,180	34,180	170,900
B. Non-Tax Revenue (NTR) / AIA	8,320	11,760	12,350	17,190	22,990	29,950	94,240
C. Grants	3,000	37,516	23,472	23,472	23,472	23,472	131,404
D. CSR Funding	-	100	200	400	800	1,600	3,100
<b>Total Income</b>	<b>35,500</b>	<b>83,556</b>	<b>68,202</b>	<b>74,242</b>	<b>81,442</b>	<b>89,202</b>	<b>396,644</b>

### Monitoring and evaluating the Plan's implementation

The implementation of the Strategic Plan will be the primary responsibility of the management, which will be monitored by the Board. The management will prepare quarterly and annual reports on the progress of implementation of the Plan. The reports will be presented to the Board with comments and recommendations for enhanced performance.

A mid-term evaluation of the Plan will be conducted by the Ministry of Water and Environment through its Performance Contract Review Committee and/or an external consultant. Based on the findings of the midterm review, the Board will consider, on the recommendations of the management, any change required in the strategic direction and focus and formulate changes in the Plan as appropriate.

# TABLE OF CONTENTS

- 1 INTRODUCTION ..... 1**
  - 1.1 The mandate of NFA ..... 1
  - 1.2 Methodology and approach to developing the Strategic Plan ..... 1
- 2 PERFORMANCE OF THE STRATEGIC PLAN 2015 – 2020 ..... 3**
  - 2.1 Status of implementation..... 3
  - 2.2 Implementation challenges ..... 4
  - 2.3 Lessons learnt..... 5
- 3 SITUATIONAL ANALYSIS ..... 7**
  - 3.1 External operating environment..... 7**
    - 3.1.1 *The link between the Strategic Plan and Uganda Vision 2040* ..... 7
    - 3.1.2 *Link between the Strategic Plan and National Development Plan* ..... 7
    - 3.1.3 *Link between the Strategic Plan and the Sustainable Development Goals* ..... 7
    - 3.1.4 *Link between the Strategic Plan, continental and regional agendas*..... 8
    - 3.1.5 *The status of Uganda’s forest cover* ..... 8
    - 3.1.6 *Deforestation, biodiversity loss and climate change*..... 11
    - 3.1.7 *Political factors* ..... 11
    - 3.1.8 *Economic scenario* ..... 12
    - 3.1.9 *Legal and policy perspective*..... 13
    - 3.1.10 *Social factors*..... 14
    - 3.1.11 *Technological developments* ..... 14
    - 3.1.12 *Partnerships* ..... 15
  - 3.2 Internal analysis ..... 15**
    - 3.2.1 *Financial position*..... 15
    - 3.2.2 *Human resources* ..... 17
    - 3.2.3 *Policy environment* ..... 17
    - 3.2.4 *Vehicles and equipment* ..... 17
- 4 STAKEHOLDER ANALYSIS ..... 18**
- 5 SWOT ANALYSIS..... 19**
- 6 STRATEGIC DIRECTION AND FOCUS 2020 - 2025..... 22**
  - 6.1 Vision, mission and corporate values ..... 22
    - 6.1.1 *Vision* ..... 22

6.1.2	<i>Mission</i> .....	22
6.1.3	<i>Corporate values</i> .....	22
<b>6.2</b>	<b>Strategic Plan for 2020 - 2025</b> .....	<b>23</b>
<b>6.3</b>	<b>Key strategic outcomes of the Strategic Plan 2020 - 2025</b> .....	<b>24</b>
<b>6.4</b>	<b>Critical success factors of the Strategic Plan 2020 - 2025</b> .....	<b>26</b>
<b>7</b>	<b>CORPORATE SCORECARD 2020 - 2025</b> .....	<b>27</b>
<b>8</b>	<b>STRATEGIC IMPLEMENTATION</b> .....	<b>38</b>
<b>8.1</b>	<b>Financial projections</b> .....	<b>38</b>
8.1.1	<i>Cost of implementation</i> .....	38
8.1.2	<i>Revenue projections</i> .....	48
8.1.3	<i>Resource mobilisation</i> .....	50
8.1.4	<i>Non-tax revenue</i> .....	50
8.1.5	<i>Government support</i> .....	50
8.1.6	<i>Direct funding from development partners</i> .....	51
8.1.7	<i>Corporate social responsibility funding</i> .....	51
<b>8.2</b>	<b>Organisational arrangements</b> .....	<b>51</b>
<b>9</b>	<b>MONITORING, EVALUATION AND RISK MANAGEMENT</b> .....	<b>52</b>
<b>9.1</b>	<b>Monitoring, evaluation and reporting framework</b> .....	<b>52</b>
9.1.1	<i>Quarterly reports</i> .....	52
9.1.2	<i>Annual reviews</i> .....	52
9.1.3	<i>Mid-term review</i> .....	52
<b>9.2</b>	<b>Risk management</b> .....	<b>52</b>
<b>10</b>	<b>REFERENCES</b> .....	<b>54</b>
	<b>ANNEXURES</b> .....	<b>55</b>

## LIST OF TABLES

<i>Table 1: Status of implementation of the Strategic Plan 2016-2020</i> .....	4
<i>Table 2: Forest cover statistics 1990-2017 by forest type (in hectares)</i> .....	9
<i>Table 3: Analysis of net loss of forest cover 1990-2017 (in hectares)</i> .....	10
<i>Table 4: Changes in the stock of forested land, 2005-2017 (in hectares)</i> .....	11
<i>Table 5: The distribution of forest type by land manager and land-use in 2017 (in hectares)</i> .....	14
<i>Table 6: The financial performance of NFA</i> .....	15
<i>Table 7: SWOT analysis</i> .....	19
<i>Table 8: NFA forest cover targets and their contribution to the Vision 2040 target (in hectares)</i> .....	25
<i>Table 9: The NFA Corporate Scorecard 2020 - 2025</i> .....	28
<i>Table 10: Cost of implementing the Strategic Plan 2020 - 2025 (UGX millions)</i> .....	39
<i>Table 11: Revenue projections (UGX millions)</i> .....	48
<i>Table 12: An extract from the Medium-Term Expenditure Framework (MTEF) 2020/21 – 2024/25 (UGX Billion)</i> .....	49
<i>Table 13: Risk management matrix</i> .....	53

## LIST OF FIGURES

<i>Figure 1: A map of Central Forest Reserves managed by NFA and other protected areas</i> .....	2
<i>Figure 2: The UN Sustainable Development Goals (SDGs) are closely relevant to NFA's Mandate</i> .....	8
<i>Figure 3: Forest cover in 1990 and 2015</i> .....	9
<i>Figure 4: Macroeconomic assumptions for FY 2018/19 - FY 2024/25</i> .....	13
<i>Figure 5: Revenue performance of NFA 2015/16 – 2018/19</i> .....	16
<i>Figure 6: Stakeholder matrix</i> .....	18

## ACRONYMS

AU	African Union
CFM	Collaborative Forest Management
CFR	Central Forest Reserve
DFS	District Forest Service
EAC	East African Community
EU	European Union
FAO	Food and Agricultural Organization
FMAP	Forest Management Area Plan
FY	Financial year
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)
GoU	Government of Uganda
ICT	Information and Communications Technology
MLHUD	Ministry of Lands, Housing and Urban Development
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDA	Ministries Departments and Agencies
MEMD	Ministry of Energy and Mineral Development
MFPED	Ministry of Finance, Planning and Economic Development
MoU	Memorandum of Understanding
MTWA	Ministry of Tourism Wildlife and Antiquities
MWE	Ministry of Water and Environment
NEMA	National Environment Management Authority
NDP	National Development Plan
NFA	National Forestry Authority
NFP	National Forestry Plan
NFTPA	National Forestry and Tree Planting Act, 2003
NGO	Non-Governmental Organization
NFSS	National Forestry Stewardship Standards
NRM	National Resistance Movement
NTR	Non-Tax Revenue
OP	Office of the President
OPM	Office of the Prime Minister

PA	Protected Areas
PPP	Public Private Partnerships
SIDA	Swedish International Development Agency
SOP	Standard Operating Procedures
SWOT	Strengths, Weaknesses, Opportunities and Threats
UBOS	Uganda Bureau of Statistics
UNDP	United Nations Development Program
UNHCR	United Nations High Commission for Refugees
USAID	United States Aid for International Development
UWA	Uganda Wildlife Authority

# 1 INTRODUCTION

The National Forestry Authority (NFA) is a government agency established under the National Forestry and Tree Planting Act (NFTPA 2003) to sustainably manage all Central Forest Reserves (CFRs) and to promote and develop private forestry in Uganda. In implementing the NFTPA (2003), NFA's operations are guided by five-year strategic plans.

## 1.1 The mandate of NFA

The National Forestry Authority was established under Section 52 of NFTPA 2003. The specific functions of NFA are enshrined in Section 54 of the NFTPA as:

- Develop and manage all central forest reserves (numbering 506 with a total land area of 1,265,742 ha).
- Identify and recommend to the Minister areas for declaration as CFRs including recommending amendment to such declarations.
- Promote innovative approaches for local community participation in the management of CFRs.
- Prepare and implement plans for the CFRs and prepare reports on the state of the CFRs and such other reports as the Minister may require.
- Establish procedures for the sustainable utilisation of Uganda's forest resources by and for the benefit of the people of Uganda.
- Cooperate and coordinate with the National Environment Management Authority and other lead agencies in the management of Uganda's forests.
- In conjunction with other regulatory authorities, control and monitor industrial and mining developments in CFRs.

## 1.2 Methodology and approach to developing the Strategic Plan

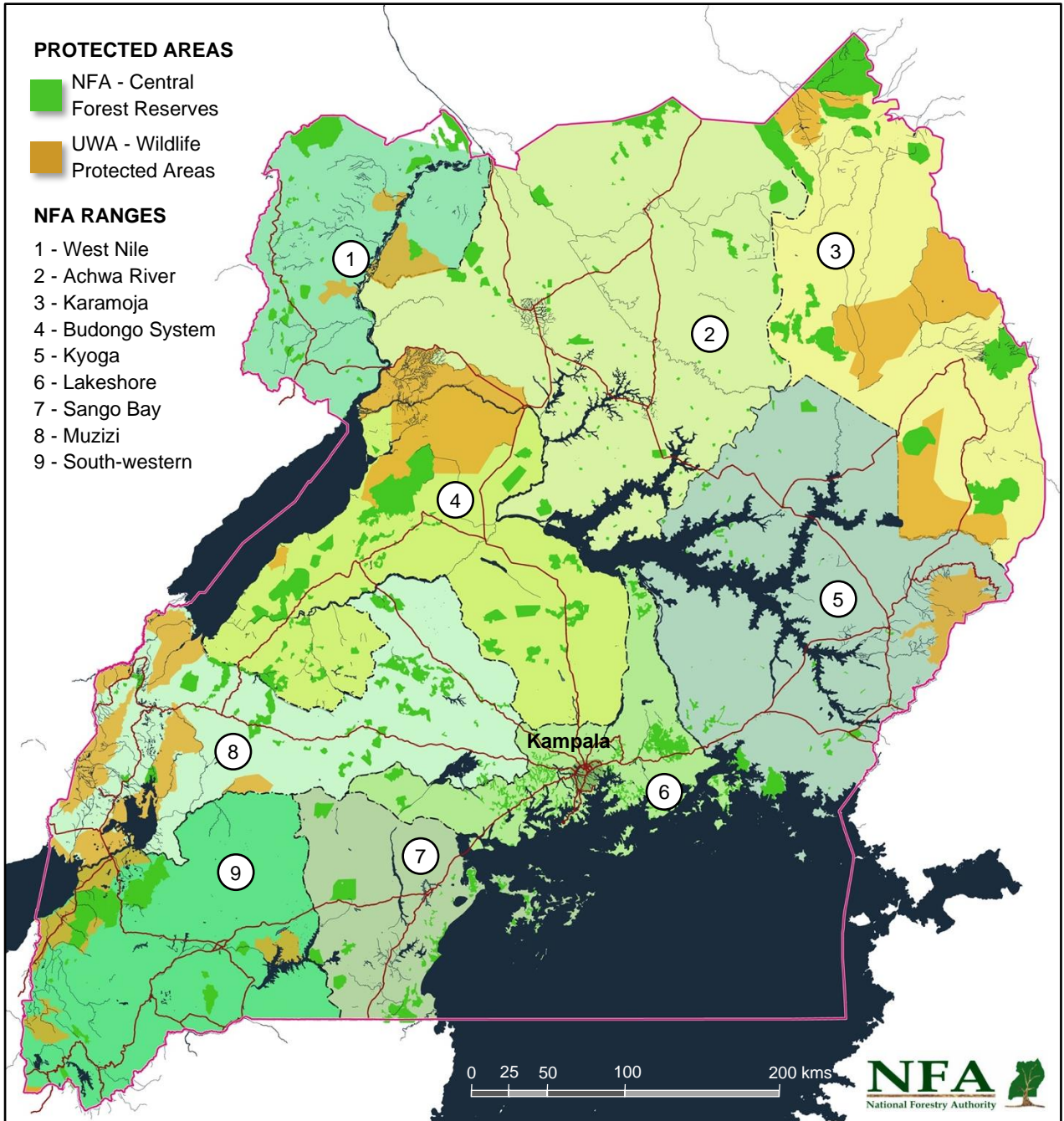
This Strategic Plan was developed through a participatory process. The board, management and staff of NFA, the Government of Uganda's ministries, departments and agencies (MDA), development partners and non-governmental organisations, the private sector and representatives of select forest adjacent communities, were engaged through consultative meetings, key informant interviews and workshops. With the support of USAID and USFS, a consultant was contracted to facilitate the strategic planning process. The consultants conducted field visits to eight CFRs across the country including plantations, natural forests and the National Tree Seed Centre, engaging staff and key stakeholders.

The process also involved a review of the performance of the last strategic Plan (2015 - 2020) and an assessment of the internal and external operating environment. Stakeholder analysis and a SWOT analysis were carried out. The vision, mission and the corporate values of NFA were also reviewed.

The strategic direction and focus of NFA for the next five years were crafted based on the understanding gained through the above process. The strategic objectives, the corporate scorecard, a resource mobilisation plan, and a monitoring and evaluation plan were then developed to ensure the effective implementation of the Strategic Plan.



Figure 1: A map of Central Forest Reserves managed by NFA and other protected areas



## 2 PERFORMANCE OF THE STRATEGIC PLAN 2015 - 2020

A performance review of the NFA Strategic Plan 2015-2020 (NFA 2015) was carried out to gain a better understanding of the progress achieved in its implementation and to use the lessons learnt for the development of the new Plan<sup>1</sup>.

The objectives of the Strategic Plan 2015-2020 were as follows:

1. **Improve the management of the central forest reserves** – targeting improved conservation of biodiversity, the sustainable yield of forest products and environmental health through agreed plans, research, investments, and responsible management.
2. **Expand and promote partnership arrangements** – with a wide range of stakeholders, aiming at increasing the area of forest cover, responsible management of CFRs, new investments, benefit-sharing, and efficient resource utilisation.
3. **Supply equitably forest and non-forest products and services** – aiming at providing on a commercial basis both public and private consumers with quality forest products, planting materials, forest services, and other non-forest products & services such as maps and technical advice, taking into due consideration the livelihoods of forest communities.
4. **Enhance organizational sustainability** – building the sustainability of NFA for enhancing environmentally sustainable economic and social development.

### 2.1 Status of implementation

The status of implementation of the previous Strategic Plan (2015-2020) in respect of each objective is given below.

#### **Strategic Objective 1: Improve the management of the Central Forest Reserves**

NFA was instrumental in establishing plantations through private tree planters, and its planting and restoration planting stood at 70% of the target set for the period. Over 50 million seedlings were raised and distributed to communities under the Community Planting Program and over 35 million seedlings for NFA's own planting and commercial purposes. However, the significance of this achievement is undermined by the high rate of degradation and encroachment on the forest resources in the country, the suspected high rates of seedling attrition, and the continuing unclear forest boundaries of many CFRs.

#### **Strategic Objective 2: Expand and promote partnership arrangements**

These arrangements include working with forest-adjacent communities as well as civil society and other organisations in forest conservation and management. There has been slow progress in the implementation of Collaborative Forest Management with communities in the co-management of CFRs, and the bulk of the existing agreements necessary for implementing CFM are expired or not fully functional.

#### **Strategic Objective 3: Supply equitably forest and non-forest products and services**

NFA performed quite poorly in the supply of both forest and non-forest products resulting in the failure to raise the targeted revenue. Inadequate resources which were also poorly allocated and

---

<sup>1</sup> It should be noted that although the horizon of the last Strategic Plan extends to June 2020, the review of NFA's performance did not substantively include the last quarter of the plan's fifth and final year in order to ensure the timely delivery of this document.

ineffectively utilized have been a key factor that undermined the performance of NFA in the implementation of the (previous) Strategic Plan.

#### **Strategic Objective 4: Enhance organizational sustainability**

NFA could raise only 56.3% of UGX 196 billion required to implement the Plan, and as a result, NFA substantially fell short of the targets for resource mobilisation through Non-Tax Revenue (NTR). A summary of the overall performance of NFA as of March 2020 is given in **Table 1**.

*Table 1: Status of implementation of the Strategic Plan 2016-2020*

Strategic Objective		Percentage
1	Improving management of the central forest reserves	50.71%
2	Expanding and promoting partnership arrangements	28.08%
3	Supplying forest and non-forest products and services equitably	42.29%
4	Enhancing organisational sustainability	58.20%
<b>Performance to date</b>		<b>44.82%</b>

## **2.2 Implementation challenges**

NFA experienced the following implementation challenges during the course of the 2015-2020 Strategic Plan:

1. **Inadequate funding:** The overall performance of 44.82% points to the ineffectiveness of the implementation of the Plan. The review showed that 56.3% of the financial resources and 97% of the human resources budgeted were used to achieve 44.82% of the targets as noted above. This indicates that these funds could have been allocated and utilized much more effectively and efficiently in achieving the Plan's targets.
2. **Inadequate capacity to ensure the physical integrity of the CFRs:** NFA worked to conserve and protect all 506 CFRs with about 750 staff including 350 insufficiently facilitated patrolmen under the supervision of the Forest Supervisors. NFA has effectively outsourced the core function of conservation and protection of CFRs to the Environmental Protection Police Unit under the Uganda Police Force and the Uganda Peoples Defence Forces deployed to protect some of the forest reserves. The role of CFM in supporting forest protection was not taken seriously by NFA: a minority of CFM groups are sufficiently functional and operating sustainably, and many CFM groups were not sufficiently mentored and supported, and as a result there were cases where CFM groups were used / allowed to aid and abet forest crime. In any organisation, core functions should not be outsourced, although third parties can still play an important supporting role. These limitations and weaknesses led to increased encroachment, forest degradation and deforestation.
3. **Poor coordination and dichotomous legal provisions:** The roles of District Forest Services and NFA can be at odds with each other and uncoordinated, and local governments may implement perverse policies such as revenue collection on illegal and unsustainable forest produce (effectively legalising illegality).
4. **Corrupt land administration practices and poor jurisprudence:** There are long term ambiguities and disputes about the gazetted boundaries of central forest reserves, in part arising from errors and ambiguities in the statutory instrument describing the boundaries and extents of all CFRs, and in part as a result of unclear and poorly marked forest boundaries. Furthermore, there is recurrent illegal titling and adjudication of forest reserve land by the Uganda Land Commission, the district land boards and some kingdoms. This

severely undermines forest conservation and protection, and the performance of NFA in general.

5. **Population pressure:** With the fourth highest population growth rate globally of 3.3%<sup>2</sup>, there is a high demand for agricultural land, construction materials (timber, poles, sand, etc.), and energy sources (firewood and charcoal). The refugee population (estimated at 1.3 million in 2020) adds to the population pressure. Continued population growth is both a challenge to safeguarding the forest estate and opportunity in providing growing markets for forest products and services.
6. **Inadequate partnership and conflicting interests:** Forests are multi-sectoral resources. The effective management of the forests involves multiple ministries, departments and agencies (namely MLHUD, MTWA, MWE, NEMA and UWA), local governments, communities and other stakeholders, highlighting the need for strong partnerships and coordination to support and fulfil NFA's mandate. The partnerships established have proved to be inadequate, as demonstrated by their below-par performance. This is because NFA and its partners have tended not to be fully committed to fulfilling the objectives of their agreements.
7. **Political intervention and interference:** The high level of stakeholder interest in NFA gives rise to political interference, and improper influence on activities and decision-making processes which has adversely impacted the performance of NFA.
8. **Inadequate organisational capacity:** The organisational capacity of NFA is weak and is a cumulative result of NFA's historical challenges. The challenges have included inadequate financial resources, politically undermined and flawed leadership, weak management systems, and a need for better professionalism, competence and integrity in many of the staff. The lack of a dedicated armed forest protection force, a shortage of equipment and conflicts of interest have also constrained the performance of NFA. Inadequate managerial capacity to mobilise, develop, direct and control its human, financial, physical and information resources, and run NFA more like a self-financing entity, are constraints to the sustainable development and management of CFRs. An out-dated and insufficient policy framework and a low-level application of technology in forest resource management are other significant challenges. While the NFPTA Section (2) (c) uniquely makes it a legal requirement for NFA to be innovative, the organisational culture currently does not sufficiently promote this.

## 2.3 Lessons learnt

The following are lessons learnt from the previous Strategic Plan 2015-2020:

- **A need for greater and more effective efforts on resource mobilisation:** There is a pressing need to better mobilise and generate resources from non-tax revenue, as part of increasing the performance of NFA. This should be complemented by securing improved levels of support from development partners and donors, and where possible generating payments for ecosystem services from the public and private sector. In serving the interests of the nation, NFA needs to shift to a far more entrepreneurial (business-like and innovative) as well as customer-orientated approach if it is to be sustainable.

---

<sup>2</sup> <https://worldpopulationreview.com/countries/uganda-population> - accessed 30<sup>th</sup> June 2020

- **Core functions should not be outsourced:** NFA attempts to protect 506 CFRs spanning an area of 1.26 million hectares with about 750 staff who are not sufficiently facilitated. NFA needs to have its own directly controlled ranger force with which it can secure and protect the CFRs and counter illegal forest activities and trade. This issue needs to be effectively addressed as a priority.
- **The need to better engage with stakeholders:** NFA must better engage key stakeholders, specifically the Ministries of Justice and Constitutional Affairs and Land, Housing and Urban Development to clarify key legal provisions safeguarding forest land. In addition, NFA should work more effectively with District Forest Services, the private sector and NGOs to coordinate activities of sustainable forest development and management.
- **Strengthening NFA's organisational capacity:** The capacity of an organisation is fundamental to it being able to carry out its mission and achieve its strategy. Enhancing the organisational capacity of NFA in terms of the fitness for purpose of its people, systems, technology and equipment should be prioritised in the new Plan. Enhancement of NFA's managerial ability to support sustainable forest development and management should be a key focus area. Notably, NFA as a government agency with the mandate to manage a public good cannot become entirely self-financing but should be expected to cover a very substantial proportion of its recurrent costs given the revenue-generating potential of its assets.
- **Change management:** Interestingly, the previous Strategic Plan (2015-2020) identified many of the above factors as lessons learnt from the implementation of the preceding plan of 2009-2014. It is unlikely that NFA will achieve better results by following the same approaches which failed to deliver in the past plans. To achieve superior results, NFA will need to go back to basics (focusing on competence, performance and integrity) underpinned by improved management systems and practices, and where needed innovative strategies for the conservation, management and utilisation of forest resources.

### 3 SITUATIONAL ANALYSIS

The context of the development of NFA's Strategic Plan for 2020-2025 is analysed in this section. The external environment of NFA is assessed to identify the opportunities and threats for NFA, followed by an assessment of the internal environment comprising NFA's strengths and weaknesses. Based on the findings, actionable strategies to guide NFA are then presented in Section 4.

#### 3.1 External operating environment

##### 3.1.1 The link between the Strategic Plan and Uganda Vision 2040

Uganda Vision 2040 aims to transform Uganda from a predominantly subsistence farmer and low-income country to a competitive upper-middle-income country by 2040. The Vision outlines several initiatives for the management and protection of the environment and natural resources, a key component is sustainably increasing forest cover. Uganda Vision 2040 sets out a target of increasing forest cover to 24% by 2040. The Vision contains the concept of the 'green economy', including efforts to restore and add value to ecosystems through undertaking re-forestation and afforestation on public land, promoting the participation of citizens in tree planting on both private and public land, enhancing private investment in forestry through the promotion of commercial tree planting on private land, and the adoption of green and smart agricultural practices. As a key player in the sector, NFA is at the centre of implementing these initiatives and ensuring the maximum contribution of forestry to the country's economic growth in line with the Uganda Vision 2040.

##### 3.1.2 Link between the Strategic Plan and National Development Plan

The National Development Plan II 2015-2020 (NDP II) was aimed at strengthening Uganda's competitiveness through sustainable wealth creation, employment and inclusive growth with the underlying aim of propelling Uganda towards middle-income status by 2020. Under NDP II, the Government of Uganda sought to increase sustainable production, productivity and value addition in key growth opportunity areas. Simultaneously, NDP II set a target of increasing forest cover to 18% by 2020.

The overall goal of NDP III (2020-2025) is, "Increased household income and improved quality of life." NDP III seeks to increase the country's forest cover to 18% by 2025. NDP III introduces the '*area-based commodity planning*' as a driver of local economic development that addresses area-specific priorities and disparities in growth, incomes and wealth creation and contributes to balanced regional development. The Government of Uganda undertakes to adopt a sustainable natural resource-led form of industrialisation by maximising value addition in agriculture, tourism, selected minerals, and oil and gas, hence achieving increased job creation and sustainable wealth creation. Through the sustainable pursuit of domestic and foreign investment for resource led industrialisation, the Government plans to increase the country's forest cover, enhance wetland management and protect biodiversity in general. To this end, this plan sets out key forest cover, biodiversity, productivity and employment targets.

##### 3.1.3 Link between the Strategic Plan and the Sustainable Development Goals

Uganda is a signatory to the Sustainable Development Goals (SDGs). While most of the goals are relevant to the operations of NFA, four SDGs are most important, as shown in the box (Figure 2) overleaf.

Figure 2: The UN Sustainable Development Goals (SDGs) are closely relevant to NFA's Mandate

- Goal 1:** Ending poverty in all its forms everywhere
- Goal 13:** Taking urgent action to combat climate change and its impacts
- Goal 15:** Protecting restoring and promoting sustainable use of terrestrial ecosystems, sustainably managing forests, combating desertification, and halting and reversing land degradation and biodiversity loss
- Goal 17:** Strengthening the means of implementation and revitalizing the global partnership for sustainable development

NFA will integrate the above SDGs into its strategy and make every effort to support the Government in achieving them.

### 3.1.4 Link between the Strategic Plan, continental and regional agendas

#### ***The African Union Climate Strategy***

In 2015, the African Union (AU) developed and adopted a climate strategy with a focus on (i) Climate change governance, (ii) Promotion of research, education, awareness-raising and advocacy, (iii) Mainstreaming and integrating climate change imperatives in planning, budgeting, and development processes, and (iv) Promotion of national, regional, and international cooperation. The AU recognised that Africa is the most vulnerable continent to climate variability and change due to various factors such as high dependence on rain-fed agriculture, widespread poverty and weak mitigation and adaptive capacity.

#### ***The East African Community Vision 2050***

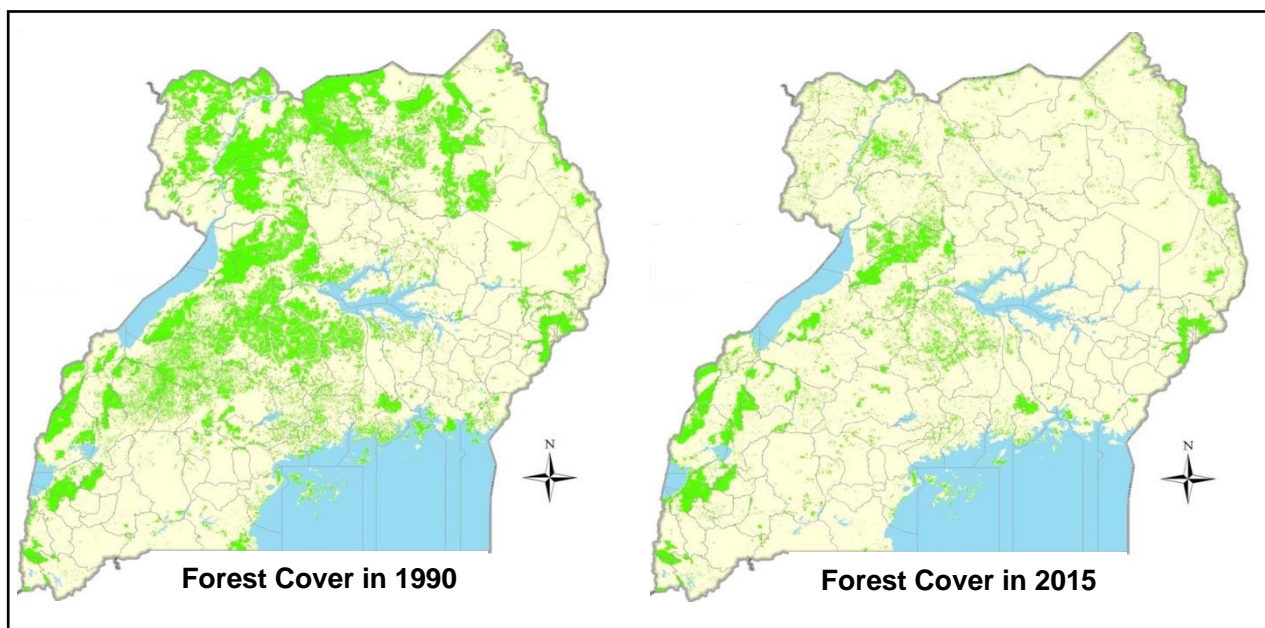
The East African Community (EAC) Vision 2050 is explicit about the enhanced inclusiveness in development and socio-economic transformation. The Vision includes the specific goal of, "Realising effective natural resource and environmental management and conservation with enhanced value addition." The objectives of EAC Agricultural and Rural Development Strategy (2005-2030) include, "increasing production of forest products, attaining sustainable utilisation of natural resources and protecting human, animal, plant and environmental safety".

Notably, the Uganda Vision 2040 is well aligned to the African Union Climate Strategy and EAC Vision. NFA will strive to contribute to translating the Strategy and the Vision into reality through its operations.

### 3.1.5 The status of Uganda's forest cover

The forest estate had shrunk from 24% of the total land area in 1990 to 12.4% (MWE 2018). **Figure 3** shows the maps of change in forest cover between 1990 and 2017. In terms of acreage, a total of 3.05 million hectares were lost in 25 years. Out of this loss, about 2.2 million hectares were from the woodlands. The records also indicate that the forest estate outside protected areas (PAs) reduced from 68% of the total forest land area in 1990 to 61% in 2005 and down to 40% in 2017.

Figure 3: Forest cover in 1990 and 2015



Source: State of Uganda's Forestry 2016

Table 2: Forest cover statistics 1990-2017 by forest type (in hectares)

	Forest Type	1990	2000	2005	2010	2015	2017	Relative forest cover change
<b>Private</b>	THF well stocked	174,006	146,211	80,034	53,325	34,064	31,475	-82%
	THF degraded	176,014	178,097	153,049	64,542	39,732	39,270	-78%
	Woodland	2,963,088	2,025,737	1,836,577	705,493	646,412	608,368	-79%
	Plantation	12,738	7,198	11,727	18,970	45,443	88,551	595%
	<b>Subtotal</b>	<b>3,325,846</b>	<b>2,357,243</b>	<b>2,081,388</b>	<b>842,330</b>	<b>765,651</b>	<b>767,664</b>	<b>-77%</b>
<b>Protected</b>	THF well stocked	477,104	557,719	520,923	455,058	495,059	492,654	3%
	THF degraded	97,048	48,454	38,645	42,438	62,132	62,861	-35%
	Woodland	1,011,420	809,004	941,421	585,346	566,526	630,635	-38%
	Plantation	22,328	14,144	21,799	30,890	62,280	71,378	220%
	<b>Subtotal</b>	<b>1,607,900</b>	<b>1,429,321</b>	<b>1,522,788</b>	<b>1,113,731</b>	<b>1,185,997</b>	<b>1,257,528</b>	<b>-22%</b>
<b>Total</b>	<b>4,933,746</b>	<b>3,786,564</b>	<b>3,604,176</b>	<b>1,956,061</b>	<b>1,951,648</b>	<b>2,025,192</b>	<b>-59%</b>	
	% of total land area	24%	18%	18%	9%	9%	10%	-58%
	<b>National land area* (ha)</b>	<b>20,465,745</b>	<b>20,474,456</b>	<b>20,448,859</b>	<b>20,866,959</b>	<b>20,405,768</b>	<b>20,409,730</b>	Source: NFA internal data

\* This varies over time due to variations in the water level of the Victoria-Nile river basin system



This means that almost half of the unprotected forests in the country have been cleared in just 25 years. However, there were some significant gains in the broad-leaved and conifer plantations as a result of tree planting efforts by NFA, the general public and the private sector. Between 2005 and 2017 the area of forest plantations of both conifers and broadleaved increased to 37,000 hectares on private land and 64,000 in CFRs (NFA data, 2017). **Table 2** shows how the forest cover has changed between 1990 and 2017.

*Table 3: Analysis of net loss of forest cover 1990-2017 (in hectares)*

Forest designation	Forest Area		Annual loss		Percent of total forests	Proportion of Uganda's land area
	Year	Area	Year interval	Area		
ALL FORESTS	1990	4,880,483				23.9%
	2000	4,018,466	1990-2000	-86,202		19.7%
	2005	3,573,591	2000-2005	-88,975		17.5%
	2010	2,292,838	2005-2010	-256,151		11.2%
	2015	1,829,778	2010-2015	-92,612		9.0%
	2017	1,934,913	2015-2017	52,568		9.5%
	Overall loss				<b>-2,945,570</b>	<b>60.3% loss of forest cover</b>
PRIVATE	1990	3,331,090			68.3%	16.3%
	2000	2,553,778	1990-2000	-77,731	63.6%	12.5%
	2005	2,188,331	2000-2005	-73,089	61.2%	10.7%
	2010	1,065,306	2005-2010	-224,605	46.5%	5.2%
	2015	697,986	2010-2015	-73,464	38.1%	3.4%
	2017	767,185	2015-2017	34,600	39.6%	3.8%
	Overall loss				<b>-2,563,905</b>	<b>77.0% loss of forest cover</b>
PROTECTED	1990	1,549,394			31.7%	7.6%
	2000	1,464,688	1990-2000	-8,471	36.4%	7.2%
	2005	1,385,260	2000-2005	-15,886	38.8%	6.8%
	2010	1,227,532	2005-2010	-31,546	53.5%	6.0%
	2015	1,131,793	2010-2015	-19,148	61.9%	5.5%
	2017	1,167,728	2015-2017	17,968	60.4%	5.7%
	Overall loss				<b>-381,666</b>	<b>24.6% loss of forest cover</b>

*Source: NFA internal data*

**Table 3** presents a very worrying scenario, where in the last 25 years Uganda has lost about 60% of its forest cover despite the encouraging tree planting efforts by both NFA and the private sector between 2005 and 2017. The biggest loss of forest cover is in the privately-owned category, where 88% of well-stocked tropical high forests (THFs) and 79% of woodlands were lost between 1990 and 2017. Over this period, 46% of protected woodlands mostly those under NFA were also lost. The data shows that Uganda's forest cover reduced from 4.9 million hectares in 1990 to 2.0 million hectares in 2017 translating into a loss of 2.9 million hectares in 25 years at an average annual forest loss of about 107,724 hectares. 2.6 million hectares of unprotected forests and 418,000 hectares of forest in protected areas were also lost between 1990 and 2017.

**Table 4** shows the changes in standing stock under the different categories of forest type between 2005 and 2017, during which period, much of the forest loss occurred. Although there

were some increases in forest cover under plantation forest, large areas were lost under the other forest categories; especially the low stocked THFs and woodlands.

Table 4: Changes in the stock of forested land, 2005-2017 (in hectares)

Summary	Conifer Plantation	THF well-stocked	THF low-stocked	Woodland	Total forested land
Opening stock (2005)	33,000	499,761	185,544	2,856,286	3,573,597
Annual change	6,800	- 6,887	- 4926	- 169,468	- 174,382
Estimated change 2005-2015	68,000	-68,873	- 49,264	- 1,694,676	- 1,743,818
Estimated closing stock 2015	101,000	430,888	136,280	1,161,610	1,829,779

Source: NFA internal data

The main causes of deforestation have been the conversion of forest land to other land-use types such as agriculture and urbanisation, and unsustainable and often illegal felling of trees for timber, firewood and charcoal burning. The other important causes are issues relating to governance in the forestry sector, issues associated with illegal and unregulated trade of forest products and unsecured forest tenure and use rights, particularly for forest adjacent communities. There is a remarkable difference in the degree of deforestation inside protected areas as compared to forests on private land (MWE 2016).

### 3.1.6 Deforestation, biodiversity loss and climate change

Deforestation and forest degradation have led to biodiversity loss, changing ecosystem dynamics and adverse impacts on rainfall and local climate conditions. It has also contributed to the emission of greenhouse gases that cause global warming. Uganda ranks 155 of 181 countries in the ND-GAIN Index<sup>3</sup> (2016) for climate vulnerability (i.e. Uganda has a high vulnerability to climate change and other global challenges in combination with its limited readiness/ability to improve resilience). Uganda is the 14<sup>th</sup> most vulnerable country and the 48<sup>th</sup> least ready country, meaning that it is very susceptible to, yet not prepared to address, climate change effects. Vulnerability measures the country's exposure, sensitivity, and ability to cope with the negative effects of climate change by considering vulnerability in six life-supporting sectors: food, water, ecosystem service, health, human habitat and infrastructure.

### 3.1.7 Political factors

Article 237, Clause 2 of the Constitution of the Republic of Uganda provides for the protection and sustainable development of natural resources. The Government, through its ministries, departments and agencies, continues to hold in trust natural lakes, rivers, wetlands, forest reserves, game reserves, national parks and any land reserved by the state for ecological purposes for the common good of its citizens.

The National Resistance Movement Manifesto 2016-2021 explicitly recognises the environment as a critical component of development and aims at increasing the country's forest cover from 10% to 15% by 2021. It also highlights the need for the review of the National Forest and Tree

<sup>3</sup> The Notre Dame Global Adaption Initiative (ND-GAIN) shows a country's vulnerability to climate change and other global challenges, thereby defining its readiness to tackle immediate global challenges and improve resilience and responsiveness.

Planting Act (2003) for strengthening forest conservation and tree planting initiatives. The manifesto includes initiatives for support to large scale tree planting and increasing forest cover.

The political support provides an opportunity for NFA to lobby for more resources and the review of the legal framework to address the contradictions in forest management.

### 3.1.8 Economic scenario

There have been drastic reductions in poverty levels in Uganda over the past 30 years. The country surpassed the first target of the Millennium Development Goal of halving the proportion of people living in extreme poverty by 2015. Uganda continued to register an annual Gross Domestic Product (GDP) growth averaging 5.25 % over the last five years. However, more recently, the Uganda National Household Survey (UNHS) 2016/17 shows that the poverty levels have increased from 19.7% to 21.7% between 2012/13 to 2016/17. Similarly, the percentage of the labour force employed in 2017/18 declined to 56.8% from 75.4% in 2012/13 (Source: UBOS Statistical Abstract 2018).

The situation calls for a deliberate effort in reducing poverty. The following factors need to be considered in the context of the new Strategic Plan:

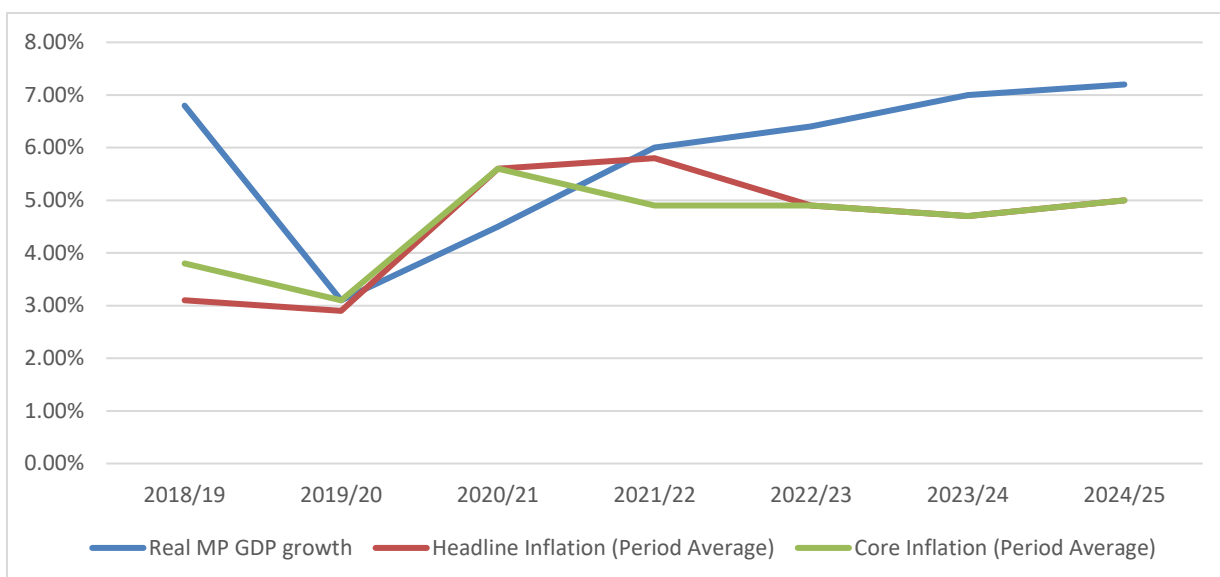
1. According to the Uganda Forestry Accounts Report (NEMA 2011), forestry resources contribute up to 8.7% of the national economy, and this includes direct revenue generation, energy generation and employment provision, as well as the contribution to household income and the provision of ecosystem services. Forests supply over 90% of Uganda's energy requirements in the form of charcoal and fuelwood (State of Uganda's Forestry 2016).
2. The tourism sector employs 6% of Uganda's labour force (MTWA 2018)<sup>4</sup>. NFA holds resources which stand to play an important role for the tourism sector. The agricultural sector, which employs 65% of the working population and contributes 25% to GDP (MAAIF 2020) heavily depends on forests. Soil and water protection services provided by forests contribute to the quality of soils, including soil stabilisation which influences the quality and quantity of yield from farming activities. Proper management of forest and forest resources is critical to the level of economic growth and development in the sector.

According to the projections of Ministry of Finance, Planning and Economic Development (MFPED 2020), real GDP growth after dipping to 3% in 2019-20 (following the COVID-19 pandemic) is likely to recover to 6% by 2022/3 and grow to 7% by 2024/5 with inflation rising to an average of about 5% during the latter part of the Plan period (see **Figure 4**). Assuming that the impacts of the COVID-19 pandemic are relatively short-lived, these projections point to a stable macro-economic environment for the implementation of NFA's strategic Plan.

---

<sup>4</sup> This tourism data does not take into account the likely adverse impact of the COVID-19 pandemic and its aftermath which is likely to be relatively short-lived.

Figure 4: Macroeconomic assumptions for FY 2018/19 - FY 2024/25



Source: MFPED (2020)

### 3.1.9 Legal and policy perspective

The **Uganda Forest Policy (2001)** spells out specific policy statements on forestry on government land, forestry on private land, commercial forest plantations, forest product processing industries, collaborative forest management, farm forestry, conservation of forest biodiversity, watershed management, urban forestry, education, training and research, and the supply of tree seed and planting stock. It highlights the importance of these components in forest management.

The **National Forestry and Tree Planting Act 2003 (NFTPA 2003)** mandates the National Forestry Authority to provide for the conservation, sustainable management and development of forests for the benefit of the people of Uganda. The NFTPA (2003) requires a forest reserve to be gazetted and degazetted through Parliamentary resolutions.

The **National Forestry Plan 2012 (NFP 2012)** was designed to improve the livelihoods of Ugandans, especially those living in rural areas through raising the incomes of the poor, increasing the number of jobs and enhancing the contribution of forests to Uganda's economic development, while ensuring that the future of the country was not jeopardised in the process.

The following two laws will regulate NFA expenditures and disposals for the five years:

The **Public Financial Management Act 2015 (PFM 2015)** provides for fiscal and macroeconomic management, the Charter for Fiscal Responsibility, the Budget Framework Paper and guidelines for virements, multiyear expenditures, supplementary budgets and excess expenditure. The Act also determines the provisions for the Contingencies Fund and the Consolidated Fund, establishment of accounting standards and audit committees, and government MDA in-year reporting and guidelines for the preparation of annual accounts and the accounting for classified expenditure.

The **Public Procurement and Disposal Act 2011 (PPDA 2011)** defines guidelines on procurement and disposal policies, systems and practices. NFA will comply with this law and ensure equitable opportunities in its procurement and disposals.

Table 5: The distribution of forest type by land manager and land-use in 2017 (in hectares)

Land manager & land designation	Plantation forest		Natural Forest		Total forest	
	Area (ha)	Percentage (%)	Area (ha)	Percentage (%)	Area (ha)	Percentage (%)
Private Land	88,551	55.4%	679,113	36.4%	767,664	37.9%
LG - Local Forest Reserve	602	0.4%	382	0.0%	984	0.0%
NFA - Central Forest Reserve	68,440	42.8%	453,552	24.3%	521,992	25.8%
NFA & UWA - Dual Joint Management	-	0.0%	56,282	3.0%	56,282	2.8%
UWA - National Parks	2,242	1.4%	487,141	26.1%	489,38	24.2%
UWA - Wildlife Reserves	0	0.0%	139,786	7.5%	139,786	6.9%
UWA - Wildlife Sanctuary	72	0.0%	671	0.0%	743	0.0%
UWA - Community Wildlife Area	22	0.0%	48,337	2.6%	48,359	2.4%
<b>Grand Total</b>	<b>159,929</b>		<b>1,865,263</b>		<b>2,025,192</b>	

Source: NFA internal data

Current actual national forest cover stands at 2,025,192 ha of which 578,274 ha (28.6%) of both natural and planted forest occurs in CFRs managed by NFA. A further 678,271 ha (33.5%) of standing forest is managed by UWA and private landowners manage 767,664 ha (37.9%). A small remainder of 984ha is managed by local governments (**Table 5**). The multiple control creates ambiguities in the effective and sustainable management of forest resources.

### 3.1.10 Social factors

Uganda's population continues to increase at an average of 3.3% annually and is estimated to exceed 40 million as of June 2019 (UBOS 2019). According to the World Bank, Uganda's population is expected to reach 100 million by 2050 and an annual urban growth rate of 5.2%. With the increasing population, there is a higher demand for land for agricultural expansion, increased pressure on forest lands, and increased consumption of forest products like timber, charcoal and firewood. According to the National Census 2014, younger people below the age of 30 years constitute over 70% of the population. The increasing population is likely to exert increased pressure on Uganda's forests long into the future. The influx of refugees estimated to be about 1.3 million, adds to the pressure on the forests.

### 3.1.11 Technological developments

For the past several decades, information and communication technologies (ICTs) have globally benefited forest management and forestry. The sustainable management of complex and diverse forest ecosystems involves collection, analysis and reporting of large amounts of high-quality and sophisticated forest data. Geospatial technologies (imagery from satellites and unmanned aerial vehicles, use of global positioning systems paired with smart 'apps' and geographic information systems), combined with 'big data' processing, artificial intelligence and mobile communications, are playing a growing and significant role in improving forest landscape management and monitoring. In addition, technological advances are helping the forest industry produce novel products (such as decomposable plastics) and achieve greater productivity with less waste, less pollution, less impact on the environment and less raw material input.

NFA has benefited from and built its capability in processing and analysing remote sensing data to produce useful products such as spatial maps of trends in different forest types over time. However, NFA has yet to be able to practically apply much of this advanced technology in the day to day management of the country's forest estate.

### 3.1.12 Partnerships

Forestry is a multi-sectoral activity that NFA requires to develop and maintain strong partnerships with ministries, departments and agencies and other stakeholders. NFTP Sections 57(1) (f), (g) and (h) spell out the need for partnerships. NFA is also required to develop partnerships with an array of stakeholders to fulfil its mandate. *(A stakeholder analysis is provided in Section 4.)*

NFA works directly with UWA, MEMD, OPM, MWE, Local Government, NEMA, MAAIF and MTWA. Further efforts are being made to establish more strategic partnerships with several development partners like USAID, GIZ, FAO, EU, SIDA, UNDP, UNHCR and the World Bank. Support from development partners is provided in the form of financial and technical assistance.

## 3.2 Internal analysis

### 3.2.1 Financial position

The NFA's income is composed mainly of non-tax revenue, transfers from the government treasury and grants from development partners and donors, refer to **Table 6**.

Table 6: The financial performance of NFA

Year	Description	Target (UGX 000's)	Actual (UGX 000's)	Percentage
2015/16	Non-Tax Revenue	20,473	8,550	42%
	Government Subvention	7,623	7,462	98%
	Grants	5,049	1,566	31%
	<b>Total</b>	<b>33,145</b>	<b>17,579</b>	<b>53%</b>
2016/17	Non-Tax Revenue	22,613	11,420	51%
	Government Subvention	7,623	6,177	81%
	Grants	12,073	2,892	24%
	<b>Total</b>	<b>42,310</b>	<b>20,490</b>	<b>48%</b>
2017/18	Non-Tax Revenue	20,499	8,679	42%
	Government Subvention	8,140	10,660	131%
	Grants	11,326	1,293	11%
	<b>Total</b>	<b>39,965</b>	<b>20,633</b>	<b>52%</b>
2018/19	Non-Tax Revenue	24,956	11,740	47%
	Government Subvention	8,721	15,664	179%
	Grants	9,635	2,965	31%
	<b>Total</b>	<b>43,312</b>	<b>30,369</b>	<b>70%</b>
2019/20	Non-Tax Revenue	8,387	9,602	115%
	Government Subvention	32,499	23,050	71%
	Grants	6,638	3,517	53%
	<b>Total</b>	<b>47,524</b>	<b>36,169</b>	<b>76%</b>

Source: NFA internal data

The revenue increase over the last five years is largely attributable to a growing government subvention. Overall, NFA managed to collect only 56.3% of its revenue targets (**Table 6** and **Figure 4**). The government subvention accounts for an average of 42% of NFA's revenue projections in the previous strategic plan and annual operating plans. *Inadequate financial resources are identified as the biggest challenge in the implementation of planned activities and the reason for non-achievement of the set targets.*

Figure 5: Revenue performance of NFA 2015/16 – 2018/19



Source: NFA internal data

The main challenge appears to be the failure to generate non-tax revenue which includes income from forest products sales, land use fees, sales of seeds and seedlings, ecotourism fees, and other sundry income. NFA has thus far not used entrepreneurial and innovative approaches to generate NTR sustainably with the objective of becoming a self-financing entity. Human resource development and managerial capacity and accountability in the area of resource mobilisation needs to be strengthened.

### **3.2.2 Human resources**

NFA operates at 97% of the approved staffing level of 349 positions in the current organisational structure as of FY 2019/20. Of the 344 filled positions, 75% possess expertise in forestry, and environmental management and related fields. In addition, NFA utilises the services of about 350 forest patrollers to protect the CFRs, together with 60 Environment Protection Police (EPP) and 150 UPDF personnel. However, because the forest patrolmen are insufficiently trained, equipped and paid, and since NFA does not have sufficient control over the EPP and UPDF personnel, forest encroachment and illegal forest activities in CFRs continue to be a major challenge. This situation needs to be remedied, such that NFA has direct control over law enforcement in CFRs.

NFA's management will review and re-align NFA's organisational structure and capabilities to match the operational requirements of the new strategic programs contained within this plan. This will include developing and implementing performance standards for each staff position, such as for directors, range managers, plantation managers, sector managers and supervisors. In addition, NFA will recruit, train and equip law enforcement rangers that will be under NFA's direct control.

### **3.2.3 Policy environment**

NFA has been operating using a set of operational procedures and guidelines for some of its activities. Generally, NFA's policies and procedures for guiding its operations in both natural forests and plantations are not (sufficiently) codified. NFA lacks an integrated set of standard operating procedures, although NFA does have standalone guidelines and procedures. These need to be revised, compiled and consolidated into a comprehensive set of standard operating procedures.

### **3.2.4 Vehicles and equipment**

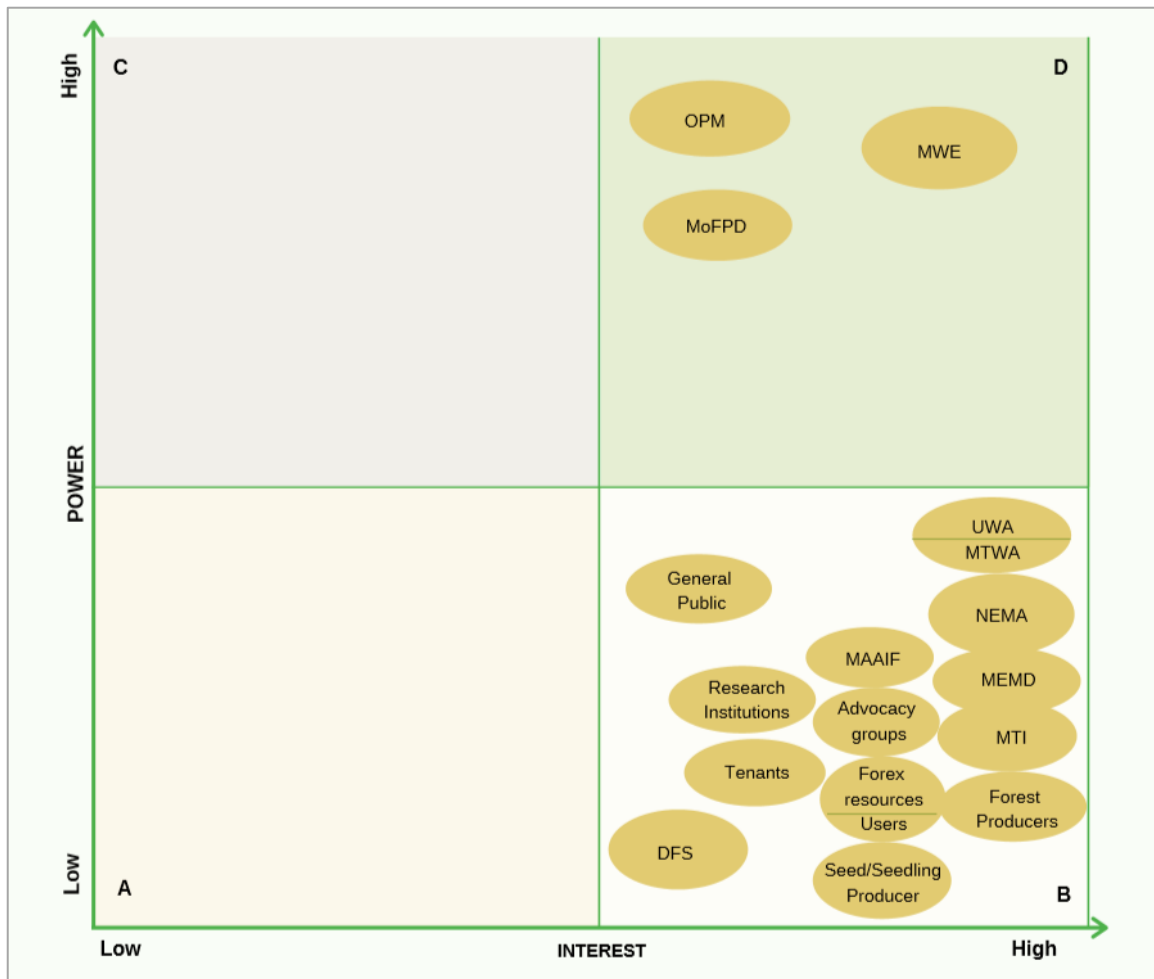
NFA does not have adequate infrastructure, vehicles and equipment for its operational activities of forest protection, production and plantation. However, NFA does have capabilities in Geographical Information Systems (GIS) and remote sensing, which can further be developed.



## 4 STAKEHOLDER ANALYSIS

A stakeholder analysis is a critical step in the development of a strategic plan and is useful for informing its implementation and evaluation. Forestry is a multi-sectoral activity. Section 57(1) of the NFTP (2003) sets out a requirement for partnerships and subsections (f), (g) and (h) specifically make this requirement legally binding. Therefore, NFA is obliged to be a stakeholder-focused organisation. NFA's stakeholder interests and their power to influence the development and implementation of the Strategic Plan are set below (**Figure 6**).

Figure 6: Stakeholder matrix



Quadrant A consists of stakeholders with low interest and low power to influence NFA's activities. Stakeholders in Quadrant B have high interest, but their power to influence the NFA's activities is rather low. Quadrant C represents stakeholders who have high power but have low interest. Quadrant D represents NFA's key stakeholders. They have high power and high interest in NFA. They need to be involved, engaged and consulted to ensure that their needs and expectations are addressed in order for NFA to successfully implement its Strategic Plan.

**Figure 6** highlights the unique stakeholder situation of NFA, where most stakeholders have a high interest in the organisation. The findings underpin the fact that NFA needs to cooperate, coordinate and work with its stakeholders not only to achieve a higher level of success but also effectively carry out its normal operations. A detailed stakeholder analysis is given in Annex 1.

## 5 SWOT ANALYSIS

A critical analysis of the internal strengths and weaknesses and, the external opportunities and threats is an important component of strategic planning. The sections below present NFA's key strengths and how to leverage them, its weaknesses and how to address them, its opportunities and how to make the most of them, and the threats and how to mitigate them (**Table 7**).

Table 7: SWOT analysis

Strengths	
Strengths	How to leverage the strengths
1. 1.26 million hectares forest resources accessible to NFA	<ul style="list-style-type: none"> <li>Promote sustainable forest management and generate revenue to build a self-financing NFA.</li> </ul>
2. Strong national and international support	<ul style="list-style-type: none"> <li>Develop strategic initiatives for increased funding and technical support.</li> </ul>
3. Forestry contributes to 8% of Uganda's GDP	<ul style="list-style-type: none"> <li>Emphasize the importance of the ENR sector and secure increased government support</li> </ul>
4. Good capacity to use remote sensing forestry technologies	<ul style="list-style-type: none"> <li>Deploy geospatial technology in the day to day management of CFRs</li> <li>Provide consultancy services to generate revenue.</li> </ul>
5. The multi-sectoral nature of forests, providing a diversity of ecosystem services, the value of which is often hidden	<ul style="list-style-type: none"> <li>Develop partnerships with MDAs and other stakeholders that support sustainable forest management yielding benefits in cash and in kind.</li> </ul>
Weaknesses	
Weaknesses	How to address the weaknesses
1. Inadequate capacity for protecting the physical integrity of CFRs	<ul style="list-style-type: none"> <li>Lobby for establishing a paramilitary arm, with an appropriate command structure, procedures and safeguards. Recruit, train and equip forest patrollers / forest rangers.</li> <li>Improve the support provided by NFA and its partners for CFM and the ability of CFM groups to protect forests working in partnership with NFA.</li> </ul>
2. Low capacity to prevent, manage and successfully fight litigation leading to substantial financial loss and dubious loss of forest land.	<ul style="list-style-type: none"> <li>Strengthen NFA's legal capacity and performance.</li> <li>Engage the judiciary to educate them about the forest and other related laws and the significance of natural resource crime for the country.</li> <li>Improve the rate of boundary survey and demarcation and deepen community awareness.</li> </ul>
3. Lack of requisite forestry management information systems	<ul style="list-style-type: none"> <li>Develop a robust information management system that improves planning, management and tracking of the day-to-day management of CFRs by NFA</li> </ul>
4. Ongoing NTR leakages due to lack of a centralised system and databases	<ul style="list-style-type: none"> <li>Develop a centralised system for the collection of NTR which is integrated with URA</li> </ul>
5. Inadequate management capacity to operate NFA as a self-financing entity	<ul style="list-style-type: none"> <li>Recruit and build the capacity and culture of staff, including addressing underlying conflicts of interest.</li> </ul>
6. Ineffective partnership management leading to the loss of some funding opportunities in the past	<ul style="list-style-type: none"> <li>Strengthen the Business Development Unit.</li> <li>Build and maintain meaningful partnerships</li> </ul>
7. Over-reliance on forest products for revenue versus new sources (e.g.	<ul style="list-style-type: none"> <li>Develop and implement initiatives for revenue collection from the supply of non-wood products.</li> </ul>

payment for environmental services and tourism)	
8. NFA manages a public good which does not always translate into revenue generation	<ul style="list-style-type: none"> <li>Develop a set of performance metrics which justify ongoing and increased government subventions for non-revenue generating functions.</li> </ul>
9. Weak institutional linkages with ENR actors and inadequate partnership development capacity	<ul style="list-style-type: none"> <li>Treat partnership development as a critical success factor and establish new partnerships where needed with key ENR actors.</li> </ul>
10. Lack of an innovative mind set	<ul style="list-style-type: none"> <li>Promote innovation through, e.g. establishing a business unit tasked with developing new initiatives.</li> </ul>
<b>Opportunities</b>	
<b>Opportunities</b>	<b>How to exploit the opportunities</b>
1. The demand for forest products and services locally, nationally, regionally and globally is high and continuing to grow	<ul style="list-style-type: none"> <li>With FSSD and other partners, develop an integrated approach to forest value chain development which (i) Stimulates increased sustainable forest production on public and private land aligned with the NFSS, (ii) Increasingly eliminates illegal, unsustainable and sub-standard forest products from the market (FLEGT), and (iii) supports the gradual growth in value-adding small and medium scale forest industries supplying local, regional and global markets.</li> </ul>
2. An increased funding envelope for national and international environmental and natural resource management issues	<ul style="list-style-type: none"> <li>Develop relevant and well formulated project proposals, raise funding and implement the projects effectively.</li> </ul>
3. The Government's commitment to rehabilitate 2.5 million hectares of degraded land (Bonn Challenge)	<ul style="list-style-type: none"> <li>Mobilise government support, restore degraded natural forest areas and where ecologically appropriate grow more plantations.</li> </ul>
4. Public-Private Partnerships	<ul style="list-style-type: none"> <li>Identify potential partners and establish strategic partnerships for ecotourism, payments for ecosystem services, plantation development and other innovative approaches.</li> </ul>
5. Increased global market for carbon credits for climatic change mitigation	<ul style="list-style-type: none"> <li>Develop and implement sensitisation campaigns on afforestation and carbon credit financing.</li> </ul>
6. Availability of advanced forestry mapping and monitoring technology options.	<ul style="list-style-type: none"> <li>Use this technology, together with NFA and community response mechanisms, to monitor and respond to forest loss events in (near) real time in order to strengthen forest protection.</li> <li>When economically advantageous and institutionally feasible deploy select technologies in aid of improved forestry production.</li> </ul>
7. Research, innovation and investment in alternative fuel sources.	<ul style="list-style-type: none"> <li>Identify partners and establish strategic partnerships for research in the CFRs, learning from past initiatives elsewhere to avoid known pitfalls and challenges.</li> </ul>
<b>Threats</b>	
<b>Threats</b>	<b>How to address the threats</b>
1. Bureaucracy and red tape limit the ability to become a dynamic, strategically oriented and largely self-financing entity.	<ul style="list-style-type: none"> <li>Develop a combined standard operating procedures manual which is aligned to the organisational structure.</li> </ul>

<p>2. Inter-institutional rivalry among ENR actors, e.g. NFA and District Forest Departments in terms of jurisdiction sources of funding and lack of institutional coordination</p>	<ul style="list-style-type: none"> <li>• Conduct roundtable discussions with ENR actors to streamline forest operations and address conflicts of interest.</li> </ul>
<p>3. The permanent delay in the operationalisation of the Tree Fund to provide additional resources for forestry.</p>	<ul style="list-style-type: none"> <li>• Focus instead on NTR and other avenues for resource mobilisation.</li> </ul>
<p>4. Negative political interventions and policy shifts, especially during election periods</p>	<ul style="list-style-type: none"> <li>• Lobby and engage political leadership at all levels to make them appreciate importance of forest conservation.</li> </ul>
<p>5. Limited government funding constrains the capacity of NFA to deliver its mandate</p>	<ul style="list-style-type: none"> <li>• Augment initiatives for improving NTR revenue collection from the supply of non-wood products.</li> </ul>
<p>6. Dwindling forest resources due to the high demand for timber, non-timber forest products, wood-based fuels and forest land</p>	<ul style="list-style-type: none"> <li>• Refocus the implementation framework of NFA to focus on the protection of its existing resources.</li> </ul>
<p>7. Illegal timber trade and illegal forest products on the market.</p>	<ul style="list-style-type: none"> <li>• Reinforce the protection of CFRs and strengthen the legal framework for stopping and penalizing illegal forest activities.</li> <li>• Strengthen the implementation of CFM by providing more funding for CFM, requisite levels of staffing and training, and proficiently coordinating all partners supporting and working in CFM.</li> </ul>
<p>8. Infrastructure (roads, railway, pipelines) developments passing through CFRs.</p>	<ul style="list-style-type: none"> <li>• Actively pursue and implement the environmental mitigation hierarchy framework (avoidance, minimization, rehabilitation, offset), and as much as possible, given the diminished extent of the forest estate, focus on measures that result in avoidance by creating strategic alliances with MDAs and companies managing infrastructural developments.</li> </ul>
<p>9. Issuance of Mining leases and licenses in CFRs by Ministry of Energy and Mineral Development (MEMD)</p>	<ul style="list-style-type: none"> <li>• Engage MEMD to ensure leases are issued after consultation and agreement from NFA.</li> <li>• Lobby for mining royalties to finance forest conservation</li> </ul>

## 6 STRATEGIC DIRECTION AND FOCUS 2020 - 2025

The strategic direction and focus of NFA is based on the objectives defined in its mandate as set out in the NFTP 2003, the Uganda Forestry Policy 2001, and the National Forestry Plan 2012, together with the analysis set out earlier in this plan.

### 6.1 Vision, mission and corporate values

#### 6.1.1 Vision

**A world-class, global leader in sustainable forest management**

NFA is mandated by an Act of Parliament to manage and develop 506 CFRs covering an area of 1.265 million ha which account for about 26% of the total forest cover in Uganda. There is a need for NFA to leverage its experience and to harness its strengths to establish itself as the leader in the sustainable management of forests in fulfilling its mandate effectively and efficiently.

#### 6.1.2 Mission

**To sustainably manage and develop the country's central forest reserves and to provide quality forestry products and services for the socio-economic development of Uganda**

The contribution of the forestry sector to the socio-economic development of Uganda is evident, and the role of NFA in this is key. It is important that the NFA puts in place initiatives and strategies for the provision of excellent forestry products and services that sustainably reconcile the dual role of revenue generation, and the conservation, protection and development of the CFR forest estate as a public good.

#### 6.1.3 Corporate values

In pursuit of the Vision and achieving the Mission, the following core corporate values will be instilled in and promoted by the NFA Board, management and staff in their day-to-day conduct and attitude:

- **Professionalism:** We strive to ensure high-quality performance and foster mutual respect among staff and our stakeholders. It is the responsibility of the NFA Board, management and all staff to adhere to high professional standards in the management and implementation of all NFA- and forestry-related undertakings.
- **Excellence:** We strive for excellence and are committed to being outstanding and innovative in everything we do in the provision of quality forestry products and services at all times without discrimination.
- **Transparency:** We shall be open and accountable to all our partners and stakeholders.
- **Integrity:** We shall conduct ourselves with honesty and integrity doing right things reliably.
- **Teamwork:** We shall work together, cooperatively with colleagues and stakeholders to achieve our vision and fulfil our mandate.

## 6.2 Strategic Plan for 2020 - 2025

The overall goal of the Strategic Plan, its programs, objectives, and initiatives are as follows:

**Overall Goal: “Sustainably manage and secure the integrity of all CFRs, conserve and maintain biodiversity, provide quality forest products and services and achieve organisational sustainability”**

### **Program I: Sustainable management of CFRs**

Protection is a core function of NFA. It is important that the organisation ensures that the forest reserves are secured and protected from encroachment, degradation, and any other threat. Protection cannot be outsourced. NFA needs to build internal capacity for conserving and protecting all 506 CFRs. The degraded areas within the CFRs need to be restored and managed to promote biodiversity.

#### **Objectives:**

1. To strengthen forest protection and conservation.
2. To restore degraded natural forests in CFRs.
3. To develop and promote stakeholder partnerships in line with gender and equity principles.

### **Program II: Enhance equitable production and supply of forest products and services**

NFA must use appropriate technology and innovative approaches to enhance the production and supply of forest products and services to fulfil its mandate and contribute to the country's socio-economic development. NFA's capability to supply products and services will depend on the mobilisation and generation of more non-tax revenue and improving organizational sustainability.

#### **Objectives:**

1. To diversify and increase the quality and economic value of forest-based business.
2. To Increase area and productivity of plantations on CFRs.
3. To increase the supply of seed and seedlings for increased tree planting in the country.

### **Program III: Strengthen organisation sustainability**

NFA will enhance its sustainability by building the capacity of its board, management and staff to fulfil their respective roles and responsibilities. It is also important to improve NFA's systems for forest planning, management, monitoring and reporting, NTR collection, and financial risk management and accountability. To ensure stakeholder participation and support for forestry protection and management, NFA will raise awareness about the ecological roles and socio-economic benefits of forests.

#### **Objectives:**

1. To build staff capacity for improved management, innovativeness and business enterprise development.
2. To invest in modern forest management infrastructure.
3. To strengthen NFA's brand value and increase public awareness about the importance of forests for Uganda.
4. To promote innovations in ecosystem services and business development as well as forest financing.
5. To expand and diversify NFA's revenue base.
6. To strengthen governance and accountability.

### 6.3 Key strategic outcomes of the Strategic Plan 2020 - 2025

The development of this Strategic Plan has been aligned with the Vision 2040, NDP III, NRM Manifesto 2019/21 and Uganda Forestry Plan 2012. The impact of this Plan will be measured in terms of the increase in forest cover (both natural forest and plantation), economic productivity and employment creation, contribution to the tourism industry and the GDP of Uganda.

The impact that the Plan will create is summarised below:

1. The country's forest cover in CFRs will increase from 43% to 59% through the restoration and better management of CFRs and especially of natural forests. NFA will annually contribute 36,594 ha or 25% of the additional required area of forest cover for meeting the Vision 2040 goal of returning the country's forest cover to 24% (4,898,335 ha), the level which existed in 1990. This commitment is as realistically in line with the 2025 national forest cover targets as possible as set out in the National Development Plan III.
2. An armed ranger forest protection force will be established, significantly improving the capacity of NFA to protect the CFRs and strengthen forest law enforcement achieving a substantial reduction in illegal forest activities, and in the trade of illegal and unsustainable forest products from CFRs.
3. NFA will consolidate and expand its partnership with forest adjacent communities doubling the area they co-manage from 4.5% to 9% of the total CFR area.
4. NFA will increase by a third, from 16% to 24%, the area of CFR forest land managed under licences and MoUs with the private sector and NGOs, and through corporate social responsibility partnerships.
5. The Plan will support the creation of over 200,000 direct employment opportunities with the forestry sector.
6. NFA will contribute UGX 10 billion in direct revenue to the tourism GDP of Uganda.
7. The NTR will increase from the current 8.32 billion to 29.95 billion by the end of the plan period.
8. The current yield from NFA managed plantations will increase from 68% to 75% average site performance index<sup>5</sup>. For example, an ideal yield at an optimal site for *Pinus caribaea* is 400m<sup>3</sup> per hectare: currently NFA yields on average are a maximum of 272m<sup>3</sup> (68%) and it is aimed that they will improve to 300m<sup>3</sup> (75%) per ha.
9. The overall performance rating of the NFA strategic plan will increase from 43% to 80%.
10. The Plan will contribute to the fulfilment of Uganda's commitments to international protocols including the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change.

---

<sup>5</sup> Each plantation compartment should have an empirical (or initially estimated) 'site index' for key plantation tree species based on the quality of the site (primarily soil type and quality, site aspect, rainfall distribution, and temperature range) which indicates the yield obtainable from a tree crop type at optimal age if well managed (i.e. the site index). Improving the overall yield performance of NFA's plantations is largely dependent on their inherited state, the limited extent to which younger tree crops can be remedially managed to improve yield, and the degree to which new tree crops are well planned, planted and managed going forward. This means that the overall performance increment possible in the next five years is substantially constrained by the many maturing plantation crops which cannot be further improved.

Table 8: NFA forest cover targets and their contribution to the Vision 2040 target (in hectares)

	Baseline (2019)		2020-2021		2021-2022		2022-2023		2023-2024		2024-2025	
	Area	Percent <sup>‡</sup>	Area	Percent <sup>‡</sup>	Area	Percent <sup>‡</sup>	Area	Percent <sup>‡</sup>	Area	Percent <sup>‡</sup>	Area	Percent <sup>‡</sup>
<b>Projected annual target to reach Vision 2040 goal of 24% national forest cover <sup>f</sup></b>	<b>2,052,296</b>	<b>8.5%</b>	<b>2,194,598</b>	<b>10.8%</b>	<b>2,336,900</b>	<b>11.4%</b>	<b>2,479,202</b>	<b>12.1%</b>	<b>2,621,504</b>	<b>12.8%</b>	<b>2,763,806</b>	<b>13.5%</b>
<b>NFA's contribution to achieve Vision 2040 forest cover goal (percent of annual target)</b>	<b>25.4%</b>		<b>25.0%</b>		<b>24.5%</b>		<b>24.7%</b>		<b>25.1%</b>		<b>25.5%</b>	
<b>NFA CFR Forest Cover Targets</b>	<b>559,097</b>	<b>2.7%</b>	<b>583,711</b>	<b>2.9%</b>	<b>606,550</b>	<b>3.0%</b>	<b>646,388</b>	<b>3.2%</b>	<b>693,727</b>	<b>3.4%</b>	<b>742,066</b>	<b>3.6%</b>
- of which CFR Natural Forest	453,552	2.2%	468,552	2.3%	483,552	2.4%	513,552	2.5%	551,052	2.7%	588,552	2.9%
- of which CFR Plantation Forest	105,545	0.5%	115,159	0.6%	122,998	0.6%	132,836	0.7%	142,675	0.7%	153,514	0.7%
-- Directly NFA-managed	11,000	0.1%	13,000	0.1%	14,000	0.1%	17,000	0.1%	20,000	0.1%	24,000	0.1%
-- Tree Farmer / Private Commercial on NFA land	94,545	0.5%	102,159	0.5%	108,998	0.5%	115,836	0.6%	122,675	0.6%	129,514	0.6%

Source: NFA internal data

<sup>‡</sup> Percent of total land area of Uganda - 20,409,730 ha, forest cover includes forest on NFA, UWA, Local Government and private lands.

<sup>f</sup> Uganda Vision 2040 set a target of increasing forest cover from 15% in 2010 to 24% by 2040 and under NDP II. Unfortunately, between 2010-2020 forest cover declined from 11.5% to 8.5% of the country's land area, and the 18% forest cover target set in NDP II as part of Vision 2040 was not met. Under the current circumstances, Uganda must add an area of 141,802 ha annually if it is to meet the 2040 target of 4,898,335 ha (24%) forest cover of the country's land surface, the area of forest that existed in Uganda in 1990. NFA will on average contribute 35,575 ha annually or 25% of this amount / target.



## 6.4 Critical success factors of the Strategic Plan 2020 - 2025

The Plan envisages a significant improvement in NFA's performance of its core functions of protecting central forest reserves and enhancing the supply and economic value of forest products and services. However, the successful implementation of the Plan will depend on the following **critical success factors**.

- 1. Sufficient financial resources:** NFA must mobilise the financial resources necessary to implement the Plan. Increasing the share of non-tax revenue (NTR) in the total budget, projected to be at 45% by 2025 and improving the level of revenue collection projected to be at 95% by 2025, will be critical.
- 2. Competent, committed and enabled staff:** Developing the capacity of staff, re-orienting their culture where necessary, and putting in place an appropriate organisational structure will be fundamental factors in the successful implementation of the Plan. This also includes ensuring that all levels of NFA staff sufficiently understand the Plan and are enrolled in its successful implementation. An incentive system where staff are recognised and rewarded for strong performance will be put in place.
- 3. Effective stakeholder participation:** Forestry is a multi-sectoral activity with many stakeholders. Effective stakeholder engagement where stakeholders are enrolled, and satisfied partners will be key in successfully implementing the Plan.

## 7 CORPORATE SCORECARD 2020 - 2025

A corporate scorecard has been developed for facilitating the effective implementation of this strategy. The corporate scorecard provides the performance measures and targets for each of the strategic objectives. The corporate scorecard breaks down the strategic vision into specific initiatives which gives a more balanced view of NFA performance. The corporate scorecard will be used by NFA Board, management and staff to keep track of the execution of planned activities and to monitor the outcome of the implementation of the strategy (**Table 9**). An 'objective champion' has been identified for each strategic objective to ensure better coordination in the implementation and evaluation of the strategy and initiatives.

Table 9: The NFA Corporate Scorecard 2020 - 2025

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
<b>OVERALL GOAL: SUSTAINABLY MANAGE AND SECURE THE INTEGRITY OF ALL CFRS, CONSERVE AND MAINTAIN BIODIVERSITY, PROVIDE QUALITY FOREST PRODUCTS AND SERVICES AND ACHIEVE ORGANISATIONAL SUSTAINABILITY</b>									
<b>PROGRAM I: SUSTAINABLE MANAGEMENT OF CFRs</b>									
<b>1. To strengthen forest protection and conservation</b>									
<b>Objective Champion: Director of Natural Forest Management</b>									
i. Length of boundary resurveyed and demarcated with pillars (%) (total of 9,755km of cut line) (km)	2,200 (22.6%)	5,000 (51.2%)	1,000	1,000	1,000	1,000	1,000	7,200 (73%)	<ol style="list-style-type: none"> <li>1. Build the capacity of the Boundary Survey Unit and ensure sufficient resourcing</li> <li>2. Geo-reference, digitize and certify all CFR boundaries and enter them into the National Land Management System (NLMS)</li> <li>3. Work with MWE &amp; MLHUD to stop further issuance of land titles in CFRs</li> <li>3. Establish an armed ranger force for forest protection</li> <li>4. Develop and implement law enforcement procedures and safeguards.</li> <li>5. Develop / revise and implement Forest Management Area Plans for all CFRs</li> <li>6. Develop and implement mining guidelines for CFRs</li> </ol>
ii. Length of boundary maintained and planted (km)	2,200 (22.6%)	7,200	3,200	4,200	5,200	6,200	7,200	7200 65%	
iii. Area of CFRs not encroached (ha) (cumulative)	1,012,594 (80%)	126,574 (+10%)	1,025,251	1,050,566	1,075,881	1,101,196	1,139,168	1,139,168 (90%)	
iv. Area of CFRs protected by NFA Ranger from illegal activities (ha)	0 ha (0%)	1,265,000 (100%)	150,000	300,000	750,000	1,000,000	1,265,000	1,265,000 (100%)	
v. Number of CFRs managed under approved Forest Management Area Plans (FMAPs)	35FMAPs 323 CFRs (64%)	20 FMAPs 183CFRs (36%)	4	4	4	4	4	55 FMAPs 506 CFRs (100%)	
vi. Number of Forest Management Area Plans (FMAPs) revised	0 (0%)	35 (64%)	7	7	7	7	7	35 (64%)	
vii. Number of illegal land titles in CFRs verified and cancelled	300 (30%)	500 (50%)	100	100	100	100	100	800 (80%)	

Performance Measures	Baseline	Target	Annual Output Targets					Outcome indicator Targets	Initiatives
	2018/19	(5yrs)	2020/21	2021/22	2022/23	2023/24	2024/25		
<b>2. To restore degraded natural forests in CFRs</b>									
<b>Objective Champion: Director of Natural Forest Management</b>									
i. Percentage area of non-degraded natural forests and natural forests under active restoration (ha) (885,316 ha of forest habitat)	453,551 (51%)	135,000 (15%)	15,000	15,000	30,000	37,500	37,500	588,551 (66%)	<ol style="list-style-type: none"> <li>Complete NFA's natural forest restoration guidelines and implement them</li> <li>Map, plan and restore priority biodiversity corridors and areas in collaboration with and soliciting support from key stakeholders / partners.</li> <li>Establish a new network of nature reserves building on the pervious Uganda Forestry Nature Conservation Master Plan</li> <li>Identify and document areas for biodiversity research in collaboration with key stakeholders.</li> <li>Rollout compliance with the NFSS across all CFRs</li> <li>Undertake 2-year compliance audits for NFSS standard for each FMA</li> <li>Establish and implement a plan for contributing to the national mitigation and adaption climatic change commitments</li> <li>Maintain national biomass and land-cover monitoring, infrastructure and associated (online) publications</li> </ol>
ii. No. of biodiversity corridors under active restoration	0	10	2	2	2	2	2	10	
iii. Area of CFR under strict nature reserves established and/or restored (ha)	20,000 (1.6%)	230,000 (18%)	5,300	49,700	50,000	25,000	100,000	250,000 (19.7%)	
iv. No. of forest biodiversity research reports published.	2	5	1	1	1	1	1	7	
v. Percentage of CFRs managed as per NFSS (National Forestry Stewardship Standards)	20% 101 CFRs	80% 405 CFRs	81	81	81	81	81	100% 506 CFRs	
vi. Climatic change adaptation mechanisms developed	0	20	2	3	4	5	6	20	
vii. Area (ha) of forest assessed for biomass (Biomass technical report)	12,657	12,657	2,531	2,531	2,531	2,531	2,531	1% annually of Central Forest Reserves	
viii. Area (ha) assessed for land use (forest cover technical report)	12,657	12,657	2,531	2,531	2,531	2,531	2,531	1% annually of Central Forest Reserves	
ix. Forest Inventory and harvesting plans updated (area of forest ha)	0	50,000	10,000	10,000	10,000	10,000	10,000	100% of plantations	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
x. CFR Forest Management Area Plan Atlas (Number of FMAPs)	0	55	11	11	11	11	11	100% of all FMAPs	9. Update forest inventory and harvesting plans for all NFA-managed plantations 10. Develop and publish an online FMAP atlas
<b>3. To develop and promote stakeholder partnerships in line with gender and equity principles</b> <i>Objective Champion: Director of Natural Forest Management</i>									
i. Area of CFRs managed under CFM (ha)	56,633 (4.5%)	60,012 (4.7%)	10,012	12,500	12,500	12,500	12,500	116,645 (9.2%)	1. Implement the recommendations of the National CFM Review (2020) 2. Initiate and regularly convene Forestry Management Area Plan Committees
ii. Number of Forestry Management Area Plan Area Committees established (one per FMAP)	0	55	11	11	11	11	11	55 Committees (100%)	3. Review, develop and implement MoUs with partners 4. Develop and sign licence agreements with private sector entities to undertake forestry activities in CFRs
iii. Area of CFRs developed under Licenses and MOUs	200,000 (66%)	100,000 (33%)	13,000	12,000	50,000	15,000	10,000	300,000 (100%)	5. Ensure gender and equity standards are mainstreamed and complied with
iv. Level of NFA compliance with government gender and equity requirements (standards)	63%	100%	70%	80%	90%	95%	100%	100%	
<b>PROGRAM II: ENHANCE EQUITABLE SUPPLY OF FOREST PRODUCTS AND SERVICES</b>									
<b>1. To diversify and increase the quality and economic value of forest-based business</b> <i>Objective Champion: Director of Plantation Development</i>									
i. Annual private sector investment (tourism, tree farming, bee farming) in CFRs (UGX Billion through business plans realised)	8	5	1	1	1	1	1	13	1. Develop and improve business plans for NFA's revenue-generating centres 2. Rebrand, improve and ensure the quality and marketability of NFA's products

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
ii. Number of jobs (people directly employed) in forestry activities in CFRs (2 people per ha of forest plantation)	200,000	200,000	26,000	24,000	100,000	30,000	20,000	400,000	4. Establish collaborative research and development initiatives for generating new business / products 5. Plan, re-launch and further develop NFA's ecotourism product and brand 6. Promote community-based tourism as part of NFA's ecotourism product & brand 7. Develop and implement procedures for the production and supply of non-forest products
iii. No. of new collaborative research and development projects carried out	10	10	2	2	2	2	2	20	
iv. Number of new ecotourism concessions developed in partnership with the private sector	14	10	2	2	2	2	2	24	
v. No. of non-Ugandan visitors to CFRs (adjusted for COVID-19 pandemic)	50,000	300,000 (5yr total)	15,000	40,000	50,000	80,000	100,000	100,000 per annum	
vi. No. of Ugandan visitors to CFRs (adjusted for COVID-19 pandemic)	8,000	78,000	10,000	15,000	20,000	20,000	25,000	25,000 per annum	
<b>2. To Increase the area and productivity of plantations on CFRs</b> <b>Objective Champion: Director of Plantation Development</b>									
i. Yield per ha from plantations under NFA (average crop performance against corresponding site index)	68%	75%	70%	71%	72%	73%	75%	75%	1. Establish and implement NFA plantation management standards (aligned with NFSS) to improve plantation yields and quality 2. Introduce plantation species with a shorter rotation and higher productivity for target markets 3. Review rates for land rent, technical services and harvesting licenses to improve the financial performance of tree-farming in CFRs for NFA.
ii. Area of commercial tree plantations established (under NFA) - survival >70%	11,000	13,000	2,000	1,000	3,000	3,000	4,000	24,000	
iii. Area of commercial tree plantations complying with NFA's plantation guidelines (NFA) (ha)	11,000	24,000	13,000	14,000	17,000	20,000	24,000	35,000	
iv. Updated database of commercial tree plantations established (licensed tree planters) (ha)	100,000	100,000	20,000	20,000	20,000	20,000	20,000	200,000	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
v. Average revenue generated per ha per year (UGX) from licensed tree (planters) farmers	15,000	20,000	20,000	20,000	30,000	30,000	30,000	30,000	3. Establish an up-to-date database of NFA planters and customers
vi. Area of industrial tree plantations in CFRs certified and registered to NFA standards (ha)	111,000	235,000	47,000	47,000	47,000	47,000	47,000	346,000	
<b>3. To increase the supply of seed and seedlings for increased tree planting in the country</b> <b>Objective Champion: Director of Plantation Development</b>									1. Expand seven (7) regional tree seed centres across the country 2. Improve management of tree seed stands and orchards with ten (10) mother tree gardens/stands in natural forest and 10 in plantations. 3. Increase production/quantity, types and quality of seedlings
i. Develop nursery infrastructure (orchards, water sources, nurseries)	34	66	14	13	13	13	13	110	
ii. Develop seed stands and orchards	18	20	2	2	2	2	2	38	
iii. Supply of quality bamboo seed from managed seed sources and imports from China and Ethiopia (kgs)	1,000	5,000	1,000	1,000	1,000	1,000	1,000	1,000 per annum	
iv. Supply of quality indigenous seed from managed seed sources in CFRs (kgs)	15,000	20,000	4,000	4,000	4,000	4,000	4,000	4,000 per annum	
v. Supply of quality exotic seed from managed seed sources and imports (tree stands, orchards and imports from South Africa, Australia and Brazil (kgs)	5,000	7,250	1,450	1,450	1450	1,450	1,450	1,450 per annum	
vi. Supply of quality bamboo seedlings (million)	1m	5m	1m	1m	1m	1m	1m	1m per annum	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
vii. Supply of quality indigenous seedlings.	5m	50m	10m	10m	10m	10m	10m	10mper annum	
viii. Supply of quality exotic seedlings	20m	145m	29m	29m	29m	29m	29m	29m per annum	
<b>PROGRAM III: STRENGTHEN ORGANISATIONAL SUSTAINABILITY</b>									
<b>1. To build staff capacity for management, innovativeness and business enterprise development</b>									<ol style="list-style-type: none"> <li>1. Review the organisational structure of NFA in order to implement the Strategic Plan</li> <li>2. Develop a performance-based incentive system for staff</li> <li>3. Improve health and safety practices</li> <li>4. Review &amp; improve NFA's performance appraisal system and strengthen its application</li> <li>5. Improve the management competency, culture and practices of NFA directors and managers in managing NFA's programs, staff and finances</li> <li>6. Review the Human Resource Manual (to accommodate onboarding of armed rangers)</li> <li>7. Carry out annual staff satisfaction survey and feedback exercise</li> </ol>
<b>Objective Champion: Director of Policy and Planning</b>									
i. Recruitment and training of staff. (skilling, mentoring and Capacity building) (cumulative)	350	750	450	550	650	750	750	750	
ii. Proportion of staff wage allocation	18.2%	21.7%	9.9%	20.7%	21.3%	21.6%	21.7%	22%	
iii. Safety and health (cumulative number of staff on-boarded)	350	750	450	550	650	750	750	750	
iv. Orientation and performance management system (cumulative number of staff on-boarded)	350	750	450	550	650	750	750	750	
v. Staff productivity/ performance rating/Incentives	50%	85%	50%	55%	60%	75%	85%	85%	
vi. Staff satisfaction and engagement score	45%	85%	50%	55%	60%	75%	85%	85%	



Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
<b>2. To invest in modern forest management infrastructure</b> <b>Objective Champion: Director of Policy and Planning</b>									1. Develop and implement a procurement plan and appropriately utilize and maintain acquired infrastructure and equipment 2. Rationalize and operationalize ecotourism functions in NFA including as part of the organisational structure review 3. Finalize and implement a Tourism Strategy 4. Develop at least 10 ecotourism sites including in partnership with the private sector
i. Forest stations constructed and renovated	50	224	50	46	50	43	40	274	
ii. Forest management roads constructed and maintained (km)	400	1,000	200	200	200	200	200	1,400	
iii. Transport equipment (units)	52	213	50	45	40	40	38	265	
iv. ICT equipment (units)		250	50	50	50	50	50	250	
v. GIS and licenses (units)	10	52	15	12	10	10	5	62	
vi. Plant and machinery (Water, nursery systems, milling equipment, fire equipment) (units)	--	5	1	1	1	1	1	--	
vii. Survey equipment for digitising forest boundary plan data (GNSS machines)	2	6	2	1	1	1	1	8	
viii. Modern equipment and databases for forest inventory	1	10	2	2	2	2	2	11	
ix. Ecotourism facilities	3	10	2	2	2	2	2	13	
<b>3. To strengthen NFA's brand value and increase public awareness about the importance of forests for Uganda</b> <b>Objective Champion: Director of Policy and Planning</b>									1. Develop and implement a marketing plan 2. Develop and disseminate forest conservation education
i. Communication strategy developed to guide public relations activities (target completion)	0%	5	5%	40%	50%	70%	90%	90%	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
ii. Forest conservation education plan (target completion)	20%	5	30%	40%	55%	60%	70%	70%	3. Develop and carry out a public information, education and awareness plan 4. Conduct training on forestry for various key stakeholders 5. Conduct stakeholder perception surveys
iii. Training and engagement on forestry for various key stakeholders (target completion)	3%	5	10%	25%	40%	40%	60%	60%	
iv. Public information, education and awareness (target completion)	5%	5	15%	30%	45%	60%	75%	75%	
vi. Strengthen media relations (target completion)	40%	45%	55%	65%	75%	80%	90%	90%	
<b>4. To promote innovations in ecosystem services and business development as well as forest financing</b> <i>Objective Champion: Director of Policy and Planning</i>									1. Establish a performance-driven business unit at NFA 2. Develop and submit project proposals for funding including with private sector and NGO partners 3. Design and implement research and innovation projects with private sector and NGO partners 4. Initiate public-private sector partnerships 5. Investigate and realise opportunities for new revenue and forest-financing
i. Business development unit established	0	1	1	0	0	0	0	1	
ii. Project proposal development	--	20	4	4	4	4	4	--	
iii. Research and Innovation projects	--	10	2	2	2	2	2	--	
iv. No. of PPPs established	0	12	2	2	4	2	2	12	
v. Innovative mechanisms for revenue generation	--	5	1	1	1	1	1	--	
<b>5. To expand and diversify NFA's revenue base</b> <i>Objective Champion: Director of Finance and Administration</i>									1. Fully automate the accounting system on WAN 2. Improve NFA's pricing policies, and address weaknesses and leakages in NFA revenue collection systems
i. Percentage of NTR to the total budget	26%	40%	28%	30%	35%	38%	40%	40%	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
ii. Percentage of revenue from alternative sources (consultancy, CSR, PES, etc.) (cumulative)	1%	5%	1%	2%	3%	4%	5%	5%	3. Develop and implement a tourism central reservations system 4. Automate the inventory management system 5. Identify and introduce new sources of revenues 6. Establish standard costs for natural forest and plantation management
iii. Percentage of resources mobilized from donor funding	5%	30%	22%	24%	25%	25%	30%	30%	
<b>6. To strengthen governance and accountability</b> <i>Objective Champion: Director of Policy and Planning</i>									1. Conduct periodic Board Evaluations 2. Review, develop and implement Standard Operating Procedures across the organisation 3. Establish a performance management contract for the Senior Management Team 4. Develop and implement a Forestry Information Management System
i. Board evaluation score	50%	75%	75%	75%	75%	75%	75%	75%	
ii. Percentage of budget spent on CSR projects	0%	2%	1%	1%	2%	2%	2%	2%	
iii. % Score on gender and equity budgeting	65%	90%	70%	75%	80%	85%	90%	90%	
iv. Management performance rating	45%	80%	50%	60%	60%	75%	80%	80%	
v. No. of forestry-related features in media	50	25	5	5	5	5	5	5 per year	
vi. Stakeholder perception score	50%	75%	60%	65%	67%	70%	75%	75%	
vii. Number of training participants	500	800	50	50	50	50	100	100 per year	
viii. Re-orient organizational structure to facilitate new business models	0	2	0	1	0	1	0	Twice in SP period	

Performance Measures	Baseline 2018/19	Target (5yrs)	Annual Output Targets					Outcome indicator Targets	Initiatives
			2020/21	2021/22	2022/23	2023/24	2024/25		
ix. Timely reporting, transparency and accountability to stakeholders.	0	10	2	2	2	2	2	Bi-annually	
x. An integrated forest information management system.	0	1	1	1	1	1	1	1	
xi. Mid-term performance of the Strategic Plan 2020-2025.	0	1	0	0	1	0	0	1	
xii. Functional M&E frameworks - Monitoring System.	1	5	1	1	1	1	1	1	
xiii. Performance planning, budgeting and reporting system	1	5	1	1	1	1	1	1	

## **8 STRATEGIC IMPLEMENTATION**

NFA operates within a context of working with various stakeholders, including MDAs, NGOs, CBOs, the private sector and local communities. The successful implementation of this Plan will require a collaborative effort among all ENR actors and other stakeholders.

NFA's board of directors and management will be responsible for the overall direction and effective implementation of the Strategic Plan, respectively. The management will develop annual operating plans consistent with the objectives and performance measures specified in this Strategic Plan.

### **8.1 Financial projections**

#### **8.1.1 Cost of implementation**

The cost of implementing the Plan is estimated to be UGX 402.536 billion over a period of five years. The cost estimation for the implementation of the Strategic Plan for each year as per the strategic thematic areas, objectives, indicators and initiatives in the corporate scorecard are given in **Table 9**.

Table 10: Cost of implementing the Strategic Plan 2020 - 2025 (UGX millions)

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
<b>PROGRAM I: SUSTAINABLE MANAGEMENT OF CFRS</b>							
<b>1. To strengthen forest protection and conservation</b>							
i. Length of boundary resurveyed and demarcated with pillars (%) (total of 9,755km of cut line)	2,500	2,500	2,500	2,500	2,500	12,500	65% (7,200km) of CFRs boundaries re-surveyed, demarcated and maintained. The strategy should focus on demarcating and maintaining 9755 km cut line (100%) of 506 CFRs under NFA.
ii. Length of boundary maintained and planted (km)	3,200	4,200	5,200	6,200	7,200	26,000	Maintenance of marked boundaries reduces conflicts and strengthens community and stakeholder partnerships.
iii. Area of CFRs not encroached (ha)	633	1,266	1,266	1,266	1,899	6,330	Effective protection of CFR areas freed from encroachment enhances natural regeneration.
iv. Area of CFRs protected by NFA Ranger from illegal activities (ha)	600	1,200	1,800	2,400	2,400	8,400	Reduction in level of illegal forest activities will be attained through professionalising the Law enforcement unit and joint forest boundary patrols with forest adjacent communities.
v. Number of CFRs managed under approved Forest Management Area Plans (FMAPs)	200	200	200	200	200	1,000	All CFRs shall be managed under valid FMAPs in line with NFTP 2003 and Forestry regulation of 2016.
vi. Number of Forest Management Area Plans (FMAPs) revised	210	210	210	210	210	1,050	Updating of FMAPs shall be through Mid-term review and revision of the Forest Management Plans
vii. Number of illegal land titles in CFRs verified and cancelled	50	50	50	50	50	250	Verification of CFRs boundaries is based on original boundary plan data (Sl.No.63 Forest Reserves Declaration Order 1998). Harmonising survey data for CFRs with surveys and mapping department will quicken the process of cancellation of titles issued in error within gazetted CFRs.
<b>Objective total (UGX Millions)</b>	<b>7,393</b>	<b>9,626</b>	<b>11,226</b>	<b>12,826</b>	<b>14,459</b>	<b>55,530</b>	

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
<b>2. To restore degraded natural forests in CFRs</b>							
i. Percentage area of non-degraded and restored natural forests (ha)	1,500	1,500	3,000	3,750	3,750	13,500	The outcome indicator addresses % area of natural (CFRs) forest cover restored.
ii. No. of Biodiversity Corridors restored	50	50	50	50	50	250	Area of biodiversity corridors restored in CFRs is a better measure. Corridors outside CFRs will be restored through stakeholder partnerships
iii. Area of CFR under strict nature reserves established and/or restored (ha)	27	249	250	125	500	1,151	Nature Conservation Plan zoned 20% as SNR. Rezoning and marking of SNR, BZ and PZ for conservation forests will be done.
iv. No. of forest biodiversity research reports published.	100	100	100	100	100	500	Updated biodiversity data bases for critical conservation sites will be the focus.
v. Percentage of CFRs managed as per NFSS (National Forestry Stewardship Standards)	122	122	122	122	122	610	Certification schemes will be the standard for management of CFRs. The indicator will focus on % of CFRs certified and supplying certified forest products and services.
vi. Climatic change adaptation mechanisms developed	100	150	200	250	300	1,000	
vii. Area (ha) of forest assessed for biomass (Biomass technical report)	253	253	253	253	253	1,265	
viii. Area (ha) assessed for land use (forest cover technical report)	253	253	253	253	253	1,265	
ix. Forest Inventory and harvesting plans updated (area of forest ha)	1,000	1,000	1,000	1,000	1,000	5,000	
x. CFR Forest Management Atlas (Number of FMAPs)	200	200	200	200	200	1,000	
<b>Objective total (UGX Millions)</b>	<b>3,605</b>	<b>3,877</b>	<b>5,428</b>	<b>6,103</b>	<b>6,528</b>	<b>25,541</b>	

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
<b>3. To develop and promote stakeholder partnerships in line with gender and equity principles</b>							
i. Area of CFRs managed under CFM (ha)	300	120	165	135	1,080	1,800	
ii. Number of Forestry Management Area Plan Committees established (one per FMAP)	1,250	1,000	1,000	1,000	750	5,000	
iii. Area of CFRs developed under Licenses and MOUs	260	240	1,000	300	200	2,000	Dual-management areas, tree planting, harvesting, ecotourism,
iv. Level of NFA compliance with government gender and equity requirements (standards)	2,500	2,500	2,500	2,500	2,500	12,500	All performance measures of the strategic plan will be aligned with Gender and Equity practices.
<b>Objective total (UGX Millions)</b>	<b>4,310</b>	<b>3,860</b>	<b>4,665</b>	<b>3,935</b>	<b>4,530</b>	<b>21,300</b>	
<b>PROGRAM TOTAL (UGX Millions)</b>	<b>15,308</b>	<b>17,363</b>	<b>21,319</b>	<b>22,864</b>	<b>25,517</b>	<b>102,371</b>	
<b>PROGRAM II: ENHANCE EQUITABLE PRODUCTION AND SUPPLY OF FOREST PRODUCTS AND SERVICES</b>							
<b>1. To diversify and increase the quality and economic value of forest-based business</b>							
i. Annual private sector investment (tourism, tree farming, bee farming) in CFRs (UGX Billion) (Business plans realised)	0	0	0	0	0	0	Value addition increasingly attracts high demand for supply of products and services. The indicator should determine the value of private sector investments in CFRs; e.g. Tree planting, ecotourism, telecom masts, biomass energy, catchment, ecosystem etc.
ii. No. of jobs (people directly employed) in forestry activities in CFRs	0	0	0	0	0	0	Jobs created and employment in forestry activities will be valued and aligned to NDP III.
iii. No. of new collaborative research and development projects carried out	200	200	200	200	200	1,000	Innovation should focus on products and services within NFA control e.g. Seed, seedlings, graded timber, honey, resin, biomass energy, community medicine, etc



Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
iv. Number of new ecotourism concessions developed in partnership with the private sector	100	100	100	100	100	500	NFA policy for ecotourism development focuses on promoting PPP through management licenses. 30% of the ecotourism sites will be under NFA management and promotion of community tourism, conservation education, environmental and research partnerships. Forest-based personnel, assets and resources shall remain under NFA control and management (tourist trails, tour guiding and biodiversity values and resources)
v. No. of non-Ugandan visitors to CFRs	75	75	75	75	75	375	
vi. No. of Ugandan visitors to CFRs	25	25	25	25	25	125	
<b>Objective total (UGX Millions)</b>	<b>400</b>	<b>400</b>	<b>400</b>	<b>400</b>	<b>400</b>	<b>2,000</b>	
<b>2. To Increase the area and productivity of plantations on CFRs</b>							
i. Yield per ha from plantations under NFA (average performance against site index)	280	285	290	295	300	1,450	
ii. Area of commercial tree plantations established (under NFA)-survival >70%	3,000	1,500	4,500	4,500	6,000	19,500	
iii. Area of commercial tree plantations complying with NFA's plantation guidelines (NFA) (ha)	6,500	7,000	8,500	10,000	12,000	44,000	
iv. Updated database of commercial tree plantations established (licensed tree planters) (ha)	400	400	400	400	400	2,000	
v. Average revenue generated per Ha per year (UGX) from licensed tree (planters) farmers	0	0	0	0	0	0	
vii. Area of industrial tree plantations in CFRs certified and registered to NFA standards (ha)	4,700	4,700	4,700	4,700	4,700	23,500	
<b>Objective total (UGX Millions)</b>	<b>14,880</b>	<b>13,885</b>	<b>18,390</b>	<b>19,895</b>	<b>23,400</b>	<b>90,450</b>	

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
<b>3. To increase the supply of seed and seedlings for increased tree planting in the country</b>							
i. Develop nursery infrastructure (orchards, water sources, nurseries)	140	130	130	130	130	660	
ii. Develop seed stands and orchards	40	40	40	40	40	200	
iii. Supply of quality bamboo seed from managed seed sources and imports from China and Ethiopia	500	500	500	500	500	2,500	
iv. Supply of quality indigenous seed from managed seed sources in CFRs	400	400	400	400	400	2,000	
v. Supply of quality exotic seed from managed seed sources and imports (tree stands, orchards and imports from South Africa, Australia and Brazil)	725	725	725	725	725	3,625	
vi. Supply of quality bamboo seedlings	1,000	1,000	1,000	1,000	1,000	5,000	
vii. Supply of quality indigenous seedlings.	2,000	2,000	2,000	2,000	2,000	10,000	
viii. Supply of quality exotic seedlings	5,800	5,800	5,800	5,800	5,800	29,000	
<b>Objective total (UGX Millions)</b>	<b>10,605</b>	<b>10,595</b>	<b>10,595</b>	<b>10,595</b>	<b>10,595</b>	<b>52,985</b>	
<b>PROGRAM TOTAL (UGX Millions)</b>	<b>25,885</b>	<b>24,880</b>	<b>29,385</b>	<b>30,890</b>	<b>34,395</b>	<b>145,435</b>	
<b>PROGRAM III: STRENGTHEN ORGANISATIONAL SUSTAINABILITY</b>							
<b>1. To build staff capacity for management, innovativeness and business enterprise development</b>							
i. Recruitment and training of staff. (skilling, mentoring and Capacity building) (cumulative)	300	350	400	450	500	2,000	

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
ii. Proportion of staff wage allocation	9,101	14,560	16,020	17,620	19,380	76,681	
iii. Safety and health (cumulative)	1,350	1,650	1,950	2,250	2,250	9,450	
iv. Orientation and performance management (cumulative)	135	165	195	225	225	945	
v. Staff productivity/ performance rating/Incentives	128	128	128	128	128	640	
vi. Staff satisfaction and engagement score	25	25	25	25	25	125	
<b>Objective total (UGX Millions)</b>	<b>11,039</b>	<b>16,878</b>	<b>18,718</b>	<b>20,698</b>	<b>22,508</b>	<b>89,841</b>	
<b>2. To invest in modern forest management infrastructure</b>							
i. Forest stations constructed and renovated	2,500	2,300	2,500	2,150	2,000	11,450	153 beats, 53 Sector offices, 9 Ranges, 7 Plantation areas, 5 NFA Headquarters
ii. Forest management roads constructed and maintained (km)	1,000	1,000	1,000	1,000	1,000	5,000	500km fire-lines in plantation areas and 500km forest management roads in NFs.
iii. Transport equipment (units)	5,472	4,925	4,377	4,377	4,159	23,310	1 Excavator, 1 bulldozer, 1 grader, 5 trucks, 50 motor vehicles, 150 motorcycles, 1 van, 4 fibreglass boats
iv. ICT equipment (units)	1,000	1,000	1,000	1,000	1,000	5,000	45% hardware and 55% software systems (scanners, servers computers)
v. GIS and licenses (units)	202	162	135	135	67	701	Fixed wing - forest Monitoring and enforcement drones including batteries and software, tablets, licenses, routers, GPSs, NAS-Network Augmented Storage
vi. Plant and machinery (Water, nursery systems, milling equipment, fire equipment) (units)	200	200	200	200	200	1,000	Nursery machinery, plantations development machinery and modern harvesting machinery.
vii. Survey equipment for digitising forest boundary plan data (GNSS machines)	456	228	228	228	228	1,368	5 differential GPSs, digitised boundary survey system (cataloguing, scanning, software and digitising)

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
viii. Modern equipment and databases for forest inventory	300	300	300	300	300	1,500	
ix. Ecotourism facilities	300	300	300	300	300	1,500	Ecotourism areas in the Albertine Rift, Lakeshores and Nile Frontier
<b>Objective total (UGX Millions)</b>	<b>11,430</b>	<b>10,415</b>	<b>10,040</b>	<b>9,690</b>	<b>9,254</b>	<b>50,829</b>	
<b>3. To strengthen NFA's brand value and increase public awareness about the importance of forests for Uganda</b>							
i. Communication strategy developed to guide public relations activities	15	30	40	50	65	200	Develop and Implement Communication Policy and Strategy
ii. Forest conservation education plan	10	10	10	10	20	60	Develop and implement theme-based campaign annually
iii. Training and engagement on forestry for various key stakeholders	40	80	100	120	150	490	
iv. Public information, education and awareness	50	70	90	110	130	450	CSR and Corporate sponsorship Advertorials
vi. Strengthen media relations	80	50	10	10	10	160	Corporate branding
<b>Objective total (UGX Millions)</b>	<b>195</b>	<b>240</b>	<b>250</b>	<b>300</b>	<b>375</b>	<b>1,360</b>	
<b>4. To promote innovations in ecosystem services and business development as well as forest financing</b>							
i. Business development unit established	150	0	0	0	0	150	Business and marketing development plans
ii. Research and Innovation projects	100	100	100	100	100	500	
iii. Project proposal development	100	100	100	100	100	500	
v. No. of PPPs established	100	100	200	100	100	600	Identify new innovations under PPP projects by category and service delivery arrangements by NFA e.g. Ecotourism PPP Kalinzu, Budongo, Kidepo

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
vi. Innovative mechanisms for revenue generation	25	25	25	25	25	125	Databases
<b>Objective total (UGX Millions)</b>	<b>475</b>	<b>325</b>	<b>425</b>	<b>325</b>	<b>325</b>	<b>1,875</b>	
<b>5. To expand and diversify NFA's revenue base</b>							
i. Percentage of NTR to the total budget	0	0	0	0	0	0	The strategy for expanding revenue base should focus on technology, innovation and NFAs competitive advantage for licensing forestry products and services e.g. certified seed, seedlings, plantations, natural forests, biogas, PES, etc.
ii. Percentage of revenue from alternative sources (consultancy, CSR, PES, etc.) (cumulative)	0	0	0	0	0	0	
iii. Percentage of resources mobilized from donor funding	0	0	0	0	0	0	
<b>Objective total (UGX Millions)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>6. To strengthen governance and accountability</b>							
i. Board evaluation score	5	5	5	5	5	25	Annual audited accounts, statutory meeting, Approval of plans and budgets, Performance assessments, projects approved, Policy formulation and guidelines, BOD operating costs,
ii. Percentage of budget spent on CSR projects	960	960	960	960	960	4,800	
iii. % Score on gender and equity budgeting	400	400	400	400	400	2,000	
iv. Management performance rating						0	
v. No. of forestry-related features in media	500	500	500	500	500	2,500	
vi. Stakeholder perception score	100	100	100	100	100	500	

Performance Measures	Annual costed outputs (UGX Millions)					Total Cost (UGX) Millions	Notes
	2020/21	2021/22	2022/23	2023/24	2024/25		
vii. Numbers of training participants	0	0	0	0	0	0	
viii. Re-orient organizational structure to facilitate new business models	0	50	0	50	0	100	Functional leadership and management structure
ix. Timely reporting, transparency and accountability to stakeholders.	40	40	40	40	40	200	Half year and annual performance reporting to Government
x. An integrated forest information management system.	50	50	50	50	50	250	
xi. Midterm performance of the Strategic Plan 2020-2025.	0	0	100	0	0	100	
xii. Functional M&E frameworks - Monitoring System.	20	20	20	20	20	100	
xiii. Performance planning, budgeting and reporting system	50	50	50	50	50	250	
<b>Objective total (UGX Millions)</b>	<b>2,125</b>	<b>2,175</b>	<b>2,225</b>	<b>2,175</b>	<b>2,125</b>	<b>10,825</b>	
<b>PROGRAM TOTAL (UGX Millions)</b>	<b>25,264</b>	<b>30,033</b>	<b>31,658</b>	<b>33,188</b>	<b>34,587</b>	<b>154,730</b>	
<b>TOTAL STRATEGIC PLAN BUDGET (UGX Millions)</b>	<b>66,457</b>	<b>72,276</b>	<b>82,362</b>	<b>86,942</b>	<b>94,499</b>	<b>402,536</b>	

## 8.1.2 Revenue projections

Details for the revenue projections to implement the plan total UGX 396.644 billion, which is below the projected expenditure of UGX 402.536 billion as given in **Tables 10 & 11**. Consequently, NFA will have to find additional revenue sources to bridge the small deficit.

Table 11: Revenue projections (UGX millions)

Description	Baseline (2019/20)	2020/21	2021/22	2022/23	2023/24	2024/25	Totals
<b>A. Government Subvention</b>							
Wage bill	6,470	8,270	12,560	15,020	17,620	19,380	<b>75,850</b>
Development	5,880	12,880	12,880	12,880	12,880	12,880	<b>64,400</b>
Non-wage	11,830	13,030	6,740	5,280	3,680	1,920	<b>30,650</b>
<b>Sub Total</b>	<b>24,180</b>	<b>34,180</b>	<b>32,180</b>	<b>33,180</b>	<b>34,180</b>	<b>34,180</b>	<b>170,900</b>
<b>B. Non-Tax Revenue (NTR) / AIA</b>							
Forest products sales	661	1,305	2,958	3,729	5,154	6,732	<b>19,878</b>
Land use	3,769	4,654	4,784	5,141	6,769	7,723	<b>29,071</b>
Seed and seedlings	1,334	2,001	2,002	3,502	5,319	6,452	<b>19,276</b>
Eco-tourism	1,042	2,084	2,126	3,689	4,034	6,550	<b>18,483</b>
Other products & services	34	170	340	680	1,020	1,530	<b>3,740</b>
Sundry income	1,480	1,546	140	449	694	963	<b>3,792</b>
<b>Sub Total</b>	<b>8,320</b>	<b>11,760</b>	<b>12,350</b>	<b>17,190</b>	<b>22,990</b>	<b>29,950</b>	<b>94,240</b>
<b>C. Grants</b>							
USAID	1,000	7,680	3,000	3,000	3,000	3,000	<b>19,680</b>
UNHCR	2,000	2,000	2,000	2,000	2,000	2,000	<b>10,000</b>
SIDA	-	4,351	-	-	-	-	<b>4,351</b>
WB-IDA	-	23,485	18,472	18,472	18,472	18,472	<b>97,373</b>
FAO-REDD+							
<b>Sub-total</b>	<b>3,000</b>	<b>37,516</b>	<b>23,472</b>	<b>23,472</b>	<b>23,472</b>	<b>23,472</b>	<b>131,404</b>
<b>D. CSR Funding</b>							
CSR funding	-	100	200	400	800	1,600	<b>3,100</b>
<b>Sub-total</b>	<b>-</b>	<b>100</b>	<b>200</b>	<b>400</b>	<b>800</b>	<b>1,600</b>	<b>3,100</b>
<b>Total Income</b>	<b>35,500</b>	<b>83,556</b>	<b>68,202</b>	<b>74,242</b>	<b>81,442</b>	<b>89,202</b>	<b>396,644</b>

The annual budgets during the plan period will be guided by the Medium-Term Expenditure Framework as given in **Table 12**.

Table 12: An extract from the Medium-Term Expenditure Framework (MTEF) 2020/21 – 2024/25 (UGX Billion)

		2018/19 Outturn	2019/20		2020/21	MTEF Budget Projections			
			Approved Budget	Expenditure by end Dec		2020/21	2022/23	2021/22	2024/25
Recurrent	Wage	5.400	6.466	2.970	6.466	6.466	6.466	6.466	6.466
	Non- Wage	4.327	20.151	4.376	20.151	24.181	29.017	34.820	41.785
Development	GoU	5.339	5.883	1.591	5.883	5.883	5.883	5.883	5.883
	External Financing	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
GoU Total		15.085	32.499	8.946	32.499	36.529	41.366	47.169	54.133
Total GoU + Ext Fin (MTEF)		15.085	32.499	8.946	32.499	36.529	41.366	47.169	54.133
Arrears		0.380	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Total Budget		15.465	32.499	8.946	32.499	36.529	41.366	47.169	54.133
A.I.A Total		11.617	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Grand Total		27.081	32.499	8.946	32.499	36.529	41.366	47.169	54.133
Total Vote Budget Excluding Arrears		26.701	32.499	8.946	32.499	36.529	41.366	47.169	54.133

Source: (OP 2019)



### 8.1.3 Resource mobilisation

Resource mobilisation is one of the critical success factors for the implementation of the Strategic Plan. The NFA Board and management will actively participate in resource mobilisation efforts. The strategic initiatives of improving efficiency, enhancing corporate governance and accountability, and the overall improvement in organisational capacity and reputation will positively influence the resource mobilisation effort. The required resources will be mobilised through NTR, government and development partner and donor support.

### 8.1.4 Non-tax revenue

NFA will increase NTR by improving plantation productivity and profitability per hectare, and focussing on revenue collection, and the selection, vetting and compliance monitoring of private tree planters in line with license conditions, the improved management of seed centres and nurseries, and a relaunch of ecotourism:

- a) **Sales of forest products:** NFA will invest in enhancing the value chain, including the possible restoration of sawmills to add value and increase revenue from plantations and natural forests.
- b) **Land use:** The establishment of fair value policies will enable NFA to earn more revenue from tree farmers on land rent, technical services and harvesting services.
- c) **Seeds and seedlings:** Rebranding and augmenting marketing efforts will enable NFA position itself as the preferred producer and supplier of seeds and seedlings against private business individuals and SMEs in the business.
- d) **Ecotourism:** NFA will develop a well thought-through and relaunched ecotourism product. This will be achieved in part through PPPs for establishing new ecotourism sites within the CFRs. The relaunch will also include upgrading existing tourism sites, improving on marketing and rebranding, and building the capacity of staff and community members in visitor management and in visitor activities such as bird guiding, chimpanzee tracking, and cultural tourism.
- e) **Payments for ecosystem services:** NFA will seek to use payments for ecosystem services, such as certified carbon offset credits, to help restore degraded forests, through national and international partnerships, including corporate social responsibility initiatives especially with companies in the financial, energy and communication sectors.
- f) **Other products and services:** NFA will work with MEMD and other players involved to regulate and harmonise the mining activities within CFRs and create a platform for revenue sharing through licenses, and technical support including payment for ecosystems services. This will be achieved through private-public partnerships and entering into Memoranda of Understanding.

NFA will put in place measures to address weaknesses and leakages in existing revenue collection processes and systems while actively pursuing its strategy to boost the revenue base of the organisation.

### 8.1.5 Government support

Government support is expected through three channels:

1. **Subventions:** Well justified budget requests with relevant data on the past performance will be submitted by NFA to the GoU annually. Effective internal controls and unqualified audit reports are elements that will support this resource mobilisation.

2. **Channelling development partner funding:** As per the revised NFA vision, the organisation will present itself as the key partner for forestry management among other forestry sub-sector actors to attract more government and development partner funding.

#### 8.1.6 Direct funding from development partners

There is international support available for combating climate change including developing nature-based mitigation and adaptation solutions, as well as a continued support for biodiversity conservation. Against this background, NFA will identify opportunities for raising funds directly from development partners through networking, building relationships based on trust and transparency, and developing new initiatives where development partner funding envelopes and objectives align with NFA's mission and this strategic plan.

NFA will strengthen its relationships with existing development partners, including FAO Uganda, UNHCR, USAID, the World Bank, AWF, IUCN, Nature Uganda, and WWF, working to ensure that they rate their partnerships with NFA highly and are continuing to look to partner with NFA in the future.

#### 8.1.7 Corporate social responsibility funding

In leveraging existing national and international support for action against climate change and deforestation and biodiversity loss, NFA shall solicit **Corporate Social Responsibility (CSR)** funds from corporate organisations such as banks, oil companies, hotels etc. The initiatives will cover existing events such as nationwide tree planting on earth day, gazetted national tree planting days as well as new activities.

### 8.2 Organisational arrangements

For each Strategic Pillar, an '**Objective Champion**' has been identified from senior management and assigned specific responsibility for the effective implementation of a pillar.

Each directorate will prepare annual work plans consistent with objectives of this Strategic Plan, which will be consolidated to an annual operating plan. The NFA Corporate Scorecard will be cascaded down to the directorate, unit and individual levels

NFA will review the organisational structure and align it with the strategy to address the challenges of forest conservation and protection, revenue generation and collection efficiency. The performance and reward management systems should be reviewed to ensure accountability and to incentivise superior performance. Underlying staff conflicts of interest in the operations of NFA will be identified and appropriately addressed. Training and development efforts should be prioritised to address the critical needs for achieving success with each pillar.

## 9 MONITORING, EVALUATION AND RISK MANAGEMENT

The successful implementation of the Plan will result in significant forest conservation improvement, forestry development impact and the fulfilment of NFA's mandate. The Implementation Plan is designed to ensure the effective operationalisation of the strategies and initiatives.

### 9.1 Monitoring, evaluation and reporting framework

NFA will strengthen its monitoring, evaluation and reporting systems. The measures and targets, as based on the balanced scorecard methodology, will be used in monitoring and evaluation. The monitoring and evaluation unit will orient all staff to acquaint them with the relevant tools and systems required for performance monitoring and how to report regularly against agreed targets. The implementation of the Plan will be closely monitored through a reporting system, as shown below.

#### 9.1.1 Quarterly reports

NFA's management will prepare and submit a quarterly report on the progress of implementation to the Board. The report shall include an explanation for any variance between the targets and actual performance.

The Board will review the quarterly reports vis-à-vis the annual plans and this Strategic Plan and seek an explanation from the management together with remedial proposals in case of non-achievement of the targets.

#### 9.1.2 Annual reviews

An annual review of the progress of implementation of the Plan will be carried out. The Annual Review Report will be presented to the Board for review and advice.

#### 9.1.3 Mid-term review

A comprehensive mid-term review shall be carried out at the beginning of the third year of implementation (2022/2023). The review will be carried out by an external consultant to assess the performance concerning the significant changes in the external and internal environment that may have influenced the implementation and propose changes in strategy or targets as necessary. The report with comments and recommendations of the management will be presented to the Board.

### 9.2 Risk management

To ensure that the Strategic Plan is implemented successfully, key risks are identified, and their probability of occurrence and likely impact are assessed. The measures for mitigating the risks are provided overleaf (**Table 13**).

Table 13: Risk management matrix

Risk	Level	Mitigation
1. Lack of support for the establishment of an armed ranger force for forest protection	High	<ul style="list-style-type: none"> <li>Explore alternatives of training and arming forest protection staff at select locations and build the forest protection force over a period of time.</li> </ul>
2. Failure to generate budgeted NTR	High	<ul style="list-style-type: none"> <li>Ensure effective audit and financial risk management</li> <li>Review the performance management system</li> <li>Cascade the Strategic Plan's objectives to department, section and individual levels</li> <li>Hold the budget holders accountable for achieving their targets</li> <li>Provide performance incentives.</li> </ul>
3. Development partner support is not forthcoming	Low	<ul style="list-style-type: none"> <li>Strengthen development partner networking, proposal development and project management skills</li> <li>Ensure effective audit and financial risk management.</li> </ul>
4. Government does not channel adequate resources to NFA	High	<ul style="list-style-type: none"> <li>Maintain close liaison with the Government</li> <li>Lobby public support through mass education and information dissemination about the role and importance of forests</li> </ul>
5. Conflicting objectives of forest protection as a public good and NTR generation will erode clarity and focus	High	<ul style="list-style-type: none"> <li>Develop structure and systems to delineate the two roles.</li> <li>Concentrate effort for greater NTR income specifically on plantation and ecotourism development.</li> </ul>
6. NFA staff are not sufficiently enrolled and committed to fully achieving the objectives and targets of the strategic plan	High	<ul style="list-style-type: none"> <li>Implement the code of ethical conduct.</li> <li>Ensure performance review, appraisal, rewards and sanctions are implemented</li> </ul>
7. Outbreaks of disease pandemics and epidemics	High	<ul style="list-style-type: none"> <li>Management to adapt technology-based interventions to innovate and circumvent emerging operational constraints</li> </ul>
8. Human-caused climate change leading to more catastrophic weather events and adverse climatological trends	High	<ul style="list-style-type: none"> <li>Management will have to find means of adapting to the new circumstances</li> </ul>

## 10 REFERENCES

1. GoU 2003. National Forestry and Tree Planting Act. Government of Uganda.
2. Kazoora, C., Irumba, D. and Smith, N. 2020. A Review of Collaborative Forest Management in Uganda. National Forestry Authority and Ministry of Water and Environment. USAID / USFS Forest Sector Support Project.
3. NFA 2015. NFA Strategic Plan 2015 - 2020. National Forestry Authority, Ministry of Water and Environment.
4. MFPED 2020. Background to the Budget Fiscal Year 2020/21. Ministry of Finance, Planning and Economic Development.
5. MWE 2018. Proposed Forest Reference Emission Level for Uganda. Ministry of Water and Environment.
6. MWE 2016. State of Uganda's Forestry 2016. Ministry of Water and Environment.
7. OP 2019. Summary of Past Performance and Medium-Term Budget Allocations (Overview of Vote Expenditures) Ministerial Policy Statement FY 2019/20. Office of the President of Republic of Uganda.
8. UBOS 2019. National population projections by 5-year age groups and sex. Uganda Bureau of Statistics. Accessed at <http://www.ubos.org/publications/statistical/20/> on 30<sup>th</sup> June 2020.

## Annexure 1: Compendium of protected area types and existing land uses in Uganda in 2017

*Compendium of protected area types and existing land uses in Uganda in 2017 (hectares)*

Conservation Status	Broad leaved plantation	Conifer plantation	THF well stocked	THF low stock	Woodland	Bush	Grassland	Wetland	Subsistence Farmland	Commercial Farmland	Built up area	Open Water	Impediments	Unmapped	Grand Total
Central Forest Reserve	13,762.7	54,677.5	227,021.8	32,925.1	193,604.6	145,277.1	219,804.5	10,516.2	243,834.0	5,355.6	1,785.1	1,956.7	343.9	456.1	1,151,321.0
Dual Joint Management			31,657.7	2,188.7	22,435.0	7,677.0	47,616.5	941.9	120.1	48.6		148.1	32.6	111.7	112,977.8
Local Forest Reserve	426.7	175.2	32.6	106.6	243.0	245.0	310.4	246.5	3,071.2	5.6	162.2	50.3			5,075.3
Community Wildlife Area	22.0		46.3		48,290.7	115,889.4	610,740.3	10,253.9	124,496.2	73.7	1,117.9	4,654.5	270.8	58.6	915,914.1
National Parks	527.4	1,714.6	230,236.8	23,215.3	233,689.3	55,556.5	431,570.6	27,511.6	15,808.6	1,352.5	201.2	13,374.9	2,458.2	371.5	1,037,588.7
Wildlife Reserves	0.0		3,659.1	4,362.2	131,764.4	77,509.2	639,378.7	22,739.6	43,423.2	38.4	249.6	5,337.2	61.6	72.7	928,595.9
Wildlife Sanctuary	53.8	17.9		62.6	608.2	72.3	2,590.3	903.6	1,765.7	377.2	3,483.9	3,254.5	5.9		13,196.0
Private Land	69,341.6	19,209.8	31,474.6	39,269.8	608,368.3	1,261,984.9	3,168,217.2	712,543.9	10,050,064.0	175,137.6	131,685.4	3,716,841.6	4,978.6	1,561.7	19,990,678.8
<b>Grand Total</b>	<b>84,134.2</b>	<b>75,794.9</b>	<b>524,128.8</b>	<b>102,130.3</b>	<b>1,239,003.6</b>	<b>1,664,211.2</b>	<b>5,120,228.5</b>	<b>785,657.1</b>	<b>10,482,582.9</b>	<b>182,389.2</b>	<b>138,685.4</b>	<b>3,745,617.7</b>	<b>8,151.5</b>	<b>2,632.3</b>	<b>24,155,347.6</b>

## Annexure 2: Compendium of trends in land-use cover in CFRs and DJMAs 1990-2017

Compendium of trends in land-use cover in CFRs and DJMAs 1990-2017 (hectares)

	Broad leaved plantation	Conifer plantation	THF well stocked	THF low stock	Woodland	Bush	Grassland	Wetland	Subsistence Farmland	Commercial Farmland	Built up area	Open Water	Impediments	Unmapped	Grand Total
CFR 1990	6,042.89	13,395.19	258,267.34	57,905.72	396,016.66	107,219.44	200,091.75	5,958.37	103,598.07	1,203.10	330.22	901.47	377.38	0.00	1,151,307.61
DJMA 1990	0.00	0.00	27,850.38	1,586.84	30,323.29	9,024.89	42,309.21	318.28	1,426.42	0.12	0.00	113.33	0.00	0.00	112,952.77
<b>Total 1990</b>	<b>6,042.89</b>	<b>13,395.19</b>	<b>286,117.73</b>	<b>59,492.56</b>	<b>426,339.96</b>	<b>116,244.34</b>	<b>242,400.96</b>	<b>6,276.64</b>	<b>105,024.49</b>	<b>1,203.22</b>	<b>330.22</b>	<b>1,014.80</b>	<b>377.38</b>	<b>0.00</b>	<b>1,264,260.37</b>
CFR 2000	3,279.56	9,398.28	276,127.65	35,326.56	326,246.51	258,870.72	87,766.35	9,274.24	140,490.22	2,219.29	371.61	1,481.04	9.45	459.49	1,150,861.48
DJMA 2000	0.00	0.00	27,438.25	388.84	29,360.20	49,233.72	4,898.27	816.27	669.81	0.01	0.00	146.40	3.94	22.12	112,955.71
<b>Total 2000</b>	<b>3,279.56</b>	<b>9,398.28</b>	<b>303,565.90</b>	<b>35,715.39</b>	<b>355,606.71</b>	<b>308,104.44</b>	<b>92,664.62</b>	<b>10,090.51</b>	<b>141,160.03</b>	<b>2,219.30</b>	<b>371.61</b>	<b>1,627.44</b>	<b>13.39</b>	<b>481.61</b>	<b>1,263,817.18</b>
CFR 2005	4,862.55	14,091.00	244,020.80	36,688.43	309,356.28	186,870.69	178,152.06	9,105.47	161,786.69	2,977.25	1,126.97	888.83	1,393.91	0.02	1,151,320.94
DJMA 2005	0.00	0.00	26,694.57	26.74	23,954.30	13,481.02	45,555.77	2,195.66	747.88	56.47	0.00	148.94	116.48	0.00	112,977.83
<b>Total 2005</b>	<b>4,862.55</b>	<b>14,091.00</b>	<b>270,715.37</b>	<b>36,715.18</b>	<b>333,310.58</b>	<b>200,351.71</b>	<b>223,707.83</b>	<b>11,301.14</b>	<b>162,534.57</b>	<b>3,033.72</b>	<b>1,126.97</b>	<b>1,037.77</b>	<b>1,510.39</b>	<b>0.02</b>	<b>1,264,298.77</b>
CFR 2010	4,651.51	24,953.85	246,863.72	23,763.56	196,128.90	149,672.40	155,276.14	9,384.45	67,939.80	4,586.18	861.69	995.54	926.60	265,316.61	886,004.35
DJMA 2010	0.00	0.00	27,594.73	1,477.83	26,320.54	11,324.92	6,569.49	953.84	33.77	41.39	4.86	117.59	64.93	38,473.93	74,503.91
<b>Total 2010</b>	<b>4,651.51</b>	<b>24,953.85</b>	<b>274,458.46</b>	<b>25,241.39</b>	<b>222,449.45</b>	<b>160,997.32</b>	<b>161,845.63</b>	<b>10,338.29</b>	<b>67,973.58</b>	<b>4,627.57</b>	<b>866.55</b>	<b>1,113.14</b>	<b>991.53</b>	<b>303,790.53</b>	<b>960,508.26</b>
CFR 2015	10,298.15	49,122.92	227,398.37	30,402.02	179,537.49	168,862.09	222,616.10	10,329.97	242,226.13	5,810.50	1,742.79	1,978.31	343.50	652.63	1,150,668.33
DJMA 2015	0.00	0.00	27,820.16	2,101.71	23,191.14	10,392.70	47,958.14	1,061.89	118.36	43.18	0.00	144.77	32.27	113.51	112,864.32
<b>Total 2015</b>	<b>10,298.15</b>	<b>49,122.92</b>	<b>255,218.52</b>	<b>32,503.73</b>	<b>202,728.63</b>	<b>179,254.79</b>	<b>270,574.24</b>	<b>11,391.86</b>	<b>242,344.49</b>	<b>5,853.68</b>	<b>1,742.79</b>	<b>2,123.08</b>	<b>375.77</b>	<b>766.14</b>	<b>1,263,532.66</b>
CFR 2017	13,762.67	54,677.46	227,021.83	32,925.13	193,604.62	145,277.07	219,804.53	10,516.21	243,833.98	5,355.61	1,785.12	1,956.71	343.87	456.14	1,150,864.82
DJMA 2017	0.00	0.00	31,657.74	2,188.68	22,435.04	7,676.96	47,616.48	941.88	120.05	48.58	0.00	148.05	32.64	111.72	112,866.11
<b>Total 2017</b>	<b>13,762.67</b>	<b>54,677.46</b>	<b>258,679.58</b>	<b>35,113.81</b>	<b>216,039.65</b>	<b>152,954.04</b>	<b>267,421.01</b>	<b>11,458.09</b>	<b>243,954.03</b>	<b>5,404.19</b>	<b>1,785.12</b>	<b>2,104.76</b>	<b>376.52</b>	<b>567.87</b>	<b>1,263,730.93</b>

Source: NFA internal data

### Annexure 3: Stakeholder analysis for NFA

#### Stakeholder analysis for NFA

Stakeholder	Expectations	Strategies
1. Ministry of Water and Environment	<ul style="list-style-type: none"> <li>• Sustainably managed forestry sub-sector.</li> <li>• Effective and efficient NFA</li> <li>• Accountability to stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen systems, policies and procedures and implement strategies and plans meticulously</li> <li>• Coordinate with MDAs in the development and implementation of the strategies and plans</li> <li>• Enhance public information, education and communication, stakeholder engagement, particularly local governments and community engagement</li> </ul>
2. Ministry of Agriculture, Animal Industry and Fisheries	<ul style="list-style-type: none"> <li>• Sustainable agriculture and agroforestry</li> <li>• Availability of land</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen partnerships in agroforestry and garner support for forestry research by institutions under MAAIF</li> <li>• Align forestry and land-use practices in areas near CFRs and especially along riverbank and lakeshores</li> </ul>
3. Uganda Wildlife Authority	<ul style="list-style-type: none"> <li>• Conservation of biodiversity</li> <li>• Protection of wildlife in the CFRs</li> </ul>	<ul style="list-style-type: none"> <li>• Implement dual management initiatives including a census and protection of primates and other key animal species in CFRs</li> </ul>
4. Ministry of Energy and Mineral Development	<ul style="list-style-type: none"> <li>• Mining activities in the CFRs</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination and regulating mining activities in CFRs</li> </ul>
5. Ministry of Finance Planning and Development	<ul style="list-style-type: none"> <li>• Collection of NTR</li> <li>• Input into the planning process</li> </ul>	<ul style="list-style-type: none"> <li>• Lobby for funds and timely releases of the same by articulating the critical importance of ENR and seasonality of forestry activities</li> </ul>
6. District Forestry Services	<ul style="list-style-type: none"> <li>• Revenue collection</li> <li>• Advisory and Extension services</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement dual management initiatives</li> <li>• Streamline and coordinate law enforcement and revenue collection framework</li> <li>• Enhance awareness on values and importance of forests</li> </ul>
7. Forest producers (e.g. farmers, commercial tree growers and forest owners).	<ul style="list-style-type: none"> <li>• Land for tree planting</li> <li>• Access to seed and seedlings</li> <li>• Forest protection from fire and other hazards</li> <li>• Tree growing rights, facilitation and an enabling environment</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen policies and strategies for selecting and monitoring of private tree planters and farmers</li> <li>• Develop strategies for ensuring the conservation and restoration of key biodiversity species</li> </ul>



Stakeholder	Expectations	Strategies
8. Seeds and seedling processors	<ul style="list-style-type: none"> <li>Supply of tree seeds and seedling</li> </ul>	<ul style="list-style-type: none"> <li>Promote NFA's seed and seedling supply system and monitor standards and quality</li> </ul>
9. Forest resource users (charcoal producers, pit sawyers, saw millers, firewood traders, herbalists)	<ul style="list-style-type: none"> <li>Timber and tree logs</li> <li>Firewood and Charcoal</li> <li>Other forest products and services</li> </ul>	<ul style="list-style-type: none"> <li>Promote value addition of timber</li> <li>Strengthen CFM implementation for strict monitoring</li> <li>Promote initiatives for sustainable and alternative firewood substitution, charcoal efficiency and use of renewable energy and herbs</li> <li>Develop and implement biomass marketing strategies</li> </ul>
10. Regulatory Agencies (E.g., NEMA)	<ul style="list-style-type: none"> <li>Well-regulated operating environment</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen cooperation coordination of forestry-related programs and activities.</li> </ul>
11. Development Partners	<ul style="list-style-type: none"> <li>Improved standards of living of people,</li> <li>Effective and efficient use of donor funding,</li> <li>Increased accountability and alignment to partner and donor objectives.</li> </ul>	<ul style="list-style-type: none"> <li>Implement projects efficiently, use evidence-based performance evaluation systems and maximise high impact interventions</li> <li>Strengthen policy and systems to ensure accountability</li> <li>Strengthen project and financial risk management capacity</li> </ul>
12. Tenants (telecom companies, mineral prospectors, ecotourism developers).	<ul style="list-style-type: none"> <li>Land for erecting masts</li> <li>Access and Accommodation</li> </ul>	<ul style="list-style-type: none"> <li>Review licensing agreements to expand on the scope for revenue generation</li> <li>Off projects for areas occupied and carbon footprint</li> </ul>
13. Service Providers (NGOs, government institutions, researchers, and consulting companies)	<ul style="list-style-type: none"> <li>Provides technical and technological support to the stakeholders</li> <li>Forestry governance and advocacy</li> <li>Sustainable business opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen procurement mechanisms to ensure value for money and transparency</li> <li>Develop marketing strategies</li> </ul>
14. Local communities	<ul style="list-style-type: none"> <li>Provision of raw materials and forest services and products</li> </ul>	<ul style="list-style-type: none"> <li>Improve the management of plantations to provide quality products</li> <li>Invest in value addition on the raw materials</li> <li>Participation in forestry activities in and outside CFRs</li> <li>Accountability- public awareness and information</li> </ul>
15. Research and Training Institutions	<ul style="list-style-type: none"> <li>Research opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Review the research framework and promote research</li> </ul>

Stakeholder	Expectations	Strategies
16. Advocacy Groups (NGOs, CBOs and the Media).	<ul style="list-style-type: none"> <li>• Advocacy - policies that facilitate responsible forest management</li> <li>• Good forestry governance</li> <li>• Community livelihoods</li> <li>• Involvement in forestry activities</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen partnerships</li> <li>• Improve information, education and communication</li> </ul>
17. Law Enforcement Agencies (police, the judiciary and the local council courts).	<ul style="list-style-type: none"> <li>• Law enforcement</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen working relationships with the Environmental Protection Unit and other security agencies</li> <li>• Establish strategic partnerships with the courts of law</li> </ul>
18. General Public	<ul style="list-style-type: none"> <li>• Sustainable utilisation and conservation of forests</li> <li>• Reporting forest crime</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and disseminate public information, education communication material on the value of trees and forests</li> <li>• Implement sensitisation campaigns on tree planting</li> </ul>

