

RECENT STEPS TOWARDS PROTECTED AREA MANAGEMENT IN BANGLADESH: AN INITIAL ASSESSMENT OF THE NATIONAL NISHORGO PROGRAM AND USAID'S NISHORGO SUPPORT PROJECT (NSP)



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Prepared for

Nishorgo Support Project International Resources Group

Prepared by

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IRG

With partners: CODEC, NACOM & RDRS

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I. Objectives of the Consultancy

The objectives of this consultancy were to:

- Assess and report on recent advances in Protected Area management in Bangladesh (the national Nishorgo program and the USAID-supported Nishorgo Support Project (NSP)),
- Outline the key issues and challenges that lie ahead, and
- Make presentations to key stakeholders and potential development partners in Washington DC as part of an ongoing effort to build professional and communication networks between Bangladeshi Protected Area management experts and their international counterparts.

The assessment was carried out in two phases:

Phase I: Visit to Bangladesh: November 7-14, 2004

Phase II: Presentations/discussions in Washington DC: March/April, 2005

II. Assessment/Back to Office Memo

Date: December 20, 2004

To: Philip DeCosse, COP Nishorgo Support Project, and the NSP Team Mamunul Khan, CTO and Azharul Mazumdar, SO Team Leader USAID/Bangladesh

From: George F. Taylor II, IRG

Subject: Visit to Bangladesh November 7-14, 2004 to review progress on the Nishorgo Support Project (NSP), make recommendations on linkages with similar programs in South Asia (and beyond) and prepare a presentation to get the word out on Nishorgo to audiences in Washington and beyond.

THE VISIT

The visit to Bangladesh was both productive and enjoyable. I was able to meet with Nishorgo staff, key Forest Department staff, USAID staff, the Director of the Arannyak Foundation and the staff of several contractor groups to exchange views on the overall situation in Bangladesh and discuss implementation of the NSP.

I visited the Forest Department twice. The first visit was to meet with NSP Coordinator Monoj Roy and DCCF/Social Forestry Osman Gani. A courtesy call on the Chief Conservator of Forests (CCF) was also arranged. This visit was skillfully used to expedite the signing by the CCF of a Memo assigning 10 new forest officers to the Wildlife Division for NSP implementation. The second visit was to make a presentation to Forest Department staff on **The role of foresters & Forest Departments in co-management: observations on the co-management of Protected Areas in South Asia and beyond that may have echoes in Bangladesh**. Although organized in some haste on the day before the start of the 'Id holiday, the presentation was both well attended and well received.

I was not able to visit any of the Nishorgo field sites nor meet with the IRG subcontractors who are responsible for field program implementation. We had hoped to be able to get out to at least one field site, but the timing of the 'Id holiday coupled with the declaration of an additional holiday just prior to 'Id meant that travel outside of Dhaka (while some 4 million people were leaving the city for the 'Id holiday) was not possible. Next time.

We were able to meet with IUCN, who will be taking on an important role as co-chair (with the Forest Department) of a Working Group for the Conservation of Protected Areas in Bangladesh.

The remainder of this report is divided into three parts as follows:

- Recommendations, including the Top 5 Challenges for the Nishorgo Support Project over the next 6-12 months and 5 Additional Priorities
- Additional Observations & Suggestions
- Next Steps

RECOMMENDATIONS Nishorgo Support Project: Top 5 Challenges (over the next 6-12 months)

- 1. Shift gears from planning into field site implementation as the top priority for the next 12 months.
- 2. Secure the assignment of the FD field staff needed to lead the Nishorgo pilots.
- 3. Aggressively identify and cultivate additional champions for Nishorgo at the most senior levels of Bangladeshi society (all three branches of government, civil society, private sector, armed forces, student leaders, religious leaders, academic/research institutions, the NonResident Bangladeshi(NRB)/diaspora community). Part of the challenge here is to build on the very successful use of the Bangla word "Nishorgo" by finding additional words, phrases and concepts that resonate across Bangladesh.¹ As soon as there are things to show on the ground, initiate a concerted/strategic series of field visits by key stakeholders and decision makers (with national press coverage) in order to generate increased support for the National Nishorgo program.
- 4. Nurture community, Upazila parishad-level and Ministry of Local Government understanding and support with carefully planned meetings, cross-visits and visits to relevant programs in South Asia (India- West Bengal & NE India and, if conditions permit, Nepal)
- 5. Continue to support USG and Bangladesdhi engagement on challenges to the integrity of the small bits of Bangladesh that are part of a nascent/proto-national system of Protected Areas. The proposed UNOCAL gas pipeline through Lawachara, considered by many to be the "jewel in the crown" of Bangladesh's Protected Areas, is the highest profile example to date.

5 Additional Priorities

1. Continue to build strong horizontal links with other USAID-funded programs (with primary attention to ENV/EG/DG and the emerging Mission-wide theme of combating corruption) and maintain links with other donors through the Local Consultative Group/Environment (LCG/E).

2. Continue to think creatively about post-NSP sustainability (Nishorgo Conservation Partnerships, investments from the Arannyak Foundation, work with private sector tour operators, funding from other donors with initial attention to DFID & CIDA, etc).

NOTE: A national program as ambitious and as challenging to the status quo as Nishorgo is going to take <u>at least ten years</u> to become fully operational. The sooner this planning horizon gets incorporated into program planning the better.

3. Continue work with the Forest Department and LCG/E allies to make the case for Nishorgo linked to the national poverty reduction program and, if possible, to a broader non-partisan national development agenda (The paper *Protected Area Management, Poverty*)

¹ In addition to searching for words, phrases and concepts this could include quotes from prominent writers, poets, musicians, film stars, politicians, student and/or military leaders. In the development arena, there may be ideas and phrases from other sectors that would resonate in this program (eg. co-management in the irrigation sector, traditional community management of fish resources etc.)

Reduction and Sustainable Development: Do They Belong Together?, presented by the Forest Department and IRG/NSP to the LCG/E meeting is an excellent first step in this direction)

4. Explore options for a new approach to protected area management and biodiversity conservation in the Chittagong Hill Tracts (CHT), an approach that builds on the state-of-theart work around the world on the empowerment of indigenous/tribal peoples.²

5. Start building three new threads into the Nishorgo program:

- Support for an emerging network of Protected Areas that includes the Sunderbans.
- Promote consciousness raising on community conservation of biodiversity in the agricultural landscape, with priority attention to western Bangladesh. The first priority here would be a solid study showing why this is important, what needs to be done, and how this work c/should be started.³
- Initiate discussions on an eventual expansion of the Nishorgo program to include the rich aquatic biodiversity of Bangladesh, with riverine and coastal conservation/protected areas managed by local communities together with the Department of Fisheries. In addition to being an important piece of the overall biodiversity conservation puzzle in Bangladesh, expanding from terrestrial to aquatic biodiversity opens opportunities to engage additional stakeholder groups. Given the primordial importance of water and fish/fisheries in the culture, the economy and the everyday life of most Bangladeshis, this should prove a useful lever to garner additional popular support for the program

These threads should feature prominently in the Bangladesh Biodiversity Conservation Strategy & Action Plan currently under preparation.

ADDITIONAL OBSERVATIONS & SUGGESTIONS

1. Kudos

USAID, the Forest Department and the IRG/Nishorgo Team are to be congratulated for getting this program off to a strong/solid start. Special kudos are in order for three major innovations that have set the stage for results:

Moving from USAID project to national program: morphing from a traditional/narrow donor-funded project (Co-management of Tropical Forest Resources in Bangladesh) into the support component of a National Program. All the more remarkable is the fact that the National Program did not exist. First the idea of a National Program had to be floated. Once the idea was accepted, the USAID-supported project could morph into a support project for this national program.

² Philip Gain's book *The Last Forests of Bangladesh* (Second Edition 2002) presents important material on what has gone wrong to date. Of particular importance are the Key Lessons Learned from social forestry programs (p.78) and the Dhaka Forest Declaration of June 2001 (p.215-219)

³ An important recent study of community conservation worldwide concluded: "Our analyses estimate that the current scale of community conservation in the world's forested areas is at least equal to the area currently under protection in the formal protected area system; including landscape mosaics, the scale of community conservation is probably two or three times as extensive as protected areas, especially in developing countries. This is good news, for protected areas cannot protect enough of the species, habitat and ecosystems that are under threat. Community conservation has not received the attention it deserves, however, in terms of government policies or international and local action." Augusta Molnar, Sara Scherr and Arvind Khare. 2004. *Who Conserves the World's Forests? Community-Driven Strategies to Protect Forests and Respect Rights.* Washington DC: Forest Trends and Ecoagriculture Partners.

- ✤ Branding: the name Nishorgo, the competition to find the name, and the launch of both the name and the national program were all skillfully done. This branding creates both a platform and a buzz from which the program can be built.
- Developing a shared vision: the Vision 2010 exercise with the Forest Department is extremely important as a way of soliciting and nurturing buy-in into the National Program. What Nishorgo is attempting to do involves a major paradigm shift for the Forestry Department and its staff. The shared vision provides a set of goal posts towards which everyone has agreed to move the ball. As in any good soccer match, the ball will move in all directions sometimes changing direction with dizzying speed. This is fine, so long as the overall direction is towards the goal posts.
- * Additional innovations that deserve at least brief mention include:
 - **Co-location with another USAID-funded environment program to promote program synergies:** At the invitation (and insistence?) of NSP, the Arannyak Foundation offices are co-located on the same floor of the same building. This is already promoting synergies. Once the Foundation is officially launched in early 2005, this synergy should start extending beyond Dhaka to the field sites of the NSP.
 - **Innovative monitoring & impact evaluation**: An interesting three-tier monitoring system is being developed. Of particular note is the proposal for biodiversity monitoring using a participatory bird census. Work is also underway looking at Protected Areas as poles of economic growth.
 - **Proactively engaging other donors:** This is happening both through engaging with ideas at the sector strategy/programming level (eg the recent presentation at the Local Consultative Group/Environment) and through pulling other donors (with their own resources) into Nishorgo field programs (eg the GTZ-funded PURE/Renewable Energy Program active in several sites)
 - Public-Private Partnerships: the NSP Team has produced an attractive brochure to start marketing the idea of Nishorgo Conservation Partnerships. The Partnerships are presented in a way that should be attractive to the private sector⁴, support five distinct methods of participation⁵, and offer four levels of support.⁶ It is hoped that several high-profile supporters will get behind this program, thereby giving it momentum. On a parallel track, the NSP Team is working with private sector groups (eg Tour operators) and plans to target industries adjacent to Protected Areas (eg tea gardens).

⁴ Offering them a vehicle for contributing to long-term forest conservation in a way that is a)transparent, b)ensures that contributions reach their target, c)has low transaction costs, d)will make a long-term difference in forest conservation, and e)will generate beneficial public image for the Contributor.

⁵ The five areas are: Improve livelihoods of people around Protected Areas, contribute to creation of visitor services, co-finance Nishorgo communication, license the Nishorgo image and practice park-friendly behavior.

⁶ The levels range from Garjan Class (1 Lakh Taka per year) through Bengal Fox (3 Lakh) and Hoolock Gibbon (5 Lakh) to Marsh Crocodile Class for 1 Crore Taka per year. 1 lakh=100,000 1 crore =10 million US\$= 60 Taka.

- Empowerment before services, income-generating activities or other "benefits": NSP is resisting the temptation of development projects to shower participants with "benefits" before addressing important underlying issues. As the Year Two Work Plan notes: "One of the particularly important areas of training in the second year is in the area of rights, advocacy and empowerment. The NSP team believes that the process of empowerment of local citizens – to be active citizens, to know their rights, and to be active members of the co-management process – is an essential pre-requisite to the long-term success of the Project. If we move too quickly to extend microcredit, services and income generating activities without citizens being aware of their role in co-management, we risk setting the process back considerably. For his reason, we make it a specific milestone that training on rights, advocacy and empowerment be included in the second year plan."⁷
- **Nurturing support from the highest levels of government**: NSP is seeking extra-project support from the South Asian Network for Development and Environmental Economics (SANDEE) for the work of an environmental economist in the Prime Minister's office, Dr. Mostan Billah.⁸

2. A few additional suggestions

During my visit, a few ideas were floated that the NSP team appeared interested in. I note them here for followup if/as deemed appropriate

- Enlist support from the Bangladeshi diaspora: The Bangladeshi diaspora could be strong voice in moving the Nishorgo vision and program forward. For example, the "Londonese" from the Sylhet region and their potential attachment to places like Lawachara. One way to move forward might be to advertise an unpaid internship with Nishorgo for second generation UK-based Londonese who have studied (or are studying...and need a thesis topic?) biology/conservation/rural development in UK universities and could provide entrée into this community. Another group may be the US-based Bangladesh Environment Network, led by Dr. Nazrul Islam at Emory University in Atlanta (see www.ben-center.org). IUCN should be able to assist NSP to further explore/develop this idea.
- Enlist support from political and religious leaders: Political and religious leaders can exert powerful influence on public perceptions. As noted in one of the Top 5 challenges above, additional champions need to be identified for Nishorgo. USAID has been supporting a program for the past two years that introduces development themes into the training curriculum for mullahs. With relatively little additional effort, Nishorgo and the protection of Bangladesh's natural heritage could be added as one of the themes.
- Use technology to support community-led enforcement: Cell phones are now both cheap and ubiquitous in Bangladesh. Their widespread use opens the possibility of local communities using cell phones to strengthen enforcement in/around Protected

⁷ Nishorgo Support Project Year Two Work Plan: June 1, 2004 through May 31,2005. p. 15

⁸ See <u>http://www.sandeeonline.org/</u> The South Asian Network for Development and Environmental Economics (SANDEE) works to strengthen capacity in South Asia for conducting research on the linkages between economic development, poverty and environmental change. The network, now in its third year of activities, finalised its first research projects in 2002 and these look at forest user groups in Nepal, air pollution in Dhaka, irrigation tanks in Tamil Nadu and dryland migration in Gujarat.

Areas. Companies like Grameen Phone (which has installed large billboards in Dhaka with the scene of a person walking into a dense forest (Lawachara?) with the caption: Stay in Touch)might be willing to join in a Nishorgo Conservation Partnership to build towers extending coverage around Protected Areas and provides phones to local communities . These phones would be used to alert Forest Department, Police and local government officials to infractions.

- Build an advocacy base by linking to the mega-NGOs: Bangladesh is world famous for its large NGOs working on the full range of rural development issues (eg BRAC, Proshika, Grameen Bank etc). As soon as the NSP has successes on the ground in/around several Protected Areas, these NGOs need to be educated on Nishorgo issues and brought in under the Nishorgo tent to help promote broad citizen participation in making Nishorgo issues national issues.
- Promote natural regeneration (rather than replanting) wherever possible. Harnessing the natural regenerative capability of tree and shrub species is, in most instances, far and away to most cost-effective way to promote the recovery of vegetation on forest land. There will, of course, be some areas where planting (reforestation or enrichment planting) will be called for, but the guiding principal should be the one articulated in the Editorial of the first issue Nepal's Forestry Journal *Banko Janakari* in 1987. Entitled On Not Planting Trees, the editorial noted: "...As to what needs to be done, we find an almost universal, deep-seated belief that the answer is: plant more trees...It is difficult to convince people that they ought to be suspicious of tree planting, but the truth is that it is all too often the "busy" solution, adopted by those who want to be seen to be doing something. In trying to pick out what is truly of most importance in Nepalese forestry, we think it best encapsulated in the slogan: better management." ⁹
- Include the Ministry of Lands in program deliberations: One of the government Ministries that is often either forgotten or marginalized in natural resource management programs is the Ministry of Lands. Including them in deliberations from the outset will increase the chances of their support fro the program as it moves forward.
- Fully vet, prioritize and implement the key recommendations of the Institutional Assessment: Significant, systemic institutional change in the Forest Department represents one of the most important (and possibly also the most intractable) challenges of the Nishorgo program. An Assessment of the Forest Department's Institutional Organization and Capacity to Manage the Protected Area System of Bangladesh was prepared in August 2004. The Assessment included a large number of recommendations. It is very important that the process outlined in the Year Two Work Plan to circulate the recommendations in both Bangla and English, widely discuss and debate the recommendations within the Forest Department and then revise the assessment and present it a wide array of partners/stakeholder from both the public and private sectors be carried out with all deliberate speed.¹⁰

⁹ Anon (J.K. Jackson), <u>Banko Janakari</u> 1(1), 1987, p.2

¹⁰ Year Two Work Plan, p.30-31. For recent work on the institutional disincentives and challenges facing attempts to promote decentralized participatory natural resource management see Jesse RFibot. 2004. *Waiting for Democracy: The Politics of Choice in Natural Resource Decentralization*. Washington, DC: World Resources Institute.

- Tackle the sensitive issue of corruption: The synthesis report by Kate Studd on NSP participatory rural appraisals at 5 project sites presents an important, unvarnished look at the underlying social and political causes of forest encroachment.¹¹This coupled with a recent study of this issue for USAID/Bangladesh by MSI (across all sectors) may provide a useful platform for additional work under NSP. NSP is working on some innovative ideas to try and circumvent and/or tackle An Assessment of the Forest Department's Institutional Organization and Capacity to Manage the Protected Area System of Bangladesh was prepared in August 2004. The Assessment included a large number of recommendations. It is very important that the process outlined in the Year Two Work Plan to circulate the recommendations in both Bangla and English, widely discuss and debate the recommendations within the Forest Department and then revise the assessment and present it a wide array of partners/stakeholder from both the public and private sectors be carried out with all deliberate speed.¹²
- the issue (eg by assigning "fresh foresters" to Nishorgo program sites, foresters who have not had time to become enmeshed in the standard operating procedures of too many of their more senior colleagues, and by working with other USAID-supported programs on creating "zones of good governance" ¹³)

3. Linkages in Bangladesh and across South Asia

The NSP Team has made a strong start of linking to other programs that can provide synergy and increase the probability of successful NSP outcomes.

***** USAID and other USG programs in Bangladesh

Excellent links have been developed with other USAID programs particularly in the areas of Environment (eg MACH/Winrock and the Arannyak Foundation) and Economic Growth (eg JOBS/Louis Berger, rural electrification/NRECA). An important target for the second year is USAID's Local Government Initiative (LGI) being implemented by ARD.¹⁴ During our visit with Mission Director Gene George he cited NSP as a model for the kind of lateral/transversal work that he would like to see in all of the Mission programs.

The proposed assignment of Peace Corps volunteers to NSP field sites should be a winwin for both the program and the Peace Corps.

There may be opportunities to more fully engage various section of the Embassy in Nishorgo as the program evolves.

¹¹ Kate Studd, *An Overview of the Issues affecting the Nishorgo Project Areas. Based on the findings of PRA June-July 2004* (draft version) See particularly the graphic on page 11 on Elites: public resources for private gain. For a broader treatment of the corruption theme, looking specifically at the role of donor agencies and their role(s) in UNDP's large Sustainable Environmental Management Programme, see Salim Rashid (Ed). 2004. *Rotting from the Head: Donors and LDC Corruption*. Dhaka: The University Press Limited.

¹² Year Two Work Plan, p.30-31. For recent work on the institutional disincentives and challenges facing attempts to promote decentralized participatory natural resource management see Jesse Ribot. 2004. *Waiting for Democracy: The Politics of Choice in Natural Resource Decentralization*. Washington, DC: World Resources Institute.

¹³ Year Two Work Plan p. 39

¹⁴ Additional targets noted in the Year Two Work Plan include primary schools (Save the Children) and maternal & child health (FHI). P.39

Other donors

NSP staff have actively participated in the Local Consultative Group/Environment (LCG/E). This raises the profile of Nishorgo and provides a forum for discussing everything from policy issues to joint programs. Of particular note: the presentation by NSP Project Coordinator Monoj Roy and DCCF Osman Gani to the LCG/E of *Protected Area Management, Poverty Reduction and Sustainable Development: Do They Belong Together?*. This was the first time that a government department had made a presentation to this group.

NSP has secured support from a GTZ-funded project (PURE) to work on energy-related issues at two project sites.

***** The private sector in Bangladesh

The Nishorgo Conservation Partnerships have been discussed above. The Radisson Hotel Group was the first private sector group to provide support to Nishorgo. Discussions are actively underway with British American Tobacco (BAT) and with the association of Tour Operators. Additional targets of opportunity include UNOCAL (if they decide to go ahead and put their gas pipeline through Lawachara), Tea Gardens bordering Protected Areas as well as the Tea Garden Association and large NGO-owned private ventures such as Grameen phone. The group that manages Dhaka's International Airport has already installed several messages focused on environment. They might be convinced to include one or more Nishorgo messages. If so, these should be placed where they will be seen by the maximum number of Bangladeshi passengers, including those who travel to Mecca each year on the *hajj*.

* Other programs and expertise in South Asia

Here again, a strong start has been made. Ram Sharma has excellent contacts in India. Forest Department staff also have important contacts and many of them have visited India for either training or study tours. Several suggestions for additional contacts in India and Nepal have been included in the writeup on my talk at the Forest Department. Two links that could be particularly fruitful are:

- IUCN's Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA) has been carrying out a range of activities that are directly relevant to the Nishorgo program. (see www.tilcepa.org)¹⁵ Philip has been following this work, along with the broader work of IUCN's Commission on Environmental, Economic and Social Policy (CEESP) Proposed next step: That Ashish Kothari, Co-Chair of TILCEPA, and founder-member of the cutting edge Indian NGO Kalpavriksh (see http://www.kalpavriksh.org/), be invited to visit Bangladesh to share his insights and assist in promoting a higher profile for the Nishorgo program across South Asia (and beyond).
- The MacArthur foundation-supported work of Community Forestry International (CFI) in Northeast India. This three year effort is supporting a Working Group with representatives from forest communities and the forest departments of seven States of Northeast India to formulate recommendations

¹⁵ Sub-Themes covered by TILCEPA of direct relevance to NSP include Building Broader Support for Protected Areas, Governance, Developing Capacity to Manage Protected Areas, Building a Secure Financial Future, Building Comprehensive Protected Area Systems, Sustainable Tourism, Human Wildlife Conflict, and Maintaining Protected Areas for Now and for Future.

for enabling legal frameworks and strategies to facilitate community-based forest biodiversity conservation. The first report from this project is now available on the CFI website <u>www.communityforestryinternational.org</u>¹⁶ **Proposed next step:** Consider and, if interested, explore the possible inclusion of NSP Project Coordinator Roy and DCCF Gani as members of this Working Group.

- RECOFTC: Initial contacts have been made with the Regional Community Forestry Training Centre in Bangkok) There may be scope both for training and for the sharing of lessons learned. RECOFTC presented a paper at the 3rd IUCN-World Conservation Congress in November 2004 on the Contribution of Community Forestry to Protected Area Management: RECOFTC's Position on Collaboration in Protected Area Management in the ASEAN Region. The paper is available on RECOFTC's website .(<u>http://www.recoftc.org/</u>)
- **FAO Regional Office/Bangkok**: Initial contacts have been made with the Asia Regional Forester, Pat Durst, based at the FAO Regional Office in Bangkok. Mr. Durst has superb contacts across the Asia region that may well prove useful to NSP. He is currently completing a study entitled *In Search of Excellence* reporting on some of the most successful forestry programs in Asia.

4. Linking to USAID/Washington initiatives

There are several USAID/Washington initiatives that provide the NSP with opportunities through USAID/Bangladesh to link what is being done in Bangladesh into a broader framework of analysis & learning. These initiatives include:

- ANE Bureau
 - **Conflict management**: Studies are being supported through BIOFOR/ARD on *Managing Conflict in Asian Forest Communities*. This work builds on earlier EGAT-supported work on *Conflict Timber: Dimensions of the Problem in Asia and Africa*. Several country-level studies have been carried out. ANE is looking for additional case studies.
 - **Financial incentives**: Winrock has prepared a study on *Financial Incentives* to Communities for Stewardship of Environmental Resources. ANE is looking for country program partners to take this analysis further
 - Followup to the ANE 2001 Assessment: Environmental and Natural Resources Management in South Asia: An Assessment of Issues and Opportunities

In their 2001 assessment of issues and opportunities for environmental and natural resource management across South Asia, IRG's David McCauley and Asif Shaikh identified inadequate environmental governance as the single most important issue across the region. They noted:

"There is no more fundamental underlying cause of the current environmental and natural resources management problems in the region than the widespread failure of environmental

¹⁶ Sanjay Upadhyay and Suparna Jain. 2004. *Community Forestry and Policy in North-East India: An Historical Legal Analysis.* Another recent CFI report of interest to NSP also available on the website is *Empowering the Poor: Community-Based Environmental and Financial Management in Adilabad District, India* (Andhra Pradesh)

governance systems. Weaknesses may be found across the full gamut of environmental institutions, from government agencies, legislatures and courts to various elements of civil society needed to articulate and act upon environmental challenges."¹⁷ This links directly to the "P" (Power) in *Nature, Wealth & Power* (NWP) discussed below

- EGAT Bureau
 - Nature, Wealth & Power: The Land Resources Management Team is working with several other Teams in EGAT (eg multiple Teams in the ENR Office, the Poverty Team) and DCHA (eg Democracy, Conflict) and Regional Bureaus (ANE, LAC) to expand/refine the document Nature, Wealth and Power: Emerging Best Practice for Revitalizing Rural Africa NSP has already taken an important first step in introducing the concepts of Nature, Wealth and Power through the paper Protected Area Management, Poverty Reduction and Sustainable Development: Do They Belong Together?, presented by the Forest Department and IRG/NSP to the LCG/E.
 - **Tropical Forestry Conservation Act (TFCA) program**. The TFCA program supports the Arannyak Foundation. Linkages between NSP and the Foundation are exemplary, starting with the co-location of the two offices.

The visit of Environment Team Leader Azharul Mazumdar to Washington in January/February 2005 will provide a good opportunity to discuss these linkages with ANE (John Wilson, Mary Melnyk) and EGAT (Jon Anderson and Scott Lampman). In addition, the proposed visit of IRG's Andy Keck to Bangladesh during the first half of 2005 could be structured to include some direct followup to the Winrock Financial Incentives study if/as deemed appropriate.

NEXT STEPS

Following my return to Washington, the next steps needed to complete this assignment are:

- Finalize this Back to Office Memo with input from the NSP Team and the USAID CTO.
- Finalize the writeup of my presentation at the Forest Department on The role of foresters & Forest Departments in co-management: observations on the co-management of Protected Areas in South Asia and beyond that may have echoes in Bangladesh
- Develop and present a powerpoint on the Nishorgo Program and the NSP to key audiences in Washington including USAID (both technical and program staff) World Bank, GEF, BINGOs (Big International –Environmental- NGOs), Washington-based development think tanks and others who may be interested. This presentation will be developed jointly with the NSP with a view to developing a product that will useful for NSP, Forest Department and USAID staff to use both in Bangladesh and in international conference and other venues over the coming year.

¹⁷ McCauley, David and Asif Shaikh. May 2001. *Environmental and Natural Resources Management in South Asia: An Assessment of Issues and Opportunities* Washington, DC: IRG for ANE/SPOTS/SPA through EPIQ p.38

• Contact several individuals and organizations to get an update on their activities, glean lessons learned and/or explore possible links with NSP (e.g. Mark Poffenberger at Community Forestry International on the status of their MacArthur Foundation-funded work in NE India; US-based Bangladesh Environment Network, led by Dr. Nazrul Islam at Emory University in Atlanta)

THE BOTTOM LINE

Nishorgo is off to a strong start. Congrats to Philip and the rest of the NSP Team for their hard work in getting things rolling, to Monoj and his colleagues at the Forest Department for their leadership and ownership of the national Nishorgo program, and to Mamun and Azhar at USAID for their guidance, counsel and proactive support.

Adelante/Onward!

III. Presentation at the Forest Department

The role of foresters & Forest Departments in co-management: observations on the comanagement of Protected Areas in South Asia and beyond that may have echoes in Bangladesh

George F. Taylor II, IRG/Washington

Notes on a presentation & discussion with Forest Department staff Dhaka November 10, 2004

Co-management: a journey of discovery.

Goal: to present observations on experiences with co-management in South Asia and beyond that may have echoes in Bangladesh for the *Nishorgo* program.

Three elements to the presentation

1. Quick o/view of my background & experience: a context for asking questions

- 2. Some observations from Nepal, Tibet and India/Arunachal Pradesh
- 3. A few general thoughts on co-management & next steps in Bangladesh

Element #1 My background & experience: a context for asking questions

A global nomad with roots in South Asia (stretching back to 1954).

A "recovering bureaucrat" who spent 20+ years working for USAID on forestry, natural resources management (NRM), environment & rural development in Africa, Asia & Latin America.

Himalayan roots: grew up in Mussoorie on a perch overlooking Dehra Dun and the Indian Forest College & Forest Research Institute. Got my first taste of forestry in the chir pine & deodar forests of the Himalayas and the sal forests of the Doon Valley (sal forests that extend all the way into northern Bangladesh). Got my first taste of protected areas in Corbett Park, the Bharatpur Bird Sanctuary outside of Agra and the Indian Sunderbans.

My third visit to Bangladesh. Each visit has been too short. It is always good to be back in South Asia. Always good to be back among forester colleagues.

My professional journey:

Professional forestry training at the College of Environmental Science & Forestry in Syracuse (New York), worked with International Paper on forest management in northern New York, then joined USAID. USAID assignments included:

Four years in West Africa in the Sahel Development Planning Regional Office in Mali (covering programs in 7 countries),

5 years in Nepal (community forestry at a turning point-going to scale, preparation of the Forestry Master Plan and IUCN's National Conservation Strategy, work with the King Mahendra Trust on programs in Annapurna and Chitwan, innovation in the Makalu-Barun extension to Sagamatha National Park and with the Institute of Forestry in Pokhara),

4 years back in West Africa (Niger) running an office with large programs in agriculture and natural resource management,

4 years in Washington backstopping forestry, biodiversity and other environment programs across the Asia Near East Region (from Morocco to Mongolia),

3 years in Bolivia managing a portfolio that included a large, innovative forestry program (BOLFOR, working on forest certification) and a full suite of biodiversity programs including co-management with NGOs & indigenous groups.

Since "retiring" from USAID in 2001:

Work with IRG in Bangladesh (proposal preparation for what has become Nishorgo), Namibia (assessment of the national (wildlife) conservancy program), Mexico (assessment of USAID-supported environment programs) etc.

Since 2003: Work with Future Generations on applied community change & conservation. Emphasis on conservation in field programs in Tibet & India (Arunachal Pradesh). Launching of a new Masters degree course in Applied Community Change and Conservation (details at <u>www.future.org</u>)

Element #2. Country Observations: old models/new(er) models and the road ahead

Nepal Overview of experiences in 3 National Parks (Chitwan, Annapurna & Sagarmatha/ Makalu-Barun) and the evolution of participatory approaches. What will the impacts of the Maoist insurgency be on 20+ years of work?

Tibet: Overview of work in the Qomolangma National Nature Preserve (QNNP) and in the creation of additional protected areas across the Tibet Autonomous Region (TAR) supported by The Mountain Institute (TMI) and Future Generations. New efforts are currently being directed to the 4 Great Rivers area of the eastern TAR.

Arunachal Pradesh, India: Overview of traditional approaches (eg Kaziranga in the former North East Frontier Agency (NEFA)) and the newer participatory approaches in Arunachal Pradesh (eg the inauguration next week of His Holiness Tsangyang Gyatso World Peace Park Biosphere Reserve in Tawang, Arunachal Pradesh (birthplace of the VI Dalai Lama for whom the new reserve is named)

Key themes from all of these experiences:

- 3 way partnerships (top-down government support, bottom-up community support and outside-in technical support from NGOs and individuals)
- iterative change
- development happens "between the ears" on all 3 sides of the equation (ie changes in perceptions and mindsets, new ideas adapted as appropriate and then adopted)
- need to focus beyond the forest: the broader development equation, and the forces and trends that will impact a protected area both now and (more importantly) in the future
- central role of women in promoting all of these changes
- importance of leadership: Positive role of a SMALL number of progressive foresters & progressive community leaders within a conducive policy environment

Evolution over the past 20 years:

We have begun to make progress on BEGINNING to seriously address social dimensions of biodiversity conservation. It may be some consolation that even the Big International NGOs (BINGOs) and other donors who often criticize Forest Departments themselves have a long way to go.

There is still MUCH to be done on:

- spatial scales (landscapes. corridors, transboundary) + work OUTSIDE of protected areas
- temporal scales/sustainability (in many cases what is required is generational change in which education of the younger generation and communication are key)
- must deal not just with Nature but with both the Wealth and Power dimensions of Nature, Wealth and Power (NWP)¹⁸

Element #3. General thoughts on co-management & next steps in Bangladesh

Old models/new models:

¹⁸ A useful framework for thinking about these issues can be found in J. Anderson et.al. 2002. *Nature, Wealth and Power: Emerging Best Practice for Revitalizing Rural Africa* Washington, DC: USAID in collaboration with CIFOR, Winrock International, World Resources Institute and IRG (International Resources Group). The document is available in English and French, along with on-line discussions about it, at

http://www.frameweb.org/ev_en.php?ID=9047_201&ID2=DO_COMMUNITY Work is currently underway to adapt the ideas in this document to situations in Asia and Latin America.

Bangladesh is in the enviable position of being able to learn from the mistakes of many others and to leapfrog over these. This is like moving from bush telegraph to cell phone without going through "regular" phones connected by wires. It is reflected in a saying in Nigeria: Better late than "the late".

Some words of caution:

- Co-management is not a slogan to hide behind. It is a lot of hard work. Trust/confidence, building a common vision. Moving forward together. Working through the difficulties and confusions that will inevitably arise. Letting go of "control" is never easy, not for individuals much less for institutions.
- Participation again, a slogan that is all too easy to hide behind

Special features/factors in Bangladesh:

- Urgency of saving the tiny patches of "natural" vegetation that remain outside of the Sunderbans
- Importance of the national interest: a nation of stakeholders including the urban population and the population of the whole western half of the country. A unique situation (some parallel to island of Java) Communication is KEY
- There is enormous experience with rural development must be tapped into. (BRAC is already taking this experience to Afghanistan)
- Need to move expeditiously to consider biodiversity conservation in the farmed landscapes of western Bangladesh.

Next steps:

- Continue forward on this journey of discovery
- Keep up the visits to West Bengal. (Forestry Department staff have had a chance to visit. Local stakeholders are next) Suggest expanding these visits, using the same formula, to Tripura and Meghalaya/Assam. Lack of language barrier is particularly important for the local stakeholders.
- Eventually, initiate reverse visits to Bangladesh when *Nishorgo* has things to show on the ground

I look forward to your questions & comments

[Q&A session]

Thank you for coming to join our discussion on this very busy day before the 'Eid holiday

All the best as you continue moving forward on *Nishorgo:* a journey of discovery, a journey full of challenges (to be sure) but also many rewards, a program that can truly make a difference for the **future generations** of Bangladesh.

I look forward to following the progress of this important effort and hope to have the opportunity to come back and go into the field with some of you to see what is happening on the ground.

'Eid Mubarak

Selected references on co-management:

The work of The Mountain Institute (TMI) in helping to initiate the Makalu-Barun extension of the Sagarmatha National Park in Nepal and the Qomolangma National Nature Preserve (QNNP) in the Tibet Autonomous Region (TAR) of China and the work of Future Generations in its ongoing work in support of programs in Tibet/China and Arunachal Pradesh in India draws inspiration from the experience of the Adirondack region of upstate New York. This experience, with its lessons for other parts of the planet, is described in "The Adirondacks: An Evolving Balance between People and Nature" Chapter 9 (p.113-125) In: Daniel Taylor-Ide and Carl Taylor 2002. *Just and Lasting Change: When Communities Own Their Futures*. Baltimore: The Johns Hopkins University Press in cooperation with Future Generations. (see www.future.org)

IUCN has a wide range of materials available on co-management. Of particular interest are materials produced by the World Commission on Protected Areas (WCPA), Commission on Environmental, Economic and Social Policy (CEESP), Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA). These are available at www.tilcepa.org

The 3rd Regional Session for Asia of the Global Biodiversity Forum – South Asia held in Dhaka in June 2003 included a variety of interesting case studies from across the Asia region. These materials (including a Report of the meeting in pdf format) are available at <u>http://www.gbf.ch/present_session_old.asp?no=30&lg=EN</u>

Nepal

www.resourceshimalaya.org www.envionmentnepal.com.np www.kmtnc.org.np http://www.mountain.org/work/himalayas/makalu-barun.cfm http://www.mountain.org/work/himalayas/cbcr-snp.cfm

Bhattarai, A.M., M. Regmi and B.P. Adhikari, 2002, *Review of Existing Policies, Acts and Regulations Related to Forests, Irrigation and Local Self-Governance in Nepal*, Kathmandu: Pro-Public, for USAID and the Asia Foundation.

Tibet/China

http://www.future.org/pages/03_country_programs/4_tibet http://www.mountain.org/work/himalayas/qomolangma.cfm

"Tibet, China: Integrating Conservation with Development" Chapter 18 (p.208-223) In: Daniel Taylor-Ide and Carl Taylor 2002. *Just and Lasting Change: When Communities Own Their Futures*. Baltimore: The Johns Hopkins University Press in cooperation with Future Generations.

Sherpa, L. N.; Peniston, B.; Lama 2003. *Hands Around Everest: Transboundary Cooperation for Conservation and Sustainable Livelihoods*. Kathmandu, Nepal: ICIMOD

Arunachal Pradesh, India http://www.wildarunachal.org/ Community Forestry International, with support from the MacArthur Foundation, has been implementing a three-year program to guide the formation and operation of a Working Group for Northeast India to formulate recommendations for enabling legal frameworks and strategies to facilitate community-based forest biodiversity conservation in the seven states of Northeast India.

The first report to come out of this program, *Community Forestry and Policy in North-East India: An Historical Analysis*, is available at <u>http://www.communityforestryinternational.org/</u>

IV. Presentations in Washington DC

A. Presentation at USAID/Washington March 31, 2005

Invitation

-----Original Message-----Mary(ANE/SPOTS) From: Melnyk, March 2005 11:17 Sent: Thursday, 17, AM To: ANE.ESA Mail List (USAID); ANE.TS Mail List (USAID); EGAT.NRM Mail List (USAID); Lampman, Scott(EGAT/ENV) Cc: Mazumder, Azharul (USAID/Dhaka/EGFE-Env.); Fleming, Allen(USAID/Dhaka/EGFE); Khan, Mamunul (USAID/Dhaka/EGFE-Env.) Η. Subject: Presentation: Protected Areas Management in Bangladesh

Please join ANE for a presentation by George Taylor of AID/Bangladesh' ground-breaking work on the co-management of protected areas between government and communities and more (e.g. resolving conflicts, sharing economic benefits, please see description below)

On Thursday March 31st from 12:00-1:30 in room 4.08 E/F

Recent steps towards protected area management in Bangladesh: the national Nishorgo Program and USAID's Nishorgo Support Project.

George F. Taylor II, Senior Manager, International Resources Group (IRG)

The Government of Bangladesh/Forest Department has recently launched the *Nishorgo* (idyllic or serene nature) program to develop a national protected area management system. USAID/Bangladesh is supporting this effort through the Nishorgo Support Project (NSP).

- Implemented by International Resources Group (IRG) and partners, the Nishorgo Support Project is working closely with the Forest Department and key stakeholders to:
- Develop formal co-management agreements for specific protected areas between the Department and stakeholders;
- Share economic benefits from protected areas with local participating stakeholders;
- o Formalize processes for reducing local conflicts over protected areas;
- Strengthen the institutional systems and capacity of the Forest Department and key stakeholders;
- Install visitor amenities and improve Forest Department facilities in protected forest areas;
- Refine the policy framework for protected areas management and build constituencies to further these policy goals;
- Facilitate eco-friendly private sector investment that can provide key services to protected areas;
- Support applied research on protected areas that can improve future planning.

George Taylor, Senior Manager at IRG, recently visited Bangladesh to assess the progress of the NSP. He will share his observations on progress made to date and his reflections on the key challenges that lie ahead.

Please join us for what should be an informative and interesting session.

PARTICIPANTS

USAID

1. Mary Melnyk	ANE/TS
2. John Wilson	ANE/TS
3. Tim Resch	ANE/TS
4. David Hess	EGAT/NRM
5. Jon Anderson	EGAT/NRM
6. Patrick Smith	EGAT/NRM
7. Scott Lampman	EGAT/NRM
8. Charles Uphaus	ANE/SAA
9. Larry Brady	ANE/SPO
10. Barney Popkin	ANE/IR
11. Barbara Best	EGAT/NRM
12. Mike Colby	EGAT/NRM
13. Angela Hogg	IDI
14. Doug Pool	ANE/OIR

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IRG

George Taylor
 Bob Winterbottom

gtaylor@irgltd.com bwinterbottom@irgltd.com

Folks unable to attend who would like copies of the powerpoint etc.

1. Alicia Grimes	E&E/EEST/ENR	_	agrimes@usaid.gov
2. Michael Metzler	ANE/ESA BDesh Desk		mmetzler@usaid.gov

B. Presentation at IRG April 15, 2005

BROWN BAG PRESENTATION

Recent steps towards protected area management in Bangladesh: the national Nishorgo Program and USAID's Nishorgo Support Project.

George F. Taylor II

Senior Manager, International Resources Group (IRG)

The Government of Bangladesh/Forest Department has recently launched the *Nishorgo* (idyllic or serene nature) program to develop a national protected area management system. USAID/Bangladesh is supporting this effort through the Nishorgo Support Project (NSP).

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- Develop formal co-management agreements for specific protected areas between the Forest Department and stakeholders;
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- Facilitate eco-friendly private sector investment that can provide key services to protected areas;
- Support applied research on protected areas that can improve future planning.

George Taylor, Senior Manager at IRG, recently visited Bangladesh to assess the progress of the NSP. He will share his observations on progress made to date and his reflections on the key challenges that lie ahead.

Venue: International Resources Group (IRG) 1211 Connecticut Avenue NW Suite 700

Date: Friday, April 15th

Time: 12noon – 1:30pm

Please join us for what should be an interesting and informative session.

RSVP to Bob Winterbottom 202.289.0100 ext.3472 or <u>bwinterbottom@irgltd.com</u>

<u>Participants</u>

See Section C. below

C. Assessment of presentations and next steps

1. Presentation at USAID/RRB March 31st

Audience

There was a strong turnout. 15 people including:

- John Wilson, Mary Melnyk and Tim Resch from ANE/TS
- David Hess, Director of the NRM Office in EGAT
- Jon Anderson EGAT/NRM/LRM

- Scott Lampman, backstop for TFCA/Arannyak Foundation
- Larry Brady, head of the ANE strategy office
- Charlie Uphaus, ANE/South Asia, Deputy Director
- Angela Hogg an IDI who expects to be assigned to Bangladesh
- And a few others from various ANE and EGAT offices
- Bob Winterbottom joined me from IRG. Anne Lewandowski was planning to attend, but was called by one of her USAID CTOs with an urgent request minutes before we left IRG for the RRB..

Substance

The presentation was to have started with a series of photos, move into parts of 4 powerpoints from Dhaka to set the stage of both Nishorgo and the broader Mission SO, and then go through a powerpoint I had prepared outlining the main points in my Back to Office Memo supplemented with recent developments/information from Dhaka.

Due to a computer/projector glitch we weren't able to show the photos or the powerpoint, so switched gears and did a lot more extemporaneous talking than I had planned. With assistance from Tim Resch the 4 powerpoints from Dhaka were transferred to a second computer/projector system and we then went through them.

There was some good back & forth during the Q&A period.

Overall, the presentation went very well. We had the right audience, they were interested/engaged, and they went away with the message that Nishorgo is off to a strong/solid start and is doing some very interesting and innovative things. It was good to have Charlie Uphaus at the session, both to provide some additional background and talk about the broader SO program. Mary Melnyk, Jon Anderson and Scott Lampman were all engaged and are looking forward to visiting Bangladesh later this year.

The 4 powerpoint presentations from Dhaka that I used were:

- 1. Briefing to Secretary 3OCT ver3
- 2. MOEF USAID SO presentation
- 3. MOEF 31Aug Nishorgo Support Project
- 4. Presentation to LCVG/E 3Nov on PA management & NWP

Next Steps

The powerpoint I had prepared (but was unable to show) was sent to each of the participants. I also posted the photos on OFOTO and sent a link to the participants who were interested in seeing them.

As Bob Winterbottom's departure for Madagascar was postponed for two weeks (until o/a April 16) we decided to schedule the second presentation (to be held at IRG for a beyond-USAID audience) on Friday April 15.

2. Presentation at IRG April 15th

Audience

20+ people attended this presentation, most of them from IRG. The session provided a good opportunity to get the word out on the Nishorgo program and to brief senior management, including President/CEO Asif Shaikh and Corporate Vice President/Director of the ENR

Division Doug Clark. Other attendees included Chip Barber from USAID's EGAT/Office of Environmental Science & Policy (EGAT/ESP), independent consultant Marilyn Hoskins and Brad Kinder from World Resources Institute. Several USAID staff who had had been unable to make the presentation on the 15th had hoped to attend this session but got caught up in other pressing business.

Overall attendance from outside of IRG was disappointing. There were several competing events around town. The three key World Bank/GEF staffers responded to the invitation but all were heading out of town (Malcolm Jansen, Claudia Sobrevilla and Gonzalo Castro). The same held true for the think tanks: Forest Trends/Ecoagriculture Partners (Sara Scherr) and World Resources Institute (Peter Veit). The event was advertised to the conservation community through the listserve of the Community Conservation Coalition. It was not clear whether the lack of attendance from this community was due to other commitments, key people being out of town, lack of interest in Bangladesh, or some combination of all of these factors.

Substance

All of the audiovisuals worked this time! There was clear interest on the part of IRG's home office staff, including senior leadership, and some good back and forth during the Q&A which has been reported on separately.

Next Steps

Several people who were unable to attend have requested copies of the powerpoint. Discussions are underway with the Nishorgo Team in Dhaka and USAID/Bangladesh on appropriate next steps.

D. Power Point Presentations

1. Presentation at USAID/RRB March 31st