



***Inani Protected Forest Area (PFA)
Co-Management***

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Inani Protected Forest Area (PFA) Co-Management

Project Proposal to Arannayk Foundation

Prepared for

Nishorgo Support Project

Prepared by:

Philip DeCosse

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Acronyms

ACF	Assistant Conservator of Forests
CM	Co-Management
DPP	Development Project Pro Forma
FD	Forest Department
LDF	Landscape Development Fund
NSP	Nishorgo Support Project
PCP	Project Concept Paper
PFA	Protected Forest Area
PFACM	Protected Forest Area Co-Management
RF	Reserve Forest

Background and Context for Improved Tropical Forest Conservation & Management at Inani

Currently, the Forest Department is the statutory custodian of 19 Protected Forest Areas (PFAs)¹ located throughout the country. Management of these areas is governed by the Wildlife Act of 1974.

Apart from the Sunderbans Reserve Forest and the three Sanctuaries declared under the Wildlife Act within this Reserve Forests, the Department has – until 2003 – undertaken few conservation management activities within the remaining PFAs, other than trying where possible to protect them from illegal actions.

In 2003, the FD launched the Nishorgo Support Project (NSP). The NSP was designed to test a participatory approach to PFA management. The approach is called co-management, or collaborative management. The Project was to have put in place necessary conditions so that the five pilot areas could be conserved on a sustainable basis.

The NSP, in its use of a benefits sharing approach to PFA management, borrowed heavily from the successes of social forestry at the FD over recent decades. The social forestry model, however, allows felling of trees after a fixed period, so while a valid participatory model, it would need to be modified extensively to be appropriate for much larger PFAs.

The NSP is now in its 4th year of implementation, and has shown progress towards against most of the Project Objectives and Outcomes.

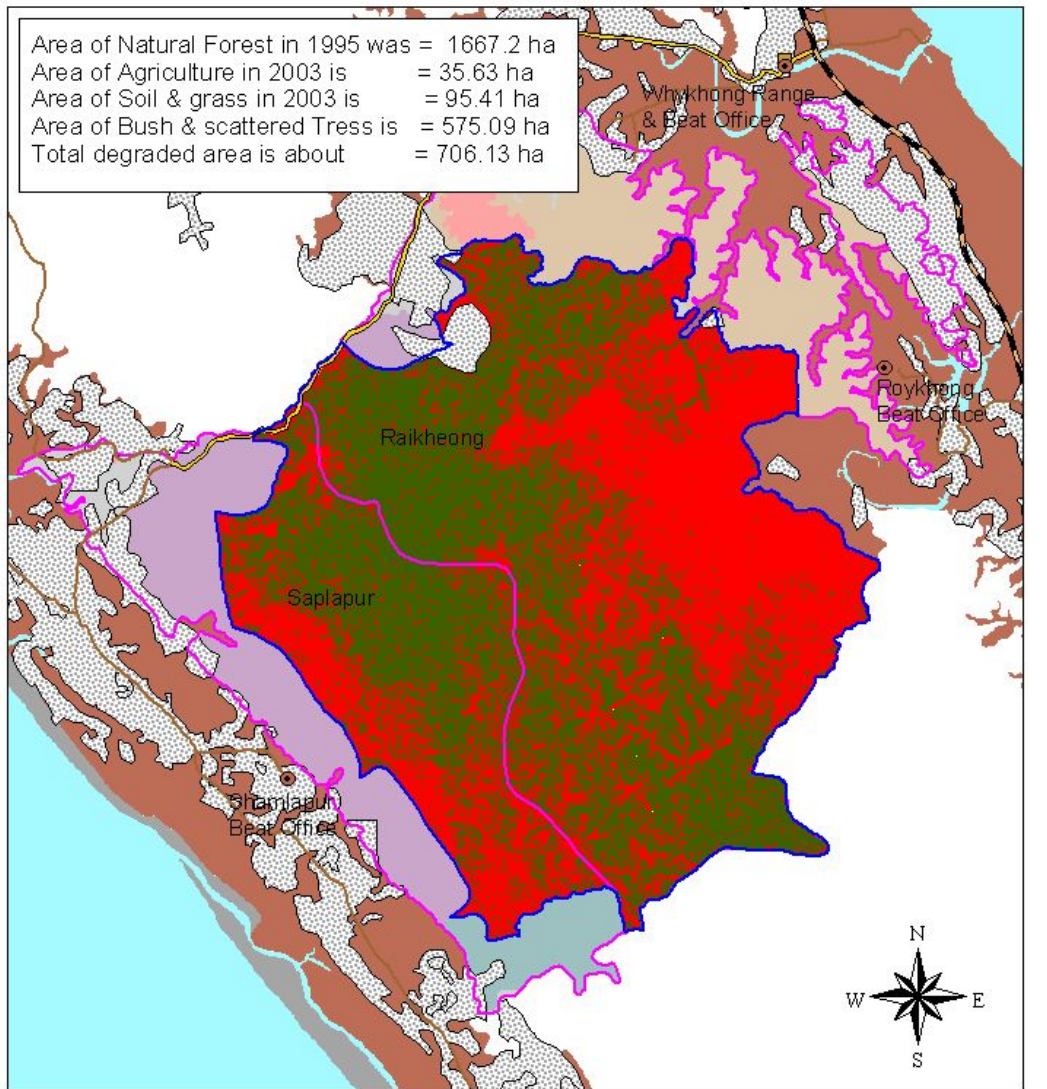
From the NSP efforts to date, a number of important lessons have emerged that would be relevant for future PFA co-management efforts that the FD may want to undertake. This is timely and relevant, since the FD has made it clear that it is interested in expanding the PFA system. Proposals for two newly declared PFAs are now being considered by the Government. The Chief Conservator of Forests (CCF) has stated the interest of the Department in applying a participatory approach to all the PFAs.

One site considered by the Department for an expansion of the PFA system is located within parts of the Inani and Ukhia Ranges in the Teknaf peninsula of the Cox's Bazar District. In 2006, the FD developed an internal proposal to declare the full Inani Range as a new National Park covering an estimated 7,248 hectares. A number of visits were made by staff of the FD to the site.

Evidence from the site, and from additional information gathered about it, shows that the area in and around Inani is both rich in biodiversity – including important mega fauna such as the Asian Elephant – and under extreme threat of loss due to cyclonic damage, illegal logging and fuel wood collection. The most important cause of fuel wood extraction appears to be the brickfields on the eastern side of the range.

¹ The term “Protected Forest Area (PFA)” is used in place of “Protected Area” to distinguish between those areas management by the Forest Department under the Wildlife Act from those protected areas being managed under other legislation or institutions.

Loss of Natural Forest between 1995 & 2003:
Raikheong & Saplapur Beat under Teknaf Game Reserve



Vegetation Types: 1995 is from Forest Types Maps of Cox's Bazaar Forest Division 1997-98, produced from Aerial Photo of 1995, with a scale of 1:15,000, under Forest Resource Management Project.

Vegetation Types: 2003 is shown from Landuse Map of Whykhong region produced from Quick Bird Bundle image (resolution 0.6 meter), under Nishorgo Support Project.

Note: only the change in vegetation inside the Natural Forest Area is shown.

On the previous page, the estimated loss in tropical natural forest for one block of forest adjacent to Inani Range for the eight years period 1995-2003 is shown in red. The polygon outlined in blue indicates area that was in natural forest in 1995, per interpreted aerial photographs taken at that time. Those areas now shown as red were natural low or high forest in 1995 and have now been converted to either scattered grasslands, agricultural lands or scattered trees. Per this data, ***42% of tropical natural forest in this area was lost in only eight years, and there is no reason to think that this rate of loss is not continuing.***

At least one important message emerges from such analysis: ***If tropical forest conservation is to succeed in Bangladesh, it must address the kind of large scale loss of natural forest blocks*** such as are occurring at Inani and surrounding areas.

Based on the common goals and interests of the Arannayk Foundation and the Forest Department – the mutual desire to stem the loss of tropical natural forests of Bangladesh – the Forest Department made an initial proposal to the Foundation in November 2006 for co-management and conservation of the Inani Range. The Foundation subsequently requested that the Forest Department revise and resubmit this proposal, including budget.

The remainder of this document includes a summary of lessons learned from the NSP with special relevance for co-management at Inani, and a specific proposal of how the co-management project to be funded at Inani by AF would be organized.

Specifically, the ***Forest Department is proposing*** that important tropical natural forest blocks covering an estimated 7,000 hectares², plus surrounding Reserve Forests totaling some 3,000 hectares, be included in an a proposed for a Protected Forest Area in the legal status of a National Park and its surrounding landscape. A more detailed explanation of the proposal for the National Park and surrounding landscape, plus the co-management approach to conserving it, is included later in this document. In this next section, we draw lessons learned from NSP's work to date with relevance for this new National Park proposal for Inani.

The name given to this proposed project shall be the “Inani Protected Forest Area Co-Management Project”, or PFACM Project.

Co-Management under Nishorgo Support Project: Issues and Lessons Learned for Application at Inani

The co-management approach to be applied at will capitalize upon lessons learned to date from co-management at the NSP sites. To this end, each of the principal Objectives of NSP are reviewed below, and major lessons learned or emerging issues are identified.

The stated Objectives noted below are taken directly from the Development Project Pro Forma (DPP) of the Government-approved Nishorgo Support Project.

² The exact number of hectares to be included in “core zone” and “buffer zone” of the proposed Inani National Park are yet to be determined, and can only be finalized after a process of visits throughout the existing forest by the FD and key stakeholders.

Objective 1: Develop a functional model for formalized co-management of Protected Areas

Across the five NSP sites, eight Co-Management Councils and Committees have been formed and subsequently recognized by Government Order in August 2006. These Councils and Committees have been engaged in resolution of conflicts at many of the NSP sites. They are growing in strength and confidence. In this general area, a number of lessons learned can be noted.

When the NSP began at the five selected pilot sites, it was not yet known what authorities would be granted to the future co-management committees, nor was it clear who would be members of those committees. As NSP has progressed at pilot sites, many of these key instruments of the governing structure of NSP sites have become clear. Thus, a Government Order establishing all CM Committees and Councils has now been issued and Management Plans have been approved. Because these two approved and now known processes for granting authority to the CM Councils now exist, the sequencing of intervention in any replication of NSP can be both more compressed and more participatory from an earlier stage. In light of this area of progress, a number of the lessons learned below concern the ability to change the sequencing and nature of community participation in the co-management conservation process at Inani.

Lessons Learned Objective 1:

- *Engage CM Councils and other stakeholders early in formal planning process:* NSP designed and implemented a range of PFA level interventions at the local level. The “package” of NSP interventions is now well-established. Because the CMCs did not exist when NSP was getting started in setting field interventions, the CMCs were not at that time consulted. As time has transpired, NSP has included the CMCs increasingly in consultation on the needs of the PFA and the surrounding stakeholders.

In the Inani PFACM Project, CMCs can be engaged much earlier in practical, specific resource allocation decisions concerning the Project. Specifically, this means that monthly, quarterly, and annual work plans should be developed jointly by the CMCs and the local FD, with the implementing NGO as the facilitator.

- *Take steps to ensure continuity in FD staffing at site throughout Project:* Under NSP, senior FD officials have been the leaders of the co-management approach. This began early on, and is continuing with the current senior staff of the Department. However, at the levels of Divisional Forest Officer and below, there has been far less awareness and acceptance of the approach. This lack of acceptance has taken place for a number of reasons. First, there has been considerable shifting of local Forest Dept staff during the Project, so that although many good training courses have been conducted, those trained have often been subsequently moved out. It has also transpired that DFOs have been granted the authority to identify lower level officer trainees, and have on many occasions identified trainee candidates that are not even working in NSP sites, but rather elsewhere within the Division. It is thus necessary that under the Inani PFA co-management project, Arannayk and senior FD staff take steps to ensure that local staff members are posted to the same area throughout the Project duration.

- *Issue the Government Order recognizing Inani CM Councils immediately upon project issue:* The issuance of the first GO recognizing the CMCs made an enormous impact on the interest and willingness of the CMCs to become more actively involved. However, under NSP, the GO came quite late (during 3rd year of implementation). Under the Inani PFA co-management Project, it is essential that the AF together with the FD push for earlier issuance of GOs for the (expected) three CMCs that will be located in the Inani National Park.
- *Ensure that proposed National Park landscape includes both core zone for conservation (the Park itself) and a buffer zone for social forestry.* Before the Project can get underway to conserve the Inani range under co-management, the major part of the Range should be declared as a National Park, as per discussions already undertaken with the Forest Department. However, it is extremely important that the boundaries proposed in the gazette language for the new Inani NP include available Reserve Forests around the perimeters of the proposed core zone of the National Park.
- *Reduce the scope of initial site appraisal (including PRA, RRA, socio-economic data collection and biophysical data collection) so that they are completed and delivered within five months.* NSP developed and implemented an approach to doing first an RRA followed by PRA at all the sites. Subsequently, socio-economic surveys were developed and implemented, and these have provided further detail about the site. In this process of gathering data and information about the site where co-management is to take place, a few lessons can be brought to bear on the Inani PFACM Project. First, survey formats, including socio-economic questionnaires and approach, have been developed in detail under NSP and can be used by the Inani PFACM Project, so there is no need to create them again. However, now that NSP has made it clear what options are open to communities in the co-management process, and who the likely members of the CMC will be, it will be possible under the Inani project to use the PRA process more as a local planning process than was done under NSP, where the PRA was used mostly as an information gathering process. Generally, the sequencing and exact nature of the diagnostic process can be more effective and timely by building on lessons learned under the NSP.
- *Develop initial rectified land use and land cover maps from same approach used by NSP:* The process, cost and approach for mapping land use at the Inani PFA has been developed already – no need to start from scratch. Under NSP, all pilot sites employed IRS satellite data in panchromatic at 5 meter resolution and multi-spectral at 15 meter resolution to develop updated land use maps and other maps at low unit cost. While this may not be the ideal approach – and certainly the area of remote sensing evolves quickly – at the present time it can be quickly implemented as an initial approach. For one small but important sub-section of the PFA, it would be helpful also to purchase one coverage of higher resolution data such as QuickBird (at 0.6 meters) to allow comparisons with the original aerial photographs taken in 1995. NSP has documented the approach to using the IRS data carefully, and these reference documents (and perhaps the primary implementing institution: CEGIS) might be used again to allow rapid replication. This will greatly assist in the generation of base maps for all the sites more rapidly than they became available under NSP, thus allow earlier engagement of local FD staff and CMCS using the actual updated maps for the region. Such maps should and can be used in the management planning process.

- *Using NSP participatory management plans as a model, Inani management plans should be completed within one year:* Under NSP, the preparation of management plans for the PAs took, literally, years of effort, discussion and vetting. Now, all five NSP pilot site management plans have been approved. Now that this trail has been blazed, under the Inani PFA, the process can go much faster, and it can be led by the FD. The Bangla language Nishorgo “Simplified Management Plans” provide an excellent starting point for opening a dialogue with the CMCs and other stakeholders on what should be included in the new Inani National Park Management Plan. This management planning process can take full advantage of the maps produced (see above).
- *Insist on ACF level FD officer to oversee management of the Inani PFA, and ensure that this ACF has appropriate financial authority:* From early on in NSP, it was recognized that a fruitful dialogue with the members of the CMC would require an ACF-level officer. In part this is because – on average – Range Officers do not have the academic formation or social standing to be able to dialogue directly with the more elite of the CMC members, including UP Chairmen, UNO, and local elites. Under NSP, this created the cumbersome and inefficient situation (in the absence of an ACF) in which the Range Officer had to defer substantive dialogue with the CMCs until a DFO or more senior officer was present. Now that NSP has begun posting ACFs to many of the NSP sites, in most cases acting as the Member Secretaries of the relevant CMCs, this dialogue is proceeding more effectively. AF and FD should work together to ensure that this level of officer is present at the National Park at Inani. This ACF can be the delegated Member Secretary of each of the CMCs gazetted for Inani, and he/she can support the local Range Officers to work with specific CMCs as appropriate. But this higher level officer is required if Inani PFA co-management is to succeed.
- *Establish “Joint Patrols” that always include one FD staff member – Use joint patrolling guidelines established under NSP:* NSP has shown that community members can be engaged as partners to the FD in patrolling. But in some cases, the two parties (community patrols and local FD) have moved further and further apart. This is not acceptable, and must be avoided under the Inani PFA co-management Project. Now that NSP has developed guidelines for what may be referred to as “Joint Patrols” (by community members together with the FD staff), these guidelines can be borrowed and adapted for the Inani site.
- *Request trained ACFs together with CM Councils to conduct medium-term tourism development planning process for the Inani PFA:* Under Nishorgo, the lack of a medium- to long-term nature tourism development plan resulted in some trail development, refurbishing and enterprise-related investments not being as effective as they might have been. In July/August 2007, NSP is organizing a 10-day applied training course for ACFs from NSP sites at which they will be asked to develop a medium term nature tourism development plan for one of the NSP sites. One of these ACFs should be assigned to the Inani site to capitalize on the lessons learned from this process to develop a similar plan for the Inani area. This kind of framework tourism development plan will be a critical factor in determining where tourism infrastructure will be located.

- *Undertake Inani site flora/fauna inventories, but fund it through small grant support to MS/PhD students not through implementing NGO or FD.* The tendency of the selected implementing NGO will be to want to undertake detailed inventories of flora, fauna or other natural attributes of the target site. The NSP approach has made it clear that many graduate students at leading universities are interested to undertake such surveys as part of their survey research. The AF project can provide small grants for such research. FD staff members can oversee these surveys but it would unwise to expect FD officers to lead such studies, given their other commitments.
- *Do not develop entirely new core indicators of forest change, but rather adapt what has already been developed under NSP:* NSP has refined an approach of using five basic indicators of forest quality, including: population of eight indicator birds; basal area; geo-referenced photographs; illegally felled trees; and forest biomass. The methodology for these indicators has been completed and adequately described. It is critical to the future of the Inani project that forest baseline indicators be implemented from the earliest part of the Project, and that it be done as much as possible in a close partnership of the FD, CMC and implementing NGO. The NSP core indicators can be used as a starting point for this monitoring process.
- *Communicate the initial “bundle of rights” during site appraisal process.* The CMCs have been relatively slow to “take up their cause” under NSP for the good reason that they have not been clearly aware of what rights they have been given. And this is because the rights granted to Co-Management Councils and Committees only became clear in 2005 and 2006. At the time of the release of the Govt Order in 2005, CMC members recognized that the Government had taken a clear step in granting them some rights. But even after this declaration in Gazette, the real and tangible meaning of those rights has taken time to clarify with CMCs, and the process is going on. These rights were added to with the approval in 2006 of all five NSP management plans, but again the CMCs do not yet fully understand all the rights they have been given. NSP continues to work to explain those rights and to let the CMCs know that they can take increasing control of the forest management process. This is all made easier now by the bundle of rights conveyed in these two documents.

When the PFACM Project is undertaken at Inani, it will be much easier to convey these rights to the communities, along with their responsibilities. This can be done among other ways by bringing the Inani CMC members to visit and interact with CMC members at NSP sites, at least one of which (Teknaf) borders the Inani PFA site. This cross-fertilization in discussions about specific rights will be of great assistance in mobilizing the communities to take an active role in PFA management from early in the Project.

- *Address Rohingya issue from early on, with high level policy support:* The continued presence of Rohingya refugees and residents at the Teknaf site continues to pose a long term threat to the sustainability of the co-management approach there. The NSP team has had no authority to enter in any dialogue with these estimated 25,000 refugees in the area, and at the same time surveys (conducted under the FD/EWC applied research program) have shown that nearly 100% of all energy needs of these refugees both in camps and in villages comes exclusively from the Game Reserve. Although there are not large camp populations at the Inani Range area, there are nevertheless large numbers of Rohingya established on both coastal and inland side,

and these are presumably surviving off produce from the forest. The project will need to deal with this early, and may need policy backing to enter into such a dialogue, even if the objective might be distribution of fuel wood reducing stoves for the refugees.

- *Take specific steps to strengthen authority and role of women in Inani PFA management.* With hindsight, the broad-based and active involvement of women in all phases of co-management at Nishorgo sites has taken longer than expected. Initially, gestating CM Committees and Councils proposed nominal or token roles for women. While NSP succeeded in securing a minimum of 10 seats for women in the CM Council, there are no guaranteed number of seats for women in the CM Committees. Allotted seats on governing bodies, however, is only one dimension of full participation by women in co-management. NSP has found that selection of AIG activities for support by the Project can alter not only the revenue accruing to women but also their perceived power and role in the co-management process. NSP has put special emphasis on such homestead based activities as improved stoves, nursery development, vegetable gardening and homestead agroforestry, as women in particular can benefit from these activities. As NSP proceeds, it is now testing participation of women in day-time patrolling. While this was resisted at first, it is now recognized not only that the presence of women in the forest carries a special strong social message, but also that women have in many cases stated that they want to get out and patrol/protect the forest, not least because they have an economic stake in its protection.
- *Begin formation of federated apex bodies of low income user groups early, and require that implementing NGO also include those user groups already existing in the Inani area:* There are many NGOs already operating in the Inani area (BRAC, ASA, SHED, etc.). The implementing NGO need not start from scratch in forming a federated body of poor user groups. Rather, these existing group members can be brought together from the earliest part of the project, with the understanding that they will ultimately have a role to play in the CM Council and possibly Committee of the Inani areas. This will require that the implementing NGO(s) be monitored so that they do not spend as much time as they might otherwise wish in the formation of their “own” user groups. There seems to be a tendency for field NGOs to want to create their “own people” using the resources of a Project, and – while there is no inherent problem with this – it would not be the most efficient means of reaching large numbers of poor and giving them a voice in the governance of the PFA at Inani.

Objective 2: Alternative Income Generation in the Broader Landscape around Protected Forest Areas (PFAs)

Under NSP, a variety of complementary and overlapping livelihood improvement strategies were undertaken. These can generally be defined as the following:

- Group formation & empowerment of targeted poor households
- Income generation for group members
- Targeted priority AIG support to community patrol members
- Broad-based support to homesteads in the landscape, with emphasis on agro-forestry
- Expansion of conservation enterprises

- Social forestry as key to sustained income alternatives
- Landscape Development Fund (LDF) for community-directed contributions by the Committees

Based on NSP's experience in supporting these strategies, a number of lessons can be drawn.

Lessons Learned under Objective 2:

- *Allocate More "Expensive" AIG activities first and foremost to those directly involved in conservation or protection of the PFA:* Under the NSP, early recipients of AIG were typically poor women and men from the area around the PFA. While this was laudable, it became increasingly clear that these people had no other direct relation to the PFAs under NSP than that they typically consumed or extracted produce from the core zones of the PFAs. The initial idea under NSP was to provide these poor households with an alternative, and to keep doing so for all the poor of the areas around the PA. As time has progressed, it has become increasingly clear that even providing alternatives to those currently extracting produce would not stem the demand of hundreds and thousands of extractors, both commercial and household-based, that would continue to come to the forests to take produce out. In part for this reason, it became increasingly clear that direct protection and patrolling measures would need to be taken at all five of the PAs to regulate core zone extraction. As a corollary to this, it became clear that those selected to be directly involved in patrolling and protection of the PAs (the "community patrols" or "joint patrols") should be the primary beneficiaries of all AIG. As the Inani PFACM project begins, AIG should be allocated first and foremost to these direct forest protectors and patrols. Based on lessons gained during the first few years of NSP, the Project developed the LDF Guidelines to include the following two screening criteria for all AIG-related work, and these two criteria might as well be applied to AIG efforts under the Inani or subsequent co-management Projects. As per the LDF Guidelines, it is stated that:

"Other things being equal, an activity with more beneficiaries and smaller per household benefit is to be preferred over activities with fewer beneficiaries and larger per household benefit. Generally speaking, the more beneficiaries that can associate the Co-Management Committee with working towards improving the lives of local people, the more will see the conservation goals of the Committee in a favorable light". [and]

"Beneficiaries should have some direct or plausible role in contributing to conservation of the Protected Area. Those directly patrolling or otherwise protecting the Areas should be given the highest priority, but others contributing indirectly may also benefit. But a plausible link between beneficiary and conservation of the Protected Area should be clear." [LDF Guidelines, p. 6]

- *Distinguish between FUG-based and community-based alternative income generation, and focus on the second more than the first:* Those AIG activities that are typically focused on User Group members typically include those that require some sort of demonstration grant or microfinance. These include the common activities of home gardens, cow, beef, pig fattening, poultry or egg production, and a number of other common AIG. Extension of these AIG are generally done only through the User Groups that have been formed directly by the project. Effectively, both the cost of these technologies and the dissemination mechanism through FUG-only reduces their global impact at the landscape level around the PFA. Under the

Inani PFA Project, this type of relatively more expensive AIG support should be provided primarily to community/joint patrol members (as discussed above).

But in addition to FUG-based AIG, there are also alternative income activities that can be extended at a broader scale across the community, and generally cost less money per household beneficiary. Under NSP, an increasing amount of attention has been paid to this sort of AIG opportunity. These include, for AIG, such activities as improved homestead commercial bamboo cultivation, fuelwood production and other agroforestry interventions. They also increasingly include such health and fuel wood related interventions as the improved chula being used at all NSP sites. They can also include a variety of homestead health improvement opportunities. These can be extended throughout the community, without being restricted for economic or technical reasons to the already formed FUG members.

- *With PKSF funds available via existing field level partners, microfinance support should not be included in the Project:* As we have seen above, based on NSP lessons learned, the Inani PFA may concentrate instead on lower cost AIG interventions that reach a larger number of local people rather than the more expensive AIG. However, where microfinance is needed, it can generally be obtained via an MOU with existing field level NGOs, as NSP is doing at its southern sites. In addition to the other reasons for not including microfinance in the Inani PFACM programmatic components, one additional and important one is the counterproductive incentives that microfinance introduces to the implementing NGO. One can be sure that if an implementing NGO is given microfinance, they will tend to pay more attention to building the financial relationship with client groups rather than building more broad-based community relationships.
- *Invest heavily in the diversity of NSP-supported social forestry models in the bordering Reserve Forests of the interface landscape:* When NSP began, the only models of social forestry under consideration for use at NSP pilot sites were those developed under the FSP and earlier social forestry projects. None of those models were designed to support long-term reforestation of target lands, but rather ended at 10 year rotations with clear felling of the target hectare. Under NSP, a variety of conservation oriented social forestry models have been developed, all of which require that at the end of the rotation period, a certain number (~380/hectare) of locally appropriate species are left on the land after final rotation felling. At this point, NSP is experimenting with different models of social forestry that may allow a different benefits formula than the standard one-to-one of the FD's social forestry, under which one family gets one hectare of land.

While development of these models represents a technical step forward for appropriate models for the PFAs, implementation of these models must also be implemented differently than in earlier social forestry. One of the emerging lessons of NSP has been that it has taken longer than expected to ensure that the beneficiaries of social forestry activities are those directly involved in patrolling or protection, or are otherwise critically important stakeholders. If the social forestry beneficiaries are, for example, poor families that have no obligation to or interest in conservation of the core zone, then those social forestry investments will to a good measure have been wasted.

Under the Landscape Development Fund (LDF) of the NSP, important lessons are being learned not only in seeing that social forestry (in the case of LDF, it is in strip plantations on Union Parishad roads) benefits the right people (especially patrollers), but also in testing a different cost model for replication. Under the standard social forestry model implemented by the FD, all costs of social forestry are run through the FD staff, including the labor required to do initial planting. In essence, the land is identified, the FD does the planting, and then hands the Participatory Benefits Sharing Certificate to the household. The process is controlled and managed closely by the FD, with relatively little involvement of stakeholders in the process, except of course during the implementation and later felling period. This model is relatively expensive per unit hectare of social forestry (usually 22,500 Taka per hectare) and in this sense is not replicable across wide areas of Reserve Forest interface zones. Under LDF grants in Nishorgo, CM Committees have submitted a number of social forestry proposals under which 1 ha of plantation under social forestry is estimated to cost only 15,000 taka rather than the usual FD quoted price of 22,500 taka. This is because under the LDF grants, most of the labor per hectare is to be donated by the designated beneficiary. In places where teak or sal coppicing is a possibility, then again the unit price of establishing social forestry could be brought down. Under the Inani PFACM Project, this and other possible approaches for lowering the per unit cost of social forestry need to be employed if the necessarily large number of actors (especially patrollers) required to help conserve the 7,000 hectares are to perceive a long-term benefit.

- *Capitalize on the community-based tourism approaches included in NSP and on the need for day-trips and overnight trips for tourists visiting Cox's Bazar:* NSP has now implemented a host of community based approaches to capturing revenue from ecotourism. These include small B&B type “eco-cottages”, tourism sale stores, eco-guiding by young men and women, elephant rides, sales of NSP specific products (postcards, t-shirts, hats, etc.), and others. One important element of this approach has been the direct involvement of private tour operators (e.g., Guide Tours, Bengal Tours, etc.) in site visits and related activities as advisors and beneficiaries. These public-private partnerships can be particularly helpful at the Inani site as it is near a large number of tourist operators from Cox Bazar. These approaches can be borrowed and applied directly at Inani PFACM, thus avoiding the enormous loss of time faced when deciding which enterprises to introduce for the benefit of local people.
- *Emphasize value chain approach through all enterprise activities:* Under NSP, important lessons have been learned about product design, development and sales for products made locally, whether ecotourism products or handicrafts or even such things as commercial bamboo and stoves. One observation that can be made during the time of implementing NSP is that each partner, whether an NGO or Government institution, seems to be convinced that it has “just the answer” that will generate revenue for the community. Few of the recommendations, however, are examined along the full continuum of production and multiple levels of sale. Based on information gathered from the NSP implementation process, this can be better implemented. Looking closely at incremental increases in value and complexity of product development and sale will save time later and help capture more income for the communities.

- *Target one widely accessible product or product line – preferably commercial bamboo production from homesteads -- for broad-based replication and cooperative development:* One of the usual implications of looking closely at value chain issues is that benefits to cooperative sales and marketing can be gained by communities when a significant number of them build up organized production capacity around a single product line. Under NSP, bamboo production is getting under way at this point in the project, but time will be relatively short in which to both generate production and work with community members to bind together in cooperative sales arrangements to get maximum possible price. This can be done much earlier under the Inani PFACM. It is also wise to focus on one product such as bamboo from the beginning as a strategy for avoiding time lost while the NGO or FD discuss or debate a wide range of opportunities for expansion at the early point in the project.
- *Incorporate benefits sharing opportunities from standard forestry operations:* The now-approved Management Plans for Nishorgo pilot sites make it clear that all forest management operations to be conducted in the PFAs should involve local stakeholders. Where there is thinning to be done to bamboo, rattan or other stands inside the PA, the local stakeholders should benefit. Where there are civil works to be done, the local stakeholders associated with the CM Council should be the beneficiaries. Still other possibilities are present for such benefits. But in practice, local FD staff have historically reserved such benefit streams for local partners with whom they may have worked locally for many years. In fact, the FD’s “people” may often not have any association with the CM Councils people. When the Inani PFACM is implemented, it will be particularly important to let the CM Council know that they have a right to such important benefit streams, and it will also be important to train and orient the local FD staff to see that they inform the Council about such forest management operations prior to their being conducted.

Objective 3: Improve the policy framework and build a constituency to support the overall approach

Much of the critical policy framework for replicating the NSP approach at other sites has already been addressed and need not be replicated in a new project. However, a number of actions will still need to be undertaken in this area. Relevant lessons learned under this Objective include the following.

Lessons Learned under this Objective:

- *Prepare and submit request for approval for entry fee sharing with community from beginning of the Project:* NSP has not yet obtained approval for the retention of entry fee benefits at PFA level, but a great deal of progress has been made in this regard. This request for approval of such entry fees can take place immediately upon official recognition of the CMCs by GO. As and when a Government PCP or DPP is prepared for the FD portion of the Inani PFACM Project, it will be critically important to put specific language in that document allowing the 50% benefits sharing proposal being made in Nishorgo to be included from the beginning at the Inani site.
- *Critical to ensure that the proposed Inani National Park and associated Reserve Forest in the interface landscape (including both Inani and Ukhia Ranges) be*

included under the direct management oversight of the appropriate Wildlife division of the FD. As NSP has progressed, it has been made more difficult by the fact of some confusion between territorial and wildlife divisions. In some cases, the territorial division works in the Reserve forests of the interface landscape, while the wildlife division works only in the core zone. In order for the Inani PFA co-management to succeed, it is critical that the lines of management responsibility be in the hands of ONLY one division of the FD, and that this division has authority not only over the core zone, but also over the reserve forest in the interface landscape.

- *Leave a perimeter of Reserve Forest lands around the edges of the core zone in the process of declaring the Inani National Park. One of the recurrent problems of NSP has been that some of the PAs do not have any nearby Reserve Forest lands on which social forestry can be undertaken and benefits shared with key stakeholders such as those patrollers that need to protect the core. It is critical that a perimeter of these Reserve Forest lands be excluded from the declaration of the Inani PFA so that future beneficiaries can organize social forestry activities on those lands. Such a mapped distinction between Reserve Forest and the double-protected Inani National Park is also important because on the eastern side of the area, and especially in the Ukhia Range, villagers have encroached into the existing RF boundaries not only for agriculture but also for habitation, so the lands are already in some cases unlikely ever to be returned to a core zone of any future National Park.*
- *Develop partnership with the Bangladesh Scouts and other civil society institutions to do nature outings at the site: At Lawachara National Park, young Scouts now come on busy days (Fridays and Saturdays) to assist in educating visitors about how to behave in the Park. This is part of a larger partnership between the Scouts and Nishorgo, under which many mutually beneficial activities are undertaken. At Inani, similar partnerships between the CM Council, the FD and other civil society groups can be fruitfully organized.*
- *Arannayk Foundation itself should work with FD to adapt NSP communication material approaches for the Inani site: NSP has developed a wide range of communication materials for all sites, include trail signs, road signs, annotated hiking brochures, general PFA brochures, informational leaflets, and others. All of these signs can be directly used or adapted for the Inani PFA site at a low per unit cost. It is recommended that reproduction of these items be executed by Arannayk Foundation directly rather than by an implementing NGO for the principal reason that AF may soon be in a position to assist in conservation of another tropical forest PFA, and this skill will again arise and be needed. If the skill has been picked up from NSP by first one NGO and then another, it is likely to be costly to recreate the skill set.*

Objective 4: Build the institutional capacity at FD and with Stakeholders to implement the approach

Lessons Learned under Objective 4:

- *Undertake discussions and/or MOU with FD to ensure as possible that all FD field staff remain at the Project site for the duration of the project: One of the lessons emerging from NSP is that the introduction or replacement of FD field staff (Guards,*

Beat/Range Officers) causes important interruptions to the implementation of the Project. This is because the Nishorgo co-management approach is fundamentally different to this level officer and is in any case a new approach across the Department. The cost of orienting a newly arrived local Officer is not just the time needed to run a relevant course (see list below) but also the time required for him to develop personal relationships with key stakeholders on the CM Council and Committee.

- *Take Advantage of the Pre-Packaged Courses Developed by NSP:* Under the Inani PFACM Project, already-developed and tested NSP courses should be used again. NSP has fully developed orientation courses at field level in the following areas:
 - 3 day orientation course for Range/Beat Officers on co-management and PFA management
 - 2 day course for Forest Guards on co-management and PFA management
 - 6 day course for training of local Eco-Guides (this includes different sub-modules)
 - 5 day course for orientation of Field Organizers, Site Facilitators and technical staff of implementing NGO
 - 3 day course entitled SOAR to facilitate site-level planning for co-management interventions³
 - 3 day course on replication of native forest species (originally designed under Arannayk Foundation grant)
 - Many practical training course materials on: nursery development; pig/goat/cattle rearing; home garden development; etc.
 - 4 “Learning Modules” developed for use of the CM Councils and covering the following topics: management plans; eco-tourism; impact monitoring; and, Landscape development grant fund.

There is no need to redo all these courses, or for any implementing party to redesign them, since they can all be adapted from the NSP archives.

- *Build in costs of stakeholder cross visits to existing co-management sites elsewhere in Bangladesh and West Bengal:* It has been NSP’s experience that cross visits to other areas where versions of co-management are being tested account for an important amount of awareness raising of the limits of power and authority that communities can bring to the PA management process. Under NSP, cross visits were undertaken between NSP sites and also between NSP sites and co-management sites in West Bengal in India. These cross visits were both cost effective and extremely helpful in building social awareness amongst CM Council and Committee members. Under the Inani PFACM, cross visits should be arranged not only with the nearby Teknaf site of NSP, but with other NSP sites, including those in Hobiganj or Moulavibazar and also with West Bengal or perhaps other parts of India or Nepal.

Objective 5: Undertake a program of development of visitor services and infrastructure development

³ SOAR stands for “Stakeholders, Objectives, Activities and Resources”, and represents an approach towards linking these four elements more directly in the planning process.

Lessons Learned under Objective 5:

- *Sequence the construction activities to provide services early on to the first tourists:* As noted above, it is vitally important to develop a medium-term tourism development plan. This said, the Project should allow for nearly immediate installation of certain vital tourism services in key areas, even prior to completion of any medium-term tourism development plan (as suggested above). Such vital and urgent services include toilets, minimal trail improvements, and road sign boards. All of these are essential to providing basic services to initial tourists, who are themselves critical to sending a message to local people that conservation can be good for business, and vice-versa. Early installation of basic infrastructure also assists greatly in communicating to future nature tourists that “something is happening” in the forest.
- *Adhere to the same architectural building and small-size construction guidelines used under NSP:* Under NSP, considerable effort was made to ensure that architectural approaches were consistent with an aesthetic of nature, useful to tourists, and as lasting as might be expected. To this end, designs were executed and vetted for buildings including student dormitory, ACF bungalow, staff barracks, staff quarters, and a Visitor Education Center. In addition, a separate set of guidelines were set out for all other construction to be used in the PAs (signboards, garbage receptacles, milestone markers, toilets, small creek crossing footbridges, sitting areas, etc.). These same vetted guidelines and architectural specifications should be used at the Inani site.

Objective 6: Implement a program of habitat rehabilitation and restoration in the targeted pilot landscapes

Lessons Learned under Objective 6:

- *Ensure that seedlings purchased for habitat restoration activities are available from local nurseries:* Each year, the limited number of FD staff create nursery for production of whatever seedlings they expect to use for the following year’s plantations or restoration. However, it has become evident during NSP that many or most of these seedlings could be provided by local nurseries with proper training and enterprise development support. With a clear idea of the expected plantation work under Inani Project, all these saplings could be produced by trained local nurseries.
- *Ensure plan is developed by technicians at FD for long-term restoration work, and see that local stakeholders under CMC are actively involved in this restoration work:* In the design of the NSP, the costs allocated for habitat restoration are considerably less than they should have been. While steps are being taken in NSP to increase the allocation for those activities, the Inani Project should include more ambitious plans for habitat restoration, no less than double that included in NSP. Full scale habitat restoration work under NSP is getting under way at this point in the project, so it is somewhat premature to identify the exact lessons learned from the process. Generally, the perspective of many field foresters is that any habitat restoration work is to be fully controlled and dictated by them. While core zone restoration will not be intended for the future direct benefit of local stakeholders, it is critical that the CMC and local stakeholders play a role in these restoration efforts, not only in vetting the

primary areas where these activities take place, but also in providing labor as appropriate and providing seedlings from community nurseries. These are all ways in which local stakeholders can benefit.

Objective 7: Provide Management Framework for Supporting this Co-Management Process⁴

Lessons Learned under Objective 7:

- *Allocate senior level staff members in NGO team to support the co-management process in partnership with the ACF and DFO:* During the NSP's first few years, the exact steps to be taken at field level only slowly became evident, since the limits and parameters of co-management – meaning under what terms power would be shared with communities – was only slowly becoming clear. But with the approval of the GO and the Management Plans by the Government, these terms have become much more clear. With these basic parameters set out (and they can be taken for granted even at the beginning of the Inani Project), it is essential to have highly qualified staff to work with the ACF in implementing the co-management process in partnership with the CM Council and Committee. The emphasis for the skill set of this field team for the NGO should be on skills in social mobilization and empowerment at a Government-NGO level. The Site Coordinator of the NGO team should be able to enter into dialogue directly with the level of actors such as the TNO, UP Chairmen, local elites and heads of regional NGO offices. This is not a junior staff member.
- *Generally, the AF would do better to identify an NGO with primary skill set in social mobilization rather than one focusing on livelihoods and alternative incomes.* This distinction in NGOs is not, of course, easy to identify, but general criteria for the selected NGO should have this focus. Generally, one of NSP's relative weakness in the recent past (i.e., once the GO and Management Plan were approved) has been direct work with CM Council members to stimulate them to take advantage of the rights conferred upon them by these Government documents, even as they continue to meet their responsibilities in conserving the PFAs. One of the reason NSP has fallen short in this area is that the field staff of NGOs is often much more focused on livelihood-oriented work and extension than on the more difficult task of encourage a wide diversity of local peoples to take up their rights and exercise them.

Building on NSP's Lessons Learned: Proposal for Co-Management at Inani

Context for Specific Inani Proposal

The Inani Range includes roughly 7,700 hectares and is situated just north of the Teknaf Game Reserve. East of the Inani Range is the Ukhia Range, which also includes an estimated 7,000 hectares. Both Ranges are home to wild Elephants, evidence of which can be easily identified when moving in the forest, as well as other important species.

⁴ In fact, the ECNEC-approved DPP for NSP included only 6 Objectives, but the management support activity may be considered as a 7th objective, as it is in the NSP Work Plans.

As shown in the *map on the next page*, a proposed “*core zone*” from these two Ranges has been identified as a proposed Inani National Park. The remaining Reserve Forest from the two Ranges would become the designated “buffer zone” of the National Park. The total estimated area of the core zone is 7,000, shown in green on the map, although exact figures are not yet available. Presently, the FD has a well-established office at the Ukhia Range staffed by an ACF and other supporting staff. There is also an ACF posted to the Inani Range. The infrastructure (office and dormitories) at the Inani Range are in extremely dilapidated condition.

In the area of the two Ranges, there is relatively little encroachment on the western side near the Bay and more on the eastern side. Most of the forest along the spine of the ridge is not encroached, and the forest cover there, although under heavy pressure for logging and fuel wood, remains one of the most pristine and significant tracts of uninhabited upland forest in the country.

In 2006, the Arannayk Foundation released a Request for Proposals under number AF/PRO-06010 entitled "Conservation of natural forests at Inani, Cox's Bazar". This RFP as described there is to cover 2,000 hectares (the location not yet identified) within the larger Inani Range. The RFP includes a budget of about 200 lakh, or roughly 45 lakh per year. The terms of reference in that RFP call for co-management of the area, forest regeneration, expansion of nature tourism and other supporting activities to address the livelihoods of the poor living in and around the area.

A number of shortcomings exist within the proposed approach. First, and most importantly, the proposed funding is generally too small to effect change over the larger natural forest in the area, and even over the 2000 hectares it is intended to affect. Additionally, and this has proven an issue of concern to some NGOs, the RFP does not make clear the relationship between the bidding NGOs and the Forest Department. One small oversight is that the RFP does not make mention of the efforts, only a few kilometers away, to establish co-management at the Teknaf Game Reserve. These efforts, supported by the FD's Nishorgo Support Project, may be of use in extending or adapting a similar approach in the Inani Range.

Framework for the Proposed Inani PFA Co-Management Project

The general framework for undertaking co-management at Inani is an effort to apply the best elements of the five pilot sites of the Nishorgo Support Project. The lessons learned from that process are summarized briefly in the preceding sections of this proposal. It is assumed that the some portion of the Inani and/or Ukhia Ranges would be formally proposed both for core zone National Park and buffer zone to that proposed National Park.

With this declaration in hand, the Project would support a *five year co-management effort*, with three principal partners: (1) the Forest Department, as custodian of the future Inani PFA; (2) an implementing NGO that would work in support of the Forest Department; and, (3) the relevant Co-Management Councils and Committees designated for the area. It is assumed, although this could be reviewed based on field work completed in the first phases and that a total of three Co-Management Councils would be designated and formed for the area. After field work and field assessment, it may be more appropriate to organize only one or two CM Councils, but this change would not change the total funding level or needs of the Project.

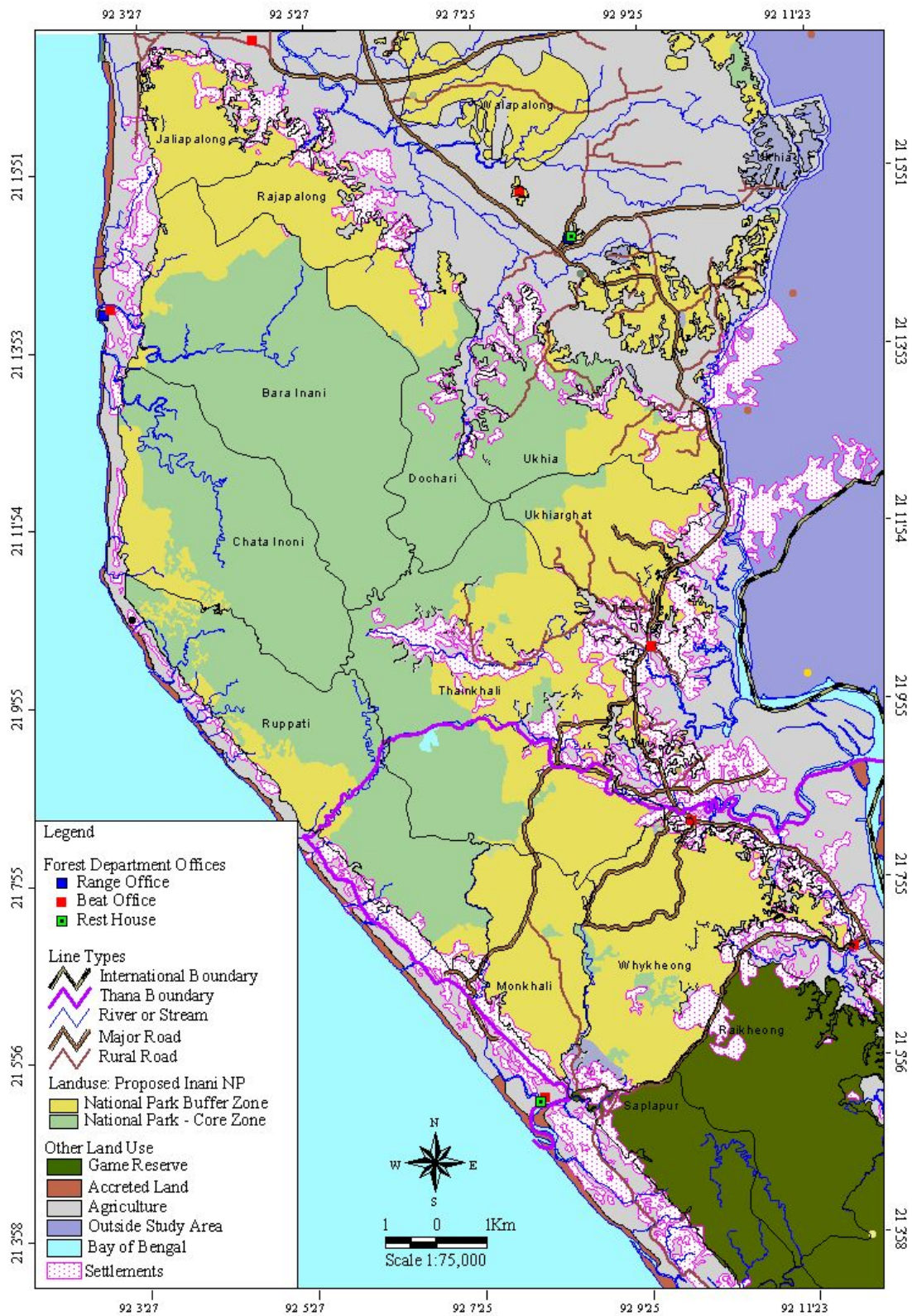


Figure 1: Proposed Core Zone and Buffer of Inani National Park

Roles of Principal Partners in Replicating Co-Management Approach at Inani

Forest Department

The Forest Department would be expected to play the following general roles:

- Guidance, coordination and quality control in the person of the CF/Wildlife and with the leadership of the CCF;
- Coordination at Inani National Park level by a delegated ACF (in Charge of the National Park covering portions of the Inani and Ukhia Ranges) with direct oversight and budgetary authority over decisions at the PA. This ACF is also to be the Member Secretary of all Co-Management Committees formed in the area.
- Oversight and implementation of budgetary expenditures relating to all construction, forest rehabilitation/restoration, and other activities, particularly those taking place inside the PFA.
- Leadership of the technical roles of development of management plans, development of tourism expansion plans, forest restoration activities and related technical roles for which the FD is uniquely qualified.

Supporting Technical Team: NGO

- Overall technical support to the FD at the Dhaka level
- Social mobilization and outreach support to the field level ACF, and CMC Chairman
- Provision of technical and economic support to undertake the following activities:
 - Enterprise identification and value chain analysis
 - Enterprise value chain development, with emphasis on broad-based rural household enterprises in the landscape and the nature tourism sector
 - Scientific studies, including field socio-economic surveys, natural science surveys, and GIS
 - Facilitation of complex social group formation (not just local group formation of low income households)
 - Tourism planning
 - Communication material development
 - Field appraisal development
- Support to provide single Team Leader posted to Cox Bazar for interaction with Other Co-Management Stakeholders: This Team Leaders should be in Cox Bazar so as to have maximum direct interaction with the relevant DFO and with the relevant ACF at Inani. He/she will need to come to Dhaka often, but the model of putting NGO Team Leader for this Project at Dhaka should be avoided.
- The partner NGO may also provide limited technical support to the Dhaka office of the FD/Wildlife Division CF as it supports the technical processes of (1) management plan development; (2) tourism plan development; (3) site appraisal and implications; (4) and, scientific surveys and monitoring work. Such a Dhaka technical support unit, were it to be created, would be best at the FD itself, to allow maximum interaction with the CF/Wildlife.

Most importantly, the NGO should have as its primary target to build up the partner CMCs to take over a direct relationship with the FD at site level by the end of the third year of the Project.

The total life of Project is to be 5 years, but this NGO should work itself out of a job, at least for all field social mobilization work, within 4 years, leaving the FD and the CMC to carry on the work of the conservation and planning of the PFA. This 4 year cut off is selected because it is the time necessary to get the major social and economic changes in place (tourism site development; launching of enterprise areas; major policy changes such as entry fee management; grants program startup for the CMC). Within 4 years of work, the Team Leader should be able to implement this program. The Field Organizers (lowest level NGO organizational staff) would be withdrawn during the 4th year, leaving the more senior staff to work with the CM Committees and Councils until the end of the 4th year.

Co-Management Councils and Committees

CM Councils and Committees are to play the role expected of them in the GOs established under the NSP. The TOR of those CM Councils and Committees are attached for reference in Annex 3, but it is clear there (and in the approved Management Plans) that the Government has given a central role to the CMCs in expecting them to be responsible for conservation of the PFAs with the Forest Department, and also to benefit from conservation of that area.

If the entire core zone of the Inani and Ukhia Ranges is put under this program, then it is likely that there will be a need for three CMCs rather than one.

During the 1st year, the CMC is to be formed and in dialogue with the FD and the implementing field NGO (and of course the AF) but it would not receive funds directly. During this first year, the NGO should be working to build the technical and administrative capacity of the CMC to enable it to later receive grants and manage entry fees and other financial and technical activities.

During the 2nd year, AF should begin a specialized grants program to these CMCs, where the three CMCs are potential recipients of AF grants for work in the landscape focused on livelihood improvements. The NSP model for its "Landscape Development Fund" can be a useful guideline for this "special" category of grants under the AF. At this point, the CMCs will be taking an increasingly important management role along with the FD. They will be overseeing sales of goods; they will take a portion of entry fees; they will provide labor to patrols; they will oversee social forestry site allocation in the buffer zone; they will ensure stakeholder benefit from culling or other forest management practices; they will be monitoring impact.

During the 3rd to 5th years, this AF grant to the CMCs will continue to provide various activities, until such time as the CMCs are on their own footing.

Arannayk Foundation

It is recommended that the AF allocate some resources internally to cover the costs of some of the activities that will need to be replicated for other PFAs in the future, and are thus best not left to the contracted NGO for this Project. The following expertise areas might be included: (1) communication material development, including specifically site brochure development; (2) provision of expertise in area of habitat or ecological restoration, agro forestry or other not specialized expertise areas to the FD; (3) facilitation of linkages and contributions from private sector, specifically linkages with the tourism sector. If the approach were followed to put these expertise areas within AF itself, it would greatly add to streamlining the actors involved in the process, as it would reduce or eliminate the need for a Dhaka technical office of the partner field

implementing NGO. In addition, it would increase the capacity of the AF to provide future support to PFAs in other parts of the country, in the sense that it would be a learning experience in the direct technical areas relevant to PFA management.

Objectives, Activities and Outcomes

Major objectives, principal activities and expected outcomes from the Inani PFA Co-Management Project are shown in Annex 1. This list of Activities and Outcomes represents an attempt to include the lessons learned from the implementation of the NSP over the past four years into a scaling up and replication of the approach at Inani.

Timetable, Major Milestones and Phasing of Work

The priorities and phasing of work follows the lessons learned as noted above. This timetable is evident in the phasing of the budget in Annex 2 although priority activities for each year of the Project are highlighted here.

In the 1st year, priority activities include:

- Proposal to Government for designation and gazetting of the new Inani National Park. This milestone will require
 - Immediate participatory spatial planning to determine and propose those boundaries that should be used for the new PFA
 - This PFA will be carved out of the existing Inani Range and will include along its borders Reserve Forest that can be used for social forestry activities with key stakeholders.
- Initial site surveys and participatory planning with key stakeholder groups, as per the established categories of membership in the CM Council and Committees;
- Baseline “core indicators” established and set
- Proposal to Government for recognition of the identified CM Councils and Committees for the Inani PFA
- Designation of the revised management structure for the Inani PFA by Forest Department
- Selection and allocation of FD staff to support co-management at Inani, including a qualified ACF and DFO to be the principal lead of the process at site level
- Lead by Forest Department of a participatory medium term tourism development plan for the Inani PFA. This will include siting of the minor infrastructural works to be executed at the site.
- Formation of “joint patrols” including both community members identified by the nascent CMCs and members of the newly assigned FD field staff team.
- Completion of base maps including land use as well as physical and administrative descriptors for the full Range. These should be completed using the same IRS data as used under NSP.
- Beginning of community-based outreach and extension of technologies for agroforestry activities including fuel wood production and bamboo cultivation. Work will proceed in this 1st year to begin establishing production cooperatives for bamboo.
- Training programs for field FD staff begun
- At end of year 1, participatory management plan for the new Inani PFA is submitted to the Government by the Forest Department

In the 2nd year, priority activities include:

- Completion of all construction work, including Visitor Center, Students' Dormitory, ACF quarters, etc.
- Communication materials concerning Inani are completed and delivered to site, including road signs, trail signs, informational materials, etc.
- All joint patrol team members have received AIG benefits in return for their protection services. In year 2 or 3, all patrollers should receive a Participatory Benefits Sharing Agreement for some Reserve Forest land on the border of the Inani National Park.
- All CMCs request and receive their first small grant from AF
- Growth of community-based ecotourism is under way, including identification of investors for eco-cottages, trained eco-guides, and identification of sites for stalls/stores for tourists.

In the 3rd year, priority activities include:

- Outreach work of the field NGO team, working with CMCs, should have reached 50% of the target population of the area with at least one sort of livelihood improving activity related to the PA.
- Use of fuel wood saving stoves in the area should pass 3,000 households, and continue to rise.
- Grants from AF to the CMCs increase in size, and the CMCs begin to take on more ambitious and complex technical and administrative activities.
- Field surveys should begin to show that the Inani Range is being protected and that biodiversity is beginning to rebound in the area
- Tourist visitation numbers – and consequently community-tourism revenues – will rise considerably.
- NGO begins disbanding field staff, except Regional Coordinator, Site Coordinator and Site Facilitators to support CMCs

In the 4th year, priority activities include:

- Large scale grant program implemented by the CMCs, including most of the high profile livelihood activities for the area.
- Private partners, particularly from the tourism sector, will begin to inquire about complementary investments in the interface landscape zone of the PFA.
- Support by NGO senior staff to CMCs in improving management of its financial and administrative processes

In the 5th year, priority activities include:

- Continued grants to the CMCs
- Support to CMCs in identifying other sources of revenue for sustainable support to the local community

Cost Elements and Estimated Cost

The total estimated cost of implementing co-management as a means to conservation of the proposed core zone National Park (estimated 7,000 hectares) covering parts of the Inani and

Ukhia Ranges – to be known later as the Inani National Park – is 8 crore 90 lakh Taka. Detailed cost proposal is included in Annex 2.

While this figure may seem high relative to more geographically limited NGO grant activities, it has the unique difference and benefit of providing a comprehensive and long-term means of bring forest that is in a rapid process of loss into a framework for long-term and sustained conservation.

Principal beneficiary groups include those local stakeholders living on the east and west side of the Inani Range as well as the thousands of visitors that would be sure to visit their area to observe nature each year. We do not have estimates right now of the population in these areas other than to suggest that – if population on the east and west of the Teknaf Game Reserve are any indication – then a population figure of some 70,000 people in the immediate interface landscape is not unreasonable.

Financing would be done through three mechanisms to the three different key parties. Recipients of financing from the AF would include:

- The Forest Department for establishment of visitor service infrastructure at the Inani PFA, forest restoration and rehabilitation, and basic facilities to allow the FD staff to work at field level in the Inani area. Estimated budget requirement for the Forest Department is 4 crore 20 lakh Taka.
- One or more NGOs to support social mobilization and livelihood support at the field level and provision of some limited technical support to the FD at Dhaka. Estimated budget requirement for this NGO is 3 crore 29 lakh Taka.
- Co-Management Committees who will be established in the area and who will be strengthened to receive grants directly from AF. These Committees will begin receiving small grants in the 2nd year of the Project, and by the 4th year they will replace the field NGO as the primary conduit for provision of support to key stakeholders in the landscape. Estimated total budget for these CMCs is 1 crore 40 lakh Taka, with most of this coming in the 4th and 5th year of implementation.

A number of other observations can be made about the estimated cost of the Project, and its assumptions:

- Without construction of basic infrastructure in and around the Inani PFA (Visitor Center, Students' Dormitory, toilets, trails, rest areas), it is unlikely that the hopes for generating local revenue from ecotourism can be realized. So as to achieve these infrastructure changes for maximum impact, we have budgeted at the same rate as the construction under NSP.
- Although the NGO should withdraw their Field Organizers early in the 4th year, the Team Leader and Site Coordinator – along with Site Facilitators in the three zones of the PFA -- at the Inani site should remain in place for the 4th year so that they can continue to provide support to the CMCs, particularly as concerns grant implementation.

Annex 1: Objectives, Activities and Expected Outcomes of the Inani Protected Forest Areas Co-Management (PFACM) Project

Objectives of the Project

The PFACM Project is designed to assist in achievement of the primary objective of conservation of biodiversity within the Inani Protected Forest Areas (PFA). This overall objective is to be achieved through support to the Forest Department and to key local and national stakeholders using a collaborative approach to the management of the PFA and the surrounding landscape. The co-management approach to PFA management that will be supported under the PFACM Project will also capitalize upon the linkages and potential synergies between improved natural resource management, good governance, sustainable economic development and poverty alleviation at the local level. The PFACM Project will work to achieve seven separate but closely related objectives in support of this overall objective, as stated below

- #1: Implement a functional model for formalized co-management of the Inani Protected Forest Area (PFA).
- #2: Create alternative income generation opportunities for key local stakeholders associated with the Inani Protected Area.
- #3: Develop policies conducive to improved Inani PFA management and build constituencies to further these policy goals.
- #4: Strengthen the institutional systems and capacity of the Forest Department and key stakeholders so that improvements in co-management under the Project can be made permanent.
- #5: Build or reinforce the infrastructure within the Inani PFA that will enable better management and provision of visitor services at the site.
- #6: Design and implement a program of habitat management and restoration the Inani PFA.
- # 7: Provide management framework for supporting this co-management process

A more detailed review of these Objectives, the activities designed to support them, and their expected outcomes, is included in the following sections.

Objective #1: Develop a functional model for formalized co-management of Inani PFA. A collaborative management model -- or "co-management model" -- for sharing both responsibility and authority for Protected Area management is the central element of the PFACM Project. The Project will provide support to the Forest Department and local stakeholders in the development of this operational model.

In order to achieve Objective #1, the following **activities** will be undertaken:

- A stakeholder analysis and needs assessment will be developed and conducted for Inani.

- A natural resource assessment, baseline and a monitoring system will be developed and implemented for Inani. The baseline will include at least the four core indicators included in the Nishorgo Support Project.
- A socio-economic and institutional assessment will be conducted for the Inani landscape, building upon the socio-economic approach used under Nishorgo.
- Based on preceding activities, a specific application of the co-management model approved under GO at NSP sites will be applied taking into account the ecological relationships and stakeholders activities.
- Co-management Committees/Councils will be created and given specific rights, responsibilities and authority for management of Inani PFA including access to benefits. This will be formalized in a Government Order establishing the relevant Councils/Committees.
- Organization of joint patrols to control exploitative access and use within the PFA may be arranged by co-management committees.
- Introduce and formalize processes that will ensure the trust of local co-management committees as vehicles for conflict resolution, Inani PFA management support and local inter-governmental coordination.
- Boundaries of Inani PFA will be demarcated, and recommended land use within Inani PFA will be proposed.
- Protected Forest Area participatory management plans will be developed for Inani PFA including surrounding landscapes identified based on PRA/RRA reports. Micro-Plans may be developed by following the co-management process within the overall framework of PFA level Participatory management plans. Micro-Plans will be fully vetted with local stakeholders with a view towards incorporating local knowledge, recognizing local priorities and stakeholders concerns, and promoting local understanding, ownership and commitment to the successful implementation of PFACM.
- As part of this Management Plan process, medium term plan will be developed for the management of nature tourism growth
- Elaboration of locally enforceable management procedures with the aim of conserving biodiversity, developing sustainable uses, reducing illegal extraction, discouraging unsustainable practices, and empowering local stakeholders in the protection, conservation and improved management of the Inani PFA.
- Build the capacity of local and national stakeholders to implement co-management through training courses in these areas.
- Apex bodies of low income households in the landscape will be developed to strengthen the voice of the poor in the co-management council and committees.
- An ecological monitoring and project M & E system will be developed and implemented – based on the approach used under NSP -- to provide feedback and information required for adaptive management of PFACM.
- CMCs registered as NGOs in the Upazila office of Social Welfare.

The expected **outcomes** of these activities, along with other activities under the Project, are the following:

- The Inani PFA will operate under a co-management model.
- Local resource users and stakeholders will actively participate and collaborate in Inani PFA management.
- Degradation will be slowed, halted or reversed to the extent feasible, as biodiversity is conserved and the productivity of forest is increased and ecosystem services are protected and enhanced in the Inani PFA.

- Ecological monitoring and M & E system in place and functioning effectively.
- Local co-management councils and committees will be recognized for their transparency, good governance, and used and trusted as a vehicle for conflict resolution and Inani PFA oversight.

Objective #2: Create alternative income generation opportunities for key local stakeholders associated with Inani PFA. In order for pressure on Inani PFA to be reduced, alternative income generating opportunities must be available to key stakeholders. The PFACM Project will help create these opportunities by identifying technologies, product opportunities and ecosystem investment opportunities for those stakeholders. Under the Project, alternative income opportunities will be initially and predominantly targeted to those households directly participating in conservation activities and protection of the PFA.

In order to achieve Objective #2, the following **activities** will be undertaken:

- Identify and increase market development opportunities for micro, small and medium enterprises pursuing clean and sustainable investments in natural products and services linked to Inani PFA. Emphasis of these enterprises will be community-based nature tourism and one other, most likely commercial bamboo.
- Develop participatory benefit sharing agreements (PBSA) which require beneficiaries to take a continued role in conservation of the core zone, using approved models from Social Forestry Rules 2004 and new models being developed under NSP.
- Provide assistance and make available information on improved practices and sustainable use as well as new or improved production technologies to households, user groups and stakeholders in and around the PFAs in conjunction with their roles, responsibilities for PFA management, protection, conservation and associated enterprise development activities.
- Provide demonstration funds to select households and/or communities in and around Inani PFA and identified landscapes in the context and under the terms of co-management agreements.
- Build the capacity of local stakeholders through appropriate training courses.

The expected **outcomes** of these activities, along with other activities under the Project, are the following:

- Income-generating alternatives – consistent with Protected Area conservation – will be developed and extended for use by key Inani PFA stakeholders in target landscapes.
- Degradation in landscapes around Inani PFA will be slowed.
- Livelihood improvement programs will be implemented within landscapes around Inani PFA.
- Local Government of Bangladesh agencies will work to coordinate inputs within the Protected Area landscapes.

Objective #3: Develop policies conducive to improved management of the Inani PFA and build constituencies to further these policy goals. A considerable body of Protected Area legislation and policies already exists. The PFACM Project will provide continued technical advisory services to these policy process and instruments to further enable expansion of the co-management model. Because policies are only effective when they are understood and acted upon, the PFACM Project will work to build constituencies that can coalesce in support of Protected Area objectives.

In order to achieve Objective #3, the following **activities** will be undertaken:

- Develop a strategy for the sustained financing of Inani PFA management, and for the participation of local stakeholders in the financial benefits accruing that improvement management.
- Landscape Development Fund (LDF) will be set up for Inani, with Funds to be targeted to the newly formed CM Councils.
- Develop rules or directives allowing diversion of revenue generated by the activities of PFACM Project to distribution among the stakeholders as a means of ensuring long-term sustainability of the PFA management program.
- Develop and implement a communications strategy for Inani PFA, building upon the communication strategy used successfully under NSP.
- Disseminate, via electronic and printed media, resources concerning the Inani PFA.
- Assist researchers and decision-makers in the preparation of communication materials concerning the Inani PFA
- Design and implement a communications activity targeted to senior and key decision-makers within Bangladesh.
- Ensure that the improvements in and attractions of the Inani PFA are widely communicated in the written press.
- Develop and establish appropriate communication actions for local stakeholders in and around pilot sites.

The expected **outcomes** of these activities, along with other activities under the Project, are the following:

- Local stakeholders have a more active role in the collaborative management of Inani PFA.
- Financing of Inani PFA management will be more secure and sustained.
- Conflict resolution processes will be enhanced, particularly to resolve land tenure and land use conflicts in Inani PFA.
- The private sector will invest in conserving natural forest habitats.
- Stakeholders will receive financial benefits generated from the management of the Inani PFA.
- The number of visitors to pilot Inani PFA will increase significantly soon after implementation of co-management plans and complementary investments.
- The Forest Department and leading researchers and decision-makers will raise the profile of the Inani PFA within the national community of conservationists, donors, and researchers.
- Citizens living in and around target Inani PFA will become active partners in implementation of conservation actions.
- The image of the Forest Department as an active partner of local stakeholders in Inani PFA management will be improved.
- Synergy and coordination between the management of PFAs and forests in the surrounding landscape will be encouraged and enhanced.
- On issues critical to Protected Area management, GOB ministries will collaborate to resolve obstacles.

Objective #4: Strengthen the institutional systems and capacity of the Forest Department and key stakeholders so that improvements in co-management under the Project can be made permanent. In order for Protected Area management improvements introduced under the Project to become part of the operational procedures and fabric of existing institutions, the Project will work to establish key management and financial procedures and priorities, and to strengthen the capacity of the Forest Department's Protected Area management staff, along with key stakeholders at the local level.

In order to achieve Objective #4, the following **activities** will be undertaken:

- Assess the existing and required capacity of the Forest Department and key stakeholders to co-manage Inani PFA.
- Take account of courses already developed under NSP and the capacity assessment already conducted under NSP, develop and implement appropriate training activities for FD and other stakeholders involved in Inani PFA management.
- Develop the detailed understanding of the economic costs and benefits of Inani PFA
- Identify and implement strategies for ensuring the long-term sustained financing of Inani PFA.
- Develop a prioritized applied research agenda for the Inani PFA, and assist researchers in addressing these priorities.
- Build professional and communication networks between Inani PFA stakeholders and counterparts at other PFA co-managed sites in Bangladesh and South Asia.
- Develop a strategy for phasing out Project support.

The expected **outcomes** of these activities, along with other activities under the Project, are the following:

- The quality of management of Inani PFA will improve, in particular via the enhanced capability of Forest Department Protected Area staff.
- FD staff and other stakeholders fully engaged, professionally trained and motivated to carry out key, essential tasks related to the improved and collaborative management of Inani PFA.
- The Wildlife Management & Nature Conservation Circle will project a clear mandate and operational independence for management of the Inani PFA as well as its interface landscape, and the Reserve Forests within that landscape.
- A basic economic understanding of the costs and benefits of protecting natural areas will be generated and used in public policy decisions.
- Local participants in co-management agreements for Inani PFA will capture a portion of the financial and economic benefits derived from the Inani PFA.
- Additional resources will be identified to further the goals of Protected Area management at Inani.
- An increasing number of researchers -- from Bangladesh and around the world -- will conduct research within the Inani PFA network, generating in the process lessons learned for Protected Area managers
- Clearly established environmental and social indicators will make it possible to establish whether the Project has been successful in achieving its objectives, and which objectives should be reformulated.

Objective #5: Build or reinforce the infrastructure within Inani PFA that will enable better management and provision of visitor services at co-managed sites. Inani PFA must have the infrastructure within them to enable visits to nature by Bangladeshi citizens. In order to provide scientific and management support at the Inani PFA, the Forest Department has a critical need for basic upgrade or installation of infrastructure and services. The PFACM Project is designed to provide this infrastructure and services for the service of the Inani PFA.

In order to achieve Objective #5, the following **activities** will be undertaken:

- Establish living quarters for Assistant Conservators of Forests (ACF) as Protected Area manager at the Inani PFA.
- Construct/refurbish living quarters for two additional staff positions in Inani PFA.
- Update land use and forest cover maps for Inani PFA.
- Rehabilitate/refurbish Protected Area offices in Inani PFA.
- Establish Visitor Education Centers for Inani PFA.
- Review the existing networks of forest roads and trails, and adopt improved management practices to reduce erosion, control use, and minimize the negative environmental and ecological impacts of such roads and access routes.
- Develop and mark walking trails and rest places/picnic facilities in identified eco-tourism zone in each of the Inani PFA.
- Improve the mobility of FD staff members at the Inani PFA.
- Obtain office and field equipment (including maintenance of existing walky talky or mobile phone system) for PFA managers at Inani PFA.
- Obtain signs and markers for boundary demarcation (including vegetative fencing), and visitor information, for Inani PFA.

The expected **outcomes** of these activities, along with other activities under the Project, are the following:

- The Inani PFA will have the capability of receiving -- on a sustainable basis -- considerably increased numbers of visitors.
- Inani PFA managers will have the material resources necessary to do their jobs effectively.
- Updated maps will exist for the Inani PFA.
- Forest road and trail network in and around Inani will be better maintained, less damaging environmentally and used and maintained in a manner that contributes to the realization of the PFA management objectives.
- Visits to Inani PFA will conform to management plan prescriptions for land use and carrying capacity.
- The quality of nature visits to Inani PFA will increase.

Objective #6: Design and implement a program of habitat management and restoration for Inani PFA. The Inani PFA has seen considerable loss of trees and habitat quality in the past two decades. The PFACM Project will work to develop and implement sound ecological strategies for ensuring that forests are restored using international best practices.

In order to achieve Objective #6, the following **activities** will be undertaken:

- Reviews will be undertaken of the species and habitats that existed in the Inani PFA in previous periods.
- On the basis of past and present use and ecological conditions, a strategy will be elaborated for ensuring ecological restoration and/or rehabilitation of the Inani PFA.
- Target species will be propagated, along with accompanying species, in a manner consistent with a restoration/rehabilitation plan and the broader, comprehensive co-management model and landscape approach to PFA management.
- Specific PFA management activities will be identified and implemented to reduce pressures and actions contributing to forest land encroachment, habitat loss, illegal extraction and other forms of degradation.
- Enrichment plantings will be undertaken and financed, with co-management partners.
- Replanting of framework species will be undertaken.
- Natural regeneration of indigenous species will be encouraged, and the proportion of exotic species not suitable for wildlife will gradually be reduced by following subsidiary silvicultural operations.
- Appropriate linkages will be established with other relevant FD projects, including the Nishorgo Support Project (NSP).
- Subsidiary silvicultural operations including thinning, pruning and cleaning may be carried out and produce shared with local communities wherever possible.
- Cost effective interventions will be identified and implemented that contribute to the restoration and rehabilitation of the PFA and surrounding landscape while simultaneously providing economic incentives and reinforcing the empowerment of local stakeholders to gain and benefit from these restoration and rehabilitation interventions.
- Existing small water bodies will be maintained and rehabilitated wherever necessary for assisting natural regeneration and use of wildlife and local communities.

The expected outcome of these activities, along with other activities under the Project, is the following:

- A clearly articulated and sound strategy for restoration of the Inani PFA will be completed and communicated to national and international audiences.
- Conditions will be set allowing for restoration and rehabilitation actions to be undertaken.
- Cost effective restoration and rehabilitation activities will be carried out in a manner that benefits and empowers local stakeholders.
- Key habitats will begin to be restored and rehabilitated.

Objective # 7: Provide management framework for supporting this co-management process. Management support teams and actions will be put in place to ensure achievement of the previous six objectives.

In order to achieve Objective #7, the following **activities** will be undertaken:

- Social mobilization support team will be established in and around the Inani PFA site, and will include staff of a selected NGO. Team Leader and Regional Coordinator and other field staff of this NGO will reside in or near the site.
- Technical support activities may be provided by a technical team in Dhaka, composed of NGO staff that report directly to the CF/Wildlife.
- The core zone and Reserve Forest in the interface landscape of the Inani PFA will be transferred to the management oversight of the Wildlife Division

- The Forest Department will establish a Project support team

Annex 2: Budget for 4-Year Inani PFACM Project

Annex 3: Government Order (GO) in English translation Establishing Co-Management Councils and Committees under Nishorgo Support Project

Bangladesh Gazette, August 10, 2006

No. pabama/parisha-4/nishorgo-64/(part-4)/112—According to the proposition of Nishorgo Support Project and in order to ensure active participation in participatory co-management by the stakeholders in and around the Protected Areas within the purview of the project, i.e. Lawachara National Park, Rema Kalenga Wildlife Sanctuary, Satchari National Park, Chunati Wildlife Sanctuary (Chunati Range Area), Chunati Wildlife Sanctuary (Jaldi Range Area), Teknaf Game Reserve (Teknaf Range Area), Teknaf Game Reserve (Whykheong Range Area) & Teknaf Game Reserve (Shilkhali Range Area), 8 (eight) Co-management Councils are hereby formed with representation from civil society, local government, local residents, and other government agencies as per the following structure:

Co-management Council

- (a) Civil Society
 - Honorable Member of the Parliament- Advisor
 - Pourashava Chairman (If present)
 - UP Chairman and members (with at least 1 woman member) from UPs around the PA - 13
 - Local elite, teacher, physician, social worker, newsman, religious leader, freedom fighter - 6-8
- (b) Local Administration
 - UNO - 1
 - ACF/Range Officer - 1
 - Representative from Law Enforcing agencies - 1
(Police, BDR, Ansar & VDP)
- (c) Local Residents
 - Resource user Group representatives - 9
(poor stakeholders who are dependant on forest resources)
 - Resource Owning Group - 6
(owners of brickfields, saw-mills, wood and furniture business owners)
 - Ethnic minority Group representative - 3
 - Local youth representative - 2
 - Representative of major stakeholder groups - 1
 - Representatives from Local NGO/publicly established organizations - 2-4
 - Representatives from other organizations - 4-6
 - Directorate of Agricultural Extension
 - Directorate of Animal Husbandry
 - Directorate of Fisheries
 - Directorate of Local Governance
 - Directorate of Health & Family Planning
 - Directorate of Social Welfare

Directorate of Youth Development
Bangladesh Rural Development Board (BRDB)

UNO and the respective ACF/Range Officer will act as the Chairman and Member-Secretary of the Co-management Council. The Co-management Committee will consist of no more than 55 members. At least 10 of the members will be women. The members of the co-management council will be elected for 4 years. New council will be formed every 4 years through Annual General Meeting. However, representatives from local government and government institutions will remain as ex-officio members of the committee.

Co-management Committee

Co-management Committee, consisting of minimum 15 and maximum 19 persons, will be formed amongst the members of the Co-management Council according to the following structure:

UNO	- Advisor (ex-officio)	
ACF/Range Officer	- Member-Secretary (ex-officio)	
Local Government representative (one being woman)		- 3-4
Representative from Civil Society	- 2-3	
Representative from Resource User Groups	- 2	
Local youth representative	- 1	
Representative of Resource Owning Group	- 2	
Representative from ethnic minority groups	- 2	
Representative from Law Enforcing Agencies	- 1	
Representative from other Government institutions	- 2	
Representative from NGOs	- 1	

Members of the Co-management Committees will be elected by the members of the respective groups in the Co-management Council. Except for the Member-Secretary and the representative from law enforcing agencies, all members will be elected for 2 years tenure. No person can be a member for more than two consecutive terms. The members of the Co-management Committee will elect one President, one Vice-President and one Treasurer amongst themselves. ACF/Range Officer in charge of the Protected Area will be ex-officio Member-Secretary of the Committee. The account of the Committee will be operated with the joint signature of the Member-secretary and the Treasurer. Co-management Committee will have its own office. An accountant cum administrative officer will be on duty at the office at all times. The said officer will maintain financial and other records of the committee. The financial bookkeeping will be audited on a yearly basis by institution/organization as directed by the advisor. The administrative officer will be responsible to the Member-secretary for all his activities. His salary will be bourn by the committee from its own fund. The President will chair the meetings of the committee and the Member-secretary will convene the meeting as well as perform secretarial responsibilities.

2. The job responsibilities of the Co-management Council and the Co-management Committee will be as follows:

Job responsibilities of Co-management Council

- (1) Co-management Council will convene an annual general meeting and at least one meeting in addition to the annual general meeting;
- (2) Will provide pertinent suggestions to the Divisional Forest Officer on any modification, addition or correction after reviewing the annual work-plan of the protected area;

- (3) Will take collective decisions on activities that have adverse effect on areas in and around the Protected Area;
- (4) Will provide required guidance to the Co-management Committee on Protected Area management;
- (5) Will develop policies for distribution of goods and services gained from Protected Area among the stakeholders and also oversee such distribution among the stakeholders by the Co-management Committee;
- (6) Will provide required approval to the Protected Area Annual Work Plan developed by the Co-management Committee;
- (7) Will play effective role in quelling any conflict that arises among the members of the Co-management Committee from time to time.

Job responsibilities of Co-management Committee

- (1) Co-management Committee will act as the executive body of the Council and will be accountable to the Co-management council for all their activities;
- (2) Will liaise with FD officials responsible for management of the Protected Area on local stakeholders' participation;
- (3) Will distribute the proceeds from goods and services from the Protected Area among the groups or teams linked with management activities according to the guideline developed by the Council;
- (4) Will support Forest Department in employing labor from groups/teams linked with Protected Area management in development activities undertaken by Nishorgo Support Project for Protected Area Management;
- (5) Will develop and submit project proposals requesting funds for development of the Protected Area and landscape zone;
- (6) Will develop work plan for expenditure of fund collected locally through Protected Area management and will ensure spending upon approval from respective Divisional Forest Officer;
- (7) Will maintain proper accounts of all local collection and expenditure from Protected Area Management. All accounts needs to be audited by institution/organization as directed by the Advisor;
- (8) Will take required steps, upon approval from the Divisional Forest Officer, to initiate patrols for maintenance of Protected Area resources;
- (9) Will play supportive role in containing any conflict arising between local stakeholders and Forest Department or any other government/non-government organizations.

3. This order will be effective immediately.