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EVALUATION

Performance Evaluation of the Integrated Protected Areas Co-management (IPAC) Project: Democracy and Governance components

September 2013

This publication was produced at the request of the United States Agency for International Development. It was prepared independently by Catherine Mackenzie, Luca Etter, and AJM Ifjalul Haque Chowdhury of Social Impact, Inc and Saiful Islam of Research, Training, and Management International (RTM)

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PERFORMANCE EVALUATION OF THE INTEGRATED PROTECTED AREAS CO- MANAGEMENT (IPAC) PROJECT: Democracy and Governance Components

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ACRONYMS AND GLOSSARY

AIG(A)	Alternative Income Generation (Activities)
BELA	Bangladesh Environmental Lawyers Association
BFRI	Bangladesh Forest Research Institute
C&O	Communication and Outreach
CBD	Convention on Biological Diversity
CCF	Chief Conservator of Forests
CM	Co-management
CMC	Co-management Committee (also Co-management Council)
CMO	Co-management Organization (generic term covering CMC, RMO, UCC)
CNRS	Centre for Natural Resource Studies
CODEC	Community Development Centre
CONIC	Community Owned Nature Interpretation Center
CoP	Chief of Party
CPG	Community Patrol Group
CREL	Climate Resilient Ecosystems and Livelihoods (USAID project 2013-2017)
CSR	Corporate Social Responsibility
CWBMP	Coastal and Wetland Biodiversity Management Project (UNDP project)
DFID	Department for International Development, (UK)
DFO	Divisional Forest Officer (Forest Department)
DFO	District Fisheries Officer (Fisheries Department)
DG	Democracy and Governance
DoE	Department of Environment
DoF	Department of Fisheries
DPA	Development Project Assistance
DPP	Development Project Proforma (GoB aid management modality)
ECA	Ecologically Critical Area (protected area under DoE authority)
ECAMU	ECA Management Unit
FD	Forest Department
FDTC	Forest Development and Training Centre (Kaptai)
FFP	Fourth Fisheries Project
FGD	Focus Group Discussion
FRMP	Forest Resource Management Project
FRUG	Forest Resource Users Group
FRUG	Federation of Resource Users Groups
FSMP	Forestry Sector Master Plan
FSP	Forestry Sector Project
FTA	Fisheries Training Academy
FUG	Forest Users Group
GEF	Global Environment Facility
GIS	Geographic Information System
GIZ	German International Co-operation
GO	Government Order
GoB	Government of Bangladesh

GPS	Geographic Positioning System
IPAC	Integrated Protected Areas Co-management
IPT	Interactive Popular Theater
IR	Intermediate Result
IRG	International Resources Group (IPAC contractor)
IRMP	Integrated Resources Management Plan (for Sundarbans, 2010)
IUCN	The World Conservation Union (formerly, International Union for the Conservation of Nature and Natural Resources)
KAP	Knowledge, Attitudes, Perceptions
KI	Key Informant
KII	Key Informant Interview
LCG	Local Consultative Group
LDF	Landscape Development Fund
M&E	Monitoring and Evaluation
MACH	Managing Aquatic Systems through Community Husbandry, USAID
MoEF	Ministry of Environment and Forests
MoF	Ministry of Finance
MoFL	Ministry of Fisheries and Livestock
MoL	Ministry of Land
MoU	Memorandum of Understanding
NBSAP	National Biodiversity Strategy and Action Plan
NEMAP	National Environmental Management Action Plan
NGOs	Non-Governmental Organizations
NNSAP	Nishorgo Network Strategy and Action Plan (2011)
NP	Nishorgo Program, Forest Department
NRM	Natural resources management
NS	Nishorgo Shahayak (local volunteer facilitator)
NSP	Nishorgo Support Project (USAID project 2000-08)
NTFP	Non-Timber Forest Products
PA	Protected Area
PACM	Protected Area Co-management
PD	Project Director
PMARA	Performance Monitoring and Applied Research Assistant
PMP	Performance Monitoring Plan
PPP	Public Private Partnership
PRA	Participatory Rural Appraisal
RDRS	Rangpur Dinajpur Rural Services (national NGO)
REDD+	Reduced Emissions from Deforestation and Forest Degradation (a forest-based climate change mitigation instrument, under UNFCCC)
RFTOP	Request for Task Order Proposals (USAID project tender document)
RMO	Resource Management Organization (under DoF)
RPA	Reimbursable Project Aid (USAID funding modality)
RUG	Resource Users Group
SBCP	Sundarbans Biodiversity Conservation Project (ADB project)
SEALS	Sundarbans Environment and Livelihood Support (EU project, 2009-2014)
SEMP	Sustainable Environment Management Program

SMEs	Small and medium enterprise
SOW	Scope of work
TA	Technical Assistance
UCC	Union Conservation Committee (relating to ECAs)
UNDP	United Nations Development Programme
UNO	Upazila Nirbahi Officer (Chief administrator of sub-district Upazila)
USAID	United States Agency for International Development
USG	United States Government
VCF	Village Conservation Forum
VCG	Village Conservation Group (village level organization in ECA)
<i>Beel</i>	Permanent oxbow lake within larger more seasonal wetland
<i>Haor</i>	An extensive seasonally flooded saucer-shaped depression
<i>Jalmohal</i>	A public water body where traditionally fishing rights have been leased out
<i>Khas</i>	Public land
<i>Monipuri</i>	An ethnic minority group of people
<i>Parishad</i>	A council (Union Parishads are the grass-roots level of elected local government in Bangladesh, comprising of an elected council)
<i>Upazila</i>	Sub-district in Bangladesh local government

EXECUTIVE SUMMARY

THE DEVELOPMENT PROBLEM AND USAID'S RESPONSE

Integrated Protected Areas Co-management (IPAC) Project was a five-year (2008–13), \$12.78 million project in the environment sector of Bangladesh, building directly on two USAID-funded predecessor projects: Nishorgo Support Project (NSP; 2000–08) and Managing Aquatic Systems through Community Husbandry (MACH; 1998–2008). Together, these projects responded to a suite of governance problems underlying the critical state of Bangladesh's environment by focusing on protected areas (PAs) and promoting improved biodiversity conservation through “co-management” (CM), a multi-stakeholder participatory approach designed to improve conservation outcomes by giving local communities a central role in the conservation and management of natural resources.

IPAC's objectives were to help the Government of Bangladesh's (GoB) Forest Department (FD), Department of Fisheries (DoF), Department of Environment (DoE), and local stakeholders develop a coherent national strategy for Protected Area Co-management (PACM). This strategy sought to integrate wetlands, forests, and ecologically critical areas into a single system, while further strengthening the legislative and financial foundations of the system, building institutional capacity at the local and central levels, and expanding the system of co-managed protected areas on the ground.

EVALUATION PURPOSE, METHODOLOGY, AND LIMITATIONS

This final performance evaluation of IPAC focuses exclusively on the democracy and governance (DG) components of the project and assesses the effectiveness of these components in achieving the project's objectives.

The evaluation is structured around ten evaluation questions and six DG project indicators relating to the enabling policy and legal framework; community participation and local organizations; capacity building; and communication and outreach. Additional evaluation questions addressed cross-cutting themes of gender and youth engagement; project coordination with stakeholders; project contributions to environmental governance; best practices; sustainable interventions; and project management.

Data collection involved a review of project documents and supporting literature, semi-structured interviews with a wide range of stakeholders (from beneficiaries to Ministry staff), and visits to eight of the 25 protected areas in three of the project's five geographic clusters. Political disturbances made field work difficult to schedule, and it was not possible to interview all key stakeholders or make all planned field site visits.

MAIN FINDINGS, CONCLUSIONS, AND LESSONS LEARNED

Overall, IPAC has been a well-managed project that has done some high quality and well-documented work, met most of its DG targets, and contributed to its overall objectives in a very challenging context. IPAC can be particularly credited with what one observer called an “unprecedented level of coordination” with the three departments, helping them break out of their management silos and work together on biodiversity conservation issues. A national

strategy and action plan for the PA system was developed and approved by the three departments. Many elements of the legal framework needed for PACM are now in place or in well-advanced preparation. Many stakeholders at all levels have received training on a variety of relevant topics. The co-managed PA system has now reached 25 sites involving 55 co-management organizations (CMOs) and nearly 1,000 participating village groups.

While IPAC coordinated well with the three departments, the departments did not work as well with each other. The Nishorgo Network Strategy and Action Plan (NNSAP), as the integrated national strategy is known, was developed primarily by IPAC staff and signed off on by the GoB partners and does not yet shape their individual or collective thinking and action regarding conservation and PA management. A national level conservation body proposed in the strategy does not yet exist. While many elements of the legal framework are in place, overall it remains somewhat fragmented, and some key provisions remain in draft or under relatively weak instruments. Implementation remains incomplete. For forested PAs, the co-management model remains highly “protectionist,” in that villagers have no access to any of the resources. IPAC staff have been very aware of the relevant issues and made many appropriate interventions, but progress has been slow, reflecting the challenging nature of this work.

Capacity building focused mainly on government partners and training events and was not well linked to the tasks of PACM, particularly in the area of governance. At the community level, capacity building focused on specific alternative income generation activities (AIG), neglecting, for the most part, the empowerment of local resource users. The three departments have not yet adequately incorporated CM-related capacity building into their staff training.

Communication and outreach similarly focused on national level stakeholders (and PA visitors) to create an informed constituency for conservation. Field-level staff received little training.

Most CMOs are dominated by government and elite stakeholders. The inclusion of powerful actors in different CMO bodies was an explicit design choice by IPAC that might, however, limit the voice of resource users. Those CMO representatives from among the resource users who met with the evaluation team appeared to act primarily in an NGO-like fashion to manage small funds for AIGs, and their role in planning and implementing PA co-management was constrained by a lack of funds, strategic vision, and practical consensus-based plans. In short, it is not entirely clear whether most IPAC CMOs have a sufficient *raison d'être* in order to be sustainable and actively protect Bangladesh's PAs once donor support ends.

On average, village-level organizations involved fewer than half of PA landscape households, and in forested PAs, they appeared to have little real purpose or incentive to participate in PACM, bringing their sustainability into question. A small proportion of members received some modest AIG support through IPAC, but such activities have not compensated for lost incomes, and most beneficiaries were continuing to use PAs more or less as unsustainably as before. The interests of poor resource users do not appear to be formulated or communicated to the CMOs. Co-management of wetland PAs, however, appears to have been successful in restoring stocks of native fish species and increasing fishing catches and incomes, precisely because the groups were able to actively manage resources. Although there were some good gender analyses at the site level, the participation of women varied a lot. In one or two groups visited, women's participation was quite good, but in several sites there was no women's participation at all, and project staff admitted that women's participation had generally not been satisfactory. The reported impact of the community patrol groups in reducing illegal activities in PAs was

hard to verify, but patrols are voluntary and are therefore unlikely to be effective and sustainable without compensation commensurate to time spent. The actual management of PAs did not appear to have improved significantly.

Most of the problems described above stem from the rapid scaling-up undertaken by IPAC (from eight to 25 sites), which meant that staff numbers in each site were reduced and that management became over-centralized, more output/task-focused, and less quality-focused. Similarly, policy work generated well-written documents, but GoB commitment to PACM appears uncertain.

The project's monitoring system has not been particularly useful in assessing the project's progress towards its overall objectives. Particularly, the use of output indicators has failed to capture important outcomes and impacts.

MAIN RECOMMENDATIONS

The evaluation team recommends that work on these governance aspects of PA co-management should continue. Key recommendations (variously addressed to GoB, USAID, other donors' and country staff) are:

Regarding policy and legislation:

- Revise the NNSAP in a broader GoB forum to ensure real ownership (GoB);
- Establish the permanent national-level steering committee for PACM (GoB);
- Include provisions for community access to and active co-management of PA resources in policy and legislation (GoB);
- Mobilize the donor Local Consultative Group (LCG) on Environment to support GoB exploration of issues of broader environmental governance (USAID);
- Develop a practical landscape-based planning framework for Ecologically Critical Areas (ECAs) (GoB); and
- Ensure full implementation of existing regulations (and rule of law) (GoB).

Regarding participation, local co-management organizations, and PACM:

- Conduct an audit to assess the status of existing village-level groups (projects);
- Develop a more objective method for assessing the capacity and functioning of CMOs (projects);
- Pilot the planning and implementation of sustainable co-management of natural resources by community groups in and around PAs (projects, GoB);
- Recruit a gender coordinator and develop local strategies for engaging women and youth (projects);
- Increase the number and size of PA endowments to support the functioning of CMOs, wholly or in part through Public Private Partnerships (GoB; projects);
- Ensure full participation of local government officers in PACM activities (GoB); and
- Continue to support the meetings of the Nishorgo Network of regional and national CMOs (USAID, projects).

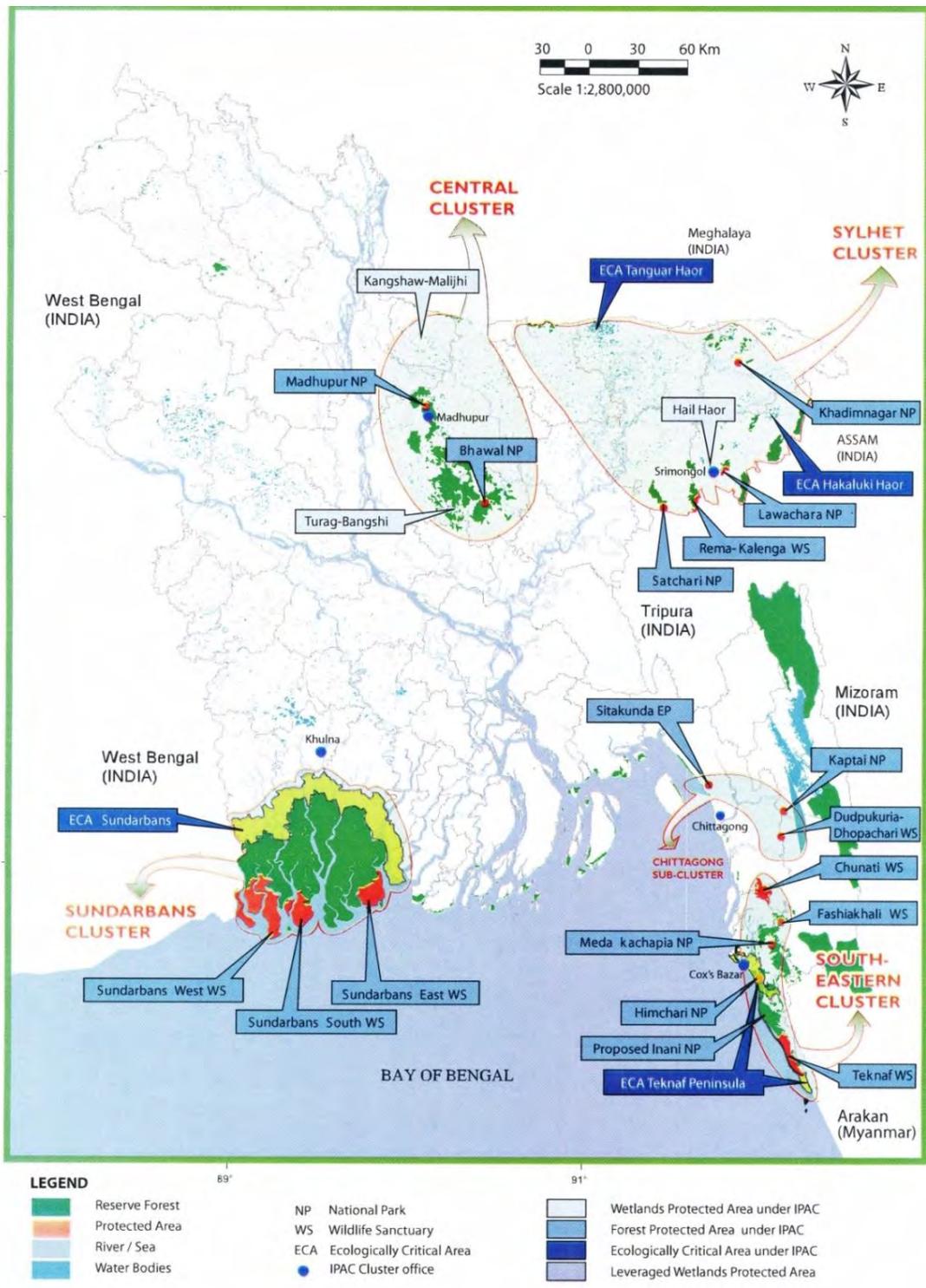
Regarding capacity building, communication, and outreach (C&O):

- Provide improved training and on-going support/coaching for CMOs and the Nishorgo Network (projects);
- Provide empowerment and organizational strengthening training for village organizations (projects);
- Provide training in the sustainable management and utilization of local PA resources and training for governance, participation, and gender for field staff (projects); and
- Develop a C&O campaign for PA landscape households (projects).

To avoid the scaling-up problems of IPAC, the site-based work should be approached on a pilot basis in a few sites with a focus on quality and getting processes right.

Finally, the design of projects engaged in PACM should be passed under a governance lens so the outcomes and interventions needed to achieve them are better understood. Project monitoring systems should be better designed to capture progress towards the overall objectives, employing fewer output indicators and more outcome and impact indicators.

Figure 1: IPAC's Clusters and Protected Areas



I. INTRODUCTION

Bangladesh is the largest deltaic region in the world with most of the country occupying the confluences and distributaries of three large Himalayan rivers, the Padma (Ganges), Jamuna (Brahmaputra) and Megna. Over 90 percent of the land area of this tropical country is situated less than 150 meters above mean sea level, and during the rainy season vast areas between these rivers flood for two to five months. The floodplains are fringed on the north and east by the Himalayan foothills of India and in the southeast, bordering Myanmar, by the Chittagong Hills; yet, the highest elevation in Bangladesh is still only 1,230 meters above mean sea level.

As a result, Bangladesh has a diversity of different wetland and forest habitats. Wetlands include not only these huge rivers but their adjacent basins with natural depressions filled with various types of freshwater lakes and marshes; these bodies of water are also fed by the Himalayan rivers and numerous small streams. There are also coastal estuaries and man-made wetlands such as water storage reservoirs, fish ponds, and flooded cultivated fields. Nearly the entire floodplain of Bangladesh was once heavily forested. These forests included the Sundarbans, the largest mangrove forest in the world, designated a United Nations Education, Scientific, and Cultural Organization World Heritage Site since 1998. Tropical evergreen and semi-evergreen forests were found in the hill areas of Cox's Bazar, Chittagong, and Sylhet, and tropical moist deciduous sal forests were found in Bangladesh's central and northern districts. In addition, village forests and home gardens have been planted extensively throughout the country.

Bangladesh is also one of the most densely populated countries in the world. Its land area of 130,168 square kilometers has an estimated population of 161 million people, creating an average density of 1,237 people per square kilometer. About 85 percent of the population lives in rural areas. Half of rural households are landless and is largely dependent on natural resources. Despite Bangladesh's recent economic growth and aspiring middle income status, 20 percent of people remain chronically poor. These factors set the scene for the particular development problems in Bangladesh to which the United States Agency for International Development (USAID) has responded through the present project, Integrated Protected Areas Co-management Project (IPAC).

2. THE DEVELOPMENT PROBLEM AND USAID'S RESPONSE

Bangladesh's environment is in a critical state. Its once extensive forests are now reduced to only 1.4 million hectares (ha) or about 10 percent of total land area.¹ Biodiversity has been decimated by the loss of natural habitats and over-exploitation. Legally protected areas (PAs)

¹ Food and Agriculture Organization (2010). Global Forest Resources Assessment 2010. Country Study: Bangladesh. FRA2010/017. Rome.

cover only 1.4 percent of the land area – the lowest proportion of any country in the world.² There are high levels of pollution of water, soil, and air. The results are the drastic loss of economically important natural resources and environmental goods and services, the perpetuation and indeed entrenchment of poverty, and the increasing vulnerability of the population to climate change and natural disasters.

The Government of Bangladesh (GoB) has made efforts to improve this situation and has received help from other governments' aid organizations, international agencies, and NGOs. In 1998, the United States Government (USG), through USAID, funded the Managing Aquatic Systems through Community Husbandry (MACH) project for wetland ecosystems, and in 2000, funded the Nishorgo Support Project (NSP), which focused on forested areas. Both projects ended in 2008. USG then funded the five-year Integrated Protected Areas Co-management Project (IPAC) project (2008-13), working in both wetland and forest management and conservation. A fourth project in this sector, the Climate Resilient Ecosystems and Livelihoods (CREL) project (2013-2017), has just begun.

USAID's response through these projects has been to focus on the management of protected areas and biodiversity and to promote improved environmental governance through co-management (CM); a multi-stakeholder participatory approach designed to give local communities a central role in the conservation and management of natural resources; to increase the transparency and responsiveness of government decision-making; and to enable poor resource-dependent people to benefit from conservation. NSP, MACH, and other projects began to create an enabling environment for the CM of forest and wetland PAs and developed and tested governance structures and processes at the local level through practical CM initiatives in national parks and wildlife and fish sanctuaries. IPAC's mission was to build on these projects and help stakeholders develop a coherent national strategy for PA co-management (PACM) to continue to develop the necessary institutional capacity at the local and central levels, further strengthen the legislative and financial foundations of these efforts, continue support to the eight forest and wetland PAs established under NSP and MACH, and expand the total area and number of sites under practical CM. As expressed in the evaluation scope of work (SOW), the development hypothesis underlying IPAC was that improved environmental governance is essential to progress and to the long-term sustainability of natural resource management and national development, and that USAID resources were needed to complement those of the GoB.

2.1 IPAC: RESULTS FRAMEWORK AND APPROACH TO IMPLEMENTATION

The IPAC Request for Task Order Proposals (RFTOP) set out a hierarchy of goals, objectives, and outcomes from expected results. The strategic goal of IPAC was to scale up natural resource co-management at the policy and operational levels by achieving recognition, acceptance, and integration of this approach by the GoB into its management tactics. The overall goal as stated in the RFTOP was "institutionalizing an integrated protected area co-management system through responsible and equitable economic growth and good

² JK Choudhury and MAA Hossain (2011). "Bangladesh Forestry Outlook Study: Asia-Pacific Forestry Sector Outlook Study II" (Working Paper No. APFSOS II/ W/P/ 2011/ 33).

environmental governance.” The objective was to “contribute to the sustainable co-management of natural resources and to enhance biodiversity conservation in targeted forest and wetland protected area landscapes.”

The IPAC results framework, as shown in Annex I, consisted of three components and five intermediate results (IRs) or objectives:

1. Development of a coherent integrated protected areas co-management strategy:
 - IR 1 Developed sustainable natural resources sector;
 - IR 2 Developed protected area strategy.
2. Building stakeholder and institutional capacity:
 - IR 3 Improved technical capacity of stakeholders.
3. Site-specific implementation:
 - IR 4 Expanded area under co-management;
 - IR 5 Enhanced Climate Change Adaptation Capacity.

Related to these, IPAC developed 21 indicators, nine of which are Standard Foreign Assistance (F) Indicators and 12 of which are “custom” indicators for which targets were set. The full project framework can be found in the evaluation SOW in Annex I.

The IPAC project aimed to consolidate the ongoing conservation-oriented work of three different GoB departments in two different ministries (Ministry of Environment and Forest [MoEF] and Ministry of Fisheries and Livestock [MoFL]) into a coordinated national system of co-managed PAs. The three departments were (1) the Forest Department (FD) with co-management of forested national parks and wildlife sanctuaries initiated under NSP, (2) the Department of Fisheries (DoF) with its community fisheries sanctuaries in selected wetland and river areas developed under MACH and several other donor initiatives, and (3) the Department of Environment (DoE) with its Ecologically Critical Areas (ECAs), some receiving support from United Nations Development Programme (UNDP), The World Conservation Union (IUCN), and other agencies to initiate management. As a result, IPAC was institutionally, legislatively, and relationally complex.

IPAC was also geographically widely spread and ecologically and socio-culturally diverse, working in 25 PA sites in five geographic clusters (Southeastern, Sunderbans, Central, Chittagong, and Sylhet [see Figure 1, Table 1, and Annex 2]), including wetlands, several different forest types, and coastal ecosystems. The PAs vary considerably in size. While the three Sundarbans wildlife sanctuaries together cover 139,698 ha and the wetlands and ECAs are each around 10,000 ha in area, some of the forested PAs are tiny: half are less than 2,000 ha in extent and two national parks are less than 500 ha.

Human population densities around the PAs are generally very high, and several poor and marginalized minority groups reside in and around some of them. Of the 25 sites, eight were established under USAID predecessor projects MACH and NSP and were up to 13 years old. Seventeen sites were new under IPAC, of which seven were considered “direct,” receiving the full suite of project interventions, and the other 10 were “indirect,” where activities were limited to organizational development and awareness-raising.

Table 1: Number of PA Sites and CMOs in IPAC, under three GoB Agencies

Government Agency	Type of PA	Number of PAs		Number of CMOs
		Old	Total	
Department of Forestry	National Park	3	9	23
	Wildlife Sanctuary	2	8	
	Eco-Park	-	1	
Department of Environment	Ecologically Critical Area	-	4	15
Department of Fisheries	Wetland	3	3	17
TOTAL		8	25	55

In addition to government officials at the national, District, and Upazila levels from the three different departments (FD, DoE, and DoF), IPAC worked with a wide range of other stakeholders. Ministry of Land (MoL) and Ministry of Finance (MoF) had roles to play, as did local government administrators, police, and even military. Each department established different hierarchical sets of local co-management organizations (CMOs), including the village, cluster of villages, and forest range or Upazila levels (see Table 2). By the end of the project, there were nearly 1,000 village-level organizations, including some discrete groups for ethnic minorities, women, and youth. These are supported by a large cadre of local motivators called Nishorgo Shahayaks (NSs). Above these NSs were 55 CMOs. Regional and national federations of CMOs constituting the “Nishorgo Network” were established in 2012.

IPAC was primarily delivered through a technical assistance component of USAID’s \$12.78 million Development Project Assistance (DPA) and implemented by a consortium led by the International Resources Group (IRG, now Engility). The main partners in the field were Bangladeshi non-governmental organizations (NGOs), local universities, and international environmental organizations.

Table 2: Hierarchy of Participatory Organizations under each type of PA

Level	Forest PAs	Fisheries PA	ECAs
Executive	Co-management Committee		
Co-management organization	Co-management Council	Resource Management Organization	Central (ECA) Coordination Committee
Cluster of villages	Peoples’ Forum	Federation of Resource User Groups	Union (ECA) Coordination Committee
Village	Forest User Group or Village Conservation Forum	Resource User Group	Village Conservation Group

3. PURPOSE AND SCOPE OF THE EVALUATION

3.1 EVALUATION PURPOSE

The purpose of this evaluation was to assess IPAC’s performance in its Democracy and Governance (DG) aspects throughout the life of the project (2008–13).

Specifically, the evaluation team was asked to:

1. Review, analyze, and evaluate the effectiveness of the DG components of the project in achieving project objectives and contributing to USAID/Bangladesh’s efforts to institutionalize and promote their co-management model in environment and biodiversity conservation;
2. Evaluate major constraints in achieving expected project results that relate to governmental issues; and
3. Provide specific recommendations and lessons learned on strategies and approaches to USAID/Bangladesh for future environmental planning and program design.

3.2 EVALUATION SCOPE

According to the project SOW, IPAC’s DG-related interventions were broadly defined as: the training of government, community, and other stakeholders in co-management-related matters; broad-based participation of stakeholders in the development of environmental policy and legislation; active and effective multi-stakeholder participation in protected areas and natural resources management including law enforcement; and effective inter-agency coordination. Table 3 presents the DG dimensions of each IPAC component.

Table 3: Governance Dimension of each IPAC Component

Component	Governance Dimension
IPAC Strategy	Policy and legal framework development for co-management of integrated PA system
Capacity Building	Established and institutionalized national Nishorgo Network of integrated PAs
Site Implementation	Co-management Councils (CMCs) and Resource Management Organizations (RMOs) co-management platforms and constituency-based organizations operate effectively.

The governance dimensions encompass six of the 21 indicators in the IPAC Results Framework: USAID Standard Foreign Assistance standard (F) indicators 5 and 11 and “custom indicators” 17, 18, 19, and 21. These indicators and their targets, as defined in the revised Performance Monitoring Plan (PMP), are in Table 4. The evaluation team recognized that IPAC was designed as a natural resources management (NRM) project and that this classification not only excluded most of IPAC’s performance indicators from the evaluation but also was unlikely to capture all of IPAC’s DG aspects. Ten evaluation questions were specified in the SOW (Annex 1), and the section on Findings and Conclusions is structured around these questions.

While the evaluation is specifically prepared for USAID/Bangladesh and staff of other projects supported by USAID/Bangladesh, other target audiences include other USAID Missions, other donors, and the general development community.

4. EVALUATION METHODOLOGY

The evaluation team comprised four people, (two international staff and two Bangladeshi national staff); the entire evaluation team was involved in all stages of the work from the design of the methodology through to analysis and report writing. The evaluation took place between mid-March and the end of May 2013, including five weeks of field work in Bangladesh.

4.1 METHODOLOGY

The team applied a mixed quantitative and qualitative approach to answering the evaluation questions. The team studied key project documents (annual plans and progress reports, component strategies, research, and review reports) to understand the objectives, activities, and reported progress of IPAC and to find information related to the ten evaluation questions. A list of documents consulted is provided in Annex 3.

The number and diversity of project stakeholders and the complexity of the project's context meant that a strictly structured evaluation methodology employing standard questions rigorously put to each informant or class of stakeholder was not followed. The team drew up an initial evaluation matrix elaborating sub-questions under the prescribed ten questions and identified the sources of information for answering them, including relevant projects, other documents, and appropriate informants. The evaluation design matrix is provided in Annex 4. Qualitative methods including key informant interviews (KIIs) and focus group discussions (FGDs) were the primary means of gathering evidence. Semi-structured interview guides were drawn up around the ten questions and modified for different stakeholder types. Where possible and useful, the team conducted quantitative analysis of project data, such as training records or CMO scorecards to complement the qualitative findings.

The evaluation team visited selected co-managed protected areas in the Nishorgo Network to clarify and validate IPAC's reported DG achievements and seek answers to the evaluation questions through interviews with different regional and local stakeholders, particularly project beneficiaries. Direct observations at sites provided additional data. The PA sites visited were selected in accordance with the main variables in PA typology: management authority, ecological type, length of intervention, and cluster. Team members visited eight of the 25 IPAC PA sites in three of the five clusters:

- 2 “new” forested national parks (Khadimnagar, Sylhet; Bhawal, Central)
- 1 “new” wildlife sanctuary (Sundarbans East)
- 1 “old” forested national park (Lawachara)
- 2 ECAs (Hakaluki Haor, Sundarbans landscape)
- 2 fisheries sanctuaries (Hail Haor, Sylhet; Turag-Bangshi, Central)

The evaluation itinerary of interviews and site visits is in Annex 5, and the complete list of informants interviewed is in Annex 6.

4.2 LIMITATIONS OF THE EVALUATION

At the time of the evaluation, Bangladesh experienced a difficult period politically marked by local and nationwide *hartals* or general strikes, typically violent and often called at short notice. These events restricted the team's movements and necessitated cancellation of planned interviews and field visits, not all of which could be rescheduled during the prescribed period of field work. Nevertheless, the moderately revised sample of interviews and site visits did not substantially undermine the evaluation team's ability to collect a broadly-based foundation of field data.

All stakeholders to the project experienced turnover of staff. This meant that some of the project staff whom we met were relatively new in their posts and thus had limited familiarity with the project's history or particular sites. As the IPAC project is ending in June, 2013 some of its staff had already left their original positions. As a result, some key questions, particularly regarding the rationale for the original IPAC design and the perspectives of the Department of Fisheries, were difficult to fully explore. While some key informants were very generous with their time, many others had very limited time, leaving many interviews incomplete. Additionally, some relevant documents, including new legislation, PACM plans, and the extension materials, were not available in English. IPAC was a very complex project, with extensive documentation. This, coupled with the limited time for the evaluation, means that the analysis is inevitably incomplete and may leave some inaccuracies.

5. FINDINGS AND CONCLUSIONS

Findings and conclusions are presented for each of the ten evaluation questions below. The six DG indicators are discussed under Question 1 (Indicators 5, 18, and 21), Question 3 (Indicators 11 and 19), and Question 5 (Indicator 17). For most of these questions and indicators, a brief background section on the expected results and the relevance to DG is also provided. However, Question 6 on scaling up, Question 8 on success factors, and Question 9 on best practices relate to overall conclusions and recommendations of the evaluation, so for these, only findings are reported.

5.1 QUESTION 1: OVERALL ACHIEVEMENT OF DG OBJECTIVES

5.1.1 All DG Indicators

The main DG objectives of IPAC relate to:

- The strengthening of the enabling policy and legal framework, including the development of an IPAC strategy. ;
- Capacity Building: the creation of a cadre of well-trained stakeholders at all levels, constituting of the National Nishorgo Network;
- Participation and Organization: effectively functioning co-management organizations at 25 PA sites.

Table 4 presents the six DG indicators and their targets as established in the PMP (as revised in 2011) to capture progress in these areas. According to the reported results as of Quarter 3 in Year 5, IPAC has exceeded its targets on two indicators relating to village level participation and the number of stakeholders receiving governance related training, achieved its targets on

two indicators related to the enabling legal framework and the number of curricula designed and taught, and almost achieved its targets on two indicators relating to improved organizational capacity for co-management and awareness of the Nishorgo Network.

Table 4: Democracy and Governance Indicators, Targets, and Reported Results up to Year 5 Quarter 3

IR/Ind.	Narrative of Intermediate Result or Indicator	Targets	Results Y5 Q3
IR 1&2	Developed sustainable NRM sector and PA strategy		
5*	Number of policies, laws, agreements, or regulations promoting sustainable NRM and conservation that are implemented as a result of USG assistance	20	20
18	Number of communities with co-management agreements	400	971
IR 3	Improved technical capacity of stakeholders		
11*	Number of people receiving USG-supported training in environmental law, law enforcement, public participation, cleaner production policies, strategies, skills, and techniques	750	807
17	Number of individuals aware of national PA networks	2.5 m	2.18 m
19	Number of training curricula/modules designed/taught	20	20
21	Number of PA management units with improved capacity for co-management	45	35

Source: IPAC Progress Report, Year 5, Quarter 3.

Based on these quantitative results, IPAC appears to have achieved a very good level of performance on its DG objectives: only two of the six targets listed in Table 4 were not met. In the remainder of this section, the three DG objectives relating to policy and legislative reform, and participation, and co-management organization and functioning are examined in more detail. The indicators relating to training and training modules are discussed under Question 3, which deals with capacity building. The indicator relating to public awareness of PAs is discussed under Question 5, which deals with communication and outreach. Together, these findings provide a different view of project performance and call into question the usefulness of simple output-related indicators in project monitoring and evaluation.

5.1.2 Strengthening of the Enabling Policy and Legal Framework

Indicator 5: Number of policies, laws, agreements, or regulations promoting sustainable NRM and conservation that are implemented as a result of USG assistance

The creation of enabling policy and legal environments for PACM is one of the most important DG objectives under IPAC. Through this work, the important governance principles of equity, consensus building, accountability, and transparency are configured, and the foundations for long-term rule of law are established.

Findings

The PMP identified three areas of work: integrating a co-management strategy, enabling policies, and enabling laws and regulations. As set out in the PMP, IPAC's policy and legislation work began with a sound analysis of the current legal context for PACM across the three GoB departments. The analysis identified gaps and priorities for attention and assessed the scope for building on existing instruments to produce a scaled-up co-management strategy. The analysis recognized that although the co-management concept was broadly supported by government stakeholders, there was significant divergence of opinion regarding key aspects of the concept, such as community access to forest resources. It also noted that legal reforms in support of CM thus far had been largely *ad hoc* with some employing relatively weak instruments, and that a more coherent strategy was needed. The analysis identified priority actions in each sector.

The target of 20 pieces of national level policy and legislation developed and implemented with the assistance of IPAC was met, as reported by the project (a list is provided in Annex 7). Of these, the six items listed below are particularly relevant to the institutionalization of PACM. Their importance is discussed below, along with any limitations of the work.

- 1. 2009 and 2010 revisions of the Government Order for CMOs (2006):** This enabled CMOs to be created in new forest PAs, beyond the initial five sites established under NSP. Nevertheless, CMO structure remains based on FD ranges and is not appropriate for large management areas such as the Sundarbans, which require harmonized approaches rather than four separate organizations.
- 2. Government Order on Revenue Sharing for forest protected areas:** This provided for the FD to return all the revenues from tourist entry fees to CMOs for use in community and PA management projects, creating a mechanism for incentives for community participation in PACM. Implementation has been limited to four of the 18 forest PAs and is dependent on CMO registration, which has been slow. Of all the forested PAs, the Sundarbans generate the most tourist revenue as well as the most revenue from other sources of all the forested PAs. However, the FD decided that the existing order on revenue sharing should not apply in the Sundarbans, but that a whole new act covering more aspects of revenue sharing should be developed. This is underway, but the issues are not being discussed with other CM stakeholders, particularly communities. Meanwhile, the substantial Sundarbans revenues are not being shared.
- 3. Wildlife (Protection and Safety) Act (2012):** This legally instituted the principle of CM for forest protected areas. However, the act did not address issues of active community management of PA resources or the rights of indigenous peoples. The rules, essential to implementation of the act, have been under development for some years but have still not been finalized.
- 4. 2010 revision of the Social Forestry Rules (2004) of the Forest Act (1927):** This enabled communities to make their own investments for social forestry and to receive a larger proportion of the benefits. Social forestry plots represent an important incentive for community participation in PACM, but the FD remains in control, and to date, they have facilitated the establishment of very few plots.
- 5. 2012 revision of Government Wetlands Leasing Policy (2009):** This MoL policy prioritizes leasing of small water bodies to fishermen's organizations in villages immediately

adjacent to them. This policy was instrumental in guaranteeing poor people medium-term access to fisheries resources and providing them with opportunities to manage those resources sustainably. However, the 10-year leases established for community groups under MACH and Community Based Fisheries Management 1 and 2 (1995–99, 2001–07; Ford Foundation and DFID-funded projects) expired during IPAC. MoL has re-leased some of the water bodies to powerful but ineligible interest groups resulting in the loss of the functioning fish sanctuaries created under these projects. MoL was not directly involved in IPAC.

- 6. Nishorgo Network Strategy and Action Plan (NNSAP, 2011):** This is the name given to the “IPAC strategy,” the policy development which was a major objective and output of IPAC. NNSAP fails to identify the need for MoL legislation and rules to create PAs in wetlands and appears to assume that the DoF and DoE can do this themselves. The team found limited awareness or limited proactive implementation among the three departmental partners. This probably reflects lack of ownership of the strategy by government partners. The NNSAP was largely developed by IPAC staff and was only vetted and approved by GoB. In the same vein, CM was well-integrated into the donor-driven Poverty Reduction Strategy Papers (2005-08, 2009-11) but is barely mentioned in the subsequent Sixth Five-Year Plan (2011-15) prepared by the GoB.

Several important issues were not addressed during IPAC:

- A much needed national level policy for collaboration between FD and DoF especially in the Sundarbans (identified in the NNSAP);
- National level policy for collaboration among multiple agencies to manage ECAs;
- Rights of indigenous people under the new Wildlife Act (2012): many activists are opposed to the perceived power of the FD to unilaterally declare PAs, and they question the FD’s capacity to manage the PAs it has now.

Another weakness in this work has been the lack of specific effort to disseminate new instruments to stakeholders, particularly among local FD staff and at the village level.

Conclusions

The quantitative target of 20 implemented items was chance, rather than met, but as this target was not linked to a prioritized qualitative list of the reforms needed, it does not reflect IPAC’s progress in this area in a useful way. While the reported achievements have been inflated with less important items, the sound legal and policy basis needed for CM was well analyzed and promoted by IPAC, and some important pieces of legislation have been passed. However, most of the legislation related to forest PAs remains somewhat weak, *ad hoc*, and informal. In addition, dissemination of new instruments to the field level, particularly to communities, and the promotion of their implementation, has been limited. Engagement with the MoL and other GoB departments, particularly relating to fisheries, leases, sanctuaries, and management of ECAs, has been insufficient to address policy bottlenecks, and some of the successful fish sanctuaries established under MACH have been lost. The key policy document, the NNSAP of 2011, does not appear to have been adopted by the participating departments.

The key issues of (a) permitting community access to resources and (b) participatory forest management activities such as habitat restoration within forested PAs have long been under

discussion. Actual revenue sharing is only being implemented in five PAs. In the Sundarbans, where revenues from tourism and NTFPs are very high, stakeholders are finding reasons to delay revenue sharing. This is incompatible with a full commitment to co-management on the part of the FD. Similarly, ongoing delays in policy and legislation relating to small water-body licensing and ECA rules reflect a less than full commitment to good environmental governance in MoL and other GoB departments. This lack of full commitment is also expressed in pressure from powerful vested interests wishing to exploit resources, institutional rivalries, and a continuing focus on short-term revenues rather than sound ecological management.

5.1.3 Participation in Co-management at the Village Level

Indicator 18: Number of communities with co-management agreements

Stakeholder participation is one of the foundations of good governance and of PACM under IPAC. As originally conceived, this indicator was intended to capture both active local participation in PACM and the acceptance by government agencies of the devolution of power to the local level. IPAC's principle was that communities should participate in CM because they identify with the PA and see it as an asset that provides them with goods and services and is therefore worth managing sustainably. These arrangements are established through co-management agreements between local organizations and the responsible government agency. IPAC set a target of 400 of these agreements.

Different models of participation in co-management were established through MACH and NSP for wetlands and forests respectively, reflecting the different tenure arrangements and the very different nature of the resources in question (fish are mobile and breed rapidly, while trees are fixed and slow growing).

Findings

IPAC reported an achievement of 971 co-management agreements, more than twice its target of 400. However, IPAC used a proxy indicator: the existence of village level organizations linked to CMOs with agreements. Co-management agreements *per se* have not been prepared at this level, and as discussed below (Section 5.1.4), there are questions about the agreements developed at CMO level.

The nature and quality of participation in these groups is not monitored, reported on, or responded to by IPAC for adaptive management purposes, and it was not possible for the team to verify the existence of all these groups. Nevertheless, the team identified some important participation issues that reflect the nature and functioning of these groups. The number of households in each community that belong to the village organization is limited. IPAC determined that full participation was neither practical nor necessary, and households were supposed to be selected on the basis of poverty and dependence on natural resources. However, this was certainly not the case in all the groups the team visited. In Hail Haor, RMO members estimated that only 500 of the 5,000 fishermen belonged to Resource User Groups (RUGs). In Hakaluki Haor, the members of two groups visited tended not to be fishermen, were better-off, and indeed endeavored to exclude poorer households.

Supported by NSs and when possible IPAC staff, groups are expected to meet monthly. Each PA site is supported by only one site facilitator and one or two field officers. Therefore, in most cases, monthly village meetings depend on the NS. The village groups interviewed said they

meet more or less monthly, and NSs record participation at meetings, but groups could just estimate that 60 to 80 percent of members attended any given meeting.

In many cases, it was difficult to see what would motivate village members to participate in monthly meetings since groups need purpose and actual activities were limited. Extension messages were delivered at monthly meetings, and some people did report attending because they wanted to learn new things. However, extension was based on a 16-page flip chart, and it was hard to see how this could occupy meetings for more than a few months. Furthermore, most of the extension messages were protection-oriented and focused on stopping resource exploitation rather than making it sustainable.

The Social Forestry Rules for adjoining forest reserves have been revised to facilitate community investment, but by their own admission, the FD remains firmly in control of all decisions, and very few plots have been made available to community groups. AIG provided opportunities for real training activities and group discussions around enterprises, but the IPAC budget for AIG was very limited, cash-equivalent support to households was very low, and few households participated. Protected area entry-fee revenue sharing is very limited and is managed at the CMO and not the village level. Participation in IPAC activities represents an opportunity cost for most villagers. The AIG activities that were implemented typically generated much lower incomes than had been obtained through resource exploitation. While some groups asserted that they no longer exploited PA resources, others freely admitted that AIG was insufficient, and until real alternatives were provided, they would continue to use the PAs.

IPAC has a lot of competition for households' time and attention at the village level. With several NGOs active in IPAC's target areas, IPAC becomes just one project among many. For households, effective access to resources from short-term NGO projects is part of their livelihood strategy, and they may have no real commitment to IPAC's objectives unless they are provided compelling reasons to participate.

Conclusions

A key objective of IPAC's CM approach was to build a solid organizational foundation. Many village structures do exist, and IPAC has exceeded its target of 400 groups. In groups visited, active participation at the village level is not yet sufficiently broad-based, frequent, or focused for effective PACM. Only in the RMOs with fishing rights were there real resource management activities and incentives for participation. However, these fishing rights are not secure, and this undermines long term sustainability of the organization and their conservation efforts. Elsewhere, incentives for participation remain very unclear, bringing sustainability of the village groups into question. Social forestry opportunities are not very participatory and have not been adequately promoted. A purely "protectionist" approach to CM in forested PAs may be counter-productive, as it presents few clear incentives for participation and does not address real livelihood issues of dependency on PA resources.

5.1.4 Effective CMOs and Co-management at PA sites

Indicator 21: Number of PA management units with improved capacity for co-management

In the first PMP, this indicator was expressed as “the number of GoB protected areas with improved performance,” defined as “ [having] the management plans, proper infrastructure, staff with increased capacity, secure and sustained budget, proper site design, legally secure, and dispute is low.” Scoring was done for the five sites under NSP in 2005. Under IPAC, the methodology was to be revised to incorporate effectiveness of protection, community participation, stakeholder representation, and economic benefits generated, and then it would be applied to all 20 other sites. In the revised IPAC PMP, the indicator was changed to the “number of protected area management units with improved performance and capacity for co-management,” and the methodology was changed to a revised version of the one developed under the MACH project: assessing the capacity of CMOs. A new score card with 60 criteria and indicators was developed and applied to all sites from 2011. The final version of the indicator has dropped “improved performance” and simply reflects CMO capacity, but the score card still covers issues of PA performance.

As introduced above, CMOs have standardized structures in each of the three types of PA (Table 2). In forested PAs, the structure of CM councils and committees is prescribed by government order, specifying offices and who should fill them with positions for forest officers, local government officers, local elites, resource owners, and quotas for women and Peoples’ Forum representatives. Councils have 65 to 69 members, and committees have 25 to 29 members. The ECAs have unitary committees as well as committees at the levels of participating Unions and Upazilas in accordance with the Bangladesh Environment Conservation Act (1995 and amendment of 2002). The ECA committees are much smaller with only nine members. No legislation applies to the structures of fisheries wetland or ECA organizations, but the structures applied under IPAC are more or less the same as those for forested PAs.

The target for this indicator of 45 PA units with improved co-management reflects the fact that many of the 25 PA sites have more than one CMO (see Table 2).

Findings

CMOs are undoubtedly key organizations for CM since they create platforms for different stakeholders to meet and discuss issues of PACM and can be utilized to demand and develop good governance practices. As with village-level organizations discussed above, the quality and performance of these organizations is important for the ultimate delivery of improved CM and enhanced biodiversity conservation. The indicator eventually used by IPAC explicitly aimed to capture the quality of the CMOs as a proxy for improved PA co-management.

Under IPAC and its predecessor projects, 55 CMOs have been formed or supported in 25 PAs. Of the target of 45 PA units with improved CM capacity, a result of 35 improved units (77 percent) was achieved (Table 5). Thus, this target was not met.

IPAC assessed the quality or performance of PA management units four times: once in 2011, twice in 2012, and once in February 2013. These assessments were conducted through a scorecard based self-assessment in which IPAC’s Performance Monitoring and Applied Research Assistants (PMARA) facilitated the process with small groups of CM committee members, including government officers. The scorecard comprised 60 indicators grouped into seven categories reflecting the main functions and operating principles of the organizations: resource management, pro-poor approach, women’s role, organization, governance and leadership, finance, and government support for CM. Scoring is from zero to two for each indicator and is

translated into a percentage figure for each category and overall. A CMO that scores over 70 percent overall is considered to have “graduated” to sustainability and to have no further need of support.

Table 5: Results of the Final Assessment of IPAC CMOs, 2013

Government Agency	No. PAs		No. CMOs		
	in IPAC	with 1+ registered CMO	formed	graduated (>70%)	registered
Department of Forestry	18	4	23	23	6
Department of Environment	4	2	15	2	5
Department of Fisheries	3	3	17	11	16
TOTAL	25	9	55	36	27

Source: IPAC, personal communication

In exploring the resource management indicators (4-13) at the Chandpai site (Sundarbans East Wildlife Sanctuary), the team learned that, again, proxy indicators were in use. The CMC actually had no resource management or development plans (Indicator 2), yet it received full marks on the basis of the Sundarbans Integrated Resources Management Plan (IRMP), in which they had not actively participated. Similarly, the existence of generalized resource use rules in the IRMP was used to credit the CMO with having its own rules (Indicator 3). Importantly, the CMO assessment acknowledges these facts, but the fine print needs to be read to learn this. For Indicator 12, on application of the rules, the assessors admitted that they had no way to answer the question but reckoned that there had been moderate achievement. However, the Village Conservation Forums (VCFs) the team spoke with said that they were continuing to access resources illegally because they had no reasonable alternatives and that bribes continued to be paid to FD staff as necessary.

As with the village level organizations, CMOs need concrete activities in order to build and test their capacity and sustain their motivation. Nineteen CMOs developed and managed projects through IPAC’s Landscape Development Fund (LDF). These projects tended to focus on livelihood-related activities for their village-level groups. The team visited some of these projects and found they were implemented with varying degrees of success. In the Sundarbans, four useful and well-constructed water supply tanks and wells were constructed for village use. In Khadimnagar, a women’s mushroom cultivation project was established, but most of the benefits were being realized by the male NSs who had taken over the marketing. In wetland areas, support was available to CMOs through endowments or revolving funds and gave groups both a sense of purpose and activities around which to develop their capacity.

Table 5 shows that only 50 percent of CMOs have been officially registered (only 24 percent of forested PAs have been registered). This is an issue for CMO capacity building and sustainability since registration of a CMO with the Department of Social Welfare or the Department for Cooperatives is necessary for the organization to receive funds and to operate officially in forest PAs.

Other issues emerged in meetings with village level and CMO stakeholders. According to the self-assessment, about 60 percent of meetings were held and about 70 percent of members participated in any given meeting. Nevertheless, none of the CMOs had management or development plans, and while all the PAs had some kind of management plan, these had been prepared by a small sub-committee of the CMCs; VCF members did not appear aware of their existence, let alone their contents. Informants complained that the government order on CMOs dictated that certain committee members were selected rather than elected, resulting in a high proportion of elite members and in some cases politicization of the committee. In Lawachara NP there were complaints that the original committee had been composed of the very people most responsible for illegal logging in the PA.

The “voice of the poor” in the CMOs and PACM was generally limited, as village members were outnumbered or overpowered by elite members. In the original five NSP sites, there was no popular representation at all, and the VCFs and Peoples’ Forums had to be retro-fitted after several years of CMO functioning. In the Sundarbans, there were complaints that poor peoples’ concerns, notably requests for access to resources and bribery, were simply rejected by the CMC. The group also stated that they wanted future livelihood support to come directly to them and not through the CMC or any other NGO. While some village members of CMCs felt they could not bring their real issues to the committee, others did report a sense of empowerment, in that they now felt able to speak to anyone.

Other problems with CMOs included the long distances often involved for some members to get to meetings and insufficient funds to cover costs. While groups claimed that they would fund themselves in the future, if necessary, some government and donor informants reported they felt that groups would be unsustainable without project support.

The NNSAP and IPAC documents recognize landscape-based approaches as essential for co-management, integrating the PA, its immediate landscape, and its population as the unit of attention. Land-use planning is particularly important around wetlands, where land management in the watershed affects water supply, and in ECAs, where multiple stakeholders and multiple tenure regimes coexist. However, CMOs as configured do not encourage planning at this level.

In the final assessment, 77 percent of CMOs were deemed to have “graduated” to sustainability; however, practical management of the PAs (the original indicator) remains weak. Despite the noted recovery of some bird populations and understory vegetation in some PAs, real consensus-based management plans, boundaries, patrols, and rehabilitation activities are not in place. All of the visited PAs were still suffering from illegal exploitation. For instance, on 13 April 2013, Baika Beel (Hail Haor), IPAC’s flagship “permanent” wetland sanctuary, protected by full-time patrollers, was invaded by surrounding villagers, and its abundant, large fish, essential for maintaining fish stocks, were taken. In forest PAs, freshly cut tree stumps are easily found.

Conclusions

CMOs exist and are functioning at different levels of effectiveness in implementing co-management, but it was not possible for the team to verify the performance of all 55 of the CMOs reported by IPAC or whether 35 are now able to continue without support. More importantly, the team found the IPAC methodology for assessing CMO capacity insufficiently

objective, difficult to apply across all types of PA, and inadequate for capturing biodiversity conservation and PACM outcomes.

The availability of small grants for projects has been important to CMOs' capacity building. Despite the CMOs' very positive self-assessments, few are likely to be ready for independence or to function as effective PA managers, and other organizational models are needed for the large forested PAs, the wetlands, and the ECAs.

The role of poor village members in the CMOs and the extent to which their real interests are being addressed remains a concern. Sustainability issues include the slow pace of official CMO registration and questions over how CMOs will be financed over the long term. Meanwhile, practical PA management remains weak.

5.2 QUESTION 2: PROJECT COORDINATION WITH STAKEHOLDERS

Coordination in IPAC was very challenging but not actively monitored. Key participants, including the GoB's departments and NGOs have reputations for working in "silos," each wedded to its own particular approaches and each securing and protecting donor project funds. Donors in turn are tied by their country strategies and histories of engagement with different GoB departments.

Findings

At the central government level, IPAC worked well with all three government departments. Several informants commented that this level of coordination was actually "unprecedented." Some coordination was formal through the project national steering committee. Under IPAC's project modality with the GoB, each department should have had its own steering committee. This "silo approach" is already reported by many as a barrier to effective coordination. Further, for reasons explained below (Section 5.10), only the FD established a committee, creating an impression of bias towards forestry issues among some stakeholders and reducing the engagement of DoE and DoF. Steering committee meetings were said to be infrequent after the first year.

Much of the coordination was informal and dependent on proactive IPAC staff and good personal relations between IPAC staff and the national project directors or focal persons. However, coordination tended to be bilateral and *ad hoc*. While there were many opportunities for the three departments to interact at training and workshop events, there was limited real collaboration among them to develop joint approaches or resolve issues. In part, this reflects their very different legislative frameworks and the different issues confronting them. There was an attitude among some FD staff that they had little to benefit from collaboration with the other departments, since only their PAs had legal reality. IPAC staff judged that it was still premature to try to establish the permanent national-level platform for conservation proposed under NNSAP.

At the local government (sub-district, Upazila) level, coordination was also largely bilateral. Cluster Directors were responsible for several sites and numerous Upazilas and appeared to function more as local project managers than active coordinators of government partners. Site facilitators focused mainly on the CM council and committee meetings and their functioning, and less on mobilizing wider interest, commitment, and collective action or because the IPAC results framework did not identify any concrete deliverables related to coordination.

Collaboration between IPAC and the DoE at the local ECA level was seriously constrained by the lack of DoE staff in most Upazilas, reflecting their primary role as a regulatory agency. Only the ECAs supported by donor projects have staff at this level. DoF staff at the Upazila level is also limited, but the people the team met seemed well-engaged. Less explicable was the lack of coordination or participation with local forestry officers as generally there is more staff in these positions. Apart from the role of Range or Beat officer in the CMCs, they had little involvement with community-level work. This was considered the job of the NGOs; thus, the capacity needed for the FD to eventually take over facilitating CM was not built.

For coordination among CMOs, IPAC established Regional and National Nishorgo Networks in 2012, but their role and impact are not yet clear. They currently lack a strong government lead, and considerable funding is required to cover transport and lodging for these meetings.

Within CMOs, there appeared to be weak coordination and communication between CMC and PF and VCF members. For example, VCF members interviewed were not aware of any management plans for the PAs. Again, issues of sufficient collective interest are needed to inspire coordination and communication.

IPAC's relationships with its subcontractors, CODEC and WorldFish Center, have worked out well (see 5.10). The staff of both of these organizations spoke very highly of IPAC's coordination and communication. The relationship with CNRS seems not to have been smooth at the central level, and while some "disconnects" were perceived between CNRS field staff and IPAC headquarters, generally they spoke of cordial and professional relationships. IPAC had to discontinue its subcontracts with Rangpur Dinajpur Rural Services (RDRS) and Bangladesh Environmental Lawyers Association (BELA) during the project period (see 5.10).

IPAC has been very active with other donors but again, on an individual and somewhat *ad hoc* basis. IPAC has had great success in leveraging additional funding for CM sites, notably through EU Sundarbans Environment and Livelihood Support (SEALS) and German International Co-operation's (GIZ) Sustainable Development and Biodiversity Conservation in Coastal Protection Forest in the Chunati and the Sundarbans. However, coordination between projects on the ground could be better organized. The donors' Local Consultative Group (LCG) on Environment, chaired by DFID, has not been very active, and opportunities for donors to collectively influence the GoB on issues, such as small water-body leasing, have not been taken.

Many other NGOs are active in IPAC sites, and coordination among them was not apparent, even relating to large donor projects (for example, in the Sundarbans). Conflicting messages and efforts were observed. In the Sundarbans, IPAC was encouraging communities to leave fishing and find alternative livelihoods, but World Vision, under the EU's SEALS project, was distributing boats and nets in the same communities. NGO coordination is the responsibility of the Sub-District Administrator (UNO) at the Upazila level and did not appear active.

IPAC successfully mobilized and coordinated private sector stakeholders to fund the construction of the Lawachara NP Co-managed Nature Interpretation Center (CONIC).

Conclusions

Considering the size and ambition of IPAC, coordination with GoB partners was generally very good (at the national level even "unprecedented") although rather bilateral and *ad hoc* in nature. Low levels of coordination and collaboration among the GoB are a consequence of entrenched

working habits and the lack of steering committees for the DoE and DoF. Establishing constituencies for PACM at local and national levels and coordinating them to achieve PACM objectives would be enhanced by explicit attention to good governance practices: communication (transparency), consensus-building, and responsiveness to partners' issues. The low level of participation of forestry and fisheries officers in village-level activities is a major concern that needs to be addressed.

The Nishorgo Network does not appear to have a life of its own yet, and without specific funding, neither the regional nor the national chapters will be sustainable.

The main barrier to effective coordination at the national level is the entrenched working habits of GoB partners and the lack of an effective steering committee. At the local level, there appear to be no barriers *per se* but lack of staff, time, and a real catalyst for coordination has affected this outcome.

5.3 QUESTION 3: CAPACITY BUILDING

Indicator 11: Number of people receiving USG-supported training in environmental law, law enforcement, public participation, cleaner production policies, strategies, skills, and techniques

Indicator 19: Number of training curricula and modules designed (and taught)

Capacity building of key stakeholders was one of the three IPAC components, outlined in Section 1, and the largest item of project expenditure. Capacity building was also seen as a key element of the exit strategy of IPAC, enabling both local stakeholders and responsible government agencies to continue with CM activities after the end of IPAC.

Indicator 11 had a target of 750 people or about 30 persons per PA site. This type of training was supposed to be tailored to the needs of CMOs, village-level organizations, local level leaders, NSs, and local to divisional-level GoB officials engaged directly in co-management activities.

Indicator 19 focuses more on professional-level training, and its longer term sustainability, through the development of modules. The target was 20 modules.

Findings

In May 2009, IPAC commissioned consultants to conduct a capacity building needs assessment and develop a capacity building strategy for promoting and implementing co-management of PAs in Bangladesh. Three areas of capacity building were identified: (1) strengthening of stakeholders engaged in natural resources management (NRM) and conservation of Bangladesh's protected areas while promoting equitable economic growth and stronger environmental governance systems; (2) empowerment of resource user groups and capacity building to enable their central role in a participatory, multi-stakeholder transparent approach to PACM and benefit sharing; and (3) widespread adoption of the co-management approach with communities, local

government bodies, and technical departments assuming joint responsibility for sustainable use and conservation of aquatic and terrestrial ecosystems.³

By the end of the project, IPAC had organized 33 different capacity building activities attended by central government officials, IPAC and partner staff, academics, regional stakeholders and local stakeholders. Trainings were diverse: a full list with the number and type of participant for each is provided in Annex 8. Training modules were developed for 20 courses, meeting the target set for Indicator 19. A list of these modules is provided in Annex 9, but it was not possible to review any of their content.

A total of 33,757 participants received training, but this figure is greatly inflated by the inclusion of 870 one-day courses on community climate change vulnerability assessment and adaptation planning that trained 26,548 participants total. Excluding this, IPAC's capacity building activities were attended by central government officials, IPAC and partner staff, academics, regional stakeholders, and local stakeholders totaling 158 participants in overseas trainings and study tours, 986 participants at the national level, and 6,095 participants at the site level. The number of participants receiving more than one kind of training is not recorded, but at least at the local level there did not appear to be any attempt to develop a sequence of trainings responding to individual needs.

There were 16 international training events and study tours in eight different programs lasting from six days to three months. These trips were particularly important in gaining the buy-in of senior government officials for PACM but also included the participation of 31 local stakeholders in a study visit to the Indian Sundarban forest.

At the national level, over half of capacity building participants (533 people) attended various project workshops. The single most important training was the Applied Conservation Biology and Co-management Course, developed by two local universities for local and national staff of the government and NGO partners. This course lasted three months, and 158 people in seven cohorts participated. Participants spoke highly of the training but were not necessarily using the learning in their jobs. There were three other one-week-long trainings related to NRM and value chains and three short courses including the only training related specifically to governance; this two-day governance training was held for 27 national level stakeholders in March 2009.

The Applied Research program involved 43 government officers and 15 academics and produced a large number of interesting papers on relevant themes, many focused on field implementation issues. However, the evaluation team found no obvious link between the research results and changes in IPAC's work at the national policy level or in implementation at field level. It is unclear whether the program will contribute to establishment of an informed constituency to lobby GoB on conservation and CM issues nationally.

Capacity building of stakeholders at the local level, in particular the CMOs and village group members appeared to have been a secondary priority for IPAC. IPAC staff at the national level identified the overall objective of the CB program as "to update the knowledge and skills of government officials so they can implement the project" or "the development of an

³ Catterson and Alam (2009), *Capacity Building and Protection of Co-management Areas, Bangladesh. IPAC.*

environment where government officials understand NRM and biodiversity.” Unless prompted, they did not mention the need to build the capacity of local groups. There was no apparent effort by IPAC to provide empowerment training at this level by disseminating and discussing relevant laws and policies and encouraging people to demand transparency, accountability, and services from their government and their local organizations. Indeed the idea of empowerment, originally one of the project’s main capacity building goals, was not mentioned once.

Most of the local level training (3,280 participants) related to AIG activities such as fish farming, tree nursery management or vegetable growing. Not all the training was well-conceived. In 2009/10, 261 (mostly young) people were given a five-day training to become eco-guides, but none the evaluation team met had received more than a few days’ work as a tour guide since their training. However, one quarter of the other trainees at this level (1,597 participants) were the local facilitators, who received training of trainers courses in order to provide the AIG training. Indeed, much of the training at the village level relied on these facilitators rather than technical specialists from relevant government partners or NGOs.

Training related to building the capacity of local CM organizations focused on two-day orientation courses for CM committee members, attended by 144 people across the five clusters, and later “refresher” trainings attended by 360 people. In addition, 57 CMO members received training on financial management and proposal writing. A three-day training on PACM for Biodiversity Conservation was given to 351 local government officers, but only from 2011-13, not at the outset, and CMO members did not participate. IPAC appears to be using the 838 participants in these smaller trainings to account for the PMP Indicator 11 target of 750 trained people.

The IPAC officer responsible for training was hosted by the FD in Dhaka. The Chief Conservator of Forests (CCF) played a key role in identifying appropriate activities. There was a perception among government partners that FD staff received most of the training. However, in terms of number of trainings per PA in the program, DoF staff received the most training. There was also a perception that the FD, having had its Development Project Proforma (DPP) for IPAC approved, was subsidizing the training of the other departments.

IPAC’s capacity building strategy identified “behavior change” of different stakeholders as its ultimate objective, but IPAC only monitored the outputs of its training activities, so the extent to which this outcome was achieved remains unclear. There is some concern that expensive national level capacity building, particularly the overseas study tours, diverted the project’s funds and attention from building the capacity of CMOs and village groups.

The FD has not yet incorporated any training on co-management in the staff training it provides at five facilities around the country. It also does not provide any specific orientation or training for officers newly appointed to ranges where co-management activities are taking place. An officer in the Sundarbans stated that there was no need to discuss issues of royalty fees for NTFP with resource users because “the government sets the fees.” Another officer suggested that women illegally harvesting fish and shrimp fry with small hand nets should be “migrated” out of the area, when meanwhile, flotillas of boats full of men with huge nets were harvesting vast numbers of fry, in full view of everyone, without interference from the FD.

Conclusions

IPAC recognized the importance of capacity building to institutionalizing CM at various levels and dedicated a lot of resources to it. Performance data indicate that both PMP targets were achieved. However, the lack of monitoring of capacity building outcomes prevents the team from assessing the effectiveness of IPAC's approach or the extent to which significant "behavior change" has taken place. Key national-level informants did express satisfaction with the capacity building and highlighted its importance in motivating buy-in from senior government stakeholders.

The project spent fewer resources on the training of local government and CMO/village level stakeholders for PACM. Implementation of training here was focused on AIGs and very basic organizational development. It relied heavily on briefly-trained local facilitators and reinforced the "protectionist" model of co-management. The project made little effort to empower local groups even though this was originally a priority. Applied research does not appear to have fed back into IPAC's management or development.

The limited governance-related training did not reflect the centrality of these issues to IPAC objectives. The lack of inclusion of CM issues in the FD's in-house training has worrying implications for the sustainability of CM. The PMP indicators and targets poorly reflect the capacity building outcomes of IPAC.

5.4 QUESTION 4: ENVIRONMENTAL GOVERNANCE

IPAC's overall objective involves enhancing environmental governance through promotion of co-management of natural resources in protected areas, and it is useful to examine how and to what extent IPAC has progressed towards this objective. As discussed in Section I, Bangladesh's environmental problems are legion, and although the GoB's National Sustainable Development Strategy (2008) states the need to put environment at the center of sustainable development, to date, there has been little progress towards implementing the strategy. However, Bangladesh is also a signatory to several Multi-lateral Environmental Agreements, such as the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC), and IPAC contributed to aspects of both of these agreements.

Findings

Numerous stakeholders identified IPAC's key contributions to environmental governance in Bangladesh as the opening up of the FD and forested PAs to other stakeholders' interests and efforts, and the development of grassroots participatory approaches to PA management. However, these achievements were initiated under NSP and even earlier predecessor projects. Similarly, co-management of fisheries has a successful history which predates IPAC and even MACH, and the co-management of ECAs has been supported for nearly a decade by UNDP. IPAC's main contributions have been to strengthen the institutionalization of these approaches, to create a constituency of informed stakeholders to lobby government on biodiversity issues, to increase the number and total area of PAs under CM, and to begin to bring together fisheries and forested PA and ECAs into a mutually reinforcing and higher-profile PA system based on co-management.

According to one key informant, the most critical issue in environmental governance in Bangladesh today is poor peoples' rights to resources. Currently, the control of access to forest, fisheries and land resources remains firmly in the hands of the GoB. Typically, access is given, legally or otherwise, to those who lobby hardest and/or those who can pay, and where resources are open-access, elites have usually occupied and taken them over. Indeed, when one Sundarbans VCF member was asked if they were interested in getting formal access to forest resources, they replied that it would not work because "muscle men would come in and take over."

The CBD raises issues of "Access and Benefit Sharing" in natural resources, especially for indigenous people. However, Bangladesh does not appear to be taking any action. High level informants report that during IPAC and NSP, despite best efforts from project staff, the FD has repeatedly rejected proposals to recognize peoples' rights to forest resources formally in policy or legislation. IPAC and other initiatives succeeded in getting the wetland leasing law revised to give priority for leases of small water bodies to neighboring fishing communities and cooperatives. Despite this, *beels* co-managed successfully by communities for ten years under the MACH project have been surreptitiously re-leased by the MoL to "muscle men" in contravention of basic governance principles of transparency, equity, and most importantly, rule of law. Both the MoL and FD retain a focus on revenue generation from land and natural resources with its associated vulnerability to political pressures and opportunities for corruption rather than on sound ecological management.

During IPAC, there have been several conflicts of interest between conservationists and industrialists. Gas prospecting is taking place in Khadimnagar National Park. More worrying are developments in the PAs in the Central Cluster on the edge of Dhaka. According to local informants, Bhawal National Park, an important remnant sal forest and leisure resource for city residents, is being sold off surreptitiously by the FD for industrial development. Similarly, the Turag Bangshi wetland/river system is under threat from property developers.

Landscape approaches to conservation and PA management are frequently mentioned in IPAC documents but do not appear to be seriously pursued, let alone effectively adopted on the ground. Many of the PAs involved in IPAC are suffering from continued degradation as a result of actions elsewhere in the landscape. Most of the Sylhet forest PAs have tea estates on their margins, and poor labor conditions on the estates drive the workers to seek additional incomes from exploiting forest resources. Hail Haor and other wetlands suffer siltation and drying because of poor land use and water harvesting practices on tea and other agricultural estates in their watersheds. Several informants stated that CMOs as configured are not the appropriate platforms to address these land-use planning and higher level issues.

Conclusions

IPAC has consolidated the work of other projects on participatory approaches to natural resource and protected area management and has usefully promoted an inter-departmental approach to protected areas co-management. However, more work needs to be done to promote real collaboration among the departments.

Examining PACM through a lens of broader environmental governance, it does appear that IPAC's efforts represent mere nibbling at the edges of much bigger issues. The FD has adopted the rhetoric of participation and co-management, but they have not actually let go of very much

control, and they offer few incentives for meaningful community participation while continuing to deny access to forest resources.

Government departments and “muscle men” are able to operate outside the law to commandeer economically valuable resources to the detriment of the poor and the environment. IPAC, through the donors’ LCG for Environment, could have done more to defend conservation interests and the interests of poor resource-dependent communities against the interests of other sectors and elites and to explicitly promote “environmental governance” at higher levels in government. Although involving the FD, DoF, and MoE in a coherent PA system has been a pioneering aspect of IPAC, it appears that wider engagement with GoB, including the MoL, MoA, and private sector has been weak, and corruption and peoples’ rights to resources remain important issues.

5.5 QUESTION 5: COMMUNICATION & OUTREACH

Indicator 17: The number of individuals aware of national PA networks

From the beginning of the project, IPAC recognized the importance of communication and outreach (C&O) for building informed and supportive national and local constituencies for CM and for achieving overall project objectives.

Indicator 17 covered the quantitative aspect of IPAC’s C&O work with a target of 2.5 million people (of the estimated 2.7 million people in the vicinity of the PAs) aware of the national PA network. This was intended to record the number of people who can recognize ideas, items, brands or logos of the national network of protected areas and its objectives and to measure progress towards building supportive constituencies.

Findings

Early in the project, the local consultant group Asiatic Media and Communication conducted a Knowledge Attitudes and Perceptions (KAP) survey among IPAC stakeholders and developed a communication strategy as part of IPAC’s overall strategic framework. The strategy was based on recent communication and advocacy theory and some IPAC-specific analysis, but in content it was extremely broad and poorly focused. It considered several target groups including local direct stakeholders, nature enthusiasts, young people, policy/decision-makers, and urban and private enterprises. In addition, it recommended 29 different communication tools, from Nishorgo-branded toiletries to radio advertisements. Most of these were directed to off-site audiences. There were no real priorities established and no cohesive messages identified. Further, the strategy does not appear to have been used in more than a piecemeal fashion and was poorly understood by IPAC stakeholders. While one senior IPAC manager mentioned the establishment of the Nishorgo Network as the main goal of the communication and outreach activities, another mentioned bringing the three involved departments (FD, DoF, DoE) together as the key objective.

IPAC had dedicated communications staff including one fully-dedicated officer at the national level and one fully-dedicated officer in each of the five clusters. Together they were responsible for designing, organizing, and implementing C&O events. The program was broadly separated into National Level Awareness and Site Level Awareness, but most of the design work took place at the national level. This was intended to ensure the coherence of messages, but

sometimes this was at the expense of local issues and communication styles, and cluster officers and site facilitators sometimes felt somewhat marginalized.

The National Level Awareness program worked with media, government, academics, and the general public to deliver conservation messages. From Year 2, the idea of the Nishorgo Network was promoted, and this gained momentum after USAID officially approved the Nishorgo branding strategy. Activities included the preparation and distribution of posters, pamphlets, and other communication materials; workshops; talk shows; competitions; sponsorship of booths at fairs; organization of school and campus outreach events; the celebration of national and international environment days; various PA or IPAC-focused inaugurations; and other events. Everything bore the Nishorgo Brand. There were also targeted campaigns, such as the Responsible Tourism Campaign, radio programs and TV documentaries, and news items. Notably, the international news channel CNN made a short film on the women's patrol group at Chunati NP. At the Cluster level, IPAC helped CMOs to host visits to PAs by students, senior government decision-makers, and others and promoted increased visitation of PA by Scouts and school children as well as the general public.

Site Level Awareness mostly targeted village group members and visitors to the PAs. In village groups, this was organized around the monthly meetings (see Evaluation Question 1, Indicator 18). More popular, and reportedly the most effective activity, was the Interactive Popular Theater (IPT) group performances, which dramatized messages relating to unsustainable resource use to village audiences. In addition, PA sign boards were erected, and trail maps and interpretive materials were developed and made available to visitors. During the team's field visits, very little publicity and no extension messages were seen in immediate PA landscapes, except right at the PA entry places, although billboards publicizing other USAID and other donor-funded projects were seen. Several IPAC managers admitted that the project could have done more to spread awareness of conservation and co-management to households not directly participating in IPAC.

It was not possible to gauge the overall effectiveness of IPAC's C&O activities at various levels, but team members made several relevant observations. Most respondents, both at national and site levels, were relatively familiar with the project's main protection-related messages. Indeed, it was striking how many village-level stakeholders mentioned overall environmental objectives (biodiversity, climate change, overfishing, and protection from natural disasters) as their main motivation for participating in CM. Almost all respondents mentioned increased awareness of environmental issues as one of the main outcomes of the project. In contrast, there were no messages about active resource management that seem to have been retained, except in the groups engaged in fishing.

By the end of the project, IPAC estimated that through all its activities, 2.18 million people had been exposed to the ideas of the Nishorgo Network, slightly fewer than the target of 2.5 million. This figure was arrived at simply by summing up all the participants in all CM groups and participants in all the training and workshop events together with some notional figures on people reached through the mass media. This has led to some double-counting of capacity building targets. In March 2013, the project assigned the local facilitators to carry out a quiz-based survey of village organization members to assess their recognition of the Nishorgo Network brand. Results were returned for an unspecified number of village organizations in 14

of the 25 PAs. They revealed about 50 percent of respondents on average had adequate brand recognition.

Extrapolating this to the total membership of village groups in all PAs in the network of around 700,000, the team obtained a figure of 350,000 people aware of the PA network. This is likely an over-estimate, as not all village group members participate in the meetings, and the ones who do are likely to be better informed. The project did not, however, follow the initial KAP survey with a resurvey to measure change over time as a result of C&O. Furthermore, the objective of achieving behavior change among stakeholders remains undocumented.

Conclusions

Although from the start IPAC was committed to the importance of C&O in building constituency support for CM at all levels, the C&O strategy developed early in the project was too broad both in terms of target audience and communication tools. The failure to focus on a few key target groups and, more importantly, key project messages led to a diffusion of the C&O activities and loss of direction. Building champions for conservation and CM at the national level is important, but in IPAC, this has been at the expense of building awareness among the local resource-using constituency. Moreover, messages at this level have been overly oriented towards protection and moving away from NRM instead of engaging actively in sustainable NRM.

The adoption of the Nishorgo brand was successful in making the PACM network more tangible, although the audience for this was primarily at national level. The most popular tool for raising awareness at site level was IPT, but again, it appears that messages related more to protection than to active management of resources. One of the most important target audiences, the landscape population not directly participating in IPAC, was left out of the reach of the project's communication activities.

The indicator used does not adequately reflect the important work done under C&O.

5.6 QUESTION 6: SCALING UP AND SUSTAINING THE IPAC NETWORK

The ultimate objective of IPAC is for Bangladesh's PAs to be effectively and sustainably co-managed to the benefit of local people and the nation. IPAC has taken the first steps towards establishing a network (the Nishorgo Network) that integrates forested PAs with wetlands and ECAs.

Findings

The NNSAP and IPAC's Annual Plans for Years 2 and 4 present a formula for completing and sustaining the network. The NNSAP and the Annual Plans identified six elements and most appear to have received some attention under IPAC. These elements and the team's elements are presented in this section. In addition, Evaluation Question 6 calls for the evaluation team to provide recommendations for additional work USAID might consider supporting and the team's recommendations are discussed below.

Regarding scaling-up and sustainability, the team recommends each strategic element as follows.

1. **Identification of key forests, wetlands and marine protected areas, ECAs and landscapes needed to conserve Bangladesh’s remaining important habitats and biodiversity.** A sound scientific assessment is required to identify gaps in the current PA system. Any new PAs should only be included in the system after its economic and social feasibility has been confirmed.
2. **Clarification of the policy framework to harmonize co-management efforts and activities.** The team is not convinced that full harmonization is necessary or possible given the very different contexts of the forestry and wetland PAs and the ECAs. The possibility for separate policy and legal frameworks for co-management under forestry, fisheries, and environment may work well as long as these policies are strong and do not conflict with each other where jurisdictions overlap. Some strengthening of policy and legislation is required as some currently employed instruments are weak (see above Section 5.1.1).
3. **Strengthen institutional capacity among government, community, and other stakeholders necessary to effectively co-manage this integrated PA network.** Specific work is required to empower communities (via access to information, dissemination of laws, leadership, and advocacy training) to effectively engage the FD, DoF, and DoE (and MoL), and other CMO stakeholders to demand their rights, express their real livelihood interests, and to demand rule of law to limit the destructive activities of other stakeholders. In terms of institutional capacity, the FD appears to lack technical capacity in the management and restoration of natural forest since its focus has been on plantations. Village-level groups could also be given training and together could develop specific prescriptions for specific sites with PAs.
4. **Establish long-term financing plans to fund effective co-management.** Endowments have worked well to sustain at least a minimal level of activity in MACH sites and should be increased in size and number to ensure support for the core functioning of the co-managed PA network. Private sector support should be mobilized for this. Carbon financing through Reduced Emissions from Deforestation and Forest Degradation (REDD+) and CDM could provide additional revenues. IPAC has done a lot of well-regarded work, not reviewed in this evaluation, towards establishing REDD+.
5. **Demonstrate tangible and intangible economic/financial/livelihoods benefits to PA-dependent communities, especially the poor.** In forested PAs and ECAs, it will be necessary to move away from protectionist CM model towards active and sustainable resource management (especially for habitat restoration inside PAs or NRM in buffer zones) to provide real incentives and real activities at the local level. USAID could support a pilot scheme in the Sundarbans Forest Reserve.
Implement a comprehensive monitoring and evaluation system to ensure efficient investment of limited resources achieves the greatest positive impact in terms of PA conservation. M&E needs to be more outcome-oriented and include governance-related indicators such as empowerment.

The discussion of scaling up must be tempered by the team’s conclusion that IPAC’s own level of scaling-up was too ambitious (see below); new sites remain weak and the models for co-management need further work and greater scope for adaptation to local situations. Consolidation is needed before any further scaling up is attempted. Scaling-up of wetland PAs, which are so important for the conservation of native fish stocks and sustainable fisheries management, requires real buy-in from MoL and resistance to vested interests. Effective ECA management requires buy-in from a wide range of landscape stakeholders, more emphasis on

land-use planning, and stronger regulation and DoE presence at the district level. Many of these changes do not require donor support, but require serious GoB commitment and their prioritization of sound ecological management of resources over revenue generation.

The FD currently sees an important role for donors in scaling-up and sustaining the network.

Conclusions

The bases of a strategy for sustainability have been well understood by IPAC but much work remains to be done on implementation. The GoB agencies, particularly the FD, need to be more proactive and assume greater responsibility for the PA network.

5.7 QUESTION 7: GENDER AND YOUTH

Gender is a crucial cross-cutting issue that affects most dimensions of project planning and implementation. Thus, IPAC was expected to enhance the gender mainstreaming process that MACH and NSP initiated by developing a gender strategy and action plan which integrated gender into each of the three project components and established gender-specific indicators, and by providing training on gender issues in NRM for key project staff.

Youth often constitute another marginalized group in development activities, although in their communities they are often the best educated and most receptive to new ideas and ways of working. IPAC recognized the importance of early investment in and involvement of young people both as constituents in a national lobby group demanding conservation of Bangladesh's natural heritage and as direct stakeholders at the local level taking responsibility for managing natural resources in a sustainable fashion.

Findings

Gender

No gender strategy was developed for IPAC, and no focused gender training was provided for staff. While some gender disaggregated data were collected, this has not fed back into project management. USAID commissioned a gender review for Bangladesh in 2009, but IPAC was not among the projects covered, and the review's many recommendations do not appear to have been taken up by IPAC. The IPAC Communication Manager, a woman, took responsibility for gender issues towards the end of the project.

Gender issues were analyzed well in the Participatory Rural Appraisal (PRA) studies done by IPAC in communities around the PAs. However, this analysis did not appear to be used to develop local strategies for enhancing women's participation in and benefit from co-management.

Women's participation in IPAC activities varied a lot between sites and communities corresponding to some extent with religious and cultural practices and the degree of isolation of the communities. At some sites, targeted activities had been initiated such as the women-run mushroom cultivation project at Khadimnagar and various women-only small-credit groups.

Women's participation in forested CMOs was secured through a quota system built into the Government Order. The quota was always met but rarely proactively exceeded. While the team heard of several strong female CMO members, it seems the quota system did not always

result in meaningful participation. There was no specific plan or deliberate attempt to boost women's participation at the committee or council level other than this fixed quota. At several sites, women's participation was said to be more active in the local village forums and the peoples' forum than in meetings involving more travel and more interactions with strangers, government officials, and foreigners.

Women's participation as Nishorgo Shahayaks was also guaranteed by IPAC's requirement for one male and one female facilitator for each village group. However, this did not always ensure that women's voices were heard and their issues taken seriously by the wider group or that female members of village groups received focused attention to their needs, but this was a step in the right direction.

IPAC and its government and NGO partners did not set very good examples for women's empowerment. None of them employ more than one or two women, particularly at the field level, and this can constrain the active participation of women in village groups. The female staff who have been employed complain that the old excuses that women are reluctant to go to the field simply no longer apply and that managers must begin to proactively engage women on the project.

Youth

IPAC did not conduct a special analysis of youth issues or develop a specific youth strategy. However, some youth-oriented activities were incorporated from the outset of the project. The so-called "Nishorgo Clubs" were promoted in secondary schools in the PA landscapes and involved both boys and girls. The clubs met monthly for nature classes, outings, and sports activities and were often mobilized to participate in environment day activities and the theater groups (IPT).

Youth involvement in village-level CM organizations and thus in actual site level issues, activities, and decision-making was reported as low. At the CMO level, youth participation was also assured through a quota system, but only one youth member was prescribed on each, and sometimes the quota was taken up by "not so youthful" people.

Conclusions

The quota system for women's participation in CMOs and as Nishorgo Shahayak has enabled some women to enhance their leadership skills and achieve some influence and empowerment. Economic incentives and livelihood programs were targeted at women, especially the cook stove program. However, a "protectionist" co-management model risks seriously disadvantaging women, as they are often most dependent on natural resources to support their families.

Similarly, youth issues lacked specific attention beyond the school-based groups, and IPAC did not harness the "catalyzing power of youth" for real project objectives, nor were new environmental leaders identified and encouraged.

While there may exist some cultural reasons that prohibit women from taking up field positions in remote and conservative PAs, both IPAC and its GoB counterparts did not empower women in natural resource management by hiring significant numbers in their own teams.

5.8 QUESTION 8: IPAC DG-RELATED SUCCESSES AND SUSTAINABILITY

Findings

Capacity building at the community level has been focused on practical training for AIG activities and was intended to meet the project objective of reducing exploitation of PA resources. It is difficult to assess how successful this training has been, but peoples' continued application of any new skills will depend on how financially rewarding the activities are particularly in comparison to the resource exploitation activities they are supposed to replace. Basic business management skills are needed for participants to assess the costs and benefits and to ensure positive outcomes, but this kind of training has not been provided.

Capacity building for project partners (GoB, NGOs, universities) has focused on technical aspects of biodiversity conservation and the organizational (and to a lesser extent legal) processes of establishing PACM. A cadre of trained and experienced staff now exists. However, transfers of trained staff (particularly at the District and Upazila levels) away from the PAs will influence sustainability unless GoB partners institutionalize CM training in their own capacity-building programs. The training modules that have been developed and tested (see Annex 9) constitute valuable resources which will be useful into the future, as long as their institutional memory of them and commitment to the CM approach remain strong.

Legal and policy provisions are essential for the institutionalization of PACM. IPAC has facilitated considerable progress by GoB ministries to make the needed reforms. However, laws and policies need to be well formulated, adequately secured, and actually implemented in order for project outcomes to be sustainable. Key to this is GoB commitment, which in turn, depends on PACM proving its effectiveness, efficiency, and political acceptability.

IPAC's main effort regarding law enforcement has been the creation of Community Patrol Groups (CPG) to work with FD rangers, in some of the forested PAs. Their effectiveness in reducing illegal activities has not been objectively assessed, but anecdotal accounts do report such reductions. Some of these groups appear to have mobilized around individual zeal, but their effectiveness requires patrols to take place frequently. Their sustainability in the longer term will depend less on FD mobilizing the groups and more on participants being adequately rewarded for the time spent and risks taken and on the majority of local stakeholders supporting the CM approach. This does not yet seem to be happening. Freshly cut tree stumps easily discovered in forested PAs, and the recent invasion of the wetland sanctuary at Baikka Beel and theft of fish illustrate the fragility of law enforcement efforts if local stakeholders are not convinced of the benefits of conservation.

IPAC has successfully established 55 CMOs and nearly 1,000 village-level organizations for 25 PAs. These multi-stakeholder initiatives provide the foundations for effective public participation and the institutionalization of PACM. The sustainability of these organizations depends on funding, and more importantly, on the locally-perceived legitimacy of the organization and on ensuring members have sufficient purpose and incentives to continue participating. Where endowments and tourist entry fee revenue-sharing have been established, some level of funding will continue into the future, but these are unlikely to be sufficient. Access to funds from carbon capture and REDD+ projects will need a lot more work. Currently, CMO plans are entirely integrated with IPAC's annual plans. Without continued support and

facilitation, and a move towards independent funding and planning, most of these organizations will lapse after IPAC closes.

Conclusions

There have been some successes in the areas of community training, environmental law, law enforcement, and public participation that have contributed to the overall project objective of institutionalizing CM, but in all areas, there remain weaknesses. Without a further period of support and development, achievements are unlikely to be sustained after IPAC ends.

5.9 QUESTION 9: DG BEST PRACTICES

Findings

Several DG best practices were identified and should be promoted in future programing.

IPAC's documentation has been exemplary and contributed substantively to capacity building. In particular, discussions of lessons learned and limitations are candid and thorough. Routine reports have been concise, informative, and well written. There were several volumes of relevant and well-written applied research studies and a very well-written and candidly analyzed volume on the lessons learned from the NSP. Together, these represent a valuable and lasting contribution to the corpus of knowledge on the development of NRM in Bangladesh.

IPAC's coordination with other donor-supported projects has led to the leveraging of additional project funding in PA landscapes and their decision to work through existing CMOs.

The comprehensive survey of households in the PA landscape conducted by IPAC in Sundarbans provided a sound basis for the formation of local organizations and for promoting and monitoring participation. The data has been computerized, facilitating further analysis and future project monitoring. Other donor-supported projects have utilized the survey data for the same purposes.

IPAC has creatively fostered private sector participation through Public-Private-Partnership (PPP). The charitable donations from PPP have contributed to the construction and use of the CONIC, and in the future this could be scaled-up to provide more support to the entire Nishorgo Network.

The transitions between NSP/MACH/IPAC and CREL have been relatively well-managed. Total interruptions of activity were avoided, and many experienced staff were taken on by the successor projects.

5.10 QUESTION 10: PROJECT MANAGEMENT

Findings

An important factor in IPAC's good overall performance, mentioned by many stakeholders, was IRG's strong team of professional managers in Dhaka and Washington. They were highly motivated and highly experienced in CBNRM in Bangladesh, in part due to IRG's management of the predecessor project, NSP. There were two changes in the project's COP, but the Deputy COP remained with the project and then became COP, providing invaluable continuity. The only criticism voiced about the team was its preponderance of foresters, contributing to the perception, discussed above, that IPAC was a "forestry project."

The working relationships between IPAC, USAID, and relevant government officers at the national level have been described as exceptionally effective by all involved parties (see Section 5.2). CNRS management, however, felt less satisfied. They mentioned being left out from important management decisions and did not feel that there was effective feedback between the field and Dhaka to facilitate adaptive management of the project. Other reported problems included insufficient creative engagement with cluster staff on training, communications, and outreach. In the same vein, the project did not facilitate a meaningful dialogue between the two subcontractors, CNRS and CODEC.

The replacement of one of the project's main NGO subcontractors (from RDRS to CNRS) in 2010 caused a three-month interruption to project implementation in the Central and Sylhet clusters affecting progress with local organization development and functioning. IPAC staff mentioned a "disconnect" between the expectations of USAID/Bangladesh staff and those of RDRS, a large, experienced NGO that had partnered with IRG under the NSP. USAID/Bangladesh had been dissatisfied with the transition from NSP to IPAC in sites managed by RDRS, while RDRS perceived orders from USAID and IRG as micromanagement and disagreed with the shift away from AIG activities that they championed during NSP.

IRG's approach to IPAC, approved by USAID/Bangladesh, had an ambitiously large number of project sites and low staffing levels. Although the IPAC RFTOP requested "at least three new protected area sites" as well as three ECAs, bringing the total to 14, IRG scaled up to 25 sites in five clusters. On top of this, the team took on additional tasks not in the original design, particularly relating to the Sundarbans and REDD+. IPAC management defends this scaling up in terms of the increased number of people exposed to ideas of CM and the increased number of CMOs established.

In part as a result of this ambitious and lightly-staffed design, IPAC management was over-centralized and streamlined. Management became rather target driven, and some of the quality of field level outputs was inevitably lost to quantity (the number of sites). Site implementation was not always well-linked with Dhaka-based activities. Some IPAC field staff was found to be unfamiliar with overall IPAC priorities. For example, none of the IPAC field staff interviewed were able to name any policy changes that had been introduced as a result of IPAC. Perhaps more worrying, there was a lack of clarity about the overall institutional housing of IPAC with one site facilitator stating that IPAC "belongs to the Forestry Department." While some local staff voiced dissatisfaction with an overall lack of guidance from IPAC management, there was also a sense that IPAC showed little flexibility to adopt CM to local contexts.

In July 2011, USAID's Office of the Inspector General (OIG) conducted an audit of IPAC. One of the three main recommendations from that audit was for IPAC to prepare a sustainability plan for the project's co-management groups. In response, IPAC scaled up work on AIG and livelihoods more generally. This relatively late shift of focus was not ideal, as RDRS had only recently been replaced for over-emphasis on AIG.

IRG and the NGO and GoB partners also experienced high turnover of staff, and none of these organizations had systems in place for providing new staff with adequate CM training or for passing on project knowledge.

Conclusions

Overall, IPAC was led by highly-motivated and professional managers whose long experience in the NRM sector in Bangladesh enabled them to direct and control the project effectively, and to produce high-quality documents of lasting value to conservation in Bangladesh.

IPAC, however, was over-ambitious in its project coverage and inadequately staffed at the field level. This led to several management problems. A rather top-down, prescriptive, and target-driven approach to project management was adopted, which did not capitalize on the experience of its partners. The monitoring system was output- rather than outcome-oriented, encouraged a focus on tasks rather than on processes, and was not used for adaptive management of the project. While all the DG targets in the results framework were delivered, quality of outputs has suffered.

The high turnover of staff of all project partners without adequate handing-over systems led to some lapses of attention and unfortunate decisions.

The change of one of the major sub-contractors in the second year of the project as well as a shift of focus in response to the OIG audit interrupted project activities and may have caused the project to pursue activities it could not adequately support.

5.11 OVERALL CONCLUSIONS

Overall, IPAC has actually been quite a well-managed project that has done some good quality and well-documented work, met most of its DG targets, and contributed to its overall objectives in a very challenging context. IPAC can be credited with an “unprecedented level of coordination” with the three departments, helping them to break out of their management silos and work together on biodiversity conservation issues. The Nishorgo Network Strategy and Action Plan for the PA system (NNSAP) was developed and approved by the three departments. Many elements of the legal framework needed for PACM are now in place or in well-advanced preparation. Many stakeholders at all levels have received training on a variety of relevant topics, and some high-quality applied research has made a valuable contribution to the corpus of knowledge on participatory resource management in Bangladesh. The co-managed PA system has now reached 25 sites involving 55 co-management organizations (CMOs) and nearly 1,000 participating village groups. However, an examination of the qualitative details behind these outputs and statistics has revealed some limitations in the project’s DG approach.

IPAC was not designed as a DG intervention, *per se*. What problems IPAC has experienced appear ultimately to stem from IRG’s original plans for the project, which were overambitious. It was premature to conclude that a functioning model for CM had been established under MACH and NSP and that scaling up with reduced staff and limited budget was now possible. Additionally, the large number of new sites made it difficult to give enough attention to getting the model right and the policy, legislation, and GoB buy-in strong enough, and then to facilitating the democratic functioning of the groups and the implementation of active co-management. In the pursuit of quantity of outputs, the quality of some outcomes has been compromised, and an effective and sustainable approach to CM has yet to be developed.

Participation and sustainability remain unresolved issues. The voice of the poor in the CMOs is not strong enough for CM as envisaged in project documents. The opportunity costs of a “protectionist” model of conservation (in forest PAs) are high and ignore many communities’

(particularly of landless people) basic needs for forest resources. AIGs, where available, are not returning to participants nearly the same amount of income as their previous resource extraction activities. Active co-management of forest PA resources is not currently allowed by the FD, but meanwhile, people continue to use the resources unsustainably, leaving the real problem of forest degradation unaddressed. Forest reserves, some of which border PAs (e.g., Sundarbans FR) and could act as buffer zones, are not open to co-management. Here, the FD maintains very strict control on what can be done, where, and by whom, but nevertheless, many of these forests are also not well-managed and continue to degrade.

Co-management of wetland PAs, however, appears to have been successful in restoring stocks of native fish species and increasing fishing catches and incomes, precisely because the groups were able to manage whole water-bodies actively, applying their own rules for sustainable management (net size, no fishing in the breeding season and no catching of fry) and creating fish sanctuaries within the water-bodies.

Overall, the DG objectives of IPAC are not well-reflected in the choice of the six PMP indicators, and the DG outcomes are not well-reflected in their achievement. A more effective monitoring system is needed.

6. LESSONS LEARNED

Regarding Policy and Legislation and Environmental Governance

Environmental governance initiatives like PACM need a coordinated inter-ministerial approach, including the MoL, MoF, and MoP as well as IPACs two ministerial partners MoEF and MoFL, and coordinated donor support, in order to promote the necessary reforms and develop new approaches (GoB, USAID, CREL).

Regarding participation, local organizations, and PACM

Organizations need a strong purpose and financial support in order to develop their capacity and function in the longer term. The most effective CMOs in IPAC appear to have been the ones that managed small grants.

Regarding capacity building and communication and outreach

Governance issues are extremely important in co-management and should be the subject of specific training and methodological development (USAID, GoB, CREL).

The development and promotion of the “Nishorgo Brand” has been effective in creating a recognizable identity for the PA system that can ultimately contribute to the conservation lobby and the sustainability of CM (GoB, USAID).

Regarding project design and management

In IPAC, as the number of sites was scaled up, the number of field staff was scaled back to a bare minimum, and minimally trained volunteer village facilitators were recruited to fill the gaps, saving the project money. This was a false economy. A greater proportion of project funds should be spent to employ experienced staff at village level, and donors should ensure their contractors do this.

Well-managed transitions between projects (MACH, NSP, IPAC, CREL), which avoid interruptions in field presence and community engagement are important (USAID).

The scaling-up of initiatives should be approached with caution and taken in moderate steps (USAID).

7. RECOMMENDATIONS

Policy and legislation

Work is still needed to strengthen the enabling policy and legal environment for CM. Poor peoples' access to resources (under sustainable management) needs to be secured by law, and broader issues of environmental governance need to be addressed in order for conservation and protected areas co-management to work. These issues need explicit attention from the upper levels of the GoB to ensure harmonized approaches across all the ministries concerned (MoEF, MoFL, MoL MoA, MoF, MoP) and to protect PAs against powerful interest groups. At the same time, the Nishorgo Network, national NGOs, and advocacy groups should be mobilized to participate in this debate.

Work with MoEF, MoFL, MoL, and others (MoA, MoF, MoP) to develop a model for a high level steering committee to promote their collaboration on PACM under CREL, and to address broader issues of environmental governance. This could evolve into the national level body for conservation and PACM advocated under the NNSAP. An early task should be review of the NNSAP and serious adoption of it as a statement of intent of all stakeholders (CREL, GoB).

Mobilize the donor LCG on Environment to support GoB on issues of broader environmental governance.

Participation, local co-management organizations, and actual PACM

Work is still needed to strengthen co-management organizations at all levels. Some CMOs may require restructuring to establish a balance between the need to involve local elites and government officials, and the imperative of giving voice to the groups most dependent on natural resources and to ensure this translates into enhanced conservation (GoB, USAID, CREL).

Carry out an audit/assessment of village-level organizations and develop an action plan for their further strengthening. Analyze available data from IPAC, and monitor participation at this level to assist planning and implementation. Pay close attention to village-level processes. Employ a very qualified person to oversee this in each cluster, and increase numbers of facilitators to support local groups and employ experienced people while encouraging the active involvement of local government officers (GoB, USAID, CREL).

The Nishorgo Network, with its component Regional and National bodies, should continue to receive support and should be mobilized to make conservation into more of a national issue and lobby GoB on policy issues relating to PACM.

Active co-management of resources in forest PAs should be piloted in a few sites (Sundarbans, Lawachara). One approach would be to reconfigure some PAs, incorporating the neighboring

FRs into them, and officially designating them as buffer zones. Real plans for active resource co-management should be developed, and could focus initially on the degraded areas. Ultimately, the CM approach should be expanded into all FRs.

The “landscape approach” repeatedly advocated in IPAC documents should be pursued around all PAs and particularly in the ECAs and wetlands where watershed management is so important. This approach requires the expansion of stakeholders to include DoA, private estate managers, and others and may require reconfiguration of CMOs in order to work effectively.

Develop strategies for women’s engagement in CM and livelihood activities at the site level based on the analyses done during PRAs and on the identification of barriers to and real incentives for women’s participation. Establish local women leaders’ forums for monitoring and refining strategies for women’s engagement. Increase the quota for women on various committees, particularly as office-bearers and provide support for women in these roles.

Capacity building

Although the objects of CM are PAs and natural resources, implementation focuses on organizational development and functioning, consensus building, and the development and implementation of agreed-upon rules and regulations. Therefore, CM is largely a “governance” initiative. Projects should train and support communities to demand good governance and their own legitimate interests and provide more intensive governance training for all implementation partners.

Local-level training should be program-based, incorporating modules on governance and empowerment, organizational development, and small business skills as well as specific AIGs.

Adapt and incorporate IPAC-developed CM modules in the in-house trainings for FD, DoF and DoE staff, and promote their continued inclusion in university and other professional training (GoB).

Continue funding and support for the Regional and National Nishorgo Networks to give an opportunity to gain momentum and develop real roles in lobbying on conservation issues at their respective levels.

Communication and outreach

Give explicit attention to good governance practices in PACM (for example, communication/transparency, consensus-building and responsiveness to partners’ issues) at local and national levels (CREL, GoB).

Apply a communication and outreach strategy that focuses on a few key target groups and a small number of key project messages to strengthen clarity of messaging (CREL).

Publicize and promote Public Private Partnerships to establish endowments for individual PAs and for the Nishorgo Network (CREL, GoB).

Support UNOs to improve coordination of NGOs working in the same areas. Work closely with other NGOs in the project sites to encourage and assist them to integrate conservation-related messages in their own extension.

Project management

Project managers should ensure creative engagement of implementation partners and effective coordination between head office and the field. (CREL, USAID).

Modify monitoring systems to make them less output- and more outcome-focused and use them for adaptive project management in which site- and central-level management both contribute. Ensure data are disaggregated for gender, youth, and ethnic minorities.

All implementing partners need to develop handing-over systems for key staff including training and process documentation to mitigate their various staff turnover/transfer practices that currently undermine training, awareness-raising, and “institutional (project) memory.”

For USAID

Funding of participatory projects should be commensurate with their scope, and corners should not be cut by assuming that briefly-trained local facilitators can take over the vital work at the village level.

PACM is largely a “governance” initiative. Project designs should be passed under a DG lens by USAID and contractors. DG process and outcome indicators should be monitored. Indicators should be more outcome and process focused.

ANNEXES

ANNEX I: EVALUATION SCOPE OF WORK

Final Performance Evaluation of the Integrated Protected Area Co-management (IPAC) Project

United States Agency for International Development
Office of Economic Growth
January 2013, 2012

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BACKGROUND

The Integrated Protected Area Co-Management⁴ (IPAC) project contributes to sustainable natural resources co-management and enhanced biodiversity conservation in targeted forest and wetland protected areas (PA) landscapes. IPAC works with the goal of preserving the natural capital of Bangladesh while promoting equitable socio-economic growth and strengthening environmental governance. The overall objective is to promote and institutionalize an integrated protected area model through which local communities and local government officials co-manage the environment to achieve sustainable natural resources and biodiversity conservation, resulting in responsible, equitable economic growth and good environmental governance. IPAC is implemented in cooperation with the Ministry of Environment and Forests (MoEF), and Ministry of Fisheries and Livestock (MoFL), through a consortium of partners led by Engility (formerly International Resources Group -IRG).

The technical support contract for IPAC was awarded on June 4, 2008 by USAID/Bangladesh through the PLACE Indefinite Quantity Contract (IQC) through Task Order no. EPP-I-01-06-00007-00. The IPAC contract provides for technical advisory services and other support to be provided over a five-year period (2008-2013) to the Government of Bangladesh (GOB) environment, forestry and fisheries agencies responsible for the conservation of wetland and forest protected areas across Bangladesh. This network of forest and wetland protected areas is now recognized as the Nishorgo Network. The IPAC team has been working directly with key stakeholders at the local and national level, including Ministries of Environment, Land, Fisheries and Livestock, as well as local communities, private sector representatives and youth to support the further development and scaling-up of the conservation and co-management of 26 protected forest and wetland areas in the Nishorgo Network of Bangladesh with particular emphasis on ensuring its long-term sustainability.

After four and a half years, IPAC has built a solid foundation for the Nishorgo Network as an integrated protected area system of forests and wetlands conserved through co-management. This includes consolidating initial achievements of the Nishorgo Support Project and Managing Aquatic Ecosystems and Community Husbandry (MACH) Project, previous pilot projects. IPAC has also scaled-up their field presence to 26 protected areas managed from five clusters to support a co-management platform of 55 co-management organizations and nearly 1,000 village community groups (Figure 1). It also includes the development and implementation of the Nishorgo Network Strategy and Action Plan and corresponding brand to promote this national PA system based on co-management.

The co-management model developed by IPAC has been adopted by the GoB and is serving as a platform for follow on activities by many other development partners. The following selected indicators show targets achieved by IPAC by November 2012.

Figure 1: IPAC Sites (removed, see Figure 1 of main report)

- ✓ 720,322 hectares of land under improved natural resources management
- ✓ 658,426 hectares of areas of biological significance under improved management
- ✓ 20 policies developed in support sustainable natural resources management

⁴ 'Co-management' — a situation in which two or more social actors negotiate, define and guarantee amongst themselves a fair sharing of the management functions, entitlements and responsibilities for a given territory, area or set of natural resources.

- ✓ 306,680 people, including 148,874 women, with increased economic benefits
- ✓ 21,159 people, including 6,976 women, receiving training in NRM and/or biodiversity conservation
- ✓ 266,475 metric tons of CO₂ (carbon-dioxide) equivalent reduced or sequestered through improved forest management and conservation
- ✓ \$2,477,577 generated from conservation-based income generation activities
- ✓ \$18.36 million leveraged financing for conservation
- ✓ 2,179,487 people, including 806,161 women, aware of the Nishorgo Network
- ✓ 988,869 recorded visitors to targeted Protected Areas

IPAC works with a co-management approach in natural resource management that gives voice to local communities, whose livelihoods directly or indirectly depend on the environment in which they live. The co-management model allows the communities and their representatives to “co-manage” the environment in conjunction with Forest Department officials. IPAC represents an expansion of USAID’s earlier efforts in the environment sector and seeks to bring environmental governance through the co-management model to larger and more challenging protected areas of Bangladesh. While much of this work focuses on bringing interested parties together to achieve better governance and resource management at the local level, IPAC also partners with the national government to improve national policies and strengthen public institutions that are charged with protecting the environment in Bangladesh. It also puts emphasis on developing the capabilities of local resource management organizations so that they can work with the community to help them understand, accept and assume their roles and responsibilities under a co-management approach in collaboration with the Forest Department. The project also promotes eco-friendly job development through training, alternative income generating activities and promotion of community-based eco-tourism to provide financial benefits to the communities living in and around the protected areas.

The IPAC project’s Results Framework (Table 1) links promotion and institutionalization of an integrated PA co-management system for sustainable natural resources management and biodiversity conservation that results in responsible, equitable economic growth and good environmental governance in forest and wetland landscapes of Bangladesh. To achieve this goal, the IPAC project has three components based on governance (Table 2):

The IPAC Strategy is to co-manage the integrated Protected Area (PA) systems through a strong policy and legal framework; capacity building is needed so as to manage the established and institutionalized national Nisorgo Network of the integrated protected areas; and CMC and RMO co-management forums plus constituency-based organizations are needed for site implementation.

Table 1: IPAC Results Framework⁵

⁵ Indicator No. 5, 18, 11, 17, 19, and 21 having democracy and governance part will be covered by this evaluation.

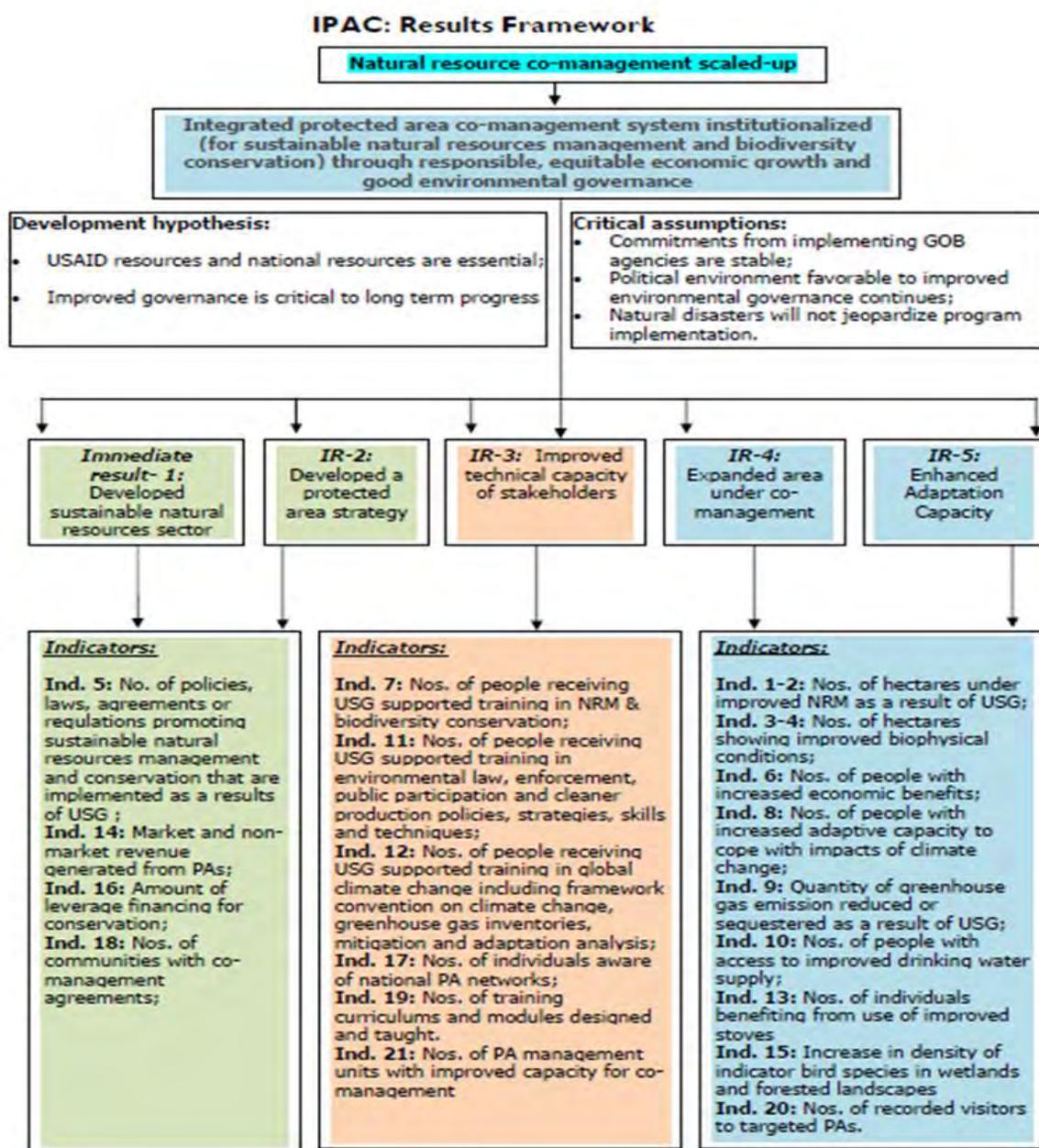


Table 2: IPAC Implementation Matrix

Component	Governance
IPAC Strategy	Policy and legal framework for co-management of integrated Protected Area (PA) system
Capacity Building	Established and institutionalize national Nishorgo Network of

	integrated protected areas
Site Implementation	CMC and RMO co-management forums plus constituency-based organizations

The development hypothesis is that USAID support for institutionalizing PA co-management systems and good environmental governance will strengthen sustainable natural resources management and biodiversity conservation. It is assumed that the project’s interventions have influenced and improved government policies regarding environment and biodiversity conservation.

The IPAC project identified the following critical assumptions that underpin the success of the governance part of the project:

1. Commitments from implementing GOB agencies are stable;
2. Political environment favorable to improved environmental governance continues;

PURPOSE OF THE EVALUATION

The purpose of the evaluation is to assess the performance of the democracy and governance (DG) section of the IPAC project. DG includes the integration of the community training, environmental law, enforcement, and public participation. This encompasses indicator Nos. 5, 18, 11, 17, 19 and 21 as given in the results framework. In particular the objectives of this evaluation are to:

1. Review, analyze and evaluate the effectiveness of the DG section of the IPAC project in achieving the program objectives and contributing to USAID/Bangladesh’s efforts to institutionalize and promote their co-management model in environment and biodiversity conservation;
2. Evaluate major constraints in achieving expected project results that relate to governmental issues; and
3. Provide specific recommendations and lessons learned on strategies and approaches to USAID/Bangladesh for future environmental planning and program design.

The evaluation should cover the project period from June, 2008 to December, 2012. However, this project is a follow-on project to previous USAID investments in this area and therefore the IPAC project DG activities need to be examined in the overall context of environment and biodiversity conservation in the country.

The findings and recommendations of the evaluation will be used to improve implementation of the new environment project – CREL and will also be used in the design of other relevant environment projects/programs. With the exclusion of procurement sensitive sections, USAID intends to disseminate the report widely with the stakeholders such as government agencies and NGOs, USAID implementing partners, donors and environment and climate change professional associations. Upon clearance on procurement sensitivity, USAID will actively share the document through mail correspondences and seminar/workshops. USAID expects the evaluation report will benefit the implementing partners, host government, and other donors in improving their understanding of the program and in designing interventions for future programs.

EVALUATION QUESTIONS

The evaluation at a minimum should address the following questions:

1. To what extent has the IPAC project achieved its DG objectives such as community training, environmental law, enforcement, and public participation against expected results on institutionalization of the protected area co-management model?
2. How effectively has the project coordinated with the Government of Bangladesh (GOB), other donors, NGOs, and the private sector to achieve its DG goals and objectives? What were the barriers, if any?
3. How has the project contributed to building stakeholder and institutional capacity for effective protected area co-management in terms of its DG objectives?
4. How has the project contributed to the development of overall environmental governance in the country?
5. What worked well through IPAC's communication and outreach activities in reinforcing the co-management system to conserve forests and wetlands? What are the deficiencies and gaps?
6. What recommended actions should USAID take to support future GOB efforts to scale up the network of co-managed protected areas and ensure that the network is sustainable without donor assistance?
7. How well were gender and youth issues addressed by IPAC's interventions in the targeted areas? How might they have been engaged differently or more effectively?
8. What components of the current IPAC project related to integration of the community training, environmental law, enforcement and public participation have been most/least successful in meeting project objectives and will likely be sustained after IPAC closes?
9. What are the best practices related to DG interventions to integrate into the future environment programs, e.g. USAID's new initiative-CREL?
10. What are the project management issues for both USAID and implementing partners that adversely impact project performance?

EXISTING DATA

The evaluation team should consult a broad range of background documents apart from project documents provided by USAID/Bangladesh to understand the background of the IPAC project. These include, but are not limited to, documents such as the Bangladesh Climate Change Strategy and Action Plan, as well as other relevant national strategies and policies. USAID and the IPAC Project will provide the assessment team with a package of briefing materials, including:

1. The Program Description for the IPAC Project
2. PMP of IPAC project - including the original version and updated/revised PMPs
3. National Biodiversity Strategy and Action Plan 2004
4. Project quarterly and annual reports, work plans and management reviews developed as part of routine monitoring
5. The Co-management Strategy developed by IPAC project
6. USAID/Bangladesh Country Development Cooperation Strategy 2011-16 (Public version)
7. The Nishorgo Network Strategy and Action Plan
8. Integrated Resources Management Plan for the Sundarbans

9. Bangladesh Country Development Cooperation Strategy
10. LCG matrix of donor projects
11. Research grant reports
12. CMO grants reports
13. Training reports

METHODOLOGY

The evaluation team should start its work with a review of all the documents cited in Section III, Existing Data, and any other readily available key documentation, not listed, that the team considers helpful, before they arrive to Bangladesh.

The evaluation team should consider a mixed-method evaluation approach with a focus on current clients and potential clients. The methodology should combine a review of quantitative data and application of qualitative evaluation techniques to obtain information, opinions, and data from counterparts, contractors, partners, clients, beneficiaries, GOB entities, and other donors. The approach should be participatory and should involve the use of questionnaires as appropriate. The team should utilize USAID evaluation tools and policies (such as the USAID Evaluation Policy) as guidelines to draft the report.

By using a mixed approach, the evaluation team will gain insight on the results of IPAC project activities related to DG interventions (mostly from quantitative data collected by the project and others) and the processes (mostly qualitative information provided by the project staff and key informants) that lead to those results. Sequential and iterative approaches should be used to integrate the mixture of methods at various stages of the evaluation.

The information collected will be analyzed by the evaluation team to establish credible answers to the questions and provide major trends and issues. USAID requires that evaluations explore issues of gender; thus, the evaluation should examine gender issues within the context of the evaluation of ILLG activities.

The methodology narrative should discuss the merits and limitations of the final evaluation methodology. The evaluation team will design appropriate tools for collecting data from various units of analysis. The tools will be shared with USAID during the evaluation and described in detail as part of the evaluation report.

The team, as appropriate, will have interviews with the following (not inclusive):

1. Various USAID offices and other USG offices in Bangladesh
2. Meeting former COR Alamgir Hussain and email interview with Azhar Mazumder
3. IPAC project staff, including IPAC subcontractors at both office headquarters and field offices
4. Stakeholders: beneficiaries, professional associations, universities, community members, etc.
5. Key GOB representatives across multiple sectors including wetlands conservation and protected area co-management,
6. Major donors involved in biodiversity conservation, natural resources management, GCC adaptation and mitigation, environmental governance
7. Staff from other relevant USAID implementing organizations

Data from key informant interviews may be organized to quantifiable information on certain indicators or be used to validate data obtained from other reports.

IPAC implements its activities in 26 protected forest and wetland areas through five cluster offices – Northeast, Central, Southeast, Chittagong Sub-Cluster and Sundarbans. Team members, as appropriate, will visit selected project implementation sites in Dhaka, Chittagong, Khulna and Sylhet divisions in Bangladesh.

Limitation: The evaluation will not be engaged in primary data collection from any statistically designed sample of beneficiaries or providers to measure the effect of the project on defined indicators. It will rather depend on the secondary data available from the routine management information system records and the reports of other surveys and assessments conducted by this project or other programs. Since key informant interview will be a major source for validation of information available from the project, chances of bias are likely. The evaluation team should carefully decide on the methodology and select interviewees in a way that avoids or minimizes the possibility of bias.

DELIVERABLES

Work plan: The team will prepare a detailed work plan which will include the methodologies to be used in the evaluation. It will also include a GANTT chart displaying the time periods during which the activities occur. The work plan will be submitted to USAID/Bangladesh for approval. USAID will review/approve within 5 working days after receiving the work plan.

Key Informant Interview Questionnaire: Different set of questionnaires will be prepared for interviews with key informants at different levels and will be part of the annex to the final report.

Debriefings: Before leaving Bangladesh, the team will debrief USAID/Bangladesh, including the DG/EG office, and the Front Office on their findings, conclusions and recommendations, using a PowerPoint presentation and any briefing materials required. USAID will provide feedback during the briefing meeting. The team will also debrief Engility/IPAC, Winrock/CREL project staff, and GoB officials using PowerPoint presentation and other briefing materials.

Draft Evaluation Report: The evaluation team will provide the DG/EG office with a full draft report that includes all the components of the final evaluation report within 16 days after departure from the country. USAID will provide comments on the draft report to the evaluation team within 10 working days of receiving the draft report.

The draft evaluation report will include, at a minimum, the following: scope of work and methodology used; important findings (empirical facts collected by evaluators); conclusions (evaluators' interpretations and judgments based on the findings); recommendations (proposed actions for management based on the conclusions); and lessons learned (implications for future designs and for others to incorporate into similar programs).

Final Assessment Report: USAID/Bangladesh provides written comments on the team's draft final evaluation report (see above). The final report will then be edited and formatted by Social Impact within 10 working days and submitted to USAID.

The final report should have the following criteria to ensure the quality of the report:

1. The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not, and why.
2. To help draft the evaluation report, the team should utilize USAID evaluation tools and checklists, including Good Practice Elements of an Evaluation Report Keyed to USAID's 2011 Evaluation Policy. This report checklist includes structure of the Report, Scope and Methodology, Analysis, Findings, Conclusions, Recommendations, Lessons Learned, and Bottom Line.
3. Evaluation reports shall address all evaluation questions included in the Scope of Work.
4. The evaluation report should include the Scope of Work as an annex. All modifications to the Scope of Work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by USAID.
5. Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.
6. Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, etc.).
7. Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence. When appropriate, graphics and tables should be used to present the results. A map showing sample locations and other relevant information is useful.
8. Sources of information need to be properly identified and listed in an annex.
9. Recommendations need to be supported by a specific set of findings.
10. Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

The format of the final evaluation report should strike a balance between depth and length. The report will include a table of contents, list of figures and tables (as appropriate), maps (if any), acronym list, executive summary, introduction, purpose of the evaluation, research design and methodology, findings, conclusions, lessons learned and recommendations. The report should include, in the annex, any dissenting views by any team member or by USAID on any of the findings or recommendations. The report should not exceed 30 pages, excluding annexes. The report will be submitted in English, electronically. The report will be disseminated within USAID. A second version of this report, excluding any potentially procurement-sensitive information, will be submitted (also electronically, in English) to Development Experience Clearinghouse (DEC) for dissemination among implementing partners and stakeholders.

All quantitative data, if gathered, should be (1) provided in an electronic file in easily readable format; (2) organized and fully documented for use by those not fully familiar with the project or the evaluation; (3) owned by USAID and made available to the public barring rare exceptions. A thumb drive with all the data could be provided to the COR.

TEAM COMPOSITION

The team should include four consultants with at least two local consultants. The former should include specialists with the following areas of expertise: environmental governance,

institutional capacity assessment, and experience in conducting evaluation. The local consultants should have an excellent understanding of the Bangladesh natural resources governance context and community mobilization experience and be fluent (level 4/4) in both English and Bangla. The team leader should be an Environmental Governance Specialist.

1. Team Leader (Environmental Governance Specialist – senior):

The Team Leader should be an independent consultant with at least Master's degree (PhD, preferred) and related trainings in the governance of environment and natural resources management program evaluation. S/he should have a postgraduate degree or higher in governance, international development, environmental policy or related field. S/he should have a minimum 8-10 years' experience in the areas of environmental policy reform, resource and property rights, land tenure, equitable sharing of benefits accrued from exploitation of natural resources, conducting monitoring and evaluation of resource governance programs and community mapping. S/he should also have experience working with local and/or national level government agencies in developing countries. S/he will analyze the IPAC project's interventions in promoting and institutionalizing co-management approach and assess the effectiveness and appropriateness of the approaches adopted by the project.

The Team Leader will participate in team meetings, key informant interviews, group meetings, site visits, and draft the sections of the report relevant to his/her expertise and role in the team. S/he will also participate in presenting the report to USAID or other stakeholders and be responsible for addressing pertinent comments provided by USAID/Bangladesh or other stakeholders. Ability to conduct interviews and discussion and write well in English is essential.

The Team Leader will take specific responsibility for assessing and analyzing the project's progress towards quantitative targets, performance, and benefits/impact of the strategies. The Team Leader will also examine the potential sustainability of IPAC project approaches and activities.

The Team Leader will be responsible for overall management of the evaluation, including coordinating and packaging the deliverables in consultation with the other members of the team. S/he will provide leadership for the team, finalize the evaluation design, coordinate activities, arrange meetings, consolidate individual input from team members, and coordinate the process of assembling the final findings and recommendations. S/he will also lead the preparation and presentation of the key evaluation findings and recommendations to the USAID/Bangladesh team and key partners. The Team Leader will submit the draft report, present the report and, after incorporating mission's comments, submit the final draft report to USAID/Bangladesh within the prescribed timeline. All reports both draft and final should be in English.

2. Evaluation Specialist (Community Mobilization/Development – mid level):

An international midlevel Sector Specialist or Evaluation Specialist, also with experience in evaluation of community development programs which are designed to impact governmental policy in developing countries (midlevel International Specialist); At least seven (7) years of experience in democracy and governance programs and some experience community development improvement programs in developing countries is required. Experience in assessing: Role of civil society in strengthening citizen participation and strategic development.

Knowledge of community development is required. Asian/regional experience is desired. Ability to conduct interviews and discussions and write well in English is essential.

3. Community Mobilization in Environment Management Specialist (Local – mid level):

The Community Mobilization in Environmental Management Specialist will be a host country national with an excellent understanding of the developments in the environmental sector of Bangladesh. S/he will have a Bachelors, Masters or Ph.D. with a minimum of 5-7 years' experience in large-scale environmental and/or natural resources management projects in developing countries, preferably in Bangladesh. S/he will have experience in evaluation of community mobilization and environmental management in Bangladesh or in other developing countries. At least six (6) years of experience in democracy and governance programs and some experience managing or implementing community managed outreach program in development sector. Experience preferred in assessing: community capacity in transitional economies and democracies; the role of civil society in strengthening citizen participation and environmental management. Knowledge of environmental governance and co-management is required. Bangladesh experience is desired. Ability to conduct interviews and discussions and write well in English is essential.

Conflict of Interest: All evaluation team members will provide a signed statement attesting to a lack of conflict of interest, or describing an existing conflict of interest relative to the project being evaluated. USAID will provide the conflict of interest forms and make a determination, if necessary, on whether a conflict of interest exists.

Overall the team will need expertise in USAID practices and expectations in program evaluation; program design and analysis; quantitative and qualitative data collection and analysis; survey design and analysis; program issues, innovations and challenges in building parliamentary capacity; and USAID practices and requirements in program performance measurement.

The team will be supported by the Bangladesh Democracy and Governance Program Evaluations (BDGPE) project and one staff member, experience in evaluation, who will be a member of the team.

SCHEDULING AND LOGISTICS

The proposed evaluation will be implemented through the Democracy and Governance Programs' Evaluations Task Order (Contract) (AID-388-TO-12-00001), implemented by Social Impact.

Social Impact will be responsible for all off-shore and in-country administrative and logistical support, including identification and fielding appropriate consultants. They will take care of arranging and scheduling meetings, international and local travel, hotel bookings, working/office spaces, computers, printing, and photocopying. A local administrative assistant/secretary may be hired to arrange field visits, local travel, hotel and appointments with stakeholders.

Social Impact will make all logistic arrangements, including the vehicle arrangements, for travel within and outside Dhaka and should not expect any logistic support from the Mission. They will also make arrangements for work space and team meetings, and equipment support for producing the report.

A six-day work week (Saturday-Thursday) is authorized for the evaluation team while in Bangladesh. The evaluation team will submit a work plan as part of the evaluation methodology

proposal with timeline (Table 3) displaying the periods during which activities occur. Table 4 presents a detailed breakdown of the estimated Level of Effort (LOE) for the project. It is predicted that the project will last about 40 work days; starting on February 24 and ending May 9, 2013. This only an estimate for planning purposes and is subject to change.

Pre-departure arrangements should include: travel approval; airline tickets; visa; lodging; work facility and vehicle transport arrangements; dates for meetings with USAID/Bangladesh DG and EG staff and key contacts; in-country travel agenda and accommodations.

Table 3: Time periods during which activities occur

Task/ Deliverable	Proposed Dates
Review background documents & preparation work (offshore): Draft work plan	02/24 to 02/28
Travel to Bangladesh by expat Team members	03/01 & 02
Team Planning Meeting hosted by BDGPE	03/03
In-brief with USAID/Bangladesh	03/04
Data collection	03/05 to 03/22
Analysis and product drafting in-country	03/24 to 03/27
Evaluation Team submits annotated report outline and draft presentation for USAID/Bangladesh DG Team review	03/27
Presentation and debrief with DG Team and USAID/Bangladesh	03/31
Debrief meetings with key stakeholders, including GOB	04/01
Expat Team members depart Bangladesh	04/02
SI delivers draft report to DG Team	04/04 to 18
USAID and partners provide comments on draft	04/18 to 25
Team revises draft report	04/25 to 05/02
Social Impact edits/formats report	05/02 to 09
SI delivers final report	05/09

REPORTING REQUIREMENTS

The total pages, excluding references and annexes, should not be more than 30 pages. The following content (and suggested length) should be included in the report:

Table of Contents

Acronyms

Executive Summary - concisely state the project purpose and background, key evaluation questions, methods, most salient findings and recommendations (2-3 pp.);

1. **Introduction** – country context, including a summary of any relevant history, demography, socio-economic status etc. (1 pp.);
2. **The Development Problem and USAID’s Response** - brief overview of the development problem and USAID’s strategic response, including design and implementation of the IPAC project IPAC project and any previous USAID activities implemented in response to the problem, (2-3 pp.);
3. **Purpose of the Evaluation** - purpose, audience, and synopsis of task (1 pp.);

4. **Evaluation Methodology** - describe evaluation methods, including strengths, constraints and gaps (1 pp.);
5. **Findings/Conclusions** - describe and analyze findings for each objective area using graphs, figures and tables, as applicable, and also include data quality and reporting system that should present verification of spot checks, issues, and outcomes(12-15 pp.);
6. **Lessons Learned** - provide a brief of key technical and/or administrative lessons on what has worked, not worked, and why for future project or relevant program designs (2-3 pp.);
7. **Recommendations** – prioritized for each key question; should be separate from conclusions and be supported by clearly defined set of findings and conclusions. Include recommendations for future project implementation or relevant program designs and synergies with other USAID projects and other donor interventions as appropriate (3-4 pp.);

Annexes – to include statement of work, documents reviewed, bibliographical documentation, evaluation methods, data generated from the evaluation, tools used, interview lists, meetings, focus group discussions, surveys, and tables. Annexes should be succinct, pertinent and readable. Should also include if necessary, a statement of differences regarding significant unresolved difference of opinion by funders, implementers, or members of the evaluation team on any of the findings or recommendations.

The report format should be restricted to Microsoft products and 12-point type font should be used throughout the body of the report, with page margins one inch top/bottom and left/right.

The Mission will receive an electronic copy of the final report.

ANNEX 2: LIST OF IPAC CLUSTERS AND SITES

No.	Name of the Protected Area or Site	Division/Department/Ministry	Total Area (ha)	Upazila/District
Sylhet Cluster : Srimongal (Cluster Office)				
1	Lawachara National Park	Wildlife Management & Nature Conservation Division Moulavibazar/FD/MOEF	1250	Kamalganj/ Moulavibazar
2	Satchari National Park	Wildlife Management & Nature Conservation Division- Moulavibazar/FD/MOEF	243	Chunarughat/Hobigonj
3	Rema-Kalenga WS	Sylhet Forest Division	1795	Chunarughat/Hobigonj
4	Khadimnagar National Park	Sylhet Forest Division	679	Sylhet Sadar/Sylhet
5	Hail Haor	Moulvibazar	13000	Srimongal, Moulvibazar
6	Tanguor Haor, Ecological Critical Area/Ramsar Site *	MOEF, National Level Steering Committee, Tanguor Haor Mgt. Committee headed by DC	9727	Dharmapasha, Tahirpur/ Sunamganj
7	Hakaluki Haor, Ecological Critical Area*	DoE/MoEF	18,383	Kulaura Barlekha, Juri/Moulvibazar & Fenchugonj, Golapgonj/Sylhet
Central Cluster : Modhupur (Cluster Office)				
8	Modhupur National Park	Tangail Forest Division	8,436	Modhupur/Tangail & Muktagacha/ Mymensingh
9	Bhawal National Park*	Wildlife Management & Nature Conservation Division- Dhaka/FD/MOEF	5,022	Gazipur Sadar/ Gazipur
10	Turag-Bangshi River Basin	DoF/MOFL	10,000	Kaliakoir/Gazipur & Mirzapur/Tangail
11	Kangsha-Malijhee River Basin	DoF/MOFL	8,000	Jhenaigati, Sherpur Sadar/Sherpur
South-Eastern Cluster: Cox` s Bazar (Cluster Office)				
12	Teknaf Wildlife Sancturay	Cox` s Bazar South Forest Division/ FD/MOEF	11,615	Teknaf/Cox` s Bazar
13	Teknaf Peninsula	DOE/MOEF	10,465	Ramu, Ukhia, Cox` s Bazar

	Ecological Critical Area			
14	Chunati WS	WMND, Chittagong South Forest Division FD/MOEF	7,764	Banskhali, Lohagora/Chittagong & Chakaria/ Cox` s Bazar
15	Fasiakhali WS	Cox` s Bazar South Forest Division/FD/MOEF	1,302	Chakaria/ Cox` s Bazar
16	Medha Kachapia National Park	Cox` s Bazar South Forest Division/FD/MOEF	396	Chakaria/ Cox` s Bazar
17	Himchari National Park	Cox` s Bazar South Forest Division/FD/MOEF	1,729	Cox` s Bazar Sadar/ Cox` s Bazar
18	Inani Proposed National Park*	Cox` s Bazar South Forest Division FD/MOEF	7,700	Ukhia/Cox` s Bazar
19	Sita Kunda Eco Park *	Chittagong Forest Division	808	Sita Kunda/Chittagong
Chittagong/Chittagong Hill Tracts Cluster : Kaptai (Cluster Office)				
20	Kaptai National Park	Chittagong Hill Tracts South Forest Division/FD/MOEF	5,464	Kaptai/Rangamati
21	Dudpukuria, Dhopachari WS	Chittagong Hill Tracts North Forest Division/FD/MOEF	42,087	Rangunia/Chittagong
Sundarbans Cluster : Mongla (Cluster Office)				
22	Sundarbans East WS	Sundarbans East Forest Division/FD/MOEF	31,226	Sadar, Mongla, Morrelganj, Sarankhola/Bagherhat, Dacop/Khulna
23	Sundarbans South WS	Sundarbans West Forest Division/FD/MOEF	36,970	Dacop/Khulna
24	Sundarbans West WS	Sundarbans West Forest Division/FD/MOEF	71,502	Shyamnagar/Satkhira & Koira/Khulna
25	Sundarbans Ecological Critical Area	DoE/MOEF	59,600	Paikgacha, Dhakup, Koira/Khulna & Patharghat, Mongla, Sarankhola/Satkhira & Patharghat/Barguna & Mathabaria/ Pirojpur
TOTAL				

Source: IPAC (personal comm); *denotes indirect site

ANNEX 3: DOCUMENTS REVIEWED

IPAC Progress Reports, Strategies, etc.

A Guideline to Facilitate Discussion on Rights and Role of Indigenous People in Protection of Forests and Wetlands

Annual Reports (first year, second year, third year, fourth year and third quarter of fifth year) of Integrated Protected Area Co-Management-IPAC Project

Annual work plans (first year, second year and third year) of IPAC Project

Assessment of Co-management Organization, 2013

Capacity Building and Implementing Co-management of Protected Areas, Bangladesh, IPAC, 2009

Co-management Scorecard

Common indicators of the US Foreign Assistance Framework for IPAC

Eco-Tourism in Satchari National Park, 2013, IPAC

Impact Assessment on Protected Area Conservation in Bangladesh, IPAC, 2012

Initial Assessment Report on Bamboo Value Chain, IPAC, 2009

IPAC Communication Strategy, IPAC, 2009

Nishorgo Network Recognition Study, 2013, IPAC

PA Management Plans, IPAC

Performance Monitoring Plan, Versions I (2009) and Final (2011)

PRA/RPA Findings of Hakaluki Haor, RDRS, 2009

Request for Task Order Proposal (RFTOP), Project description, USAID

Site level Field Appraisal for PA: Hail Haor, 2009

Site level Field appraisal for PA: Khadimnagar National Park, 2009

Site level Field Assessment for PA Co-management: Lawachara National Park, 2009

State of Bangladesh's Forest Protected Areas, 2010

IPAC Applied Research and Lessons Learned Studies

Connecting Communities and Conservation: Co-management Initiatives Implemented by IPAC in Wetlands and forests of Bangladesh, 2013

Protected Area Co-Management Where People and Poverty Intersect: Lessons from NISHORGO in Bangladesh, 2012

IPAC extension materials

Flip Chart: Rights and Role of Indigenous People in Protection of Forests and Wetlands, IPAC

Legislation and Policy

Environment Conservation Act 1995,

Environment Conservation Rules, 1997

Environment Court act, 2000

Forest Act 1927

National Forestry Policy, 1994

Some important Laws related to Forests, Fisheries and Environment: Gazettes of Bangladesh Government

GoB/IPAC Documents

A guide to Wildlife, Nishorgo Program, Bangladesh Forest Department, 2008

Co-Management Plan, Hail Haor (2010-2015), Government of Bangladesh, Forests department, Department of Fisheries and Department of Environment

Integrated Resources Management Plans for The Sundarbans (2010,2020) Volume I and II), Forest Department, Ministry of environment and Forests, 2010

The Nishorgo Network Strategy and Action Plan: Collaborative Management of Bangladesh's Natural Protected Areas, 2011

Department of Forestry Documents

Brief on National Forests Inventory-NFI, Bangladesh Forest Resources Development Service, FAO, Rome, 2007

National Biodiversity Strategy and action Plan for Bangladesh, Ministry of Environment and Forests, government of the People's Republic of Bangladesh, 2004

Department of Fisheries/MACH Documents

Community Based Co-management: A solution to Wetland Degradation in Bangladesh, MACH Brief

MACH Completion report, Volume-I, 2003

MACH- Project Profile: a Project of the Government of Bangladesh, sponsored by USAID, 2001

Stakeholders Policy Brief-2, Good governance: A Sustainable Organizations and Participation-MACH

USAID/USG Documents

Audit of USAID/Bangladesh's Integrated Protected Area Co-management Project, 2011

Bangladesh Environment Sector Assessment and Strategic Analysis, 2010

Co-management of Tropical Forest Resources in Bangladesh

Country Strategic Statement (2006-2010), 2005

Environmental and Natural Resources Management in south Asia: An assessment of Issues and Opportunities, 2001

Gender Assessment, USAID/Bangladesh, 2011

Other References

Choudhury JK and MAA Hossain (2011). Bangladesh Forestry Outlook Study. Asia-Pacific Forestry Sector Outlook Study II. Working Paper No. APFSOS II/ WP/ 2011/ 33.

Food and Agriculture Organization (2010). Global Forest Resources Assessment 2010. Country Study: Bangladesh. FRA2010/017. Rome.

ANNEX 4: EVALUATION DESIGN MATRIX

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
<p>Q1. To what extent has the IPAC project achieved its DG objectives (6 indicators) such as community training, environmental law, enforcement, and public participation against expected results on institutionalization of the protected area co-management model?</p>	<p>1. What were the targets and were they achieved?</p>	<ul style="list-style-type: none"> • Annual Reports • PMP docs • OIG • CMOs • IPAC Management and staff • USAID 	<ul style="list-style-type: none"> • Lit Review • KII
	<p>2. What variation has there been in achievement from annual and final targets, and why?</p>	<ul style="list-style-type: none"> • Annual Reports • PMP docs • OIG • IPAC Management (Ram Sharma) implementation partners • CMOs • USAID 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs
	<p>3. How were the targets identified and revised, and were they realistic in terms of quantity, quality, and time?</p>	<ul style="list-style-type: none"> • IPAC staff; • PMP; • implementation partners • CMOs • USAID 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs
	<p>4. How and to what extent have achievements against indicators contributed to the project goal (implications for original plan/TOC)?</p>	<ul style="list-style-type: none"> • IPAC staff; • PMP document; • GoB • implementation partners • USAID 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	5. For each DG objective, explore the qualitative aspects of the component activities, including content and processes, according to sub-questions.	<ul style="list-style-type: none"> • Annual Reports • PMP • OIG Audit • IPAC Management implementation partners • CMOs 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs
Q2. How effectively has the project coordinated with the Government of Bangladesh (GOB), other donors, NGOs, and the private sector to achieve its DG goals and objectives? What were the barriers, if any?	1. What was nature and quality of involvement of different stakeholders (using matrix of SH against activity): inform, consult, participate, make decisions?	<ul style="list-style-type: none"> • IPAC and donor annual reports; • IPA staff • CMOs • GoB • Implementation partners 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs
	2. What, if any, were the formal mechanisms for coordination at different levels and different stages in the project, and how did they operate? (planning, implementation, monitoring)	<ul style="list-style-type: none"> • IPAC and donor Annual Reports; • implementing partner staff • minutes of any coordination meetings • CMOs • beneficiaries 	<ul style="list-style-type: none"> • Lit Review • KII • field visits/obs
	3. How has the actual coordination contributed to or hindered achievement of the project goal and improved PA	<ul style="list-style-type: none"> • implementing partner staff • CMOs 	<ul style="list-style-type: none"> • KII

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	<p>management (impact)?</p> <p>4. What were the barriers to and problems in coordination?</p>	<ul style="list-style-type: none"> • IPAC and donor Annual Reports; • IPAC staff • implementing partner staff • staff of other donors • meeting minutes • CMOs 	<ul style="list-style-type: none"> • Lit Review • KII
<p>Q3. How has the project contributed to building stakeholder and institutional capacity for effective protected area co-management in terms of its DG objectives?</p>	<p>1. How did the Capacity Building plan (CBP) align with the assessed and other needs of all stakeholders? (incl women, youth, CMOs)</p>	<ul style="list-style-type: none"> • IPAC annual reports; • training needs assessment • capacity building plan (05/09) • IPAC CB specialist • CMOs 	<ul style="list-style-type: none"> • Lit Review • KII
	<p>2. Was the CBP implemented according to the plan?</p>	<ul style="list-style-type: none"> • IPAC annual reports; training reports • capacity building plan (05/09) • IPAC CB specialist • CB consultants 	<ul style="list-style-type: none"> • Lit Review • KII • field visit
	<p>3. How were governance and gender issues incorporated in the trainings?</p>	<ul style="list-style-type: none"> • training reports • IPAC CB specialist • CMOs, women, youth 	<ul style="list-style-type: none"> • Lit Review • KII • focus group discussions
	<p>4. Have CB activities led to significant changes in individual and institutional performance;</p>	<ul style="list-style-type: none"> • implementation partners • GOB (MoEF, MoFL) 	<ul style="list-style-type: none"> • KII

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	how; which ones?	<ul style="list-style-type: none"> • trainees 	
	5. Were improvements to the Forest Department (FD) and local training centers effective in contributing to capacity building?	<ul style="list-style-type: none"> • IPAC CB officer • FD, DoF and DoE staff • implementing partners 	<ul style="list-style-type: none"> • KII • field KII
	6. How did the project contribute to the sustainability of capacity esp at the local level?	<ul style="list-style-type: none"> • local CB plans • implementing partners • CMOs 	<ul style="list-style-type: none"> • Lit Review • KII • field KII
	7. How have the findings of the Applied Research component been used for CB and project development?	<ul style="list-style-type: none"> • EastWest Center, World Fish Center • implementation partners 	<ul style="list-style-type: none"> • Lit Review • KII • field KII
Q4. How has the project contributed to the development of overall environmental governance in the country?	1. What are the key issues in environmental governance in Bangladesh. How are these issues reflected/promoted in IPAC objectives, and to what extent have they been achieved?	<ul style="list-style-type: none"> • 5year plan • IPAC docs • plans of FD, DoF, DoE • env gov experts 	<ul style="list-style-type: none"> • Lit Review • KII
	2. What good practices from IPAC have been replicated by other gov't dept efforts in environmental governance including	<ul style="list-style-type: none"> • IPAC docs • land tenure experts • env gov experts from academia, donors. 	<ul style="list-style-type: none"> • Lit Review • KII

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	Multi-lateral Environmental Agreements?		
Q5. What worked well through IPAC's communication and outreach activities in reinforcing the co-management system to conserve forests and wetlands? What are the deficiencies and gaps?	1. What were the overall explicit and implicit goals (and outputs) of IPAC's communication and outreach (C&O) activities and how were they aligned with IPAC's overall objectives, appropriate with local culture.	<ul style="list-style-type: none"> • Project Documentation (Original SOW; Communication Strategy) • IPAC C&O Team • Oasis Communication • IPAC Management 	<ul style="list-style-type: none"> • Lit Review • KII
	2. How were stakeholders involved in the development and implementation of C&O activities.	<ul style="list-style-type: none"> • Project Documentation (Original SOW; Communication Strategy?) • IPAC Communication and Outreach Staff • IPAC Management 	<ul style="list-style-type: none"> • Lit Review • KII • Focus Groups
	3. Was IPAC's communication strategy implemented according to the plan?	<ul style="list-style-type: none"> • MOE; MOF; FD; • Beneficiaries • Site Administrators • CMOs • VCFs 	<ul style="list-style-type: none"> • Lit Review • KII • Focus Groups
	4. Which C&O activities had the greatest/least demonstrable influence on promotion of co-management? Explain,	<ul style="list-style-type: none"> • MOE; MOF; FD; • local gov't • Site Administrators • CMOs • VCFs 	<ul style="list-style-type: none"> • Lit Review • KII • Focus Groups

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	with evidence.		
Q6. What recommended actions should USAID take to support future GOB efforts to scale up the network of co-managed protected areas and ensure that the Nishorgo Network is sustainable without donor assistance?	1. What are the GOB's plans - and what is the GOB doing - to scale up and sustain the network of co-managed protected areas?	<ul style="list-style-type: none"> • 5Year Plan • DOF; DOE; FD 	<ul style="list-style-type: none"> • Lit Review • KIIs
	2. Are there any components of the Nishorgo Network (NN) strategy that are amendable to sustainability without donor assistance? Are there any components of the NN that will most certainly require donor assistance in order to be sustained?	<ul style="list-style-type: none"> • IPAC Documentation • IPAC Staff • PA Staff • Other Donor Staff • CMOs 	<ul style="list-style-type: none"> • Lit Review • KIIs
	3. What are the best practices - inside Bangladesh and elsewhere - on the scaling up of co-managed PAs?	<ul style="list-style-type: none"> • USAID staff • Arrannayk Foundation • Literature 	<ul style="list-style-type: none"> • Lit Review • KIIs
	4. What are specific actions USAID can take to help scale-up NN and ensure its sustainability?	<ul style="list-style-type: none"> • PA Staff • IPAC Staff • USAID Staff 	<ul style="list-style-type: none"> • Lit Review • KIIs
Q7. How well were gender and youth issues addressed by IPAC's	2. How were gender and youth issues analyzed and	<ul style="list-style-type: none"> • IPAC Documentation • USAID Documentation 	<ul style="list-style-type: none"> • Literature Review • KIIs

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
<p>interventions in the targeted areas? How might they have been engaged differently or more effectively?</p>	<p>integrated in the planning and implementation of IPAC? (Integration in policy and legislation, CMPs, represented in training, targeted in C&O). How might they have been engaged differently or more effectively?</p>	<ul style="list-style-type: none"> • IPAC Staff • youth and gender beneficiaries 	<ul style="list-style-type: none"> • Focus Groups • Site Coordinator Mini Survey
	<p>2. Have project activities resulted in significant empowerment of women and youth (participation, decision making processes) ?</p>	<ul style="list-style-type: none"> • IPAC Documentation • USAID Documentation • IPAC Staff • local govt • CMOs • youth and gender beneficiaries 	<ul style="list-style-type: none"> • Literature Review • KIIs • Focus Group Discussion • Site Coordinator Mini Survey
	<p>3. How many women and youth were employed by IPAC, its partners, and CMOs for this project? (esp management positions)</p>	<ul style="list-style-type: none"> • IPAC Documentation • IPAC Staff • USAID Gender Specialist 	<ul style="list-style-type: none"> • Literature Review • KIIs
<p>Q8. What components of the current IPAC project related to integration of the community training, environmental law, enforcement, and public participation have been most/least successful in meeting project objectives and will likely be sustained after IPAC</p>	<p>1. Which components reached the targets set for their objectives?</p>	<ul style="list-style-type: none"> • IPAC PMP and annual reports; • Question I 	<ul style="list-style-type: none"> • Lit review
	<p>2. Which project components are likely to be sustained after IPAC closes with the help of</p>	<ul style="list-style-type: none"> • IPAC Staff • CMOs • VCFs • CREL Staff 	<ul style="list-style-type: none"> • KIIs • Focus Group Discussion

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
closes?	CREL / other projects?		
	3. Are there any best practices amongst the different project components and sites in terms of achieving project objectives / sustainability?	<ul style="list-style-type: none"> • IPAC Staff • CMOs • CREL Staff • IPAC Site Coordinators 	<ul style="list-style-type: none"> • KIs • Focus Group Discussion • Site Coordinator Mini survey
	4. What is the exit strategy of IPAC, and how has it been implemented? How was the CREL project designed?	<ul style="list-style-type: none"> • IPAC Staff • CMOs • CREL Staff 	<ul style="list-style-type: none"> • KIs • Focus Group Discussion • Site Coordinator Mini survey
Q9. What are the best practices related to DG interventions to integrate into the future environment programs, e.g. USAID's new initiative-CREL?	1. What DG components of IPAC worked well or did not work well towards achieving the overall project goals at the central and local levels, and why?	<ul style="list-style-type: none"> • Other Project Chapters • IPAC Staff • USAID Staff • MOE; MOF; FD 	<ul style="list-style-type: none"> • KIs
	2. What innovative practices or cautionary lessons from IPAC would enhance future environment related programming?	<ul style="list-style-type: none"> • Other Project Chapters • IPAC Staff • USAID Staff • donors • MOE; MOF; FD 	<ul style="list-style-type: none"> • KIs
Q10. What are the project management issues for both USAID and implementing partners that adversely impact project performance?	1. Did project planning build adequately on previous experience and lessons learned in NRM	<ul style="list-style-type: none"> • project documents, reviews • Project SOW, IPAC staff 	<ul style="list-style-type: none"> • Literature Review • KIs

Evaluation Question	Sub-Questions	Data Source (Organization / Individual)	Data Collection Methods
	by USAID and other donors, conduct adequate situation analysis, and engage appropriately with stakeholders, ep MACH, NSP beneficiaries ?	<ul style="list-style-type: none"> • USAID Staff; • OIG Audit • Former COPs • MACH NSP,IPAC VCFs 	
	2. What were the main strengths and weaknesses in project management? How did they constrain or promote progress? How were issues resolved?	<ul style="list-style-type: none"> • PMP; Log Frame; RF • USAID Staff • IPAC staff and partners • Former COPs 	<ul style="list-style-type: none"> • Literature Review • KIIs
	3. How satisfied are stakeholders with the overall management of IPAC?	<ul style="list-style-type: none"> • USAID Staff • IPAC Staff • Implementation partners • Former COPs 	<ul style="list-style-type: none"> • KIIs
	4. What unresolved issues are being left behind?	<ul style="list-style-type: none"> • IPAC Staff • implementing partners • VCFs 	<ul style="list-style-type: none"> • KIIs

ANNEX 5: EVALUATION ITINERARY

Date	Location	Activity
20 March, Weds	Dhaka	Team Leader Catherine Mackenzie arrives
21 March, Thurs	Dhaka	Meeting with IPAC team
22 March, Fri	Dhaka	Weekend
23 March, Sat	Dhaka	Team member Luca Etter arrives Team Planning Meeting
24 March, Sun	Dhaka	In-brief with USAID Meeting with IPAC
25 March, Mon	Dhaka	IPAC Lessons Learned Workshop
26 March, Tues	Dhaka	Bangladesh Independence Day
27 March, Weds	Dhaka	Meeting with USAID Environment Team
28 March, Thurs	Dhaka	Interview COP, CREL Project, Winrock
29 March, Fri	Dhaka	Weekend
30 March, Sat	Khadimnagar National Park Sylhet Cluster	Travel to Sylhet City Interviews with: Site Facilitator CMC Chairman
31 March, Sun	Khadimnagar National Park, Sylhet Cluster	Site visit Khadimnagar NP Interviews with VCF/AIGA members (Mushroom) CM Council members CM Committee members Beat Officer
1 April, Mon	Hakaluki Haor ECA Moulvibazar Sylhet Cluster	Interviews with: Fisheries Officer Site Facilitator VCG members, Hakaluki PA NRM Officer of CBA-ECA Project
2 April, Tues	Lawachara NP Moulvibazar Sylhet Cluster (Hartal)	Interviews with: Site Facilitator Sylhet Cluster Director IPAC CM Council members Vice President CM Committee VCG members Nishorgo Shahayak Birainpur AIGA group members (male & female) Range Forest Officer Beat Forest Officer Community Patrol Group member Site visit Lawachara PA
3 April, Weds	Hail Haor/Baikka Beel Moulvibazar Sylhet Cluster	Interviews with: Site Facilitator Hail Haor Dumuria RMO Members

Date	Location	Activity
		F-RUG Members (Male & Female) UNO Srimangal Site visit – Baikka Beel
4 April, Thurs	Lawachara/Hail Haor Moulvibazar Sylhet Cluster	Interviews with: Upazila Fisheries Officer Head, Lawachara Indigenous Village Opening of CONIC Return to Dhaka
5 April, Fri	Dhaka	Weekend
6 April, Sat	Dhaka (Hartal)	Team consolidate Interview with COP and IRG Management
7 April, Sun	Dhaka	Interview with: Country Representative of IUCN
8 April, Mon	Dhaka (Hartal)	Interview with: Executive Director and others at CNRS
9 April, Tues	Dhaka (Hartal)	Interviews with: Former M&E Specialist, IPAC Former DCOP/Gender Coordinator, IPAC Executive Director, Arannayk Paul Thompson, CREL COP CREL
10 April, Weds	Dhaka (Hartal)	Interviews with: Sr. Fisheries Coordinator, WorldFish Center Former DCOP/Gender Coordinator, IPAC (ctd)
11 April, Thurs	Dhaka (Hartal)	Team consolidate Interviews with: EU SEALS project officer Former (First) COP, IPAC (by Phone)
12 April, Fri	Dhaka	Weekend Interview with: Chief Conservator of Forests Deputy CC Forests (education) Deputy CC Forests (Social Forestry) Deputy CC Forests Assistant Conservator of Forests
13 April, Sat	Dhaka	Interviews with: Conservator of Forests (Wildlife Circle) World Bank Environment Manager Institutional Capacity Building Specialist, IPAC
14 April, Sun	Dhaka	Bangladesh New Year
15 April, Mon	Sundarbans Forest Reserve and Wildlife Sanctuaries Khulna City	<u>Team-1</u> Travel to Khulna Interviews with: Forest Director, Khulna Circle

Date	Location	Activity
		Divisional FO, Khulna Sundarbans PMRA officer (WorldFish Center) Project Manager, CCAFS, Director, DOE, Khulna
	Turag Bongshi Haor Dhaka District Central Cluster	<u>Team-2</u> Interview with: Site Facilitator, CNRS Turag RMO Alua RMO Upazila Fisheries Officer, Kaliakour
16 April, Tues	Sundarbans Forest Reserve and Wildlife Sanctuaries, Khulna City Mongla	<u>Team-1</u> Interviews with: Cluster Director, IPAC Communication Officer, IPAC Senior Advisor, GIZ District Fisheries Officer, Khulna Travel to Mongla
	Bhawal National Park Dhaka District Central Cluster	<u>Team-2</u> Interviews with: Site Facilitator of Bhawal, CNRS Hal Doba VCF Gazaripara VCF Bhabanipur VCF
17 April, Weds	Sundarbans Forest Reserve and Wildlife Sanctuaries Mongla	<u>Team-1</u> Interviews with: Chandpai CMC Chairman and members Assistant Conservator (Range Forest Officer) Nishorgo Shahayak Peoples' Forum Member
	Dhaka	<u>Team-2</u> Interview with: COP and Finance Dept, IPAC.
18 April, Thurs	Sundarbans Forest Reserve and Wildlife Sanctuaries Mongla Khulna City	<u>Team-1</u> Interviews with: Upazila Nirbahi Officer, Mongla Senior Upazila Fisheries Officer VCF/AIGA group (Christian Community) VCF and People's Forum Members VCF (second one) Site Facilitator, Chandpai Cluster Director, IPAC
	Dhaka	<u>Team-2</u> Analysis and report writing
19 April, Fri	Dhaka	<u>Team-1</u> : Travel to Dhaka

Date	Location	Activity
		<u>Team-2:</u> Weekend
20 April, Sat	Dhaka	Team debriefing Team member Luca Etter departs
21 April, Sun	Dhaka	Interviews with: Ex-Department of Fisheries IPAC Focal Person COP, IPAC Ex-COR, USAID (by Skype)
22 April, Mon	Dhaka	Interview with: Deputy Director, Department of Environment Out-brief with USAID
23 April, Tues	Dhaka (Hartal)	De-brief with IPAC Stakeholders
24 April, Weds	Dhaka (Hartal)	Analysis and report writing
25 April, Thurs	Dhaka	Team Leader departs
30 April, Tues	Dhaka	Interview with: Secretary, Ministry of Fisheries and Livestock
	Dhaka	Interview with: Secretary, Ministry of Environment and Forestry

ANNEX 6: PERSONS INTERVIEWED

Person/Institution	Date	Position
NATIONAL LEVEL		
IPAC Staff		
Ram Sharma, Ph.D	Multiple	Chief of Party
Abdul Wahab	21.03.2013	Institutional Capacity Building Specialist
A.K.M.Shamsuddin	21.03.2013	Technical Coordinator, Forestry
Parvez Kamal Pasha	21.03.2013	Value Chain Associate
Philip J. Decosse	28.03.2013	Vice President for Business Development, Engility (IRG)
Iffat Nawaz	10.04.2013	Communication Manager (now CREL)
Robert Winterbottom		Ex-COP, IPAC (2008-2010)
Mr. Ruhul Mohaiman Chowdhury,	09.04.2013	M&E Specialist, IPAC (now CREL),
Mohammad Amirul Islam	13.04.2013	Training Support specialist, IPAC
Khaled Rahman	17.04.2013	Director, Finance, IPAC
Government of Bangladesh		
Md. Yunus Ali	12.04.2013	Chief Conservator of Forests, and Project Director, IPAC.
Haradhan Banik	12.04.2013	Deputy Chief Conservator of Forest, Education and Training
Ratan Kumar Mazumder	12.04.2013	Deputy Chief Conservator of Forests,
Shaikh Mizanur Rahman	12.04.2013	Deputy Chief Conservator of forests, Social Forestry Wing
Md. Rafiqul Islam	12.04.2013	Assistant Conservator of Forest, IPAC-Nishorgo Support Project
Dr Tapan Kumar Dey	13.04.2013	Conservator of Forests, Wildlife and Nature Conservation Circle
Md. Solaiman Haider	21.04.2013	Deputy Director, Department of Environment, Dhaka
Dr Binay Chakraborty		IPAC Focal Person, Department of Fisheries.
Dr Syed Ali Azher	21.04.2013	Ex-IPAC Focal Person, Department of Fisheries.
USAID Staff		
Tamar Barabadze	27.03.2013	Senior GCC Advisor, Economic Growth Office, USAID
Jeff de Graffenried, Ph.D	27.03.2013	Project Development Officer, Program Office, USAID
Jason Seuc	27.03.2013	Environment Officer, Economic Growth Office, USAID
Sumaiya Firoze	27.03.2013	Project Management Assistant, Environment, Economic Growth Office, USAID (ex-IPAC staff)
CREL Staff		

Person/Institution	Date	Position
Darrell Deppert	28.03.2013	Chief of Party, CREL, WINROCK
John A. Dorr	28.03.2013	Deputy Chief of Party, CREL, WINROCK
Paul Thompson		Consultant, Fisheries Co-management
NGO Partner staff		
Dr. M.G Mustafa	09.04.2013	Senior Fisheries coordinator, World Fish Center
Farid Uddin Ahmed	09.04.2013	Executive Director, Arannayk Foundation
Ishtiaq Uddin Ahmed	27.03.2013	Country Representative, IUCN (ex-CCF and IPAC Project Director)
M. Anisul Islam	08.04.2013	Director, Center for Natural Resource Studies
MHM Mostafa Rahman	08.04.2013	Coordinator & NRM Specialist, Center for Natural Resource Studies
Khursid Alam	10.04.2013	Executive Director, CODEC (by phone)
LOCAL LEVEL		
Khadimnagar National Park		
Arjun Chandra Das	30.03.2013	Site Facilitator, Khadimangar NP, CNRS
Md. Shad Uddin	31.03.2013	Beat Officer, Khadimangar NP
Mushroom Growers' Group, Bohor Colony, Khadimnagar	31.03.2013	Shelly Begum Muslim Mia Sufia begum
Mohibul Haque	31.03.2013	President, KNP, Khadim Nagar
Nantu Ronju Sinha	31.03.2013	KNP, Khadim Nagar, Sylhet
Suga Rani Bashak	31.03.2013	KNP, Khadim Nagar, sylhet
Rezaul Karim	31.03.2013	Forest Ranger, Sylhet Forests Division
Hazi Md. Illias Miah	31.03.2013	KNP, Khadim Nagar, Sylhet
Hakaluki Haor ECA, Sylhet Cluster		
Md. Nekir Uddin	03.04.2013	Federation Chairman, Hazipur
Bashir Ahmed	03.04.2013	Natural Resource Management Officer. CBA-ECA Project, Department of Environment, Kulaura, Moulvibazar
Hail Haor/Baikka Beel, Sylhet Cluster		
Azibur Rahman	01.04.2013	Fisheries officer, Borlekha Upazila, Moulvibazar
Mufassal Ali	01.04.2013	President, VCG, Khoikor-kona Beel, Borlekha Upazila, Moulvibazar
Sulaiman Ali	01.04.2013	Secretary, VCG, Khoikor-kona Beel, Borlekha Upazila, Moulvibazar
Abdul Aziz	01.04.2013	Member, VCG, Khoikor-kona Beel, Borlekha Upazila, Moulvibazar
Moazzem Hossain	03.04.2013	Chairman, RMO, Dumuria, Hail Haor

Person/Institution	Date	Position
Gopal Sharkar	03.04.2013	Secretary, RMO, Dumuria, Hail Haor
Probath Sharkar	03.04.2013	Member, RMO, Dumuria, Hail Haor
Alamgir Hossain	03.04.2013	Kalapur, FRUG
Lawachara National Park, Sylhet Cluster		
Md. Badrul Alam	02.04.2013	CMC Member, Lawachara
Jonok Deb Barma	02.04.2013	CMC Member, Lawachara
Abdul Hai	02.04.2013	CMC Member, Lawachara
Monzur Ahmad Azad	02.04.2013	CMC Member, Lawachara
Mr. Nesar Ahmad	02.04.2013	Vice chairman, CMC, Lawachara
Kazi Nazrul Islam,	02.04.2013	Site Facilitator, Lawachara National Park, Sreemangal, Moulvibazar
Moniruzzaman Chowdhury	03.04.2013	Site Facilitator, IPAC, Hail Haor Site, Sreemangal, Moulvibazar
Mahbubur Rahman Khan	04.04.2013	Upazila Fisheries Officer, Srimongal
Md. Ashfaquul Haque Chowdhury	04.04.2013	Upazila Nirbahi Officer, Srimongal
Imtiaz Ahmad Bulbul	04.04.2013	Chairman, CMC, Lawachara
Rifique Uddin	04.04.2013	Ex. Chairman Komolganj Upazila and Lawachara CMC, Lawachara
Samir Chandra Samaddar	04.04.2013	Site Coordinator, Sylhet Site, IPAC
Mahababur Rahman Khan,	04.04.2013	Fisheries Officer. Srimongal Upazila. Moulvibazar
Turag-Bangshi River Basin, Central Cluster		
SM Khairul Ahsan	15.04.2013	Site Facilitator, CNRS
Md. Moazzem Hossain	15.04.2013	President, Turag RMO
AKM Shirajul Islam	15.04.2013	Secretary, Turag RMO
Shamsul Alam Shanti	15.04.2013	Treasurer, Turag RMO
Abdus Samad Mondal	15.04.2013	President, Alua RMO
Shahjahan Shikder	15.04.2013	Member, Alua RMO
Md. Jalal Uddin	15.04.2013	Member, Alua RMO
Narayan Chandra Rajbangshi	15.04.2013	Member, Alua RMO
Motiur Rahman	15.04.2013	Cashier, Alua RMO
Mamunur Rashid Chowdhury	15.04.2013	Upazila Fisheries Officer, Kaliakoir
Bhawal National Park, Central Cluster		
Anwarul Islam	16.04.2013	Site Facilitator, CNRS
Ram Kanta Borman	16.04.2013	President, Hal Doba VCF
Md. Alauddin Khandker	16.04.2013	Gazaripara VCF Adviser
Jatindra Barman	16.04.2013	Tourist Guide, Central Cluster
Alamgir Hussain	16.04.2013	Bhabanipur VCF
Saiful Islam	16.04.2013	President, Bhabanipur VCF
Profulla Bormon	16.04.2013	President, Pingair VCF
Sundarbans East Wildlife Sanctuary, Sundarbans Cluster		
Kanailal Debnath	15.04.2013	PMARA, WorldFish Bangladesh
Zahir Uddin Ahmed	15.04.2013	Deputy Conservator of Forests, Divisional Forest Officer, Sundarban

Person/Institution	Date	Position
		West Forest Division,
Zahir Hossain Khondaker	15.04.2013	Conservator of Forests, Khulna Circle
Md. Touhidur Rahman	15.04.2013	Cluster Director IPAC/CODEC
Dr. Tarun Kanti Sikder	15.04.2013	Director, Department of Environment
Dr. Karsten Schroeder	16.04.2013	Senior Advisor, SDBC-Sundarban, GIZ
Abdullah Al Mamun	16.04.2013	Communication Officer, IPAC/CODEC
Profullah Kumar Sarkar	16.04.2013	District Fisheries Officer, Khulna
Mr. Mihir	17.04.2013	Treasurer, Chandpai CMC
Khalilur Rahman	17.04.2013	Range Officer (Assistant Conservator of Forests) FD and Member secretary, Chandpai CMC
Abul Kalam	17.04.2013	President, Chandpai CMC
Al-Amin	17.04.2013	Member, Chandpai CMC, and member Peoples Forum
Ms. Laily	17.04.2013	Accounts/Admin Officer, Chandpai CMC
Mr. Touhin	17.04.2013	Site Facilitator, Chandpai IPAC/CODEC
Abdul Malek	17.04.2013	Nishargo Sohayek, Chandpai
Dr. Mizanur Rahman	17.04.2013	Upazila Nirbahi Officer, Mongla Upazila
Biswajeet Kumar Dev	17.04.2013	Sr. Fisheries Officer, Mongla Upazila
Anjan Biswas	18.04.2013	Tour Guide for Sundarban, Communication Secretary, Nishargo National Network of Eco-Guide & Eco—Cottage Owner, Chila, Mongla

ANNEX 7: LIST OF 20 POLICIES AND LEGISLATION (INDICATOR 5)

Indicator 5: Number of policies, laws, agreements, or regulations promoting sustainable natural resource management and conservation that are implemented as a result of USG assistance. Target: 20 items.

1. Retention of 50% entry fee to be used by CMOs for promoting NRM.
2. MOEF approved building Community Based Nature Interpretation Center through public private partnership, subject to fitting within Government rules.
3. Official Order (*Paripatra*) issued by MoFL allowing Upazila Fisheries Conservation and Development Committees to operate endowment funds for MACH sites.
4. Revised Social Forestry Rules 2004 gazette notified on 13 January 2010;
5. Revised Government Order on Co-management Organizations, on 23 November 2009 and 21 January 2010;

Declaration of four new forest protected areas, each considered a policy change:

6. Sangu Wildlife Sanctuary,
7. Hazarikhil Wildlife Sanctuary,
8. Barayadhala National Park, and
9. Dudpukuria-Dhopachari WS (all on 6/04/2010).

Declaration of five new forest protected areas, each considered a policy change:

10. Tengragiri Wildlife Sanctuary, Amtoli, Borguna, (24/10/2010)
11. Kuakata National Park, Kolapara, Patuakhali, (24/10/2010)
12. Nawabgonj National Park, Nawabgonj, Dinajpur, (24/10/2010)
13. Singra National Park, Beergonj, Dinajpur, (24/10/2010)
14. Kadigarh National Park, Bhaluka, Mymensingh, (24/10/2010)
15. Compensation policy for the people affected by wildlife, 2010. (10/11/2010)
16. Forest Department endorsed the Integrated Resources Management Plan (IRMP) for the Sundarbans, which is in process of being ratified by MoEF . 7/9/2011
17. 'Victim Compensation Policy for Forest Protection (2011). Passed in response to the murder of community patrol group members in the Southeastern cluster.
18. Revision of Social Forestry Rules, 2004 (Revised up to May, 2011): Govt. through Gazttee Notification revised the Social Forestry Rules, 2004 by limiting land and number of participants as follows: i) For Woodlot or Agroforestry Plantation: Max. one participant/acre; ii) For Strip Plantation: Min. five participants/km.
19. Joint Secretary passes Wildlife (Conservation) Bill, 2012
20. Revision of Government Wetlands Leasing Policy 2009 promulgated on 14 March 2012.

ANNEX 8: SUMMARY OF IPAC TRAINING PROGRAM JUNE 2008-MARCH 2013

Indicator 11: Number of people receiving USG supported training in environmental law, law enforcement, public participation, cleaner production policies, strategies skills and techniques.

SI	Training Name	Date/ Training Period	Participants									
			FD	DoF	DoE	MoEF	Other GOB	Uni, BFRI Partner NGOs	SHs	IPAC	Un- class	Net Total
A	Overseas/Regional Level Training/Study Visit Programs											
1	Certificate Course on Co-management in Wildlife Institute of India, Dehradun, India (2 batches)	June 2011- Jan 2012	4	3	1							8
2	Cross Site Visit on Protected Area Co-management of Forests and Wetlands in Nepal; organized/conducted by CIRDP/ Green Governance Nepal (3 batches)	May 2009- Occt 2012	8	7	2	3	3			3	12	38
3	Stakeholders Cross-Site visit PA Co-management focused on Forests and Wetlands in West Bengal, India; organized/conducted by CBA (5 batches)	April 2009- Nov 2012	15							31	5	62
4	Regional Study Tour to observe PA Co-management focused on Forests and Wetlands in Thailand; organized/conducted by RECOFTC (2 batches)	Oct 2011- July 2012	9	4	3	3	5					24
5	Study Visit Program in West Bengal, India on PA Co-management & Biodiversity Conservation focused on Sundarbans Mangrove Forests & Wetlands; organized/conducted by CBA	Dec 10-14, 2012	7	4	3						1	15
6	Use of IRS/GPS Imageries for the government officials, IIRS Dehradun, India	Feb 13-19, 2011	3	1	1							5
7	13th Biennial Regional Conference on Presentation of Research Findings, in Hyderabad, India.	Jan 9-16, 2011	2	1	1				1			5
8	International Seminar and Study Visits on Protected Area Management, arranged and conducted by University of Montana, Missoula, USA.	July 18-Aug 6, 2011	1									1
	TOTAL OVERSEAS		49	20	11	6	8	1	31	9	23	158
B	National Level Training Programs											
9	Applied Conservation Biology and Co-management for FD, DoF, DoE, University & NGO; organized/conducted by Jahangirnagar University (JU) and Independent Univesity Bangladesh (IUB)- 1 month (7 batches)	July 2009- Dec 2012	47	50	17	2			42			158
10	Applied Research Program; organized/conducted by EWC (USA), WFC (Bangladesh) & Dhaka University. Held in Dhaka (4 batches)	July 2009- Dec 2012	24	16	3				15			58
11	Community Based Natural Resource Management; organized/conducted by Hawaii University, USA. Held in Dhaka, 4 days training each batch (2	May-June 2011										45

	batches)												
12	Natural Resources Co-mgmt. & Wetlands Conservation; organized/conducted by WFC & IPAC, 2 days training for each batch (4 batches)	May – July 2012										75	
13	Workshop on Sharing Field Lessons from Applied Conservation Biology and Research Programs for Government Officials-2 days	Dec 26-27'12										154	154
14	Workshop on Lessons Sharing from Applied Conservation Biology and Applied Research Programs for NGOs- 1 day	Feb 14'13										40	40
15	Workshop on National Nishorgo Network for PA Co-management Conservation: 1 day											67	67
16	Workshop on Community Based Organizations (CBO) for Wetlands Co-management Conservation: 1 day	23-Feb										29	29
17	Training of Trainers (ToT) for IPAC field staffs- 5 days, after having ToT, participants conducted ToT for NS (Nishorgo Sahayak) at VCF level	July 24- 28, 2011										30	30
18	Interactive Workshop on applied Research Program for Conservation Co-management- 2 days, conducted by EWC/USA	February 25-26, 2013										32	32
19	Lessons Learned Workshop: Integrated Protected Area Co-management Project (IPAC): 1 day	25-Mar-13										81	81
20	Inception Workshop on IPAC Project, Khulna: 1 day	April 22, 2009										100	100
21	Communications Training, Dhaka: 3 days training	May 4-6, 2009										36	36
22	Governance Training, IPAC Office, Dhaka: 2 days	March 18-19, 2009										26	26
23	Nature Tourism Planning, FD, Dhaka: 2 days	March 16-17, 2009										31	31
24	Value Chain Program Design & Enterprise Development Training, Dhaka: 6 days training	May 16-21, 2009										24	24
	TOTAL NATIONAL		61	66	20	2			57			650	968
C	Local/Community Level Training Programs												
25	PA Co-mgt. for Biodiversity Conservation for Local Level Govt. Officials; IPAC conducted and facilitated by IPAC in association with FD, DoF & DoE: (12 batches)	Sept 2011-Jan 2013										277	277
26	Orientation Course & Training for Co-Management Committee (CMC) Members at Cluster Level- 2 days each CMC (6 batches)	April 2011-Feb 2012										144	144
27	Training of Trainers (ToT) for Nishorgo Sahayak/NS Training; organized/conducted by Communica & IPAC, 5 days for field officials of IPAC, held in Dhaka (5 TOT, 36 batches)	June 2010 – Jan 2012										1597	1597
28	Eco Tour Guide Training- 2-5 days each training (1 TOT, 10 batches + 2 refreshers)	Oct 2009-Sept 2012										261	261
29	Refreshers Course for Co-Management Committee (CMC) Members at Cluster Level- 2 days	n/a										360	360

30	Community Climate Change Vulnerability Assessment and Adaptation Plan, 870 courses/batches at all 5 Clusters- 1 day for each course/ batch/VCF after having 2 days TOT of NS	June, 2011- May, 2012									26548	26548
31	AIG Training on skills Development & Marketing for CMO & VCF members- 1 day to 3 days on small trade training, 4 weeks on some other skills training, e.g. Sewing/Tailoring, bamboo products making ect. (151 batches)	June 2010- Feb 2013									3280	3280
32	Training on Financial Management & Project Proposal development for CMO members- 2 days training for each batch:	October- November, 2011									57	57
33	Global Positioning System (GPS) & its use in Forestry Practices (4 batches)	March-May 2009									89	89
	TOTAL LOCAL/COMMUNITY											32613
	NET GRAND TOTAL											33757

Source: Summarized from IPAC (pers comm)

ANNEX 9: LIST OF 20 TRAINING CURRICULUMS/MODULES/MANUALS

Indicator 19: Number of Training Curriculums and Modules/Manuals & Materials Designed and Taught (Target: 20 items)

No.	Name of Module
1.	Module on Bamboo Value Chain Developed and Taught-OASIS
2.	Manual on Co-management Plan Development for the CMOs
3.	Training Manuals and Materials on Applied Conservation Biology and Co-management
4.	Value Chain & Enterprise Development Training
5.	Training Materials on GPS and its use in Forestry Practices
6.	Training module on Environmental Friendly Eco-tourism for Eco-guides
7.	Environment Law Training-BELA
8.	Toolkit: As field training module developed; it includes, community based nature tourism, formation of co-management organizations (VCF, PF, CMC, Nishorgo Clubs), environmental laws and climate change & vulnerability assessment. These modules are in process of further development through field trainings and technical inputs
9.	Co-management and Nishorgo Network orientation for field officials of FD, DoF and DoE
10.	Carbon Inventory manual 2010
11.	Training Materials and Module on Nishorgo Shahayak
12.	Module developed entitled 'Open-Water Fisheries Recourses Management'-WFC
13.	Training Manual and Materials for CPG Members
14.	Training Module on Homestead Vegetable Gardening
15.	Training Manual and Materials for CMC members
16.	Flip Chart and Training Manual on 'Rights and Responsibilities of the Forest and Wetland Dependents'
17.	Refresher Training Course for Sustainable Co-Management Organizations (CMOs)
18.	Training Manual on Grants and Financial Management Training for CMOs
19.	Natural Resources Co-Management and Wetlands Conservation
20.	PA Co-management for Biodiversity Conservation for Local Level Govt. Officials of FD, DoF and DoE

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