



Khulna University
Life Science School
Forestry and Wood Technology Discipline

Author(s): Bristi Jhara Biplop

Title: Policy implementation: A gap analysis from Sundarbans reserve forest

Supervisor(s): Dr Md. Nazmus Sadath, Professor, Forestry and Wood Technology Discipline, Khulna University

Programme: Master of Science in Forestry

This thesis has been scanned with the technical support from the Food and Agriculture Organization of the United Nations and financial support from the UN-REDD Bangladesh National Programme and is made available through the Bangladesh Forest Information System (BFIS).

BFIS is the national information system of the Bangladesh Forest Department under the Ministry of Environment, Forest and Climate Change. The terms and conditions of BFIS are available at <http://bfis.bforest.gov.bd/bfis/terms-conditions/>. By using BFIS, you indicate that you accept these terms of use and that you agree to abide by them. The BFIS e-Library provides an electronic archive of university thesis and supports students seeking to access digital copies for their own research. Any use of materials including any form of data extraction or data mining, reproduction should make reference to this document. Publisher contact information may be obtained at <http://ku.ac.bd/copyright/>.

BFIS's Terms and Conditions of Use provides, in part, that unless you have obtained prior permission you may use content in the BFIS archive only for your personal, non-commercial use. Any correspondence concerning BFIS should be sent to bfis.rims.fd@gmail.com.

**POLICY IMPLEMENTATION: A GAP ANALYSIS
FROM SUNDARBANS RESERVE FOREST**



BRISTI JHARA BIPLOB
Student ID: MS-140504

**FORESTRY AND WOOD TECHNOLOGY DISCIPLINE
LIFE SCIENCE SCHOOL
KHULNA UNIVERSITY
KHULNA-9208
BANGLADESH
2016**

**POLICY IMPLEMENTATION: A GAP ANALYSIS
FROM SUNDARBANS RESERVE FOREST**

BRISTI JHARA BIPOLOB

Student ID: MS-140504



FORESTRY AND WOOD TECHNOLOGY DISCIPLINE

LIFE SCIENCE SCHOOL

KHULNA UNIVERSITY

KHULNA-9208

BANGLADESH

2016

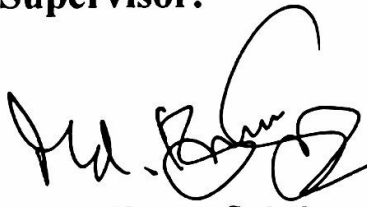
POLICY IMPLEMENTATION: A GAP ANALYSIS FROM SUNDARBANS RESERVE FOREST

Title of the Course: Project Thesis

Course No. FWT-5112

This Thesis has been prepared and submitted for the partial fulfillment of the requirement of the One year professional Master of Science degree in Forestry to Forestry and Wood Technology Discipline, Khulna University.

Supervisor:



Dr. Md. Nazmus Sadath

Professor

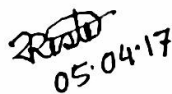
Forestry & Wood Technology Discipline

Khulna University

Khulna -9208.

05/04/17

Prepared by:



05.04.17

Bristi Jhara Biplob

Student ID: MS-140504

Forestry & Wood Technology Discipline

Khulna University

Khulna -9208.

DECLARATION

I, Bristi Jhara Biplob, hereby declare that this project thesis is prepared on my own conceptual work except the quotations and citations and that it has not been submitted or accepted for a degree in any other university whether it is accepted by the Board of Examiner or not.

I do hereby given approval for my thesis, if accepted, to be available for photocopying, for inter-library loans, for the title and summary to be made available to outside projects and organizations.

Bristi Jhara Biplob

Student ID: MS-140504

Forestry and Wood Technology Discipline

Khulna University

Khulna-9208

Bangladesh.

Dedicated

To

My beloved Sister

Arínita Archí

ACKNOWLEDGEMENT

Firstly, I want to express my gratitude to my honorable teacher and supervisor Dr. Md. Nazmus Sadath, Professor, Forestry and Wood Technology Discipline, Khulna University, Khulna, for his regular supervision, continuous guidance, suggestion and advice before, during and after the survey and preparation of my thesis work. My truthful thanks are to some other teachers of my Discipline for their advice and co-operation.

Secondly, I would like to express my solemn gratitude to my beloved parents who brought me in this world. Special thanks for their suggestion, cooperation and encouragement for my thesis work and finally help me to finish the work to lead it in completion.

I am really grateful to my other two thesis mates Anwarul Islam and Riadus Salehin for helping me cordially.

I am also thankful to the officers of various organizations and other interviewees who gave their valuable time for my thesis interview.

Bristi Jhara Biplob

Student ID: MS-140504

Abstract

Sundarbans Reserve Forest (SRF) is the largest contiguous tract of mangroves covering almost 40% of the forest cover in Bangladesh part. But, the forest cover as well as tourism in SRF is declining gradually. In a developing country like Bangladesh, the measures are taken to protect Sundarbans Reserve Forest can be apprehended by formulating appropriate policies and more obviously implementing those effectively. So, this study critically examined and analyzed the key constraints that are widening the gap between policy implementation and objectives attainment. Three policies are screened out on the basis of availability of information; those are Forest Policy (1994), Forest Act (1927) and Bangladesh Tourism Policy (2010). For completing the study, the information or data were collected by interviewing the policy implementing actors and therefore content analysis technique was adopted as a methodological tool. Forest Department (FD) of Bangladesh is the main actor of implementing those policies in Sundarbans Reserve Forest. Three policy instruments were investigated as the implementing tool. This qualitative study was able to find indeed so many obstacles and problems those are facing by the implementing actors. Lack of skilled manpower, adequate funding, logistic support, awareness as well as deep rooted corruption along with legal complicity are the main implementing constraints of those three policies overall. The regulatory instruments are facing the severe problems from the public administration to the local stakeholders as an implementing tool. The result of this study will assist our Government to take decisions and actions for further Policy formulation and implementation for SRF.

Key Words: Sundarbans Reserve Forest, Forest Policy (1994), Forest Act (1927), Bangladesh Tourism Policy (2010), Policy instruments and implementing actors, Policy implementation, key constraints.

Abbreviation

SRF – Sundarbans Reserve Forest

MoEF - Ministry of Environment and Forest

BFRI - Bangladesh Forest Research Institute

FD – Forest Department

NGOs – Non- Government Organization(s)

BRAC - Bangladesh Rural Advancement Committee

CARITAS - Christian Organization for Relief and Rehabilitation

CCDB - The Christian Commission for Development in Bangladesh

NGOAB - NGO Affairs Bureau

IGP - Inspector General of Police

HCD - High Court Division

AD - Appellate Division

BPC - Bangladesh Parjatan Corporation

BTB - Bangladesh Tourism Board

Table of contents

Title	Page no
Declaration	iii
Dedication	iv
Acknowledgement	v
Abstract	vi
Abbreviation	vii
List of contents	viii
List of figures	xi

List of Contents

List of Contents	Page no
Chapter 1: Introduction	1-4
1.1 Background of the study	1
1.2 Objectives of the study	3
Chapter 2: Literature Review	5-25
2.1 Policy	5
2.2 Policy Implementation	5
2.3 Policy implementation process	8
2.3.1 Top down Approach	9
2.3.2 Bottom up Approach	10
2.3.3 Combination of Top Down and Bottom Up Process	11

2.3.4 Main Activities of Policy Implementation	12
2.4 Forest Policy Implementation process in Bangladesh	12
2.4.1 Strategies taken in Bangladesh to implement Forest Policy and Act	13
2.4.2 Strategies taken in Bangladesh to implement Bangladesh Tourism Policy	13
2.5 Policy Implementation Constraints	14
2.6 Policy instruments as Implementing Tool	15
2.6.1 Regulatory Instrument	16
2.6.2 Informational Instrument	16
2.6.3 Financial Instrument	17
2.7 Policy Instruments in Bangladesh	18
2.8 Forest Policy Implementing Actors in Bangladesh	18
2.8.1 Ministry of Environment and Forest	18
2.8.2 Judicial System	19
2.8.3 Forest Department (FD)	20
2.8.4 International and Local NGOs	21
2.8.5 Law Enforcing Agencies	21
2.8.6 Local Government	22
2.9 Tourism Policy Actor	22
2.9.1 Ministry of Civil Aviation and Tourism	22
2.9.2 Bangladesh Parjatan Corporation	22
2.9.3 Bangladesh Tourism Board (BTB)	23
2.10 Sundarbans Reserve Forest (SRF)	23

2.10.1 List of Policies related to SRF	24
Chapter 3: Methodology	26-28
3.1 Research Method	26
3.2 Case	27
3.3 Questionnaire Preparation	27
3.4 Interview Method	27
3.5 Data Analysis	28
Chapter 4: Result and Discussion	29-48
4.1 The result of Content Analysis method	29
4.2 General constraints of Forest Policy (1994) and Forest Act (1927) implementation in SRF interviewed from different Policy implementing Actors	33
4.3 Policy (Forest Policy and Forest Act) implementing Constraints mainly faced by Forest Department	39
4.4 Policy Instrumental problems while implementing Forest Policy and Forest Act	41
4.5 The constraints of Bangladesh Tourism Policy (2010) implementation in the SRF according to my conducted survey	43
4.6 Policy instrumental problem while implementing the Bangladesh Tourism Policy (2010) in SRF	45
4.7 Actor Mapping	48
4.7 Discussion	50
Chapter 5: Conclusion and Recommendation	52-53
5.1 Conclusion	52
5.2 Recommendation	53
References	54-62

List of Figures

Title	Page no
Figure 2.1 : The Organogram of Forest Department of Bangladesh	20
Figure 2.3: Sundarbans Reserve Forest (SRF)	25
Figure 3.1 : Percentages of interviewed Policy implementing actors	28
Figure 4.1: Various Manpower problems facing by the Policy Implementing Actors	33
Figure 4.2: Comparison of two constraints among policy implementing Actors	34
Figure 4.3: Various Logistic problems facing by Policy Implementing Actors	36
Figure 4.4: Comparison of two constraints among policy implementing Actors	37
Figure 4.5: Objectives problem noticed by NGOs and Media	39
Figure 4.6: Policy implementing constraints mainly faced by FD	41
Figure 4.7: Policy instrumental problems for Forest Policy and Forest Act	43
Figure 4.8 : Constraints while implementing tourism policy in SRF	46
Figure 4.9: Policy instrumental problems for Bangladesh Tourism Policy (2010)	47

Chapter 1: Introduction

1.1 Background of the Study:

Policies are formulated by the legislative division of the government in both the federal, state or local government tiers and implemented by the public administration or designated private institutions (Chukwuemeka, 2013). A public policy is a proposed government action directed at achieving particular desired goals or objectives (Ikelegbe, 2006). Indeed, in virtually every country of the world, public policies are implemented primarily by the public administration and specifically by the administrators or career civil servants that work in them (Ezeani, 2006). Policy has become an increasingly principal concept and tool in the organization of existing societies. Like the modern state policy now interrupts on all areas of life so that it is virtually impossible to ignore or run away its influence (Shore and Wright, 1997).

Simply, Implementation is the process of carrying out for accomplishing a policy. The Policy formulation and implementation process are the principal stages in policy issues (Islam and Rahman, 2008). Implementation has long been acknowledged as a discrete stage in the policy process, distinctive for representing the transformation of a policy idea or expectancy to action aimed at remedying social problems (Lester & Goggin, 1998). Research on policy implementation has been a major discourse among social scientist since 1970s when Pressman and Wildavsky (1973) brought the issue of policy implementation to the front. Therefore, the implementation of every policy is a dynamic process, which comprises the interaction of many variables (Makinde, 2005). In present times, however, emphasis has moved to policy implementation following the insight that actual implementation of policies is not an automatic affair (Ikelegbe, 2006; Nweke, 2006). Implementation problem arises when the anticipated result on the target beneficiaries is not attained. Such problem is not limited to only the developing nations. Wherever and whenever the basic crucial factors that are very critical to implement public policy are missing, whether in developing or developed nations, there is an implementation problem.

According to Grindle and Thomas (1990), policy implementation will be effective when institutional strength and political spirit are functioning actively. In the implementation process decision making is a significant stage and political and governmental officials play important part regarding this. Ikelegbe (2006) and Nweke (2006), in this respect too, note that many policy

failures result from ineffective implementation. A number of identified methodological, managerial and logistical problems are impeding policy and program implementation. Failure to anticipate implementation problems when a policy reform is being sanctioned may lead to failure to achieve projected objectives, excessive costs, and perhaps even a political criticism against the implementing organizations and policies (Weaver,2010) Implementation Analysis requires careful consideration to particular national and sectoral implementation frameworks. In addition, encounter both political and administrative impediments; these impediments are manageable (Weaver, 2010).

State forest policy is one of the most vital factors determining forestry progresses and it depends on the general state policy, resources, and economical, ecological and social aspects of the state activity (Soloviy & Cubbage 2007). Successful forest resource management depends largely on the content and efficient implementation of policy and legal instruments (Alam, 2009). To encourage landowners to implement the government policy of forest expansion and forest conservation, policy-makers are using a wide range of regulatory, economic, and informational instruments (Vedung, 1998). Forest policy formulation and implementation for developing countries is always a big challenge for policy and decision makers in the face of deforestation, population boom, and financial crisis (Alam, 2009). The history of forestry in Bangladesh is one of continuous depletion of forest resources both in terms of area and quality. Most deforestation in Bangladesh government forests has occurred due to the shortage of the administrative custodian approach to forest management (Khan, 1998).

The major challenges for policy implementation in Bangladesh include institutional and management deficiencies, lack of political commitment, inappropriate policy instruments, poor coordination, dependency on external aid for financial and technical assistance, corruption and land use conflicts (Muhammed *et al*, 2008). So, policy implementation has become of greater challenges in developing nations where the government is increasingly looked upon by the citizens to effectively implement development projects and programmes and where, ineffective implementation of policies has become very critical and worrisome (Chukwuemeka,2013).

Among the total 12776.8202 sq. km of Reserved Forest in Bangladesh, Mangrove Forest constitutes 7774.96 sq. km (FD, 2013). The largest single tract of natural mangrove forest in the world is the Sundarbans Reserve Forest (SRF) consists of 10,000 sq. km, but an area of 9277 sq. km has been reported in Bangladesh part (60%) (Spalding et al, 2010) which is 4.07% of total

land mass of the country and 40% of total forest land (BNA, 2015). As is occurring in many tropical countries, mangrove forests in Bangladesh are deteriorating at an alarming rate due to various socio-economic threats, biotic pressure and competing land uses (Muhammed *et al*, 2008). The Forest Department (FD) of Bangladesh specifically, the Sundarbans Division of the FD brought under the newly created Ministry of Environment and Forests in 1989, continues to manage the forest using the same command and control policy as it did under during the colonial era. The thrust of the policy continues to be one where the forest is cordoned off as a reserve forest and then entry, exit, and economic activity are controlled through policing and licenses. The recent study has been conducted on three policies of Bangladesh related to Sundarbans Reserve Forest (SRF). The tourism policy implementation evaluation is rare and augment systems to make policies actually work and be more accountable are even rarer (Dodds and Butler, 2010). Most studies of policy within the frame of tourism have been normative prescriptive studies of what governments should do rather than detailed examinations of what has happened and why. The majority of studies of tourism policy have been an analysis for policy rather than an analysis of policy (Edgell, 1995). Bangladesh Government has taken several plans and policies to develop tourism sector but the implementation of those policies was very ineffectual. In SRF, tourism policy evaluation is more crucial as the tourism affect the ecosystem of the Forest.

1.2 Objectives:

- To examine whether or not the selected policy objectives on Sundarbans Reserve Forest were achieved.
- To investigate the constraints those are faced by policy actors while implementing the selected policies.

Research Questions:

- Is the funding for policy implementation enough? Is the funding being delayed to approve?
- Are the objectives clearly defined? Is there any effect of foreign aids on the objectives of policies?
- Can logistic support by the government fulfill the demand of policy implementation?
- Is the manpower sufficient for policy implementation strategies? Are they skilled enough?
- Are the policy instruments appropriate for implementation process ?
- What are the lacking of existing Forest Policy, Forest Act and Tourism Policy?

Chapter 2: Literature Review

2.1 Policy:

Policy is vital to the practice and actions of both public institutions and private organizations. A policy made by an individual or private institution is known as private policy while the one made by government or its institutions is called public policy (Ozor, 2004). Though, the term policy as it is used in this work refers to only the ones made by government are regarded as public policies. “Generally, scholars have view the term policy differently and from various perspectives. Some emphasize policy as an action. Others see it as choice. However, some see it in terms of scope of action” (Ikelegbe, 2006).

According to Terry (1977) “a policy is a complete guide that gives the general restrictions and direction in which administrative actions will take place”. He considers that, “a policy is defined the extent in which decisions are to be made but it does not provide any decision”.

Such as, from the view of Egonwan (1991), Policy is a programme of actions by the government, it refers to hard patterns of resource allocation represented by projects and programmes designed to respond to apparent public problems or challenges requiring government action for their solution. To Ezeani (2006), it is the planned course of action which government intends to implement in respect of a given problem or situation confronting it.

In a more elaborate form, Ikelegbe (2006) defines policy thus; it is the integrated ways and programmes of action that government has established and the framework or guideline it has considered to direct action and practices for a specific area.

In essence, a policy is a course setting action that leads the direction, the guide and the way to the achievement of certain goals or objectives desired by government (Chukwuemeka, 2013)

2.2 Policy Implementation:

Implementation is the method in which decisions or measures are directed towards into effect. Policy implementation evaluation inspects the inputs, activities, and outputs involved in the implementation process of a policy. Nwankwo and Apeh (2008) observed that the implementation of a policy is the most important phase in the policy process as in this stage that

the success or failure of a policy is dependent. For this too, Dick (2003) argues that policy implantation is around the most critical aspect in the policy process given the fact that the success or failure of any given policy is, to a high degree, a function of implementation. In order words, the hallmark of any successful policy is effective implementation as it is only effectively implemented policy that solves common problems.

Policy implementation may be viewed as the process of collaboration between the setting of goals and actions taken to achieve them (Pressman and Wildavsky, 1984).

According to Mazmanian and Sabatier (1983), policy implementation is the carrying out of a basic policy courses, usually integrated in a policy, but which can also take the form of key executive orders or court decisions.

Van Meter and Van Horn (1975) defines, Policy implementation incorporates those actions by public or private individuals (or groups) that are focused at the attainment of objectives set forth in prior policy decisions.

O'Toole (1995) describes policy implementation as what develops between the establishment of an obvious intention on the part of government to do something or stop doing something and the final impact of world to actions. More concisely, he remarks that policy implementation refers to the association between the expressions of governmental intention.

Kraft and Furlong (2007) and Ajaegbu and Eze (2010) state that policy implementation actually refers to the process and activities involved in the application, effectuation and administration of a policy.

Basically, policy implementation is the process of interpreting a policy into actions and presumptions into results through various projects and programmes (Okoli and Onah, 2003; Ikelegbe, 2006).

According to Adamolekun (1983), policy implementation refers to the activities that are carried out in the essence of established policies. It refers to the process of translating financial, material, technical and human inputs into outputs (Egonmwan, 1991).

Edwards (1980) defines policy implementation as an intermediate stage of policy making between the establishment of a policy (such as the passage of a legislative act, the issuing of an executive order, or the promulgation of a regulatory rule) and the consequences of the policy for the people whom it affects. It also involves a wide variety of actions such as issuing and enforcing directives, disbursing funds, making loans, assigning and hiring personnel, etc.

More specifically, policy implementation is the set of activities and methods carried out by various stakeholders defined in an authenticated policy towards the achievement of goals and objectives.

Elmore (1978) identified four main ingredients for effective implementation:

- 1) clearly stated tasks and objectives that accurately reflect the content of policy;
- 2) a management plan that allots activities and performance standards to subunits;
- 3) an independent means of measuring subunit performance; and
- 4) a system of management controls and social authorizations sufficient to hold subordinates accountable for their performance.

Failures of implementation are, by definition, lapses of planning, specification and control of policy (Elmore, 1978).

Sabatier and his co-authors then went on to specify a series of six conditions for the effective implementation of policy (Mazmanian and Sabatier, 1983; Sabatier, 1986):

Policy objectives should be clear and consistent; There must be no major socio-economic upheavals or disturbances; Implementing agents must be skilled and committed; There must be support from interest groups and other critical sovereigns; Causal assumptions embodied within the policy must be correct and Legal and administrative structures must be sufficient to keep discretion within bounds;

According to Sabatier and Mazmanian (1979), "if all these conditions are met, then any statute - no matter how ambitious - will be effectively implemented".

A variety of activities are convoluted in policy implementation that may include issuing and enforcing directives, disbursing funds, signing contracts, collecting data and analyzing problems, hiring and assigning personnel, setting committees and commissions, assigning duties and responsibilities and also making provisional decisions (Nweke, 2006).

Successful implementation, according to Matland, requires conformity with statutes, directives and goals; achievement of specific indicators; and improvement in the political climate around a programme (Hill and Hupe, 2006).

Pressman and Wildavsky (1973) discuss the extent to which successful implementation depends upon relations between different organizations and departments at local level.

2.3 Policy implementation process:

Over the last 30 years, scholars have proposed several theories and contexts to highlight policy implementation and the factors that contribute to success or failure, including the different levels, processes, and stakeholders involved in implementing a policy (Bhuyan *et al*, 2010).

Each implementation type has its own preferred model type(s) (top-down, bottom-up, or a combination), which mostly consists of a set of descriptive variables that more likely than other possible variables to explain the investigated implementation process. (Gossum *et al.*, 2008).

A top-down approach emphasizes the faithfulness with which implementation adheres to the policymakers' intentions (Sabatier, 1986). Conversely, a bottom-up approach argues for local implementers to adapt policy strategies to meet local needs and concerns (Elmore, 1985). These two perspectives can result in very different strategies and outcomes. Increasingly, democratic policy systems support moving away from top-down or bottom-up dichotomies to a centrist approach emphasizing how actors from different institutional contexts influence what gets implemented (Bhuyan *et al*, 2010). A limited number of attempts have been made to combine these two major perspectives on implementation (Matland, 1995).

2.3.1 Top down Approach:

A top-down approach begins with the authoritative policy decision at the central (top) level of the government and proceeds downwards through the hierarchical administrative structure in order to examine the extent to which the policy's legally-mandated objectives were achieved and procedures followed (Sabatier, 1986; Najam, 1995). The top-down perspective exhibits a strong desire for 'generalizing' policy advice. This requires finding consistent and recognizable patterns in behavior across different policy areas (Matland, 1995).

'It begins at the top of the process, with as clear a statement as possible of the policy-maker's intent, and proceeds through a sequence of increasingly more specific steps to define what is expected of implementers at each level. At the bottom of the process, one states, again with as much precision as possible, what a satisfactory outcome would be, measured in the terms of the original statement of intent' (Elmore, 1978). The top-down perspective largely restricts its attention to actors who are formally involved in the implementation of a specific program (Winter, 1990).

The top-down perspective emphasizes formal steering of problems and factors, which are easy to manipulate and lead to centralization and control. Interest will be directed towards things such as funding formulas, formal organization structures and authority relationships between administrative units, regulations and administrative controls like budget, planning and evaluation requirements (Elmore, 1978).

The top-down researchers focus on a specific political decision, normally a law. They follow the implementation down through the system, often with special interest in higher-level decision makers. They would typically assume a control perspective of implementation, trying to give good advice on how to structure the implementation process for the above in order to achieve the purpose of legislation and to minimize the number of decision points that could be vetoed (Winter, 2003).

The 'top-downers' start their analysis from authoritative decision, which usually takes the form of statutorily-enacted policy, but may also be relayed by important executive orders or court decisions (Mazmanian and Sabatier, 1983).

They then try to explain how decisions at the 'top' are transmitted down the hierarchy and translated into more specific rules or procedures at lower levels of the chain of command (Barrett and Fudge, 1981), and they examine any resultant gaps between initial intentions and actual outcomes (Shimada, 2010). This view suggests that the centrally located actors are the most relevant to producing the desired policy effects (Matland, 1995).

However, this model was criticized for being an 'abstract systems model' that is not easily operationalized and for not identifying which variables are controlled by various actors (Sabatier and Mazmanian, 1980). In terms of policy areas, 'top-downers' usually prioritise clear policies (Matland 1995).

2.3.2 Bottom up Approach:

The bottom-up approach starts with an analysis of the many actors that interact at the operational (local) level and works backwards to map the outcomes and the impacts of the policy in terms of strategies adopted by the relevant actors in response to the particular policy choice (Najam, 1995). The bottom-up approach, developed by Hanf, Hjern and Porter (1978), identifies the networks of actors who are involved in service delivery in one or more local areas and asks them about their goals, strategies, activities and contacts.

The bottom up perspective directs attention at the formal and informal relationships constituting the policy subsystems involved in making and implementing policies (Howllet and Ramesh, 2003).

Similarly, in Hull and Hjern (1981), the bottom-up perspective is to identify the many actors that affect the problem and to map relations between them. In these network analyses, both public and private actors become essential, and the analyses often include several policies that affect the same problem, whether or not it is intended in those policies.

However, the bottom-up perspective does not provide satisfactory solutions to the problems of public policy, as its rejection of the authority of policymakers is questionable in the light of standard democratic theory. Policy control should be exercised by actors whose power derives from their accountability to sovereign voters through their elected representatives. The authority of local service deliverers does not derive from this power base (Matland, 1995).

In contrast to the top-down approach, the bottom-up approach starts 'by identifying the network of actors involved in service delivery in local areas', and then tries to 'identify the local, regional, and national actors involved in the planning, financing, and execution of the relevant governmental and nongovernmental programmes' (Lester et al., 1987). Bottom-up theorists emphasise target groups and service deliverers, arguing that policy is made at the local level (Matland 1995).

Moreover, it is claimed that, due to the bottom-up approach's undue attention to street-level actors, the analysis of factors which affect their perception and behaviours tends to be neglected (Mayama, 1991). Sabatier (1986) also criticised bottom-uppers' views as to the definition of implementation, which tend to eliminate the distinction between policy formulation and implementation. In terms of policy areas, bottom-uppers examine policies with greater uncertainty in the policy (Matland 1995).

2.3.3 Combination of Top Down and Bottom Up Process:

These scholars (e.g. Hjern and Hull 1982, Hanf 1982, Barrett and Fudge 1981, Elmore 1979) thus criticise top-down theorists for only taking into consideration the central decision-makers and neglecting other actors.

Matland (1995) presents the 'ambiguity and conflict model' as a combination of the top-down and bottom-up perspectives. His model suggests that their relative value depends on the degree of ambiguity in goals and means of a policy and the degree of conflict. Four policy implementation paradigms are: low conflict-low ambiguity (administrative implementation), high conflict-low ambiguity (political implementation), high conflict-high ambiguity (symbolic implementation) and low conflict-high ambiguity (experimental implementation). He spells out how ambiguity and conflict affect policy implementation. His model provides a more theoretically grounded approach to implementation.

Thomas and Grindle (1990) propose an interactive model of implementing policy reform. The process of implementing policy reform is seen as interactive rather than linear. Their framework for policy study looks at 'how reform proposals get on the agenda for government action, what factors influence decision makers and the linkages between agenda setting and decision-making process.

Malcolm Goggin et al. (1990) develop a model which is based on the communications theory perspective of intergovernmental implementation, but which also includes many variables from the top-down and bottom-up approaches. The model indicates that implementation in the states is influenced by a combination of inducements and constraints from the federal, state and local level; by a state's decisional outcomes; and by a state's capacity to act.

2.3.4 Main Activities of Policy Implementation:

Whether policies are implemented from the top-down, bottom-up or according to the principal agent theory, policy implementation involves 3 activities (Anderson and Sotir Hussey, 2006):

Interpretation: translation of the policy into administrative directives.

Organization: establishment of administrative units and methods necessary to put a programme into effect.

Application: routine administering of the service

2.4 Forest Policy Implementation process in Bangladesh

Once formulated, the Ministry of Environment and Forest (MOEF) is primarily responsible for the implementation of Forest Policy and Act. Indeed, Forest Department (FD) has the main responsibility to implement policies directly. Forest Policy and Act implementing Actors are mainly Forest Department, different local and international NGOs, Forest and Environment Ministry, Local Government, Judiciary, law enforcing agencies and so on. Tourism Policy is implemented additionally civil aviation and Tourism Ministry, Tourism Board and Bangladesh parjatan corporation.

The MoEF implements most of the forestry plan through different projects by the FD. Working Plan was the first plan in the history forest management of Bangladesh (1971-91). Since 1995, Forestry Master Plan (FMP) is considered the main guideline for taking any initiative. FMP emphasizes on forest conservation and aimed to increase the country's land area under tree cover. The Plan provides a framework for optimizing the forestry sector's ability to stabilize environmental conditions and assist economic and social development (Mustafa, 2002).

Following FMP at the end of 1994, UNDP prepared the first formal plan which is National Environmental Management Plan for the next decades.

2.4.1 Strategies taken in Bangladesh to implement Forest Policy and Act:

● Forestry Master Plan

The Forestry Master Plan was prepared (for 1993-2012) with the technical assistance of UNDP (project no. UNDP/FAO-BGD/88/025) and financial assistance of the Asian Development Bank (ADB) (project no. 1355-BAN).

On receipt of the proposed master plan from the consultants, the Forest Department sent it to the MoEF for obtaining approval of the Govt. The MoEF sent it to the cabinet and the cabinet approved the master plan.

● Integrated Forest Management Plan

The Mandala Agricultural Development Corporation and the FD prepared Integrated Forest Management Plan jointly in 1999 for all the 39 divisions of the FD. This was prepared under the World Bank (WB) financed, Forest Resources Management Project. The MoEF has approved the plan on 2000.

This plan has been prepared for 1999-2008 which is being implemented by the FD under different phases. The GIS is being implemented phases wise. The MIS is under implementation.

2.4.2 Strategies taken in Bangladesh to implement Bangladesh Tourism Policy:

The government has several active policies and legislations for the tourism sector namely the Bangladesh Tourism Board Act, the Tourism Policy 2010, the Medium Term Budget Framework (MTBF) and the Perspective Plan 2021. These policies and legislations have been promulgated to develop and promote the tourism sector.

2.5 Policy Implementation Constraints:

According to Mendes (2006), A typology for the implementation constraints can be based on the following facts of policy making:

- implementation faces feasibility constraints in several domains such as, for example, the availability of material, human, informational and financial resources and technological and normative constraints (formal and informal social norms);
- even in authoritarian and centralized political settings, implementation always relies on some degree of decentralization or delegation leaving to local levels in the Public Administration and to individual stakeholders some freedom of choice about their involvement in the programme;
- that degree of decentralization and delegation very frequently is associated with imperfect information of the policy makers about the stakeholders characteristics (adverse selection) and behaviors (moral hazard).

To these three facts correspond three types of implementation constraints: (Mendes,2006)

- Feasibility constraints:
 - availability of material resources;
 - availability of human resources;
 - technological constraints;
 - availability of relevant knowledge;
 - budget constraints;
 - normative constraints (informal social norms, legal regulations and other formal social norms);
 - relationships among policy instruments and between policy instruments and policy targets;
- Individual rationality constraints: to get the participation of the targeted stakeholders the programme has to provide them incentives which make them better off than staying out;
- Incentive compatible constraints: the incentives provided to the stakeholders have to make them behave in a way compatible with the programme targets.

2.6 Policy instruments as Implementing Tool:

Policy instruments are the bundle of techniques by which government authorities exercise their power to attempt to change society's behavior to obtain the desired impact of fulfilling the policy program objectives attached to a particular issue (Ewart, 1998). Numerous authors have discussed forest policy instruments ranging from private markets to government ownership and production of goods and services.

Sterner (2003) reviews regulation, tradable permits, taxes, subsidies, property rights, laws, international policies, and national policy and planning as relevant forest policy instruments, as does Laarman (1997). Simula *et al.* (2002) covered financial policy instruments regarding credit lines, environmental funds, market development, private capital, and philanthropic grants.

The continuum of instruments reflects the evolving nature of public and private forest policy, and increasing scope from single purpose to multi-purpose forest policy goals and instruments.

Bemelmans-Videc *et al.* (1998) classed policy actions for private lands into three broad categories:

- 1) Carrots - policies that offer incentives, mostly economic, to encourage a particular behavior;
- 2) Sticks - policies that are punitive, such as regulation; and
- 3) Sermons – policies that are informational such as education.

Rivera (2002) reviews similar literature for implementing environmental programs and classifies policy instruments as consisting of voluntary tools, such as self-regulatory programs; mixed instruments such as subsidies, information, and pollution taxes; and compulsory instruments such as pollution mandatory regulations.

However, it was indicated that the general set of tools or instruments in the forest sector is not exhaustive and whatever the problems are the tools or instruments for implementation of the policies addressing them are relatively the same (Le Master *et al.*, 2002).

2.6.1 Regulatory Instrument:

Most countries have various levels of forest regulations and standards. Regulations without enforcement usually have little impact on the ground. Regulatory instruments are the classical instruments of politics that are used to solve social or economic conflicts (Krott, 2005).

Regulatory instruments are the traditional instruments of governments that suggest norms and acceptable behavior and limit certain activities in society (Lemaire, 1998). Eventually, it is political intervention that formally influences social and economic actions through binding regulation (Krott, 2005).

Critics have also noted that extensive regulations may just provide more opportunities for corrupt officials to extract bribes and payments for personal gain, so be less desirable than presumed, or at least be linked to public choice behavior to expand agency influence and power, with little regard for natural resource protection (Cubbage *et al.*, 2007).

In the modern-day forest and environment sectors, regulation defines what can be done or what cannot be done in forest areas; regulation also defines the access rights and responsibilities of the involved stakeholders or actors in the forest and environmental sectors (Sadath and Krott, 2012).

“These regulations determine how certain target groups should act. With concern to forestry, the simple and clear concept of regulatory instruments means that maintenance of forestland is secured by means of prohibitions and regulations, and that its utilization is subject to those limitations required to ensure its sustainability. The regulatory instruments, which are significant in forestry, can be formally elaborated on the basis of forest law. This involves characterizing the analysis of deficits in control which, in turn, leads to the elaboration of informal applications and deficits of regulatory instruments” (Krott, 2005).

2.6.2 Informational Instrument:

An information instrument is the political intervention that formally influences the social and economic action solely through “information” (Krott, 2005). Here, information comprises the measures undertaken to influence the target actors through the transfer of knowledge, communication of an argument, mobilization, advice, persuasion and similar actions (Vedung and Doelen, 1998).

Professional forestry schools and programs train foresters and other natural resource professionals to manage resources to meet landowner goals, with technical skills in the areas of biology, measurements, management, and economics and administration (Society of American Foresters, 2006). Therefore, the presence or absence of communication strategies to fulfill policy program goals is an indicator of information instrument change (Sadath and Krott, 2012).

Research and science create new innovations and knowledge and provide the basis for professional management and, at least in the long run, the basis for public policy making (Guldin, 2003).

Information is the basic and most common political instrument for regulating human action. Nevertheless, information affects people's decisions and actions in two completely different political levels: public awareness and power. In forest policy practice, informational instruments are usually employed both for the purpose of achieving public awareness as well as power (Krott, 2005).

2.6.3 Financial Instrument:

According to Krott (2005), financial instruments are the means of intervention that formally influence social or economic actions through the exchanges of "economic values"; these economic values are made up of money, time, effort, services and goods. However, he also argued that an economic process can become an economic or financial instrument if it has a direct influence on forest policy objectives.

The types of tree subsidies are extremely broad, including payments in whole or in part to plant trees, payments to perform timber stand improvement, income tax reductions to favor timber investments, property tax adjustments to benefit forest retention and management, payments to encourage forest conservation, especially of native species or on rare stand types, and payments to encourage landscape or ecosystem management (Cubbage et al., 2007).

Governments usually pay for these subsidies, but NGOs, international banks and development agencies, or other granting organizations may provide funds as well. Examples of tree planting subsidies are pervasive.

However, Sterner (2003) notes that tree planting subsidies are not always successful, especially for small forest owners, and agricultural subsidies for roads and development create particular problems for forest retention. He adds that subsidies may generate equity problems, favor powerful beneficiaries, and that their reduction would save public funds.

These economic values usually constitute money, but services (such as maintenance) and goods can also be involved (Thieme, 1995).

On an informal level, economic instruments are very significant, since economic processes can be universally applied by politicians with a high degree of efficiency to increase their own power and realize their self-interests (Krott, 2005).

2.7 Policy Instruments in Bangladesh:

2.7.1 Regulatory Instrument:

Traditionally, the GoB uses regulatory instrument under Forest Act 1927 although regulatory instruments are still very weak by its nature and substance. In Reserve forest, who enters with fire arms without prior permission from the Divisional Forest Officer (DFO) concerned and if the matter present to the Court, the accused person may be directed with fine and imprisonment for a term which may extend to five years and from six months, and fine which may extend to fifty thousand BDT and not less than five thousand BDT.

2.7.2 Economic Instrument:

From late nineties, the GoB has been introducing economic instruments in the forestry sector; and now these instruments are dominant and considered very effective to regulate the behavior of stakeholders. South Asian Network for Development and Environmental Economics (SANDEE) Policy Brief identified some economic instruments enacted in Bangladesh, which are Community Forestry, Ecotourism, Protected Area entry fees, Public Climate and Environment Expenditure review, Reinvestment fee in PA (SANDEE, 2012). Apart from these instruments, Wild Life Compensation, Tree plantation Award and Marketing Forest Product also are considered economic instruments. Providing financial incentive in using renewable energy like Solar energy and Bio-gas are identified a significant development of policy instrument in Bangladesh.

2.7.3 Informational Instrument:

Resource Information System (RIMS) educates people by providing maps and reports. GoB encourages scientists to study on forestry sector through BFRI/BIDS and public universities. Moreover, Comanagement and ecotourism are playing a key role in educating forest villagers and general people.

2.8 Forest Policy Implementing Actors in Bangladesh:

2.8.1 Ministry of Environment and Forest (MoEF):

This ministry was established in 1989. The main aim of this ministry is to ensure the sustainable environment and optimum forest coverage. There are 6 directorates under this ministry. Actually, MoEF approved the projects and plans those are taken as strategies to implement Forest policies from the Government.

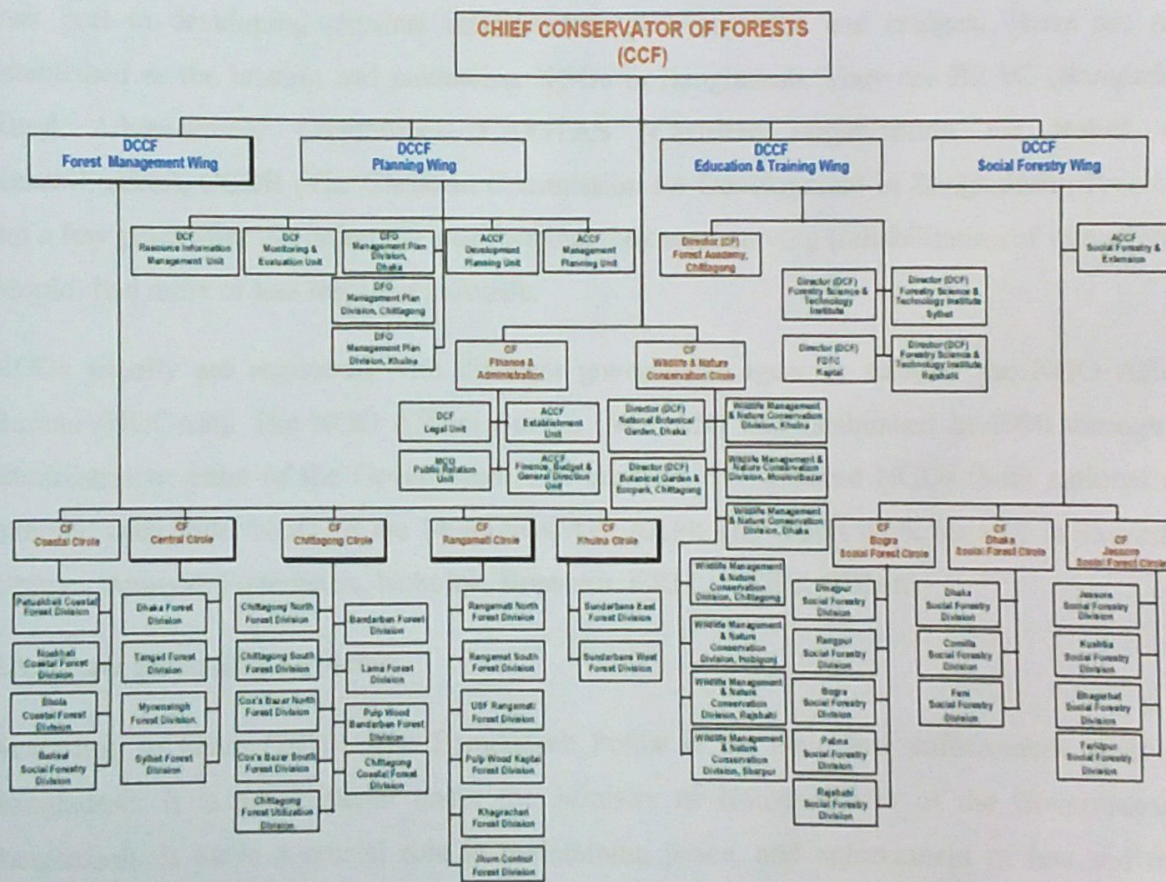
2.8.2 Judicial System

According to Panday and Mollah (2011), As an independent nation of the world, Bangladesh adopted its constitution in 1972, which provides the structure and functions of the Supreme Court, which comprises the High Court Division (HCD) and the Appellate Division (AD). The HCD has empowered to hear appeals and revisions from subordinate courts, and also to issue orders and directives in the nature of writs to enforce fundamental rights and to grant other relieves available under the writ jurisdiction. The AD is vested with power to hear appeals from the decisions of the HCD or from any other body under any statute. The HCD has also powers of supervision and control of the subordinate courts and tribunals and also has jurisdictions to declare any law inconsistent with the fundamental rights as null and void.

in Bangladesh the subordinate judiciary both in civil and criminal side originated from Civil Court Act 1887 and Criminal Procedure Code 1898 as amended up to 2007 (Halim, 2008). Beside this, in Bangladesh, there are some other special laws, which provide the basis of some special courts, like as Labour Court, Juvenile Court, Administrative Tribunal, etc.

2.8.3 Forest Department (FD):

Forest Department was established in 1862 in the British emperor. On that time the name of the Forest Department was Imperial Forest Service, Provincial Forest Service, Sub-ordinate Forest Service. In 1947, after the divication of India, the Forest of Bangladesh, Bengal and Assam was under the Forest Department. After being a part of Pakistan, the name was East Pakistan Senior Forest Service, Sub-ordinate Forest service. In 1980, after formulating Bangladesh Civil service cadre rule, Bangladesh Senior Forest Service had been under Bangladesh Cadre Service. After 1989, Forest Department is under Ministry of Environment and Forest, before that it was under Agriculture Ministry.



Abbreviations: DCCF - Deputy Chief Conservator of Forests, CP - Conservator of Forests, DCF - Deputy Conservator of Forest, DFO - Divisional Forest Officer, ACF - Assistant Chief Conservator of Forest

Figure 2.1 : The Organogram of Forest Department of Bangladesh (Source: Forest Department)

2.8.4 International and Local NGOs:

According to Haider (2011), both national and international NGOs started their operation in Bangladesh as relief organizations after the 1970 cyclone. The war of liberation of 1971 followed immediately after the cyclone and a section of those who participated in relief activities joined the war. Following independence many of these individuals or groups go back to their previous professions, but formed NGOs. A large number of international voluntary organization as the reconstruction of the war devastated economy attracted major inflow of resources from overseas. During this period, they were primarily in providing food and essential commodities to the war afflicted people. Initially, they were involved in the distribution of clothing, medical and food items, and even extended their work to construction of house for war victims. They also took part in developing physical infrastructure such as roads and bridges. These are now established as the leading and pioneering NGOs in Bangladesh. They are BRAC (Bangladesh Rural Advancement Committee), CARITAS (Christian Organization for Relief and Rehabilitation), CCDB (The Christian Commission for Development in Bangladesh), Proshika, but a few years after liberation the purposes that they were serving (rehabilitation of war affected people) had more or less lost their rationale.

NGOs usually are registered with different government agencies such as the NGO Affairs Bureau (NGOAB). The NGO Affairs Bureau (NGOAB) was established in 1990 through an administrative order of the Government. The numbers of registered NGOs (both national and international) under NGOAB are 2498 (NGOAB, 2016). The NGOs work for SRF is Shushilon, Uttaran, Aranyak Foundation, Nobolok, Rupantor, CREL, CCEC, GIZ etc.

2.8.5 Law Enforcing Agencies:

According to Islam (2015), The Bangladesh Police is the main law enforcement agency of Bangladesh. It is administered under the Ministry of Home Affairs of the Government of Bangladesh. It plays a crucial role in maintaining peace, and enforcement of law and order within Bangladesh. Bangladesh Police is headed by the Inspector General of Police (IGP), under whose command; Bangladesh Police is divided into 20 branches. Among them those branches are related with forestry and tourism sector.

- ▶ Range and District Police
- ▶ Metropolitan Police
- ▶ Detective Branch (DB)
- ▶ Special Branch (SB)
- ▶ Criminal Investigation Department (CID)
- ▶ Armed Police Battalion (APBn)
- ▶ Rapid Action Battalion (RAB)
- ▶ Tourist Police

2.8.6 Local Government:

In Bangladesh the rural/regional local government has three tiers under the Ministry of Local Government, Rural Development and Co-operatives:

- ▶ Zila Parishads
- ▶ Upazila Parishads
- ▶ Union Parishads

2.9 Tourism Policy Actor: (Additionally with FD)

2.9.1 Ministry of Civil Aviation and Tourism

After the liberation war, civil aviation related subjects were under Ministry of Transportation and Tourism under Ministry of Commerce. In September, 1972, Ministry of shipping, inland boat transportation and tourism was established but in turned into a division in January, 1976. In December, 1977, Ministry of Civil Aviation and Tourism was reestablished. In 24th march, 1982, it turned into a division of Defense Ministry. In 1986, the ministry finally reestablished again.

2.9.2 Bangladesh Parjatan Corporation (BPC)

Bangladesh Parjatan Corporation is a national tourism organization. It was established in 1972 and been active from 1973. It has 9 divisions. A chairman and three directors constituted the board of directors. Bangladesh Parjatan Corporation is servicing by National Hotel and Tourism Training Institute (NHTTI), Duty Free Operations (DFO) etc.

2.9.3 Bangladesh Tourism Board (BTB)

Bangladesh Tourism Board (BTB) is acting under 'National Tourism Organization' (NTO) of Bangladesh. The Board will play the leading role of promoting and marketing Bangladesh Tourism domestically and internationally. BTB will also be engaged in formulating tourism plans and policies for the development of tourism, along with attracting foreign investment in the tourism sector. The formation of the BTB is yet another positive step for the Bangladesh tourism industry in 2011, after launching the campaign, "Bangladesh Tourism Year 2011" earlier this year.

2.10 Sundarbans Reserve Forest (SRF):

The Bangladesh portion of the Sundarban is the largest productive contiguous mangrove forest in the world, located in the south-western part of the Bangladesh between 21°39' and 22°30' north longitudes and 89°01' and 89°52' east latitudes (Hussain, 2014). Of the total area, about 4038 km² is forestland and more than 115 km² is marshes within a network of 450 rivers. The Bengal Forest Department of the British Colonial Administration, applied the Indian Forest Act of 1865 to declare the Sundarbans a Reserve Forest in 1878 (Millat-e-Mustafa 2002). Sundarbans Reserve Forest (SRF) has three wildlife sanctuaries of total area of the sanctuaries is 1397 km² and 55 compartments for administrative convenience.

The Sundarbans have been under active management for much of recent history by whichever authority has administered the delta region that Bangladesh now occupies. Government has taken many steps to conserve the SRF from being exploited. Some parts of the SRF were declared a Wildlife Sanctuary in 1974 to conserve animals as well as trees. A moratorium on felling of the dominant Sundari tree was enacted in 1989, and UNESCO declared the Sundarbans to be a World Heritage Site in 1997. A 20km buffer area around the forest was declared an "Ecologically Critical Area" in 2006. Finally, after the devastation of Hurricane Aila in 2007, a ban on all forest extraction was put in place.

The SRF was overexploited up until 1988 after which its exploitation has been totally stopped. A commercial logging ban is in place until 2015. Out of the total loss, the Bangladesh part is likely to have experienced more loss due to sediment-laden freshwater diversion from Farakka Barrage since 1975. From the data, it appears that the Bangladesh Sundarbans has so far lost about 66

km² of forestlands (Aziz and Paul, 2015). Predictions suggest that 100% of the mangrove forests could be lost in the next 100 years if the present rate of loss continues (Duke et al., 2007).

2.10.1 List of Policies related to SRF

The policies (including Act, Guideline, Rule, Action Plan) of Bangladesh Government which are directly or indirectly related to Sundarbans Reserve Forest:

- Sundarbans Tourism Policy Guideline (2014)
- Wildlife Conservation and Security Act (2012)
- Social Forestry Rules (2014)
- Saw mill Rule (2012)
- National Tourism Policy (2010)
- Forest Act (1927) (Amended on 2000)
- Disaster Management Act (2012)
- Coastal Zone Policy (2005)
- Brick Burning Act (2013)
- Bangladesh Tiger Action Plan (2009-2017)
- Bangladesh Climate change strategy and Action plan (2009-2018)
- Nature Conservation Act (2010)
- Compensation Rule (2011)
- Forest Policy (1994)
- Biodiversity Act (2012)
- Fisheries Act (1995) (Amended on 2013)

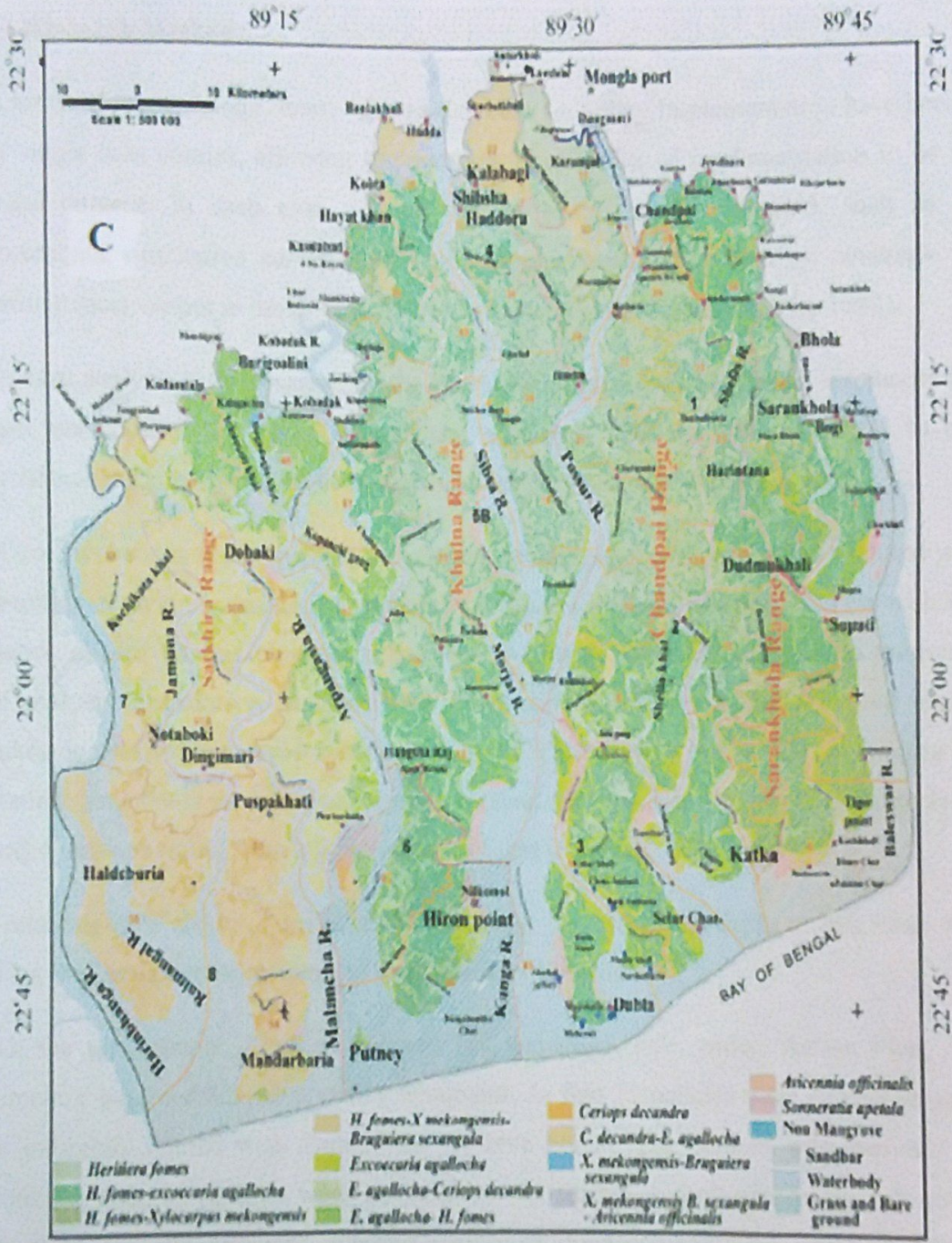


Figure 2.1: Sundarbans Reserve Forest (Source: Forest Department)

Chapter 3: Methodology

3.1 Research Method:

In terms of methodology, many of the researches on policy implementation have been dominated by single case studies, allowing the complex phenomena of implementation to be studied in a broad context. In each case, several data sources are often applied, such as reports and documents, qualitative survey with implementers, quantitative data on coverage of program, participation, output in terms of delivery performance and outcomes (Yin, 1982).

Content analysis is the research method for making explicative and valid inferences from data to their perspective. Following content and narratives analysis this study tries to evaluate the problems and constraints of the Forests and Forestry sector of Bangladesh.

“Content analysis is the method of enriching social reality with a manifest text and within a non-manifest context. A qualitative approach of content analysis has been chosen with forest sector issues, objectives, implementation and assumed impact of policy program as the four categories of analysis. Legislative, financial, and informational instruments and involved actors were the subcategories for the implementation category” (Sadath & Krott, 2012). According to Neuman, content analysis is the most appropriate method for revealing the exact, objectively significant, text, word or symbol from a large volume of text (Neuman, 2006).

From this APP model, I investigated the place, objects, policy instruments, time, actor, Target from the Implementation stage of every policy I selected.

All the government gazettes, policies, act, guideline, rule, order, Action Plan, directives or circulars were considered as policy document. At first 25 policies were chosen those are directly or indirectly related with Sundarbans Reserve Forest. The content was analyzed of those 25 policies. Then 12 policies were screened out for further study based on the information. But in the field, actually data was collected mainly on three policies. They are Forest Policy (1994), Forest Act (1927) and Bangladesh Tourism Policy (2010).

3.2 Case:

Bangladesh part of Sundarbans Reserve Forest (N' 21°30' - 22°40', and E' 88°05' - 89°55') is the main case to study. There are four administrative ranges Shoronkhola, Chandpai, Satkhira (Burigoalini) and Khulna (Nolian), 17 stations and 9 blocks under Sundarbans Reserve Forest. Forest Act and Forest Policy are implemented mainly by Forest Department, different local and international NGOs, Ministry of Forest and Environment, Local Government, Judiciary, law enforcing agencies mainly. Tourism Policy is implemented by forest department additionally by civil aviation and Tourism Ministry, Tourism Board, Parjatan Corporation. So, Sundarbans and adjacent area of Khulna, Satkhira and Bagerhat district, the nearby offices (both government and non-government), booth, camp and stations were visited to conduct interview.

3.3 Questionnaire Preparation:

An open end questionnaire was made based on the content analysis of those three policies according to available literatures and articles on policy implementation of various countries across the world. But, I collected more information than my questionnaire as it is open ended. Mainly, a face to face interview was conducted with every official and personal experiences were gathered. Sometime, I communicated with them through telephone or mail.

3.4 Interview method as data collecting tool:

The research is based on mainly primary data as it is a qualitative research. Some secondary data were collected from Forest Department offices, Newspapers, journals, online media. Thesis data was collected from 20th July to 25th August, 2016. I conducted face to face interview with 10 officers of Forest Department (including every divisional and range offices), 10 officers of different local and international NGOs, 5 individuals of law enforcing agencies, 10 journalists of various Newspapers and 5 members of Local Government. I interviewed the Forest Guards, Polices, and Coast Guards while visiting the range offices. I also communicated with individual tourists, private tour operators and organizations to collect information on Tourism Policy implementation. The officers of the Forest Department, NGOs and journalists were the key informants.

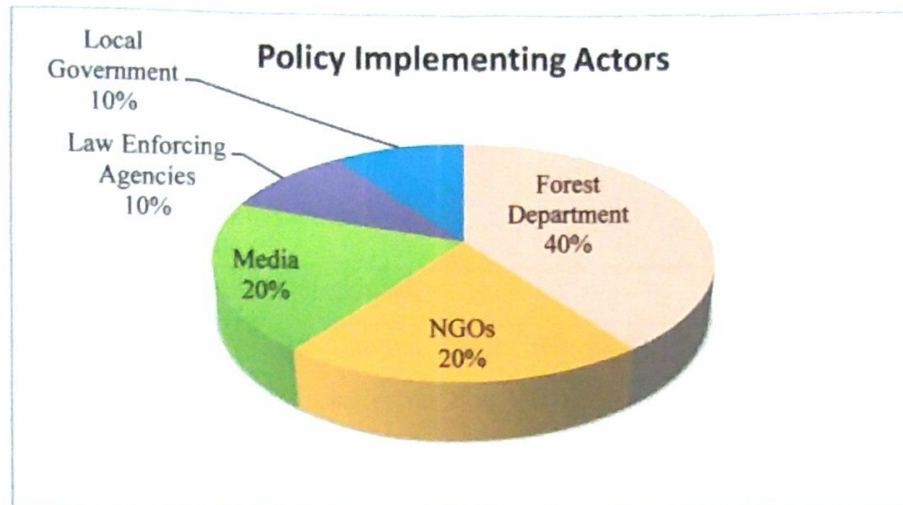


Figure 3.1 : Percentages of interviewed Policy implementing actors

3.4 Data Analysis

Some collected qualitative data were sorted and analyzed to get the final result. Qualitative data were converted into quantitative forms by means of suitable scoring whenever necessary. Cross tabulation, logical text interventions, frequency analysis has been done by using SPSS (Statistical package for social analysis) software version 16.00 (IBM, USA) and Microsoft Excel (2010). I conducted data analysis from 20th September to 24th September, 2016. The analyzed data were represented through tabular and graphical form.

Chapter 4: Result and Discussion

4.1 The result of Content Analysis method:

Forest Policy (1994):

Where (place)	Whole Bangladesh
What (objectives)	<ul style="list-style-type: none"> ❑ To afforest about 20% of the total area of the country by initiating various afforestation programmes in forest lands, fallow lands, lands not useful for agriculture, hinter lands and other possible areas to meet the basic needs of the present and future generations and to ensure greater contribution of the forestry sector to economic development. ❑ To enrich biodiversity in the existing degraded forests by conserving the remaining natural habitats of birds and animals. ❑ To strengthening agriculture by extending assistance to those sectors related with forest development especially by conserving land and water resources. ❑ To fulfill national responsibilities and commitments by implementing various efforts and government ratified agreements relating to global warming, desertification and the control of trade and commerce of wild birds and animals. ❑ To prevent illegal occupations of forest lands, illegal tree felling and hunting of wild animals through the promotion of participation of local people. ❑ To encourage effective use and utilization of forest products at various stages of processing. ❑ To provide for implement afforestation programmes on both public and private lands.

How (instruments)	Regulation, Incentives, Information.
When (Formulated time)	1994
For whom (target people)	Forest related stakeholders
By whom (actor)	Forest Department, Ministry of Environment and Forest, NGOs, Police, Judiciary.

Forest Act (1927):

Where (place)	Whole Bangladesh
What (objectives)	<ul style="list-style-type: none"> ❑ to promote, to enhance the contribution of the forest sector to the sustainable development of Bangladesh and the conservation and management of natural resources for the benefit of present and future generations. ❑ To encourage and facilitate the active participation of the local people in the sustainable planning, management, and conservation of forest resources. ❑ The use of forest resources through specifying the situation and limit of such forest. ❑ To ensure ecosystem stability through conservation of forest, biodiversity, water catchments and soil fertility; ❑ To promote coordination and cooperation between the forest sector and other agencies and bodies in the public and private sectors in respect of the management of the natural resources. ❑ to facilitate greater public awareness of the cultural, economic and social benefits for conserving and increasing sustainable forest cover by developing programmes in training, research and public education; ❑ to delegate responsibility for management of forest resources to the lowest possible level of local management consistent with the furtherance of national policies;

	<ul style="list-style-type: none"> ❏ to ensure the sustainable supply of forest products and services by maintaining sufficient forest area under efficient, effective and economical management; ❏ to enhance the quality and improve the marketability of forest products and regulate their export;
How (instruments)	Regulation, Penalties, charges, Information.
When (Formulated time)	1927 (Amendment in 2000)
For whom (target people)	Forest related stakeholders
By whom (actor)	Ministry of Environment and Forest, Forest Department, Police, Judiciary, NGOs.

Bangladesh Tourism Policy (2010):

Where (place)	The areas have tourist attraction
What (objectives)	<ul style="list-style-type: none"> ❏ To protect biological diversity and ecological processes through conservation and sustainable use of the natural resources. ❏ To save the hills alongside the country by controlling the cutting and/or razing. ❏ enhance the protection and management of ecologically critical area ❏ declare the ecologically critical area if any area is being degraded ecologically. ❏ To stop the production, export, import, transport, processing, conserving, disposal or dumping of the hazardous waste materials. ❏ To reduce the health hazardous and ecological depletion by the wastage during cutting or breaking the ship. ❏ To control the filling and changing pattern of the natural reservoir.

How (instruments)	Regulation, Information, Revenue
When (Formulated time)	2010
For whom (target people)	All citizens of bangladesh, international tourists, tour operators.
By whom (actor)	Ministry of Civil Aviation and Tourism, Bangladesh Parjatan Corporation, Bangladesh Tourism Board, Forest Department, private tourist organizations.

4.2 General constraints of Forest Policy (1994) and Forest Act (1927) implementation in SRF interviewed from different Policy implementing Actors:

1. Shortage of Manpower and Technology

There are only 10 units of Bangladesh coast guards in the whole Sundarbans. When RAB, Police, Ansar, BGB conduct their operations they are 30 to 40 in number but in case of Forest Department the guard numbers are only 3 or 4. So, the people don't care the Forest Department. Least numbers of people are working in every range unit of Sundarbans. Shortage of manpower is the main problem according to FD and Media. Most of the Forest guards work in the field level is not well trained and they are aged enough. NGOs mostly think that skilled manpower and Media think inadequate manpower as the problem.

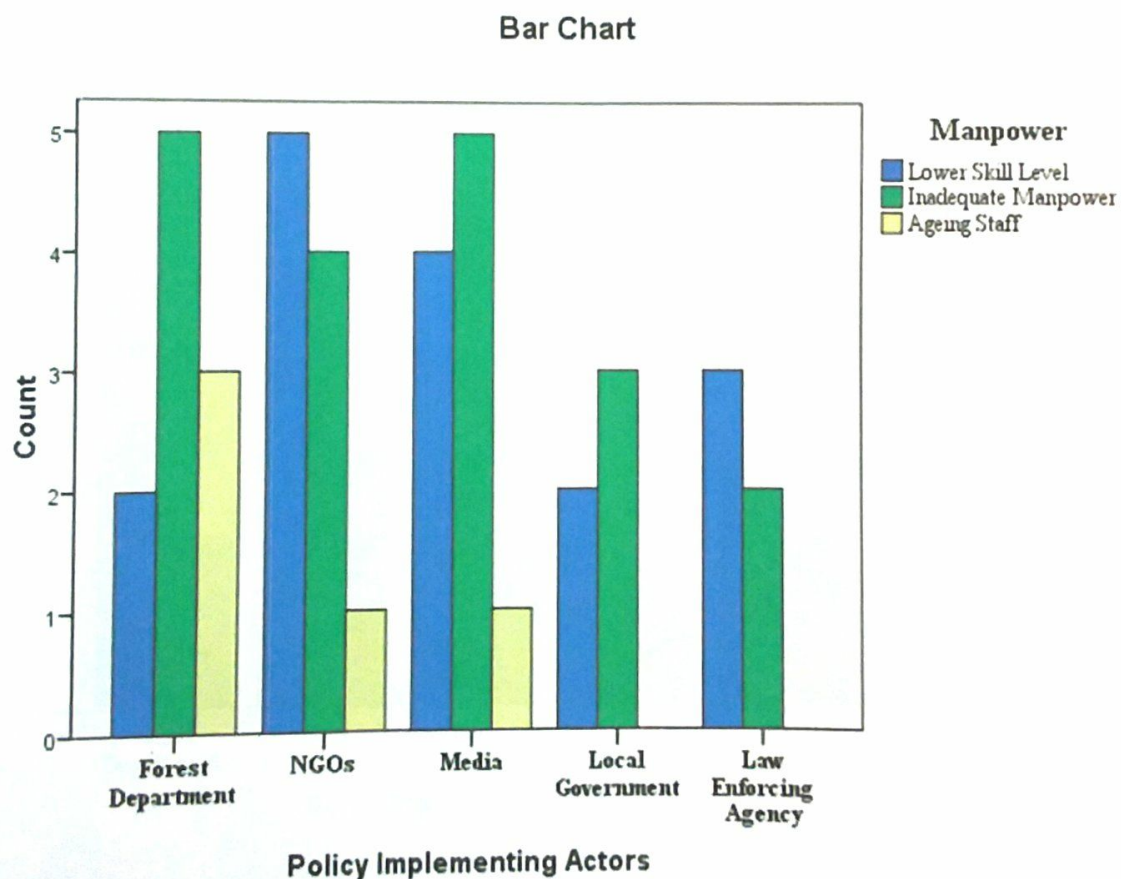


Figure 4.1: Various Manpower problems facing by the Policy Implementing Actors

2. Lack of Funding

For the overall development of the Sundarbans, Government doesn't sanction enough funds. According to MoEF in 2013-14 budget allocation for the forestry sector is about 65 million US dollar where 50 million US dollar comes from the Donors and Arannayk is also spending about 50 million US Dollar allied with UNDP and GoB. Generally, the sector gives more revenue that sector gets more funds but in Sundarbans that is decreasing day by day. For implementing policy objectives should be given more priority. There is difference in formulating policies taking funds from foreign aid and using the government loan even.

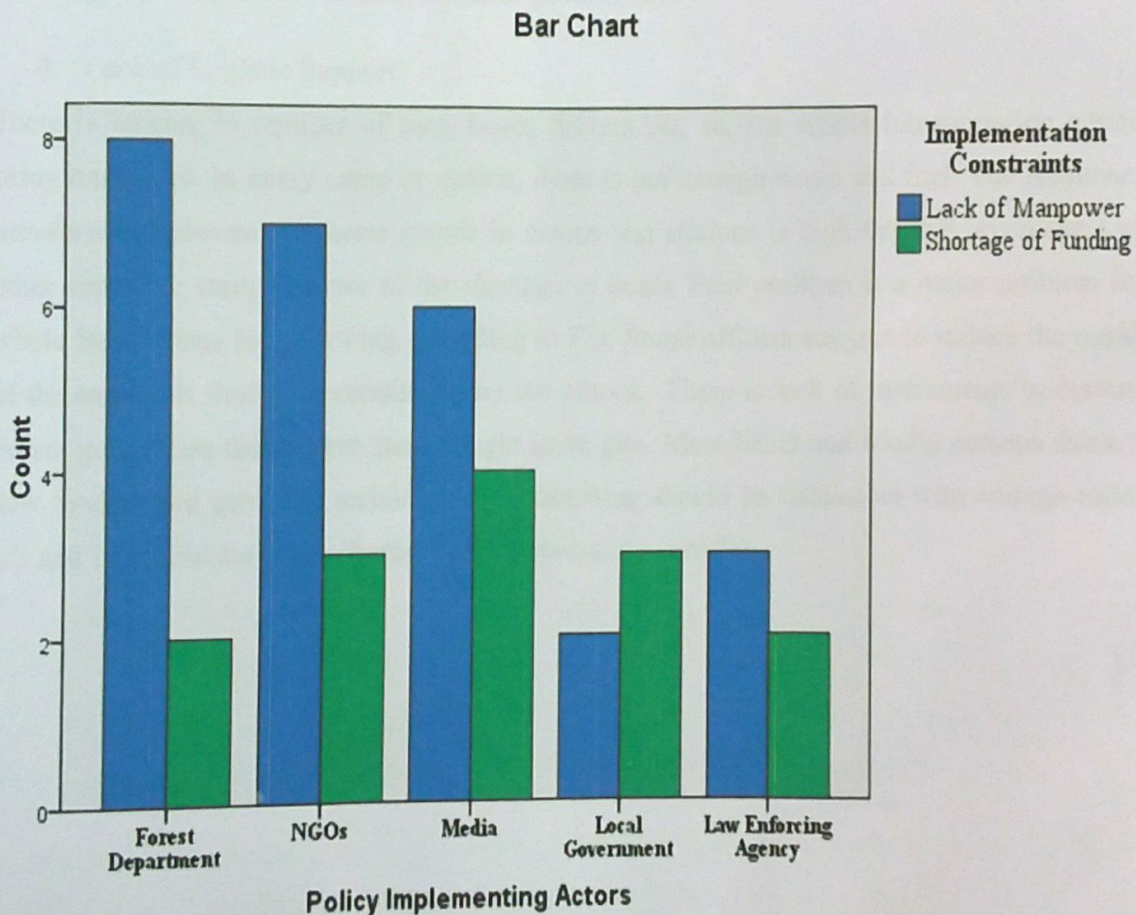


Figure 4.2: Comparison of two constraints among policy implementing Actors

Here, in this bar chart of cross tabulation, two constraints: Lack of Manpower and Shortage of Funding are described. The persons of Media mostly think about the shortage of funding, but lack of manpower also is a severe problem according to FD. Many officials of FD told about the shortage of ACF of FD throughout the Bangladesh. Even I found that in the Burigoalini and Nolian range office of Sundarbans West division, there is one ACF is supervising.

3. Poor Interdepartmental Coordination

Policies are overlapped and contradictory. To implement the policy properly, one have to communicate with the land management department, fisheries department etc. but Forest policy should be self-sufficient. There is lack of coordination of Forest Department with court, landuse planning department or even with the local government.

4. Lack of Logistic Support

There is lacking in number of cars, boats, drivers etc. so, the whole transportation system is being hampered. In every camp or station, there is not enough boats and fuel. The frequency of transference between the forest guards in camps and stations is high but they even can't go to other station or camp because of the shortage of boats. Fuel problem is a major problem in the whole Sundarbans for patrolling according to FD. Some officers suggest to reduce the numbers of the camps. It should be considered by the places. There is lack of instruments or resources. Forest guards use the ancient three naught three gun. Most NGO and Media persons think that, new modernized guns and technology for patrolling should be accessible with enough training. LG and LEA told about the shortage of transportation vehicles.

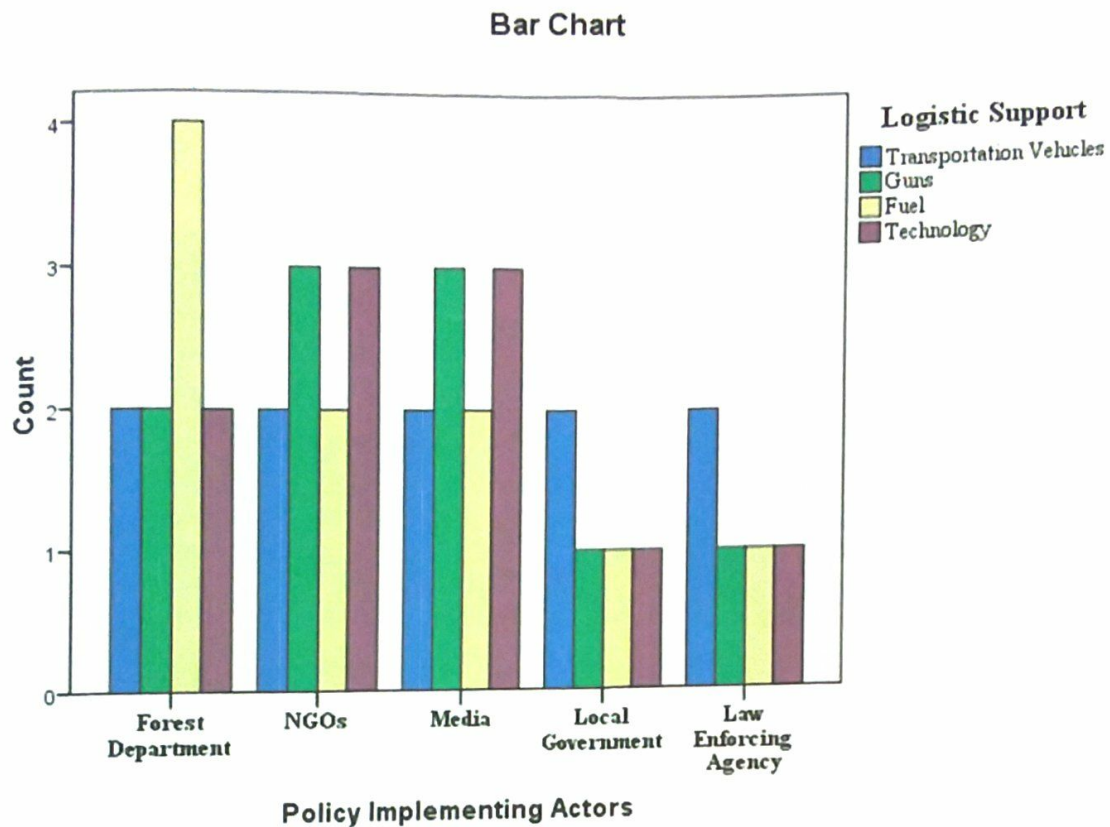


Figure 4.3: Various Logistic problems facing by Policy Implementing Actors

5. Lack of Allowance

The officers or even the forest guards don't get any allowances for any purposes. The coast guards of the government in the sundarbans even get 17 types of allowances. The forest guards also have the arms but no allowances. So, it encourages them to corruption. At least the guards should get the security allowances, salinity allowances, ration allowances or so on.

Sometime, the officers transfer to another forest areas but have to attend in the court at the previous place for the deposition of the cases. But they don't get TA bills. Officials get 25% TA bill only.

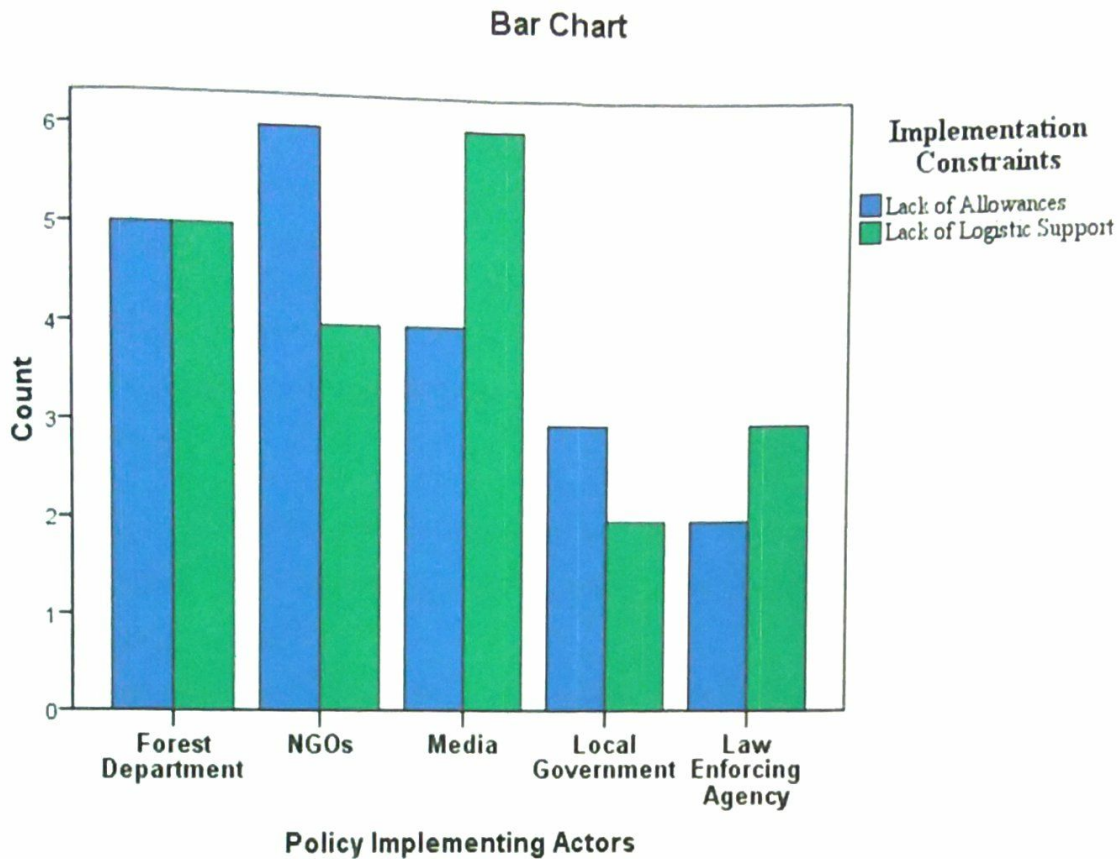


Figure 4.4: Comparison of two constraints among policy implementing Actors

In this bar chart of cross tabulation, two constraints lack of allowances and logistic support are described. there are various types of logistic equipemntes are lacked described earlier. lack of allowances is a major problems according to FD and NGOs. but Media and other actors told about lack of logistic support.

6. Corruption

Corruption is now decreasing in Forestry sector than previous year. But still have some problems such as responsible officers are not recruited sometime.

Local government, leaders often misuses their power. Most of the local people don't care the punishment or don't be afraid the punishment because they get help from the local government even from the ministry.

Some interviewee told that, there is so much corruption in forest department. People easily get BLC (Boat License Contract) giving extra money to the FD. Those people have not BLC but can enter to the forest also by giving money to the FD.

Some interviewee think that the people directly do the crime are not the real criminals. The original criminals are the people supporting them. In Bangladesh, approximately 4-5 lakh BDT is bribed to get recruited a forest gourd.

7. Limitation in Forest Policy (1994) and Forest Act (1927)

According to several interviewees there are many lacking in the Forest Policy (1994) and Forest Act (1927). They are:

- Social forestry is included for mangrove forest but there is no role or implementation of this policy. After 2004, there are some implications. Marginal lands should be included near the Sundarbans.
- Memorandum of Understanding (MOU) about sundarbans between India and Bangladesh is not clear.
- There is gap on policy on community forestry near the Sundarbans.
- There is no guideline about the conservation medicinal plants of the Sundarbans. The medicinal plants of Sundarbans such as Hargoja, vatkathi, kirpa, goran etc should be identified clearly and the places should be selected where it should be planted to conserve.
- Biodiversity conservation and wildlife conservation of the sundarbans have not enough importance in forest policy or forest Act.
- The act is different when cutting trees are found inside the forest and outside the forest.
- Transit rule should be an act.
- There are some non-bailable act such as 26 1 (a) and 63 (a). but court grants bail to the accused.

8. Objectives

The objectives of the national policy are now getting less priority than the objectives of various projects of different NGOs or private organizations specially. Some interviewees mostly the NGOs and Media told the objectives of the policies are

- Ambitious
- Not clearly defined
- Lack of capability

The funding is done by the foreign aid mainly so, there are some effects of foreign donor on objectives. Sometime the donors ask what the needs are basically but the officers can't explain that clearly. It hampers the objectives. FD, LG and LEA were silent when I asked about the objectives of the policies.

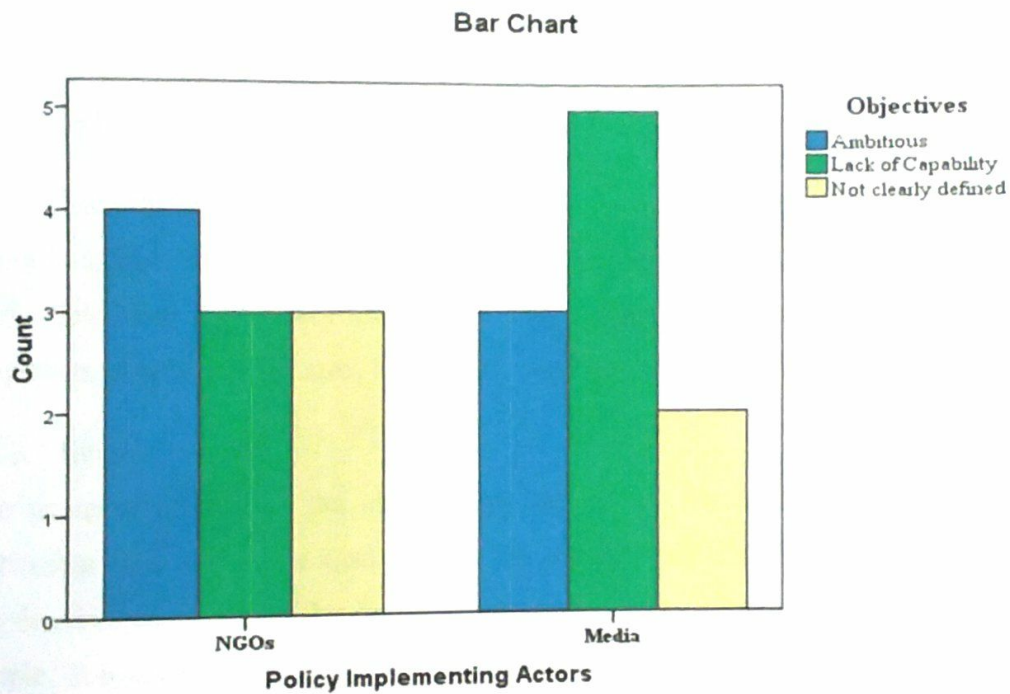


Figure 4.5: Objectives problem noticed by NGOs and Media

4.3 Policy (Forest Policy and Forest Act) implementing Constraints mainly faced by Forest Department:

1. Legal Complicacy

The legal process of the cases in court under the forest department is a lengthy and complex process. The court generally ignores those cases. The witnesses' remain absent in most of the cases. Actually, there will be no witnesses in the deep forest while someone cut trees but court don't believe Forest department. All the expenses due to cases bear the Forest Department but Government doesn't pay. Court in most of the cases doesn't punish the criminals rather bail the accused. To maintain and continue the cases on the court Forest Department needs government lawyer. Deputy rangers of forest department generally conduct the cases in court. Deputy Ranger moves the cases on court on behalf of Forest Department. Lawyers are engaged sometime by the deputy ranger but government doesn't pay for it.

2. Lack of Executive Magistracy

There is lacking of Executive magistrate under Forest Department. Executive Magistrate works in the field level that is very much needed for the policy implementation. There was executive magistrate in previous but now, the power is under general administration.

3. Eviction problem

The demarcation line is not clear in the Sundarbans Reserve Forest. In the east, there is Balweshar river and in the west there is Raymongol river. But the borders in the north side are not demarcated clearly. The canals in the north side are drying and encroaching by the local people. This demarcation power is under the District Commissioner which may be handled to the Forest Department. Forest department has the land management power so it should have the eviction power too.

4. Lack of Scientific Lab

When Forest Department takes a Tiger or deer poacher to the court with the flesh to punish them, court doesn't believe whether the flesh is of deer or tiger or other wild animal. Court wants proof and document. But there is no lab in Khulna Circle office to examine the flesh then court suggests sending the flesh to Mohakhali, Dhaka. So, scientific labs with sufficient instruments and manpower are needed to punish the criminals as soon as possible.

5. Jurisdiction problem of FD

The power of the resource management unit is more than the forest department. The officers of the forest department have no power to shoot the criminals in the forests. They can only shoot in air. Officer can shoot for self-protection but in the court Police create problem to justify it.

6. Security of the Forest Guards

There is 1 forest guard in every 30km in Sundarbans. They are also the part of the implementing bodies of national forest policy. But they live a very hard life inside the forest. 26 forest guards were died in last 12 years by the wild animals or criminals. They should be provided with modern guns with proper training.

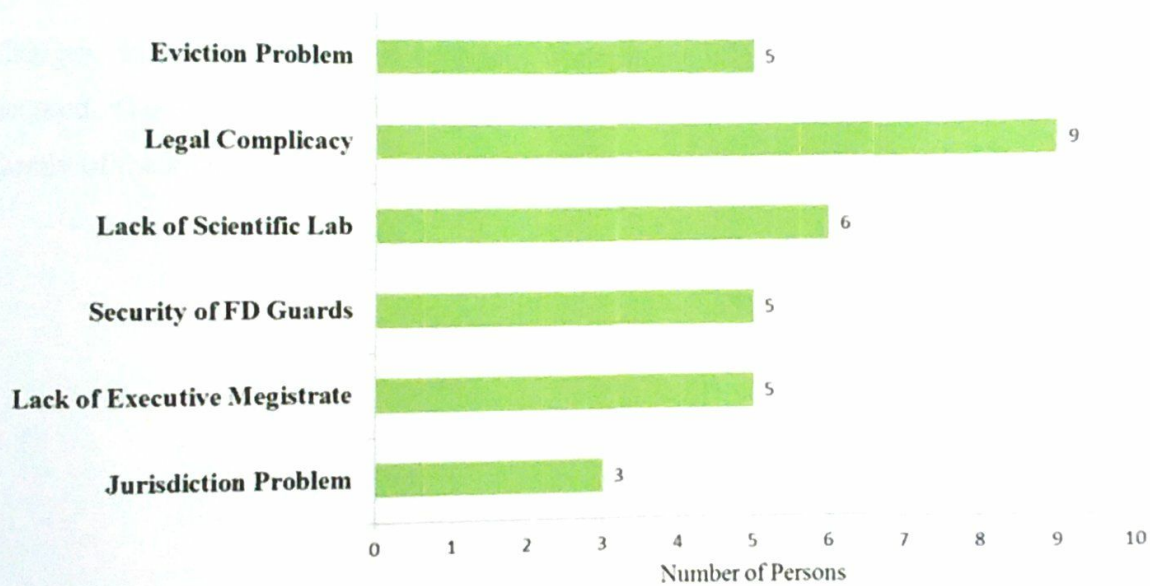


Figure 4.6: Policy implementing constraints mainly faced by FD

4.4 Policy Instrumental problems while implementing Forest Policy and Forest Act:

Regulatory Instrument:

For any type of damage to the sundarbans reserve forest criminals are punishable in imprisonment from minimum six month to maximum five years and fine minimum five thousand to maximum fifty thousand depending on court. But the level of minimum punishment should be increased more. The non bailable cases should not grant as bailable. For example, In Nepal, if a DFO arrest a criminal in the forest he can punish them in imprisonment of ten years. So, the regulatory instrument is not enough to fulfill the policy objectives.

Economic Instrument:

Charges, fees, fines under the economic instruments often are granted by the courts to the accused. There is corruption in implementing the compensation rule to the injured people or the family of the killed people.

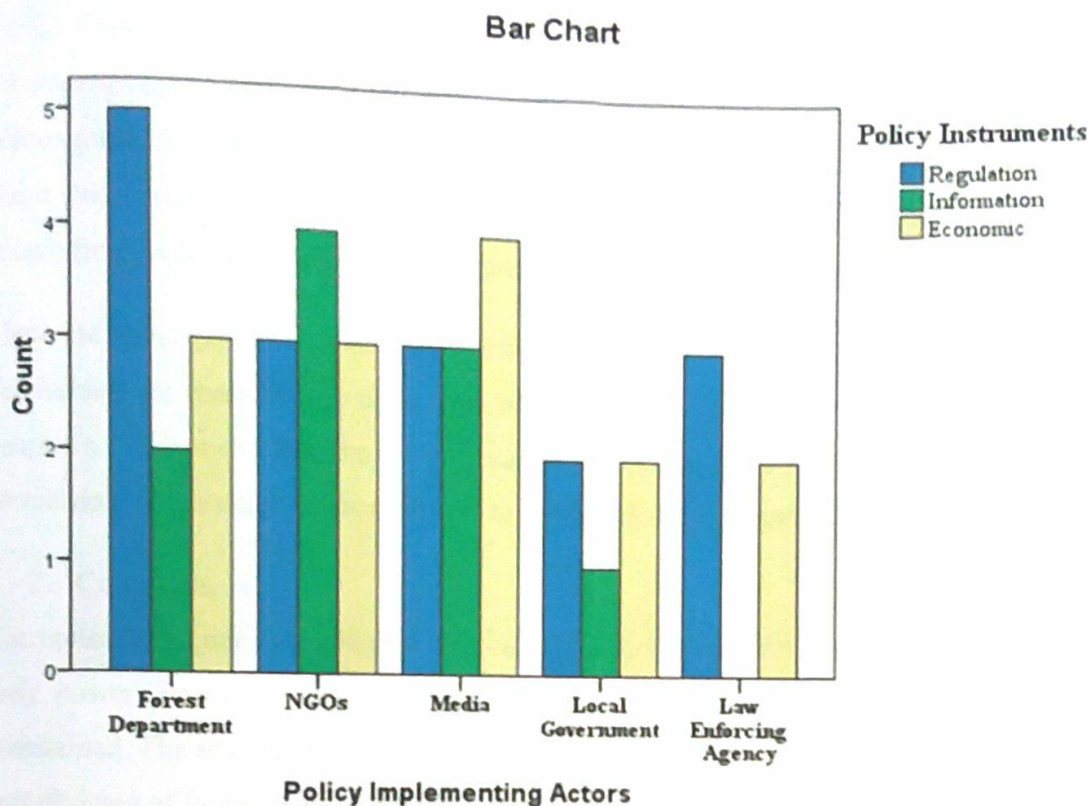


Figure 4.7: Policy instrumental problems for Forest Policy and Forest Act

Informational Instrument:

To aware the local people about the punishment of cutting trees illegally, poaching deer, killing tiger etc. Government takes least initiatives. Different local and international NGOs are working sometime. But the local people are not aware even the negatives effects of those crimes. Forest Department is now arranging some programs in such as Tiger Day (29th July) to increase awareness. The people live in the periphery of the forest are mainly attached to the crime. So, maintaining the carrying capacity forest can be utilized by those people, one interviewee told that.

4.5 The constraints of Bangladesh Tourism Policy (2010) implementation in the SRF according to my conducted survey:

1. Permission Problem

To enter into the Sundarbans one has to take permission from Divisional Forest Officer (DFO) before three days but people don't maintain it. Political leaders and their disciple don't care about this permission generally. The permission system should be now online based, so that people from everywhere can take permission and pay revenue anytime.

There are some general problems facing by Forest Department. Such as when people go to visit Sundarbans for three or four days, they take permission for two days or they go more than 100 people in one launch while the carrying capacity of a launch is 75 people. When FD doesn't give permission in this situation then they go to the higher officials and got permitted.

2. Corruption

Corruption is higher in the higher level of officials, stakeholders, beneficiaries. They misuse of their power. Forest Department is now working for the ecotourism. But it is not properly maintained. The attitude of the tourist, unscientific management etc. is responsible for this. In the east division of Sundarbans corruption is less in Chandpai than Shoronkhola.

3. Lack of skilled Tour Guide

Tour guides are generally hired from private organizations. There are some trained tour guides in Bengal Tour, Royal Tour, City Inn Tour but they are very commercial. But there are no well-trained tour guides in forest department.

4. Religious Festival (Rashmela)

Rashmela is a religious festival of Hindu community. It is celebrated in the Rash full moon in November for three days in Dublar island. But people go before 1 or 2 days and leave the place after 1 or 2 days. So almost 5 or 6 days they stay there. In that time they live, cook and worship there. Most of the cases people use the fuelwood from the nearby forest to cook. There are so many illegal crimes happen there such as people use drugs, poach deer, use sound boxes in high volume etc. but surprisingly, though it is a festival of Hindu community, people of other community visit that place in that festival more than the Hindu people and engage themselves to the crimes. Recently, from the last year forest department have been conscious about this

festival. There are no restricted rules or act about Rashmela in Tourism Policy but it should be included there and implemented properly.

5. Tourist Spot Selection

Most Tourist spot are situated inside the wildlife sanctuaries. Such as – Kotka, Kachikhali under the east wildlife sanctuary, Nilkomol and hiron point under the south wildlife sanctuary. Even most tourist visits the south wildlife sanctuary area generally. But some interviewees suggest that those places should be prohibited to visit at least in the breeding season (May to July) making an Act. Some suggested that, the places where people can go and return within a day such as Koromjol, Harbaria, Kalagachiya, Andharmanik should be the tourist spot. Tourist should not be allowed more than that and they should not allowed to enter in forest too except the tourist spots. All types of tours should be illegal in the breeding season.

6. Lack of Resources:

There are no launches for tourism purpose in forest department. But, some officers of Forest Department think that only the registered launch of Forest Department should be allowed to enter in the Forest. There are no trained tour guides of Forest Department.

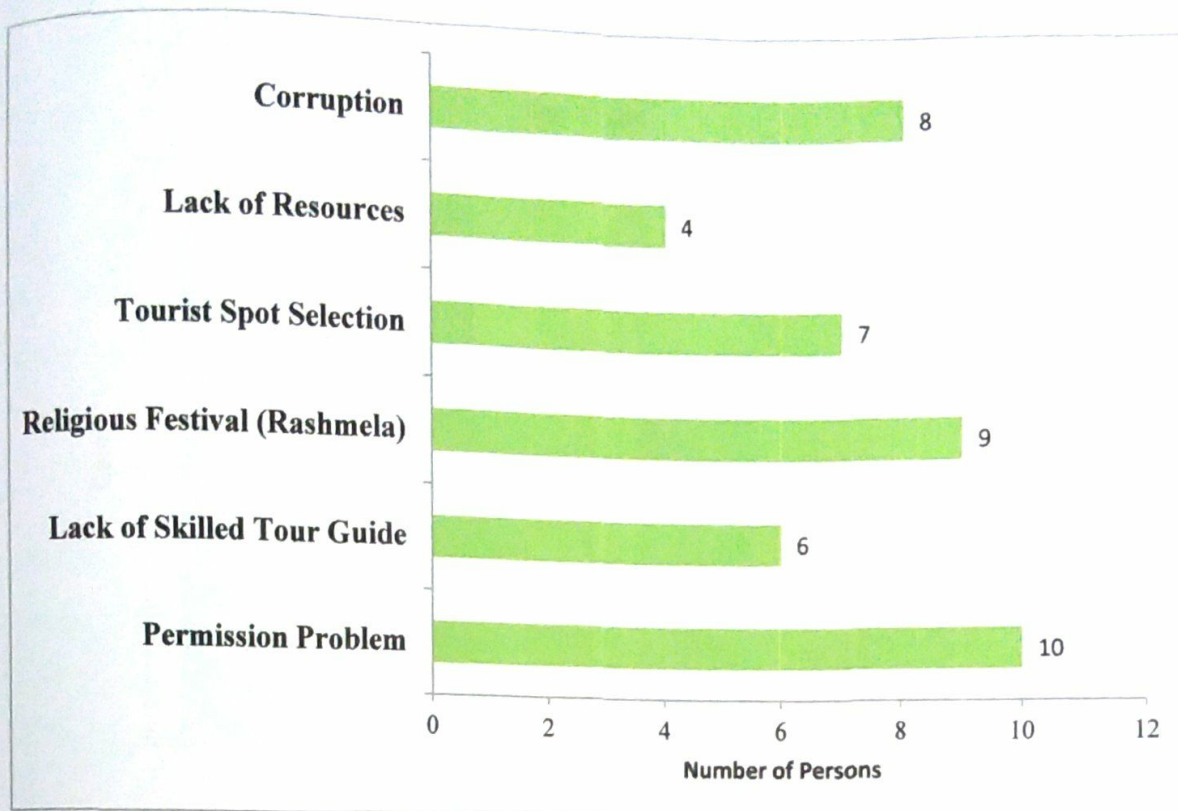


Figure 4.8: Constraints while implementing tourism policy in SRF

4.6 Policy instrumental problem while implementing the Bangladesh Tourism Policy (2010) in SRF:

Regulatory Instrument:

There is not sufficient regulatory instrument applied for tourism policy. There is no system of punishment or fine for the offences tourist done in the forests. There should be a system of fine and implementing that in the tourism policy. Tourists should not allow entering in the forest except the spots.

Economic Instrument:

The revenue is only 20 BDT for the Bangladeshis to visit Koromjol but the people even don't want to agree to pay this specially the political leaders and their followers. Some interviewee suggested that the amount of revenue both for the national and international (now 1500 BDT) should be increased while some suggested to not.

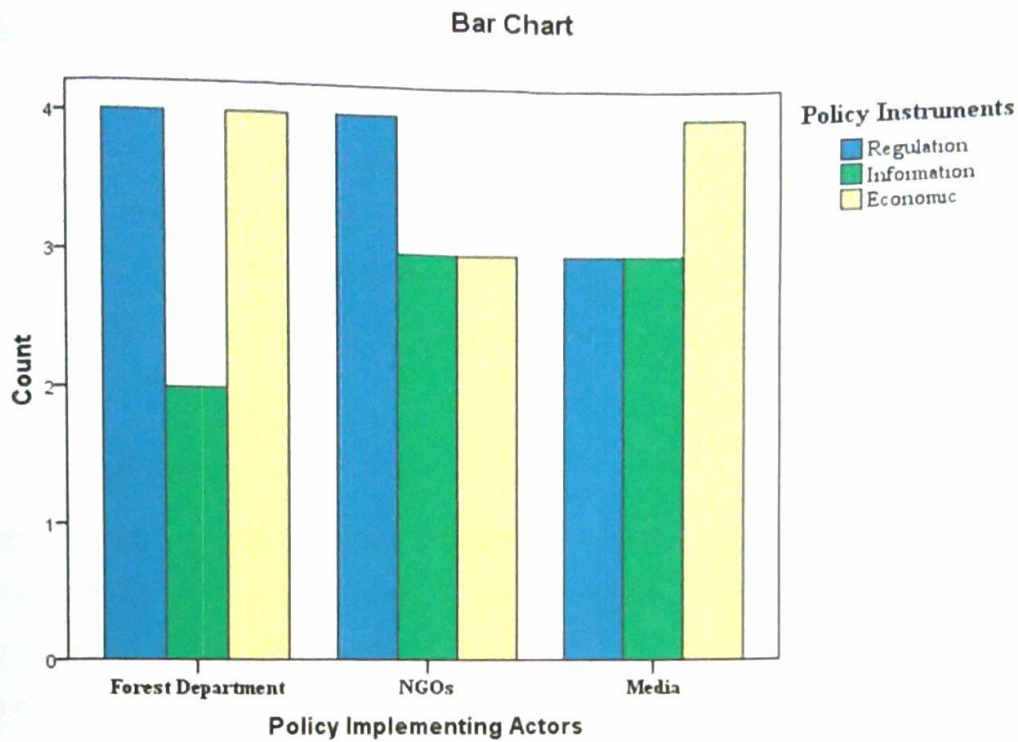


Figure 4.9: Policy instrumental problems for Bangladesh Tourism Policy (2010)

Information Instrument:

To make aware about the responsibilities under the Tourism policy Government doesn't take any action. They just leave a leaflet while permitting to entry. But the general people usually don't either read that. People are not aware about the route inside the forest and they don't maintain it if they know.

4.7 Actor Mapping:

Stakeholders (Policy Actors):

Stakeholders represent individuals, groups, or institutions that are likely to be affected by the policy as they have one or more of the diverse kinds of stakes within the organization. Stakeholder involvement can avail functional information in highlighting feasible options that enhance select outcomes. The principal aim of stakeholder dialogue, in addition to building trust, and increasing awareness is to avail insights that allow policy makers to deliver political choices in an informed fashion.

Types of Stakeholders:

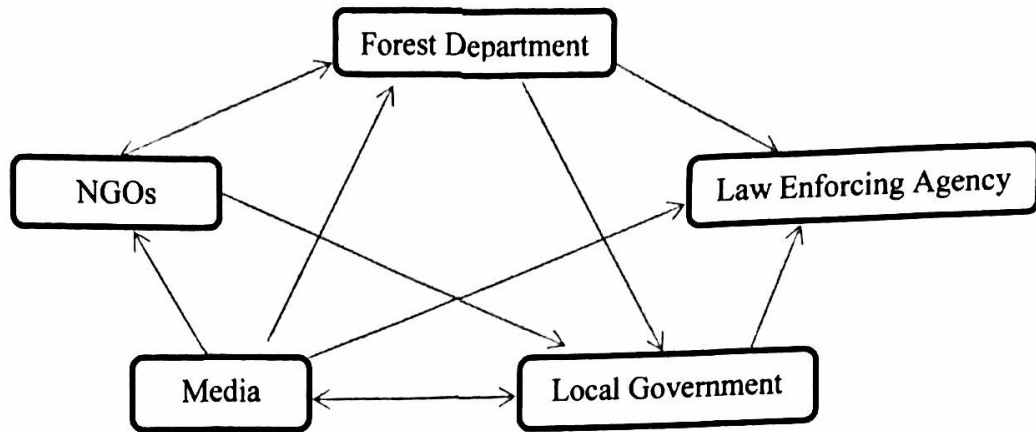
Primary: Primary stakeholders retain a direct interest in the organization and typically sustain their livelihoods directly via the organization or make use in a straightforward way. Primary stakeholders may or may not be influenced by decisions or actions relating to a certain resource, and may or may not part of decision making regarding the resource. Examples of primary stakeholders in the company include shareholders, customers, and employees.

Secondary: Secondary stakeholders entail, but not limited, government agencies, general public, financial analyst, stock brokers, state or local government unit, and potential investors. The secondary stakeholders are mainly interested in the financial report of performance, as well as the condition of the business specific relevant concerns such as a collection of taxes and licenses, probable returns of investments for potential investors, publicity, and public awareness.

Category according to the typology:

In my study, among the five stakeholders or Actors, Primary stakeholder (Actors) is Media as the officials shared their individual opinions and ideas. And secondary stakeholders (Actors) are Forest Department, NGOs, Law enforcing agency and Local government as they were represented under an institution.

Functional Inter-relation among Policy Implementing Actors:



Five policy actors of my study are interdependent functionally. Forest Department is dependent on Local Government and Law enforcing agency and with NGOs and media they are both dependent one another. NGOs are dependent on Forest department and Local government. Media is dependable on each other policy actors. Local Government on the Law enforcing agency.

4.8 Discussion:

The major constraints of the policy implementation in Sundarbans Reserve Forest are the interpretation of political leaders or elites, lack of manpower and technology, ambitious objectives, lack of enough funding. In Nigeria, ineffective and corrupt political leadership, selfish and egoistic interest of the political leaders and sometimes only to attract public acclaim and attention with less regard to their appropriateness in addressing given problems or the possibility of their effective practical implementation by the public bureaucracy are the major constraints in public policy implementation (Chukwuemeka,2013). In fiji, the problems are lack of monitoring and adjusting policy, mobilize resources and Action, Strong coordination, leadership, Resource Accumulation and so on (Rahman et al, 2013). In our country, there is also lack of coordination among various department, organizations, board and even with ministry. Policy is not updated and adjusted with time in our country too like Fiji. According to Aminuzzaman (2013), Political will, Donor technical assistance, donor's conditionality, Managerial preparation and technical competence, Control and management of resources community and stakeholders participation, the absence of a long term perspective and vision, the continuity of the government, supportive and supplementary rules and a legal framework, and the interaction between and among such rules are the problems of public policy implementation in Bangladesh. I think, I found some more reasons because I searched the constraints for a particular area of Sundarbans Reserve Forest. But, the participation of stakeholders, donors assistance lacking, absence of long term vision are more or less same with my study. In Ghana, the bottlenecks of policy implementation are lack of appropriate technology for implementation, inadequate human and material needs (Makinde, 2005). These are also common reasons with my study.

The financial support of the Flemish (Belgium) government is too low to convince farmers and other private landowners to afforest their land (Meiresonne, 2001). A Flemish study on the attitude of private forest owners (Serbruynsn et al., 2001) revealed that only 40.3% of the small forest owners had knowledge of the existence of grants for afforestation and only 42.5% of them were aware of subsidies for reforestation. In Albania, shortage of resources include money, staff with the necessary authority and qualifications, information, facilities, provisions and time, Jealousies among different government agencies and inadequate communication channels have

often provided implementers with a broad discretion and opportunity to pursue their own agenda and goals. Issues such as lack of communication between the bureaucracy and technical staff, poor stakeholder participation, lack of valid studies, inter-organization conflicts and corruption all contribute to un-optimized policy goals and targets that cannot be realized under current conditions. Poor organizational skill, Lack of proper management tools, Conflict between intergovernmental organizations and NGO's Inactive participation, Lack of usufruct right of beneficiaries, insufficient fund and delay of fund release, Corruption are the problems in Albania (Naka, 2000).

Gonzalez et al (2006) studied a small community-based organization in the mountains of Puerto Rico and found that their bottom-up planning strategies were effective. But, in our country policy is formulated and implemented in top down process. The major reasons for policy failures include institutional and management deficiencies, lack of political commitment, inappropriate policy instruments, poor coordination, dependency on external financial and technical assistance, corruption and land use conflicts. The land use policy of Bangladesh, for example, does not conform well to forestry activities (Choudhury, 2003).

The small size of expertise and also other resources such as financial aid are not adequate for the industry size which is apparently widespread in the area. One of the very common-known by tourism researchers in policy implementation and planning in developing countries is the long bureaucratic delays and rampant corruption which are believed to be a potential factor in implementation failure (Krutwaysho, 2015). From my study, the constraints of implementing tourism policy are permission problem, Religious festival, Corruption, lack of skilled tour guide, awareness among the tourists mainly.

Chapter 5: Conclusion and Recommendation

5.1 Conclusion:

Policy implementation is the major stage in the whole policy process. The pattern and nature of policy implementation is the major explanation for the failure or success of any given policy. Policy objectives are failed to attain because of ineffective implementation. In Bangladesh, policies are often very well formulated sometimes with foreign assistance, but are not properly implemented because of interference by local political leaders and social elites. Lack of appropriate collaboration between and among different implementation agencies is also obstructing effective implementation of forest policy and Act. Policy formulation and the strategies of implementing it should be considered visiting in field level. Forest Department is mainly responsible for implementing Forest policies and acts but there are so many problems in Forest Department. The officers are often corrupted, lack of trained manpower and modern technology, lack of proper budget for implementing and evaluating and so on. During my interview with Forest Department no one confess anything about corruption in FD. According to FD, court always neglects FD. Admin cadres exercise their power while implementing the policies to the technical cadres. There were argument among all parties about stopping Rashmela and Mass Tourism. Deer and Crocodile should be cultivated in other points too like Koromjol.

For tourism, there is lack of coordination with Tourism Industry and ministry. Helicopter should not be landed on SRF. Tourism in SRF gives revenue to the Government but there are more loss is being to the SRF due to tourism than revenue. The route of tourism and ship or vessel should be demarcated clearly and maintained properly. People should make more aware about conservation of wildlife sanctuaries, national park, Ramsar conservation by mass campaign and exclusive campaign.

Wildlife, Ecotourism, Biodiversity conservation should be given more emphasis on the national policy. A complete policy should be formulated on every topic of SRF. The constraints of implementing the Forest Act, Forest Policy and Tourism Policy can overcome if the Government follows particular strategies considering all the factors to implement these. Sundarbans Reserve Forest deserves more concern and endeavor by the Government of Bangladesh.

5.2 Recommendation:

For Forest policy (1994) and Forest Act (1927)

- The Forest Policy is newly formulating in this year. In the first draft, there are a little about Sundarbans than Chittagong Hill Tracts.
- There should be a board and then a ministry on Sundarbans should be developed because Sundarbans is our resource.
- Target beneficiaries should be involved at the formulation stage in order for them to have an input in what affects their lives.
- Attention should be paid to both the manpower and financial resources which will be needed to implement the policy.
- There must be effective communication between the target beneficiaries and the implementers of policy programmes.
- There should be continuity in policy except if the policy is found not to be useful to the people.
- Tiger census is conducted time to time but not the deer.
- Provision should be put in place for adequate monitoring of projects, as poorly monitored projects will only yield undesired results.
- Policy should be implemented newly in bottom up process rather than traditional top down process or immixture of top down and bottom up process in our country.

For Bangladesh Tourism Policy (2010)

- Ecotourism should be increased so that livelihood is ensured to the local people.
- To allow tourist inside the forest Government can make some rules that every year a certain amount of tourists can enter into the forest.
- Security should be maintained to the tourists from the pirates inside the forest.
- Cottage maintenance system both private or Government should be included in policy.

References:

- Adamolekun L. (1983) *Public Administration: A Nigerian and Comparative Perspective*. Longman Inc. New York.
- Ajaegbu F.O. and Eze E. (2010) *Public Policy Making and Analysis*. Spring Time Press.
- Alam M. (2009) Evolution of Forest Policies in Bangladesh: A Critical Analysis. *International Journal of Social Forestry (IJSF)*, 2(2):149-166.
- Aminuzzaman S. M. (2013), Dynamics of Public Policy: Determinants of Policymaking and Implementation in Bangladesh, *Public Organiz Rev*, 13:443–458.
- Anderson G, Sotir Hussey P (2006). Influencing government policy. In: Pencheon D, Guest C, Melzer D, Muir Gray JA (eds) *Oxford Handbook of Public Health*. Oxford University Press.
- Aziz A. and Paul A. R. (2015) Bangladesh Sundarbans: Present Status of the Environment and Biota, *Diversity*, 7:242-269.
- Barrett S. and Fudge C. (1981) *Policy and Action*, Methuen. London.
- Bemelmans-Vidéc M., Rist L., Vedung, R.C. (Eds.) (1998) *Carrots, Sticks, and Sermons: Policy Instruments and Their Evaluation*. Transaction Publisher, Inc., New Brunswick, New Jersey.
- Bhuyan A., Jorgensen A., and Sharma S. (2010) *Taking the Pulse of Policy: The Policy Implementation Assessment Tool*. Washington DC.
- BNA (Biodiversity National Assessment) (2015), *Fifth National Report To the Convention on Biological Diversity*, Department of Environment, MoEF, GoB.
- Choudhury J.K. (2003) National forest policy review: Bangladesh. In: Enters T, Qiang M, Leslie RN (eds), *An overview of forest policies in Asia*. EC-FAO partnership program (2000–2002). FAO, Rome, pp 5–46.

- Chukwuemeka E.O. (2013) The Obstacles to Effective Policy Implementation by The Public Bureaucracy in Developing Nations: The Case of Nigeria. *Singaporean Journal of Business Economics and Management Studies*, 1:8.
- Cubbage F., Harou P., Sills E. (2007) Policy instruments to enhance multi-functional forest management. *Forest Policy and Economics*, 9:833–851.
- Dodds R. and Butler R. (2010) Barriers to implementing Sustainable Tourism Policy in Mass Tourism Destinations, *Tourismos*, 5(1):35-53/
- Dick I. (2003) Contemporary Public Administration: The Nigerian Perspective. John Jacob Classic Publishers. Enugu, Nigeria.
- Edgell, D. (1995). A Barrier-free Future for Tourism? *Tourism Management*, Vol.16, No.2, pp.107-110.
- Edwards III and George C. (1980) Implementing Public Policy. Congressional Quarterly Press. Washington.
- Egonmwan J. (1984) Public Policy Analysis: Concepts and Applications: S.M.O. Aka and Brothers Press. Benin City.
- Elmore R. and Richard E. (1978) Organizational Models of Social Program Implementation, *Public Policy*, 26(2):185-228.
- Elmore R. (1979) Backward mapping. *Political Science Quarterly*, 94:601-616.
- Elmore R.F. (1985) Forward and Backward Mapping: Reversible Logic in the Analysis of Public Policy. *Policy Implementation in Federal and Unitary Systems*, 33–70.
- Evart V. (1998) Policy instrument: typologies and theories. Carrots, Sticks & Sermons Policy Instruments and their Evaluation. Marie-Louise B.V., Rist, R.C., Evart V. (Eds.), Transaction Publishers, pp. 21–58.
- Ezeani E. O. (2006) Fundamentals of Public Administration. Snaap Press Ltd. Enugu.

- Googin et al. (1990), Studying the Dynamics of Public Policy Implementation: A Third Generation Approach, Implementation and the Policy Process: Opening up the Black Box, Dennis J. P. and Donald J.C. (Eds.), Greenwood Press, pp. 181-197.
- Gonzalez A.M., Gonzalez E. and Deya A. M. (2006) Bosque del Pueblo, Puerto Rico: how a fight to stop a mine ended up changing forest policy from the bottom up. Policy that works for forests and people no. 12. International Institute for Environment and Development, London.
- Grindle M.S. and Thomas J.W. (1990) After the Decision: Implementing policy Reform in Developing Countries. *World Development*, 18(8).
- Guldin R. (2003) Forest science and forest policy in the Americas: building bridges to a sustainable future. *Forest Policy and Economics*, 5:329–338.
- Hanf K. (1982) The implementation of regulatory policy: enforcement as bargaining. *European Journal of Political Research*, 10: 159-172.
- Hanf K., Hjerm B. and Porter D. (1978) Local networks of manpower training in the Federal Republic of Germany and Sweden. Interorganisational Policy Making: Limits to Coordination and Central Control, K. Hanf and F. Scharpf (Eds), pp. 303-344.
- Haider S. K. U. (2011) Genesis and growth of the NGOs: Issues in Bangladesh perspective, *International NGO Journal*, 6(11):240-247.
- Halim M.A. (2008), Legal System in Bangladesh, CCB Foundation, Dhaka
- Hjern B. and Hull, C. (1982) Implementation research as empirical constitutionalism. *European Journal of Political Research*. 10: 105-116.
- Hill M. and Hupe P. (2006), Implementing public policy, Sage Publication: London.
- Howlett M. and Michael R. (2003) Studying Public Policy: Policy cycles and policy subsystems, Oxford University Press. New York.
- Ikelegbe A. (2006) Public Policy Analysis: Concepts, Issues and Cases. Imprint Services. Lagos.

- Islam M. S. and Rahman M. (2008) Challenges of Policy Formulation and Implementation of Primary Education in Bangladesh: A Conceptual Analysis, *Asian Affairs*, 30 (3): 40-51.
- Islam S. (2015) The law enforcing agencies and governance: a sociological study on Shahbag thana (Doctoral dissertation, University of Dhaka).
- Khan N.A. (1998) A Political Economy of Forest Resource Use : case Studies of Social Forestry in Bangladesh. Ashgate Publishing Company, England.
- Kraft M. and Furlong, S. (2007) Public Policy: Politics and Analysis. C.Q Press. Washington.
- Krott M. (2005) Forest Policy Analysis. Springer, Dordrecht, Netherlands.
- Krutwaysho M. O. (2015) Obstacles to the implementation of tourism policies and regulations in Phuket, Thailand, School of Sport and Leisure Management, Sheffield Hallam University, Sheffield City Campus, Howard Street, Sheffield.
- Laarman J. (1997) Government policies affecting forest in Latin America. Sustainable Development Department Technical Paper Series. Inter-American Development Bank, Washington, DC.
- Le Master D. (1999) Forest Legislation in a Constitutional State: An American Perspective on Forest Policy Tools, Experiences with New Forest and Environmental Laws in European Countries with Economies in Transition, Sen F., Herbst P., Le Master D., (Eds.), *Forest Science Contributions, Chair Forest Policy and Economics*, pp. 31– 40.
- Lemaire D. (1998) The stick: regulation as a tool of government. Carrots, Sticks & Sermons Policy Instruments and their Evaluation. Bemelmans-Vedec Marie-Louise, R.C. (Ed.), Transaction Publishers, New Brunswick (USA) and London (UK), pp. 59–76.
- Lester J. P., Bowman A. O'M., Goggin M. L. and O'Toole L. J., Jr. (1987) Public Policy Implementation: Evolution of the Field and Agenda for Future Research. *Policy Studies Review*, 7(1):200-216.

- Lester J. P. and Goggin M. L. (1998) Back to the future: The rediscovery of implementation studies. *Policy Currents*, 8(3):1-9.
- Makinde T. (2005) Problems of Policy Implementation in Developing Nations: The Nigerian Experience. *J. Soc. Sci.*, 11(1):63-69.
- Matland in Hill, Michael, Hupe, Peter (2006), *Implementing public policy*, Sage Publication, London.
- Matland R.E. (1995) Synthesizing the implementation literature: the ambiguity-conflict model of policy implementation. *Journal of Public Administration Research and Theory*, 5(2):145-174.
- Mayama T. (1991) Theory of Policy Implementation (Seisaku Jisshi no Riron) in Utsunomiya, Theory of Administration and Implementation (Gyosei to Shikkou no Riron), F. and Niikawa T. (Eds.), Tokai University Press.
- Mazmanian D.A. and Sabatier P.A. (1983) *Implementation and Public Policy*. Glenview, III: Scott, Foresman.
- Mazmanian D. and Sabatier P. (1989) *Implementation And Public Policy*. University of America Press, London.
- Meiresonne L. (2001) Bebossing van landbouwgronden met populier. *Silva Belgica* 5:18-22.
- Mustafa M. M. (2002) A Review of Forest Policy Trends in Bangladesh. *Policy Trend Report*, 2002:114-121.
- Muhammed N., Koike M. and Haque F. (2008) Forest policy and sustainable forest management in Bangladesh: an analysis from national and international perspectives, *New Forests*, 36(2)
- Najam A. (1995) Learning from the Literature on Policy Implementation: a Synthesis Perspective. International Institute for Applied Systems analysis, Laxenburg. pp. 70.

- Naka K., Hammett A. L. and Stuart W. B. (2000) Constraints and opportunities to forest policy implementation in Albania, *Forest Policy and Economics*, 1:153-163.
- Neuman, W.L., 2006. *Social Research Methods Qualitative and Quantitative Approach*, Sixth ed. Pearson, USA.
- Nwankwo B. and Apeh (2008) *Development Administration: Principles and Practice*. Zik Chuks Publishers. Enugu.
- Nweke E. (2006) *Public Policy Analysis: A Strategic Approach*. John Jacobs Publishers. Enugu.
- Okoli F.C. and Onah F.O. (2002) *Public Administration in Nigeria: Nature, Principles and Applications*. John Jacobs Classic Publishers. Enugu.
- Ozor E. (2004) *Public Enterprises in Nigeria: A study in Public Policy Making in Changing Political Economy*. University Press Plc. Ibadan.
- O'Toole L.J.R. Jr. (1995) Rational Choice and Policy Implementation. *American Review of Public Administration*, 25(1):43-57.
- Panday P.K. and Mollah A. H. (2011) The judicial system of Bangladesh: an overview from historical viewpoint. *International Journal of Law and Management*, 53(1):6-31.
- Pressman, J. L. and Wildavsky A. (1984) *Implementation*. University of California Press. Bekeley.
- Rahman M. H., Naz R and Nand A.A. (2013), "Public sector reforms in Fiji: examining policy implementation setting and administrative culture". *International Journal of Public Administration*, 36:982-995.
- Rivera J. (2002) Assessing the voluntary environmental initiative in the developing world: the Costa Rican Certification for Sustainable Tourism. *Policy Science*, 35:333-360.
- Sabatier P.A. (1986) Top-Down and Bottom Up Approaches to implementation research: a critical analysis and suggested synthesis. *Journal of Public Policy*, 6(1):21-48.

- Sabatier P. and Mazmanian D. (1980) The Implementation of Public Policy: A Framework of Analysis, *Policy Studies Journal*, 8:538-560.
- Sadath M.N. and Krott M. (2012) Identifying policy change — Analytical program analysis: An example of two decades of forest policy in Bangladesh, *Forest Policy and Economics*, 25:93–99.
- SANDEE Policy Brief. (2012). Economic Instruments for Greening Development: Understanding Policy-Design, Practice and Research Needs in Asia. Economics and Environment.
- Serbruyns I., Mertens F., Lust N., Mortier F. (2001) De perceptie van de ecologische functie van bossen: attitudes van privéboseigenaars in Vlaanderen. Rapport Vlina 98/04. Universiteit Gent in opdracht van de Vlaamse gemeenschap in het kader van het Vlaams Impulsprogramma voor Natuurontwikkeling. (in Dutch)
- Shimada A. (2010) Aspects of the Implementation Process (Shikko Katei no Shoso). Policy Implementation (Seisaku Jisshi), Ohashi Y. (Ed.), Minerva Shobo, Kyoto.
- Shore C. and Wright S. (1997) Policy: A New Field of Anthropology, *Anthropology of Policy: Critical Perspectives on Governance and Power*. Shore, C. and Wright, S. (Eds.), pp. 3-39.
- Simula M., Salmi J., Puustajärvi E., (2002) Forest Financing in Latin America: The Role of the Inter-American Development Bank. Inter-American Development Bank Sustainable Development Department, Environment Division, Washington, D.C.
- Society of American Foresters, 2006. Professional Accreditation Standards. Accessed at: <http://www.safnet.org/education/recognition.cfm>. 6 March 2006.
- Soloviy I. P. and Cabbage F.W. (2007) Forest Policy in Aroused Society: Ukrainian Post-Orange Revolution Challenges. *Forest Policy and Economics* 10:60-69.

- Spalding M., Kainuma M. and Collins L., (2010) World atlas of mangroves. Earthscan, London.
- Sterner T. (2003) Policy Instruments for Environmental and Natural Resource Management. Resources for the Future. Resources for the Future, Washington, D.C.
- Terry G.R. (1977) Principles of management, Richard D. Irwin Inc. Illinois.
- Thieme H. J. (1995) Wirtschaftssysteme. In: Bender, D. et al (Hrsg.): Vahlens Kompendium der Wirtschaftstheorie und Wirtschaftspolitik, Band 1, Vahlen, München. 1–48.
- Thomas J. W. & Grindle, M. S. (1990) After the Decision: Implementing Policy Reforms in Developing Countries, *World Development*. 18(8):1163-1181.
- Van M., Donald S., Carl E. and Van H. (1975) The Policy Implementation Process, *Administration and Society*, 6(4):445-88.
- Vedung E., Doelen F.C. (1998) The sermon: information programs in the public policy process—choice, effects, and evaluation. Carrots, Sticks & Sermons Policy Instruments and their Evaluation. Bemelmans-Vedec M.L., Rist R.C., Vedung, E. (Eds.), Transaction Publishers, New Brunswick (USA) and London (UK).
- Vedung E. (1998) Policy instruments: typologies and theories. Carrots, Sticks, and Sermons: Policy Instruments and Their Evaluation. Bemelmand-Videc M.L., Rist M.L.R.C., Vedung E. (Eds.), Transaction Publisher, pp. 21–58.
- Weaver R. K. (2010) But Will It Work? Implementation Analysis to Improve Government Performance, *Governance Studies*, no -32.
- Winter S.C. (1990) Integrating Implementation Research, Implementation and the Policy Process Palumbo, Dennis J. & Calista, Donald J. (Eds.) Opening the Black Box, Greenwood Press.
- Winter S. C. (2003) Implementation Perspective: Status and Reconsideration. *In Handbook of Public Administration*, Peter B.G. and Pierre J. (Eds.) Thousand Oaks, pp. 212-222.

References of Links:

Ministry of Civil Aviation and Tourism, retrieved from <http://www.mocat.gov.bd/> (Accessed date on 5 August, 2016)

Bangladesh Parjatan Corporation, retrieved from <http://www.parjatan.portal.gov.bd/> (Accessed date on 5 August, 2016)

Bangladesh Tourism Board, retrieved from <http://tourismboard.gov.bd/> (Accessed date on 5 August, 2016)

APPENDIX

Open-End Questionnaire:

1. Objectives: is it too ambitious? clearly defined? is there any effect of the foreign donor on objectives? What do you think about it?
2. Resources or manpower: is it enough? Are manpower trained?
3. Is there any effect of administration or organizational structure of government on policy? if yes, what are they?
4. The communication with the stakeholders about policies. are they aware? Specially the local people are aware about the punishment of their crime that is mentioned in policies?
5. Is there any problem in inter-coordination among the departments those are engaged in policy implementation?
6. Have you faced any political problem such as interpretation, misuse of power while implementing policies? Please if possible describe in details.
7. What do you think about corruption in forest department?
8. Are there any initiatives to monitor the process while the policy implementing properly?
9. Please tell about the implementation instruments, in which instruments you face problem more while implementing?
10. Is there any lacking in Forest policy 1994, Forest act 1927 and tourism policy 2014??