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Common Property (IASCP), Vancouver, Canada, 10-14 June 1999**

**Panel: Co-management and multilateral development banks: A feasible
proposition?**

Chair: Lars T. Soeftestad (World Bank, Washington DC)

**Discussant: Mersie Ejigu (Senior Advisor on Multilaterals and Environmental
Economics, IUCN, Washington DC)**

Panel Abstract

The panel will address recent efforts at conceptualizing aid projects that include co-management approaches. The papers will detail and explore various aspects of this through a number of case studies dealing with, among others, forestry, involuntary resettlement and fisheries management. The emphasis will be on constraints and incentives with co-management arrangements involving multilateral development banks, through a critical perspective on the comparative advantage of multilateral development banks in constructing and being parties to co-management. The implications of the conclusions drawn for future work on co-management will be addressed.

Paper no. 1

Authors: Clark, Dana L. and David Hunter (Senior Attorney and Vice-President of Programs; Center for International Environmental Law; Washington DC)

Title: Institutional inconsistencies? Community-based property rights and the World Bank Inspection Panel

Abstract: The World Bank Inspection Panel provides a forum for locally-affected peoples with regard to specific World Bank-funded projects. The Panel was created as part of an effort to bring greater public accountability to World Bank lending. Following the international campaign against the Sardar Sarovar dam on the Narmada River in India, which would have displaced thousands of people and destroyed many community-based property rights, the World Bank commissioned an independent review of its role in the project. This independent review resulted in a scathing indictment of the World Bank's failure to enforce its policies and procedures and its willingness to tolerate the failures of borrowing countries to mitigate the social and environmental impacts of its projects. This experience, combined with internal World Bank reviews that exposed a culture of loan approval over an emphasis on quality, led NGOs and donor governments to push for an accountability mechanism. The Panel was created in 1993 and came into force in 1994.

Locally-affected people can bring claims before the Panel requesting investigations into the extent to which the World Bank has complied with its policies and procedures. As such, the Panel provides an opportunity for redress for local people who believe that the World Bank has violated its policies, that they have been harmed by those policy violations, and that their efforts to raise their concerns with

World Bank staff have been unsatisfactory. Two or more local people who share a common interest and have been harmed by a violation of the World Bank's own internal policies can request the Panel to investigate the World Bank's role in a project.

Ten cases have been brought before the Panel since it opened in 1994 and the Center for International Environmental Law (CIEL) has provided assistance to local people in a majority of the cases. All of the cases demonstrate repeated failures of the World Bank to comply with its own policies designed to mitigate and/or eliminate the adverse social and environmental impacts of World Bank-sponsored projects. These failures include the lack of participation of project-affected peoples, lack of support for community-based property rights, inadequate implementation of the World Bank's policy on involuntary resettlement, and inaccurate assessments of social and environmental costs associated with the projects. The Panel process also highlights recurring problems in project/financing design such as the requirement that the borrower provide counterpart funds to pay for environmental and social mitigation. Finally, the Panel presents an important opportunity for local resource users to seek accountability for policy violations and to bring their concerns to the highest levels within the World Bank.

The paper will provide an overview of Inspection Panel processes and draw lessons from how the World Bank addresses community-based common property rights, including indigenous peoples' rights. World Bank-funded project sites to be discussed include areas in Madhya Pradesh, India, on the Bio-Bio River in Chile, along the Parana River bordering Argentina and Paraguay, and in Itaparica, Brazil. The implications for a new case in Orissa, India involving two World Bank-financed projects that are in open contradiction to each other – one is supporting the expansion of India's power generation capacity and the other is an environmental initiative to promote conservation through recognition of community property in a primary forest area -- will be discussed. The paper will also make recommendations for multilateral lending institutions that finance projects in areas where community-based common property rights exist. Lastly, the paper will reflect on the viability of the Inspection Panel and its capacities to address issues related to community-based property rights within the framework of the World Bank.

Paper no. 2

Author: Mitra, Manoshi (Social Development Specialist; SOCD, Asian Development Bank; Manila)

Title: Co-management: A framework for the participation of communities in Asian Development Bank assisted natural resource management projects

Abstract: Stakeholder participation has emerged as an important strategy for equitable and sustainable development. The experiences of NGOs and community based organizations in the developing world have provided powerful lessons with regard to the need to fully involve local communities, particularly those who lack a voice within existing systems in articulating their own needs, priorities and strategies. Such experiences are varied both with respect to their socio-cultural, economic and political contexts, as well as the constituencies involved. However, their emphasis is on organizing the disadvantaged, and the strategies are built around mobilization, organization, and participation in decision-making on issues that affect their lives the most. The systems of joint or co-management of resources that thus

emerge may build upon traditional systems of community control and management, but owe their resurgence to new stimuli and new challenges.

In recent times, such lessons as are being learned from NGOs, and community-based experiences, are attempted to be translated into the policies and practices of international agencies, particularly multilateral development banks. The paper attempts to analyze the new approaches being used in the design and implementation of a new generation of Asian Development Bank (ADB) assisted projects in forestry and fisheries in the Asia Pacific Region, with the community as the lynch pin of the resource protection and conservation effort. The paper will analyze the new set of objectives and strategies being articulated in these projects, and the frameworks that are evolving, in terms of their effectiveness in sustaining the participation of the poor. Issues pertaining to gender will also be discussed, particularly with regard to gender objectives and strategies to address the practical and strategic gender needs of women of participating communities.

The paper will address the rights and needs of indigenous communities in the context of forestry projects, and the extent to which the emerging frameworks for co-management are capable of addressing such issues.

Case studies. The case studies are drawn from new forestry and fisheries projects in Bangladesh, Indonesia, Philippines and Vietnam. In presenting the cases, the paper will analyze the new process-oriented project approach, objectives and strategies, and components from the viewpoint of providing an equitable and sustainable framework for the participation of communities in designing the management and use of their natural resource base, in light of their articulated needs and priorities. The limitations in achieving these objectives, such as, legal and policy regimes, roles and interests of the state, and powerful vested interests will also be investigated. The paper will analyze the policy changes being addressed in these projects, as well as the tools being used for the empowerment of communities and NGOs, and assess their effectiveness.

Analysis. In examining projects in the forestry and fisheries sectors, the paper will attempt to analyze: (i) the differences in the socio-cultural and economic contexts within which communities are located, (ii) the realization and articulation of community interests, (iii) the existence of social stratification and gender issues, and (iv) the possibilities of setting up co-management systems. In this regard both sectors address unique challenges which are also country specific as regards the national agendas, policies and interests. In the forestry sector, the challenge consists of departments of government operating in a territorial mode, being highly centralized, with widespread and diverse areas to be covered, and a multiplicity of user groups with diverse interests. The user groups who are often the most vulnerable and remote from decision-making are the indigenous forest-based communities. Projects have to be designed to ensure the participation of such diverse groups and to facilitate policy reforms with a view to ensuring power sharing and transparency in operations at all levels. In the fisheries sector, outdated policy regimes, communities that are semi-fluid with new entrants from other sectors into an occupation of last resort, address challenges for project design to address these problems and create a basis for stakeholder participation. The extent of effectiveness of such projects in achieving these objectives will be analyzed.

Conclusions. Conclusions relating to the effectiveness of incorporating NGO and community approaches towards co-management in ADB assisted projects in these sectors will be drawn. The paper will offer recommendations for strengthening

such approaches with a view to deepening the participation process for the achievement of effective co-management.

Paper no. 3

Author: Soeftestad, Lars T. (Anthropologist; East Asia & Pacific, Environment Sector Management Unit (ASUEN), World Bank; Washington DC)

Title: From management of fish to management of fisheries: Emerging experiences with co-management in the World Bank

Abstract: The traditional project cycle approach to doing development projects, including the linear way of thinking underlying the rationale for, and the conceptualization of, modes of engagement, the definition of stakeholders to the project, and the relationship between them, is increasingly being criticized.^{1/} Efforts at searching for solutions to the apparent discrepancies between the existing model and the realities on the ground is proceeding along two trajectories. On the one hand, the project cycle is gradually being adapted and revised, and on the other hand, new and practical ways of working within the existing structure, and adapting it to new realities, are emerging.

The panel will report on ongoing efforts to work innovatively within the existing model for conceptualization, preparation and implementation of development projects. The growing social and environmental agendas are understood to be the driving force in this ongoing and increasingly important endeavor. This has clear implications for concrete on-the-ground project design issues that are seen as necessary for enhancement and consolidation of both the social and environmental agendas, as well as their cross-fertilization. The diverse set of ongoing and practical experimentation with different ways of involving and engaging local people in projects will be analyzed within the framework of co-management. For the purpose of this panel, co-management will be understood as a sharing of the power and responsibilities for resource management between the government and local resource users.

Fisheries in the World Bank has for more than two decades been an issue that has not been addressed adequately. There are several reasons for this, including a prior emphasis on agricultural development, a traditional lack of interest in a sector that a priori was considered as a part of the agricultural agenda, and the fact that staff did not know much about fisheries.

The paper is divided into four parts. First, the history of fisheries projects in the World Bank will be reviewed. This will be done partly through an analysis of the portfolio of fisheries projects, and partly based on interviews with World Bank staff. Such a review is necessary in order to provide a background to the present situation.

The situation today is in many ways changing, and the second part will address this. The growing emphasis on the environment, concerns with sustainable development, as well as the connection between sustainable development and poverty alleviation are fast changing the underlying framework for engaging in development operations, and lead to a redirection of development efforts. As a result, there is today an increasing interest in coastal and marine areas. Importantly, this exploration into hitherto mostly unknown territories is being guided by an

^{1/} The first part of this abstract will, by way of presenting a general framework, also provides the overall rationale for the panel.

understanding of the inter-dependencies between terrestrial and coastal/marine ecosystems. “New” issues that thus increasingly are being focused upon include: integrated coastal management, marine and freshwater biodiversity, marine and coastal pollution, marine ecology, small-scale fisheries, and employment issues in the coastal areas. The World Bank’s growing social agenda, including the various tools for participation and social assessment and for conflict prevention and resolution, are increasingly brought to bear on investment operations and policy work in coastal areas.

The third part of the paper will review projects currently being prepared in various parts of the world that are guided by these emerging and synthesizing points of view. Again, this will partly be done through an analysis of the active portfolio of projects and pipeline projects as well as other relevant activities. The World Bank’s current activities in fisheries and integrated coastal management in Bangladesh and Ghana will, in particular, be addressed.

The fourth part of the paper will discuss these operational activities from the point of view of co-management. The experiences with co-management, as well as its potential and specific characteristics in the cases of Bangladesh and Ghana will be addressed. The lessons of co-management for advancing the understanding of property rights issues within the World Bank, including common property rights, will also be addressed. The argument will draw upon data and analysis from my research project “*Common Property Resource Management Issues in World Bank Projects.*” In the analysis of the experiences with co-management the term “partnership” will be introduced to characterize a more general (to some extent in the sense of being located on a macro-level) forms of collaboration, involving relationships with, for example, other multilateral development banks. Co-management will be understood partly as a sub-set of a partnership, and partly as constituting an arrangement with a different rationale, constitution and goals.

The World Bank is limited in its mode of operation. Formally, it operates through a macro-level, top-down approach. The real test of the ability to embrace co-management approaches lies in how, and to what extent, such micro-level collaborative ways of working can be aligned with the formal mode of working, within an overall, and emerging, partnership model. The paper will address the limitations as well as challenges in utilizing co-management in connection with projects addressing natural resource management, with specific reference to fisheries and integrated coastal management. In this connection, important questions that will be addressed include: Does the World Bank define, or understand, co-management in the same way as the NGO-sector? Is co-management a specific and detailed management approach that has validity across sectors, ecosystems and cultures? Does the World Bank have an advantage when it comes to becoming directly involved in co-management, or should it rather focus on supporting local stakeholders?

Paper no. 4

Author: White, T. Anderson (Forest Economist; Latin America & the Caribbean, Environmentally & Socially Sustainable Development (LCSES), World Bank; Washington DC)

Title: Devolution of protected area management in Haiti: Trials and tribulations

Abstract: Like many countries in the developing world, Haiti recently decided to devolve some responsibility for managing its national parks and forests to local jurisdictions and distribute some of the benefits of management to local organizations. These new policies are being implemented with the support of the World Bank in the context of a new project to reinforce the national protected area system.

The paper begins by describing the legal, institutional and fiscal dimensions of the new policy of devolution and the practical efforts to put the new policy in effect. The paper then presents an analytical framework for understanding the practical reality of devolution in Haiti. This framework consists of a matrix bounded by two axes: one entitled Who Benefits? and the other, Who Decides? and is used to assess the locus of authority and benefit for each relevant resource within the protected areas. Empirical evidence is used to prepare two separate matrices, one from the perspective of local stakeholders, the other, from the state representatives – the forest and park services. From the evident divergence emerges the unresolved challenge of defining effective devolution in Haiti: national management for local benefit, local management for national benefit, or co-management for co-benefit?

The paper will conclude with practical recommendations and proposed further lines of inquiry.