

IUCN Commission on Environmental, Economic & Social Policy

Issue 14, March 2006

Policy **Matters**

Poverty, wealth and conservation



Table of Contents

Letter from the Chair	M. Taghi Farvar	3
Editorial	Grazia Borrini-Feyerabend <i>et al.</i>	5

Section 1: Policy that matters!

Population Displacement <i>inside</i> Protected Areas: a redefinition of concepts in conservation policies	Michael M. Cernea	8
--	-------------------------	---

Section 2: Livelihoods and conservation- arguments shaping the debate

The “guilty” are not the poor!	Jacques Weber	27
Eradicating “poverty” or the poor?	Majid Rahnema	36
Freedom from Want!	Gladman Chibememe <i>et al.</i>	45
Poverty and Biodiversity Conservation	Bob Fisher	48
Pro-poor conservation: The elusive win-win for conservation and poverty reduction?	Dilys Roe & Joanna Elliott	53
Action towards effective people-centred conservation: six ways forward	Sonja Vermeulen	64
Hacia el cumplimiento de los Objetivos del Milenio: Conservación, biodiversidad y combate a la pobreza en América Latina	María Fernanda Espinosa & Aracely Pazmiño	73
Community-based natural resource management (CBNRM) and combating poverty in Southern Africa	Brian T. B. Jones	83
Social justice and human rights in conservation: ethical considerations for policy and actions	Lea M. Scherl	88

Section 3: The intertwined roots of poverty, wealth and environmental degradation

Managing demand for protected areas in Bangladesh: poverty alleviation, illegal commercial use and nature recreation	Monoj K. Roy & Philip J. DeCosse	93
“No capital needed!”— De facto open access to common pool resources, poverty and conservation in the Kafue Flats, Zambia	E. Tobias Haller & Sonja Merten	103
Does resettlement contribute to conservation? The case of Ikundu-Kundu, Korup National Park, Cameroon	Anne-Marie Tiani & Chimere Diaw	113
El Plan Puebla Panamá ya está aquí, Petén está en venta.....	Ileana Valenzuela	127
Poverty, corruption and other challenges to Protected Area management: voices from the field in Bangladesh	Philip J. DeCosse & Khawja Shamsul Huda	134
Conservation: Pride or Prejudice? An analysis of the Protected Areas of India	Rupesh K. Bhomia & Daniel Brockington	142

Section 4: Conservation can end up enhancing poverty

Protected areas and reproduction of social inequality	Naya Sharma Paudel	155
Conservation success, livelihoods failure? Community forestry in Nepal	Christopher Thoms	169
Gorillas in the garden— Human-wildlife conflict at Bwindi Impenetrable National Park	Francine Madden	180

People, environment, development and powerlessness: Karrayu pastoralists facing Metahara Plantation Scheme and the Awash National Park	Buli Edjeta.....	190
--	------------------	-----

Section 5: ...but conservation can also provide livelihood benefits...

Gestion communautaire des forêts naturelles et lutte contre la pauvreté en milieu rural au Burkina Faso— Cas de l'exploitation du bois énergie	Jacques Somda <i>et al.</i>	207
The Makuleke model for good governance and fair benefit sharing ..	Steve Collins	219
Protected Areas and pro-poor tourism	Martin Bush	227
Lessons learned in Ecuador: 10 years of integrated conservation and development in the Chocó Region	Lea M. Scherl & Manolo Morales	240
Building collaborative management for livelihood security & natural resource sustainability in the Republic of Macedonia	Jessica Campese interviews Bertrand Sansonnens	248
Biodiversity conservation and indigenous communities in Karakoram, Western Himalayas and Hindukush Mountain Ranges ...	Altaf Hussain	253
Culture, conservation and co-management: lessons from Australia and South Africa	Hanna Reid	255
Pesca y turismo, actividades complementarias que pueden contribuir a la conservación de un hábitat único: el caso del ostión del norte y del pasto marino en Puerto Aldea, Chile	Wolfgang Stotz <i>et al.</i>	269

Section 6: ...if initiatives embrace rights, secure access to resources and real participation

Heritage, poverty and landscape-scale biodiversity conservation: An alternate perspective from the Amazonian Frontier	Janis B. Alcorn <i>et al.</i>	272
Securing indigenous rights and biodiversity conservation through partnerships in Sibuyan Island, Romblon, Philippines	Edgardo Tongson & Thomas McShane	286
Tigers, people, and participation— where conservation and livelihoods go hand in hand	Ashish Kothari & Neema Pathak	297
Livelihoods, poverty and the Namibian community-based natural resources management (CBNRM) programme: what way forward? ..	Christopher Vaughan	305
Joint development in protected area buffer zones: three case studies in Brazil	Elke Mannigel	317
Participation: a prerequisite for conservation? The Natura 2000 network and local protest in the island of Cyprus	Anna Philippou	332
The prospects of forest clean development mechanisms (CDM) to contribute to social equity in Brazil	Man Yu Chang	343
Reducción de la pobreza y conservación de la biodiversidad: hacia el desarrollo local	Vivienne Solis Rivera <i>et al.</i> ...	355
Poverty and biodiversity in the Cross River Forest Region of Nigeria	Emmanuel Nuesiri	363

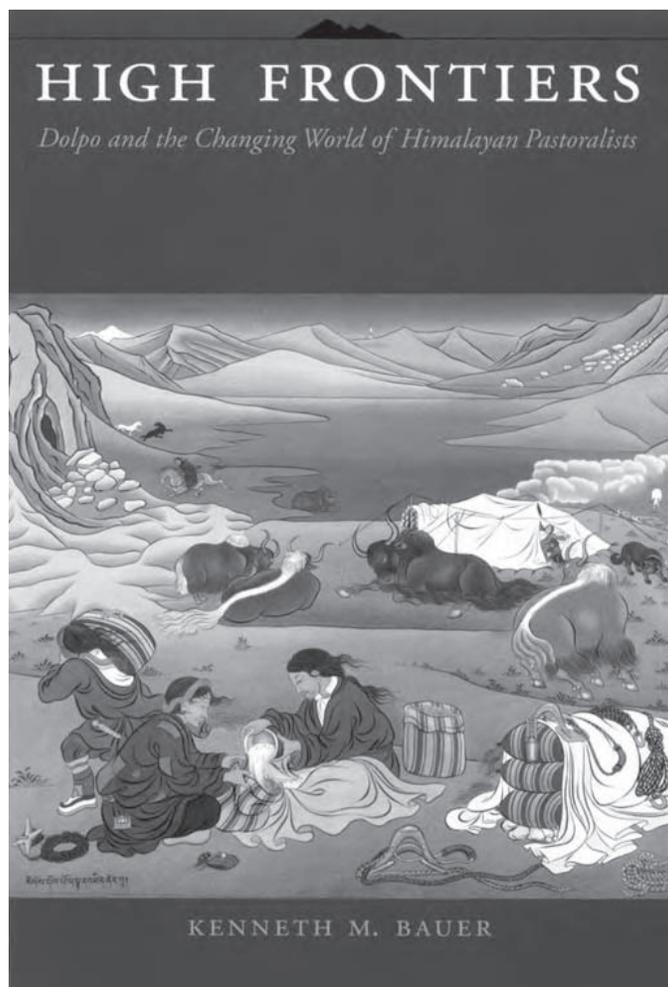
Section 7: Resources from CEESP members

Short reviews of various books	various authors	370
Numerous announcements of new books, articles and newsletters ..	various authors	402

High Frontiers: Dolpo and the Changing World of Himalayan Pastoralists

By Kenneth M. Bauer

Historical Ecology Series, Columbia University Press,
New York (USA), 2004. xiii + 270pp.



Short review by Mark Turin

This masterful ecological ethnography by Kenneth Bauer is the most recent addition to Columbia University Press' prominent *Historical Ecology Series*, which explores the complex links between people and the landscapes in which they live and work. While the previous five books in the series have a predominantly American focus, Bauer's narrative takes the reader to the Himalayas, and specifically to Dolpo, a culturally Tibetan enclave in a remote part of western Nepal.

The community of the Dolpo-pa, the ethnonym of choice for the people of Dolpo, is held together by a shared Tibetan language, Buddhist religion, and their vibrant trading history. With a population of less than 5000, Dolpo is one of Nepal's highest altitude and most sparsely populated regions, yet its agro-pastoralist inhabitants have continued to survive in this inhospitable landscape through a creative combination of farming, animal husbandry, and trade with Tibet, which lies to the north.

Bauer's qualifications for posing and answering difficult questions about Dolpo's future are beyond debate: he has lived, travelled, and worked in Nepal for extended periods over the last decade, with much of this time spent in Dolpo itself. Comfort in the local language and strong relationships of trust with local people, painstakingly built up over time, combine to make Bauer as much an anthropologist as a rangeland ecologist, thus broadening and deepening this excellent monograph. At one point, the author even refers to his work as a "social portrait" (page 8).

In nine well-bounded and thoughtfully entitled chapters, the author describes how

the trans-Himalayan pastoralists living in post-1959 Dolpo (after the Chinese occupation of Tibet) have adapted their livelihoods to sweeping changes in their economic, political, and cultural circumstances. Bauer's work is a study of change, in particular that of production systems which have undergone great transformations. The first two chapters are particularly ethnographic, dealing in detail with Dolpo's interwoven systems of agriculture, animal husbandry, and trade, from both historical and comparative perspectives. This focus on resource management in a risky environment niche illustrates the skill of the Dolpo-pa at teasing out a viable strategy for survival.

Chapters 3 to 5 address the history of political change in Nepal and China post-1950. The author pieces together a narrative of socio-economic events affecting the inhabitants of Dolpo which he in turn uses as a lens through which to understand the transformations of trans-Himalayan pastoral communities over the last half century. In particular, Bauer concentrates on how minority groups in border areas, peripheral to both the administrations of China and Nepal, are affected by the formation of modern nation states, boundary making, and economic centralisation.

Chapter 6 takes us back to Dolpo itself, away from meta-narratives of geopolitical realignments, and chronicles specific ways in which Dolpo villagers adapted their trading and pastoral patterns after the 1959 closure of the Tibetan borders. In this nuanced section, Bauer documents the rangeland crisis precipitated by an influx of Tibetan refugees and their animals in the 1960s, fleeing from the north, with the consequence that the productive base of Dolpo's economic system was "drastically diminished by overgrazing" (page 14).

Chapters 7 and 8 set this monograph apart from other descriptive narratives of pastoralism in the Himalayas. Having presented the context of geopolitical transformation, Bauer now traces the evolution of theories of conservation in Nepal culminating in the creation of the Shey Phoksundo National Park in Dolpa district in the 1980s. Dolpo's encounter with tourism, international development, government intervention in the form of livestock breeding and veterinary clinics are all critically discussed, and Bauer explicitly challenges the applicability of Western range management techniques such as "carrying capacity" to the intricate, complex, dynamic and non-equilibrium-based ecosystem of Dolpo. Chapter 8 is particularly good reading, in that it charts the making of the feature film *Himalaya* (also peddled by the name of *Caravan*) in Dolpo, propelling this remote region of Nepal from the political margins to the cultural centre stage. Bauer is rightly critical of many of the film's misrepresentations, and suggests that the images of Dolpo and Tibet which the film projects are both "inaccurate and disingenuous".

The final chapter is upbeat and positive. Acknowledging that forces beyond their control "threatened catastrophic change and the demise of traditional ways of life" for the Dolpo-pa (page 188), the author nevertheless concludes that the communities whose lives and livelihoods he has studied are not simply "passive beneficiaries or victims of world stagecraft". Rather, they are malleable and dynamic agents of change, adapting to new socio-economic and geo-political events as they are confronted with them. There is no better embodiment of this than the artist Tenzin Norbu, whose magnificent painting adorns the front cover of the book. Bauer classes Norbu as a social entrepreneur: "an artist who is lever-

aging his creative talent and financial panache to succeed in a world at once modern and traditional" (page 203). The dividends of his success are also shared by the community, as Norbu is now a major player in Dolpo's cultural and economic renaissance, components of which include an Artists' Cooperative, the export of locally-produced leather bags and a growth in grassroots development through partnership with national and international organisations.

Bauer's story is the tale of the people of Dolpo and their potential for adaptability. It is not a Calvinist account

of survival, suffering and endurance against all odds: such an account would make their lot sound too hopeless. Rather, the author has written a narrative of a people so intimately in touch with their environment, ecology, history, and culture that their ongoing success in a fast-changing world is a vindication of this community's endurance.

Mark Turin (mt272@cornell.edu) is a linguistic anthropologist based jointly at Cornell University in Ithaca, New York, and the University of Cambridge, United Kingdom, where he directs the Digital Himalaya Project <http://www.digitalhimalaya.com>. He has been writing on language and culture across the Himalayas since 1991.

GEF Office of Monitoring and Evaluation Study of Local Benefits in GEF Program Areas

Policy Matters has received the following note from Dr. David Todd, the Manager of the worldwide study undertaken by GEF's Evaluation Office on experiences in GEF assisted projects with linkages between the pursuit of global environmental benefits and the impacts, costs, incentives, and benefits at the level of local communities. *Policy Matters* will review in further issues the findings, recommendations and highlights from this important study.

The GEF Office of Monitoring and Evaluation has completed a two-year study of local benefits in GEF Program areas. The study explored the inter-relationship between global environmental gains and local benefits in GEF activities in biodiversity, climate change and international waters. It undertook extensive field studies of 18 projects, detailed non-field reviews of 27 projects, desk studies of 132 projects and additional reviews of 123 terminal evaluations conducted by the GEF's Implementing Agencies; UNDP, UNEP and the World Bank.

The GEF Council of November 2005 accepted the report and its recommendations.

The study analyzes good practice elements and challenges encountered in such areas as:

- Creating a favorable policy environment for local benefits necessary for sustainable environmental gains
- Engaging with local knowledge and institutions
- Approaches to capacity building
- Stakeholder involvement; awareness-raising, consultation and participation
- Role of social and stakeholder analysis in project design and implementation