

POLICY IMPLICATIONS OF COMMON POOL RESOURCE KNOWLEDGE IN INDIA, TANZANIA AND ZIMBABWE

Final Technical Report

NRSP Semi Arid Production System

Project R7973

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NATURAL RESOURCES SYSTEMS PROGRAMME
FINAL TECHNICAL REPORT

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Policy Implications of CPR Knowledge in India, Zimbabwe and Tanzania

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Abbreviations and Acronyms

NRSP Natural Resources Systems Programme
SAPS Semi-arid Production System
CPR Common Pool Resource
NR Natural Resources

1. Executive Summary

This project is one of several in NRSP's Semi-arid Production System portfolio that focus on the livelihood strategies and NR assets of the poor, together with the social, economic and institutional factors that shape these strategies. This previous NRSP-supported research complements work outside the NRSP structure, which has sought to empirically document the contribution of CPRs to sustainable rural livelihoods in semi-arid Africa and India. In addition to these studies, there has been a large volume of theoretical academic research on open access and common property resource issues.

However, it has been difficult to specifically target poverty alleviation challenges from this work. The conditions of success of CPR management regimes are not clearly known, nor are means of dealing with conflict. CPRs in the semi-arid regions of Africa and India are typically subject to multiple, often competing, claims from resource users. Choice between uses is just as important as competition between users (in many cases more so). While some analysts have suggested that the claims of competing uses and users can be mutually compatible, it is increasingly being recognised that such 'win-win' scenarios may be relatively rare. There is a need to assist policy makers and advisors to understand how to integrate different users and uses, how and in what cases to exclude users and when CPR-based strategies are or are not appropriate.

This project reviews the extent of current knowledge of CPR management in the target countries, India, Tanzania and Zimbabwe. Deriving from this knowledge, the project identifies clear implications for stakeholders and decision makers, by making explicit the issues and choices involved in policy decisions. The project develops an analytical framework that allows stakeholders and resource managers to make informed decisions about regimes for exclusion and exploitation that meet the objective of providing sustainable livelihood opportunities for the very poor.

The three countries selected for inclusion in the project are highly diverse in scale, culture and colonial history. This notwithstanding, there is a remarkable convergence in the identification of key issues. The importance of CPRs for rural livelihoods, but the artificiality of dealing with these in isolation from broader rural or national economic structures is stressed in the analysis. The country papers focused on a number of common policy themes (albeit with different degrees of emphasis). These include -

- The imperative for the localisation of responsibility and authority for CPR management in a large range of contexts, i.e. devolution and local empowerment.
- The positive and negative potentials of land redistribution and land reform.
- The importance of local commoditisation and the equity considerations involved.
- The importance of local organisational capacity building.
- The imperative for an iterative policy process involving all significant stakeholders.

The analytic framework draws on the knowledge that has been generated by the country papers, and reflects upon differential access to and use of this knowledge by stakeholders in the policy process. In contested CPRs, different stakeholders bring different assumptions, knowledges and goals for that resource to their decision-making, which are not always made explicit. The framework seeks to promote dialogue between stakeholders by making these differences clear.

The research programme was designed as a series of consultation exercises that helped to produce constructive interactions with three different groups – villagers and rural groups, policy makers and academics in each of the three countries, and policy makers and academics in the UK. The research comprised a period of initial report writing, the presentation of these ideas to the different groups, and the incorporation of these findings into revised reports. This iterative consultative process helped to refine the three detailed country papers and the analytical framework document, which are the main outputs of the project.

The project held a number of workshops during which the ideas and findings of the research team were put before different audiences – academics and policy makers in the UK; academics and policy makers in each of the three countries, and villagers in each of the three countries. Reports from these workshops describe the proceedings and findings of these consultation exercises in detail. Their recommendations have also been incorporated into the final versions of the country reports. Finally, there are specific proposals for follow-up work which will take the findings of this project forward and integrate them more thoroughly into the perspectives of the donor and practitioner community.

A wide range of stakeholders and institutions have been consulted by the project team, and the findings and recommendations of the project have been clearly communicated to these groups. The project's goal was not to impact directly on policy approaches, but the output has created new techniques that could potentially be utilised for more informed dialogue and decision making for the management of CPRs. Proposals that have been outlined for follow-up work are aimed at translating the current research into concrete action that can ultimately result in the adoption of pro-poor CPR management strategies by key decision makers.

2. Background

The goal of this project is to develop and promote livelihood strategies for the poor, based on the sustainable use of common pool resources (including wildlife habitat). This relates to Output 1 of the NRSP Semi-arid Production System Logframe - 'Strategies for improving the livelihoods of poor people living in semi-arid areas, through the integrated management of natural resources, including crops and livestock, and common pool resources, developed and promoted at the catchment level.'

Specifically, the project is one of several in the SAPS Logframe that addresses its Activity 1.1 - 'Livelihood strategies and NR assets of the poor understood, together with the factors that shape these strategies including social and economic change and the transforming structures and processes.' Previously commissioned projects have collected, analysed and interpreted livelihood information (R6051, R6603, R7093, 7545, R7558, R7805); investigated the role of social and human capital in NR management (R7304, R7806); assessed demand for NR management technologies (R5170, R7537, R7458, R7974 - ongoing); and analysed CPR dependence and interactions in various countries (Zimbabwe - R6805; R7304; Kenya - R7150; India - R7857; Tanzania - R7877). The NRSP-forest agriculture production system has also carried out a study of CPR issues (R6386) and undertaken field research projects relating to CPRs in India and Nepal (R6787, R6778). CPR issues as addressed in these projects were re-assessed in a recent NRSP PD assignment (PD87).

This previous research complements work outside the NRSP structure, which has sought to empirically document the contribution of CPRs to sustainable rural livelihoods in semi-arid Africa and India (Jodha, 1986; Campbell, *et al*, 1995; Lane, 1998). In addition to these studies, there has been a large volume of theoretical academic research on open access and common property resource issues. Community Based Natural Resource Management (CBNRM) has been analysed using the theory of economic externalities, game theory and New Institutional Economics (NIE). The NIE literature has emphasised the strength and adaptability of successful user-managed CPR regimes, giving theoretical weight to the development of CBNRM. However, it has been difficult to specifically target poverty alleviation challenges from this work. The conditions of success of CPR management regimes are not clearly known, nor are means of dealing with conflict between multiple users. There is a need to assist policy makers and advisors to understand how to integrate different users and uses, how and in what cases to exclude users and when CPR-based strategies are or are not appropriate.

Still under-researched in this field are the social and economic *dynamics* that affect CPR access and use, and aspects of the institutional and policy process (transforming structures and processes). In the semi-arid regions, the close association between livelihood security, poverty alleviation and effective common pool resource management suggests that there is an *a priori* equity reason to privilege the claims of the poorest over the flows of benefits that emerge from such resources. The challenge is to define resource management regimes that are able to secure these claims effectively in the face of competitive pressures from other users. Despite the attention paid to common pool resources, there have not been many analyses of the way in

which knowledge about CPRs is translated into policy recommendations that affect livelihoods in real world situations.

CPRs in the semi-arid regions of Africa and India are typically subject to multiple, often competing, claims from resource users. These range from local, on-site uses for consumption and production, to the interests of international stakeholders (including donors) over issues such as habitat preservation for wildlife. Regimes for effective CPR management are faced with the additional challenge of resolving and reconciling the competing claims of these multiple stakeholders. Choice between uses is just as important as competition between users (in many cases more so). Such choices include those between wildlife and livestock, wildlife and agriculture, forest products and agriculture or livestock; between biodiversity conservation and pastoralism.

While some early literature has suggested that the claims of competing uses and users can be mutually compatible (Wells *et al.*, 1992; Bromley 1994), it is increasingly being recognised that such ‘win-win’ scenarios may be relatively rare. Government and communities in the countries where the SAPS programme is working need clear advice on how to develop appropriate policies towards the remaining national common pool resource. This project contributes to the policy process by reviewing current knowledge of CPR use in India, Tanzania and Zimbabwe, and by establishing a common framework for the analysis of CPR issues that enables decision makers and stakeholders to fully understand the issues and the choices that have to be made so as to reach useful policy conclusions.

The project responds to demands that can be identified in a number of in-country reports and policy documents, which have focussed on the importance of good CPR management for boosting rural productivity, protecting livelihoods and safeguarding against environmental degradation. In India, a recently completed large scale survey confirmed the continuing importance of CPRs in the rural economy (NSSO, 1999). The Government of India has identified the need to restore common pool resources as an important priority in the Ninth (current) Five Year Plan. In Tanzania the Presidential Commission of Enquiry into Land Matters identified widespread abuses and ignorance of land regulations, which the recent Land Act has only partly addressed. Control of diverse CPRs at village level is still constantly vulnerable to abuse by elected or appointed officials from the sub-village to District and Regional level. In Zimbabwe, the importance of CPRs to the welfare of the rural poor in Communal Areas is widely recognised. While Zimbabwe has made considerable strides in implementing equitable and effective programmes to optimise the utilisation of CPRs for the benefit of the poor, there is recognition both within and outside government that there is a need for greater understanding of the ecological, economic and political dynamics of the shared use of these resources.

3. Project purpose

The purpose of this project is to understand the relative dependence of poor communities on wildlife, livestock and crops, and their interaction, and to review the extent of current knowledge of CPR management in the target countries, India, Tanzania and Zimbabwe. Deriving from this knowledge, the project identifies clear

implications for stakeholders and decision makers, by making explicit the issues and choices involved in policy decisions.

CPRs in the semi-arid regions of Africa and India are critical to livelihoods of the poor. Sustainable and equitable management of these resources is therefore crucial to alleviating poverty. Many resources are valuable for diverse uses, providing a range of products and services. For example, forests are valuable for wildlife, catchment health, grazing livestock, timber and non-timber forest products (NTFPs). Equitable, environmentally sustainable solutions to the conflicts that arise between different users are important for securing rural livelihoods. Development initiatives increasingly have to wrestle with the consequences of conflict and resource degradation while seeking to improve livelihoods. This project provides a framework to understand the trade-offs that need to be confronted when choosing between competing claims on CPRs. It also assists in the development of a constituency of interested groups concerned with effective CPR management to benefit the lives of the poor.

The project was therefore intended to achieve the following contributions to poverty reduction:

1. Improving understanding of common pool resource management;
2. Clarifying conflicts between common pool resource users and uses, and trade-offs between them, in target countries;
3. Providing a framework to improve effectiveness in targeting of planning and execution of common pool resource management initiatives;
4. Contributing to the shaping of donor and government understanding of policy intervention in common pool resource management in target countries;
5. Researching and strengthening the capacity of local understanding of common pool resource management policy;
6. Integrating donor and local initiatives and interests in common pool resource policy.

The project focuses on multiple-use CPRs under competitive consumptive pressures from local, regional, national and international stakeholders. The project has developed an analytical framework that allows stakeholders and resource managers to make informed decisions about regimes for exclusion and exploitation that meet the objective of providing sustainable livelihood opportunities for the very poor.

4. Outputs

4.1 Overview

Six specific outputs were identified in the Logframe for the project (see section 10 of this report):

1. Review of academic and policy knowledge of CPRs and poverty to identify opportunities and constraints of policy interventions to benefit the poor.
2. Creation of an analytical framework to allow decision makers to understand opportunities for, and implications of, possible policy options.
3. For each target country -

- (i) Assess status of, and pressures on, CPRs and changing patterns of their use.
- (ii) Assess policy, legislative and governance environment affecting CPRs.
- (iii) Review priorities for policy intervention in CPR management.
- 4. Review of policy research community among donors, research groups and NGOs in each target country which -
 - (i) Identifies key policy partners and engagement in policy dialogue.
 - (ii) Supports, challenges and enhances understanding of CPRs and poverty by key decision makers.
- 5. Identification of opportunities for influencing and supporting policy dialogue on CPRs.
- 6. Identification of opportunities for research and action to contribute to CPR management strategies that benefit the poor.

Table 1

Output	Achieved?	Indicator
1	Yes	Reports presented from workshops in the UK and target countries
2	Yes	Report, academic paper and policy paper produced (Adams <i>et al</i> 2002)
3	Yes	In country reports on the state of the art of research, knowledge and practice concerning CPR management and policy.
4	Yes	Attendance of key actors at in-country workshops.
5	Yes	Key decision makers and advisors named within government and donor networks with influence over the formulation of policy and strategy important for CPR management.
6	Yes	Project proposals for research and action to take findings forward circulated and discussed.

This section is split into five parts. First, we outline key elements of each of the country reports. We then present the analytical framework that we have established for policy dialogue. Finally we consider what the benefits have been of the synthesis of this work.

4.2 Country reports

In each country, research collaborators addressed six key issues -

- 1. Data** - its availability, and methodological issues relating to assessing the status of CPRs and their use.
- 2. Dynamics** - the drivers, processes, and pressures that are changing the status of, use of, access to, and regulation of CPRs.
- 3. Complexities** - the factors that make policy and decision making towards CPRs more complex.
- 4. Key issues for policy** - legal, institutional and structural factors that are central to the policy and decision making process.
- 5. Key successes and their lessons** - learning from existing strategies towards CPRs, and assessing their replicability.
- 6. New policy initiatives** - the experience of new and on-going initiatives in the CPR sector, and key issues that have emerged from reviews or evaluations of these processes.

The research findings from each country are presented in detail in the country reports that are in annexes B, C, D and F. Each of the reports deals with these six dimensions,

but the coverage varies, to reflect the relative importance attached to the issue in each country.

4.2.1 India

The role of common pool resources in the context of poverty alleviation and development in India has been studied by several regional studies, using village level data and information sources. Further, a country-wide survey conducted by the National Sample Survey Organisation (NSSO) in 1998, documented the role of CPRs in the rural economy through a study of 10,978 villages selected from across the country through a systematic sampling technique. CPRs are estimated at about 75 million hectares out of a total land area of 328 million hectares.

Factor analysis of the NSSO data-set to capture aspects of the linkages between common pool resources and development suggests that common pool resources continue to be most relevant to the survival strategies of the rural population. Negative relationships between common pool resources and literacy, and the proportions employed in industry, suggest that as urbanisation and industrial development occurs, such resources become less significant. On the other hand, complementarities in the production process between private and common pool resources are likely to continue, particularly in the agriculturally developed zones.

In almost all parts of India, villagers have extensive *legal* rights of access only on some specific categories of land like 'pasture and grazing lands' and 'village forests', which are directly under the jurisdiction of the village or village panchayat. All other categories of land not under private ownership belong to the state revenue department or the state forest department. In practice, however, the rural population, especially the poor, does depend on the goods and services available from these categories of land. Customary rights and traditional practices also provide common access to private property in certain situations, such as when land is lying fallow. Forest-based common pool resources provide legal access by way of property regimes outlined by the government. The nature of rights and concessions granted varies extensively across states. For instance, different rules of access for grazing and fuel-wood collection exist in different states. Similarly, collection of non-timber forest products, both for sale and self-use, is allowed in some states but not in others.

During the 1990s, the Indian government introduced some new initiatives aimed at a more participatory approach to management of land and water resources. Guidelines for Joint Forest Management (JFM) and for Integrated Watershed Development are two important recent steps that affect the management of common pool resources. Success has been mixed in both cases. Large variations exist across states with respect to watershed development, and, by and large, benefits have been negligible. The ground rules for the formation and operation of forest committees and watershed development teams are often weighed heavily in favour of the respective line departments. In the absence of a legal enactment, promised resource sharing under JFM has not occurred. JFM does not seem to have improved access of local people to common pool forest resources, and, in some cases, it has even resulted in a deterioration of their status vis-a vis the government departments. Some researchers have concluded that JFM has become a mechanism for co-opting villagers into the agendas of powerful stakeholders, within and outside the state, and can be seen as a

form of centralised decentralisation. Overall, the structures of government continue to be perceived as non-transparent and non-participatory, even as they seek to create pockets of devolution.

Self-initiated community based resource management, and pre-existing institutions of forest management are seen as relatively successful. New legislative initiatives for decentralisation (for instance, PESA - Panchayat Extension to Scheduled Areas - Act, 1996) are seen as more inclusive of pre-existing traditions and customs of the tribal societies. Interventions to improve access and influence change need to build on these pre-existing resource management institutions, and be transparent with respect to processes of sharing. Interventions need to provide 'level playing fields' for stakeholders with differing endowments of information and power.

4.2.2 Tanzania

The country report took as its starting point the fact that most Tanzanians are poor rural dwellers who depend upon common pool resources for their livelihoods, survival and prosperity. It therefore devoted its attention to the legal and administrative means by which these resources are governed locally, regionally and nationally, with particular attention to the forces which threaten to alienate common pool resources from the rural poor who depend upon them.

From this perspective it is clear that at the heart of the common property regime in Tanzania is the land tenure system laid down by the colonial state in its 1923 Land Ordinance. A comprehensive land 'reform' process ending with the passing of two major pieces of land legislation, the Land Act and the Village Land Act in 1999 has managed to leave the fundamental premises of that system in place. These are that (a) all lands are public lands (b) whose ultimate ownership (radical title) is vested in the State and (c) the same are to be controlled and regulated top-down by the state bureaucracy.

The new land laws passed in 1999 have therefore done little to redress past injustices and illegitimate appropriation of customary lands by the state and private investors. The philosophy underlying the new acts is to create an enabling environment for market in land on the one hand, and regulate it top-down by a rule-based system of bureaucratic control, on the other. While the law places some restrictions on the expropriation of land by state agencies, and provides for the process of consultation, the ultimate power over, in particular, village land continues to be in the hands of the central state organs.

The report argues that the question of common pool resources must be linked with the reform of village governance. Policy-making with respect to common pool resources must engage with the relations of power and wealth in society as they have evolved historically and, if it is to engage with management, must also consider issues of ownership and control. The report takes the thinking of devolved governance as its point of departure for the ownership and control of common pool resources and argues that only in that context can village communities, and the poor among them, have the chance of benefiting.

In this context it is important to understand how the machinery of local government works. In the early 1970s, two major organs of administration were created at the village level, the village assembly (VA) composed of the entire adult population of the village and the village council (VC), an elected body of up to 25 representatives. The democratic potential of the village assembly as the immediate organ of village governance has not been tapped, much less realised. The 1991 Land Commission's central recommendation was to locate the ownership, control and governance of land at the village level and vest it in the VA to be managed by the VC on its behalf. Although the Government did not quite accept this recommendation, the current local government reform programme has once again brought forth the discussion on the place and role of village governance.

This research has highlighted an important area of possible further intervention and assistance for the rural poor of Tanzania. The current local government reform programme does not deal with the problems of village governance or consider how governance of local natural resources, and local funds, could be made more transparent, accountable or efficient. Meaningful improvements to the livelihoods of the poor could result if these issues are tackled.

4.2.3 Zimbabwe

Research was undertaken on the state of knowledge of woodland, rangeland and wildlife CPRs, special attention being given to their contributions to household livelihoods in the arid and semi-arid conditions of agro-ecological Regions II and V of Zimbabwe. Under government's "fast-track" resettlement programme 10.68 million hectares of large-scale commercial farmland (27% of Zimbabwe's total land surface) have been gazetted as resettlement land, much of it to be managed as common property. Poverty is ubiquitous, but shows higher incidence in communal and resettlement areas.

Almost all rural households use CPRs, including woodland resources (fuel, food and building requirements), rangeland resources (livestock and crop production, food and capital investment) and wildlife resources (local consumption of small mammals and birds, and commoditisation in the CAMPFIRE programme). Dependence on CPRs is difficult to quantify. However one extensive study of five study sites in the Zambezi Valley indicates household allocations of labour for CPR activities to exceed that given to arable activities in three of the five, which may be taken as a proxy of relative values. One careful and quantified study shows a positive correlation between poverty and CPR use.

There are five major drivers of change in CPR use and management: 1) resource/demand ratios (a primary factor is human population size which has increased by a factor of 27 since 1900); 2) tenure change due to resettlement (creating new CPR regimes with both institutional dangers and opportunities for innovation); 3) commoditisation of CPRs; 4) national macroeconomic performance (current negative economic trends have fostered an urban-rural drift placing greater pressures on local resources and institutions); 5) information and knowledge transfer (largely with positive results in stimulating innovation in resource management). Effective policy must deal with these "drivers" of change.

Policy must also address the differences in cognition, interest and social location that exist between the primary actors involved in policy formation and implementation. State natural resource policy in Zimbabwe is technicist, centrist and proscriptive in its approach, leading to a policy of 'state custodianship and communal wardship'. Local perspectives see this policy as impositional, extractive and ineffectual. The result is implementational stasis since the state does not have the resources to effectively impose its policies, while communities do not have sufficient authority to implement locally generated policy alternatives. Issues of scale and equity amplify this disjunction. The scale issue is one of matching managerial regimes with the imperatives of social and ecological scale.

Key steps to revitalizing CPR policy in the country include 1) a shift to a devolutionist stance, creating collective local regimes with strong legal entitlements; 2) land distribution (NB its magnitude and its potential to produce both positive and negative effects); 3) commoditisation and equity (ideas include collectivisation of common pool resource enterprise on the CAMPFIRE model, and the conversion of communal CPR access rights into specific, tradeable assets); 4) organizational capacity and costs (especially the issue of devolution); 5) process in policy formation (currently community participation is marginalized in policy processes). The process of drafting an encompassing set of environmental legislation should be re-started through a commission of enquiry, holding extensive consultations at local levels. Community inputs should not be limited to initial participation; the policy process should itself be an iterative process of unfolding knowledge informing negotiations between all significant stakeholders on a continuing basis.

There are examples of qualified success in influencing policy in the face of the current inertia of Zimbabwe's environmental policy. Two case studies are reviewed in the country paper: 1) the origin and development of the CAMPFIRE programme; 2) agricultural research and extension experiences in the Masvingo Province.

4.3 Common Pool Resource policy dialogue

4.3.1 Work with the policy research community

A key feature of the research was work with various stakeholders and interest groups in the three target countries to identify key policy partners and explore the potential for applying enhanced understanding of CPRs and poverty. Sets of key actors were identified within each country, and seminars were held during September - December 2001 with three elements of the research community -

1. National Common Pool Resource policy community;
2. Local Common Pool Resource policy community and Common Pool Resource user;
3. In-country donor community.

Copies of the workshop reports are on the project web site and appended to the country reports in Annexes B, C and D.

In **India**, a first seminar was held in Delhi in September 2001, with policy makers and the research community, to review the country report and theoretical framework, as well as to consider policy needs and useful case studies. This identified under-

researched areas and success stories for critical examination. A second seminar was held in December (also in Delhi) with bilateral donors, to disseminate key findings and to develop a dialogue between donors to coordinate their approaches to common pool resource policy. The outputs of this seminar were networking and dialogue within the donor community.

In **Tanzania**, a first seminar was held in Dar es Salaam September 2001 with members of the research policy community in central and District government and donors, to review the country paper and theoretical framework, and to identify policy needs and useful case studies. This led to a refinement of the research agenda, modifications to the country report, and discussion of follow-up research. A second seminar was held outside Dar es Salaam in October 2001, with village government representatives, to review needs identified in the country report and to assess the practical feasibility of its recommendations.

In **Zimbabwe**, an informal seminar was held in Harare with other organisations working on DFID-funded research projects in order to review important themes for understanding common pool resources and discuss the possibility of their collaboration in subsequent workshops. Agreement was reached, and the project worked with the 'Sustainable Livelihoods in Southern Africa' project and the 'Micro-catchments Management and Common Pool Resources' (R7304) in organising two further seminars in September 2001. The first was outside Harare, and involved village heads and District leaders, who discussed the country report and the policy implications and possibilities as seen from local level. The second took place a few days later in Harare, and involved representatives from the village seminar working with people from central Government departments, donor organisations and NGOs. This both engaged the wider policy community in a debate about common pool resource issues, and linked that debate to insights arising directly from people at village level. It brought together an incipient network with which future common pool resource projects could co-operate.

4.3.2 Opportunities for influencing and supporting policy dialogue

The investigative process proceeding from alternation between analysis and dialogue was at the core of the project's methodology. The workshops provided a link between civil and professional science, which was highly productive. All of our collaborators were equally positive about the value of these processes of consultation, although we had limited success in engaging DFID's offices in each country and DFID's country programmes.

A key feature of the project's structure was the role of senior in-country researchers. This approach was adopted to enable work in each target country that grew from locally-identified issues and problems, and to facilitate linkage between the project team and local policy networks, and therefore uptake of the project's insights. Within the constraints of time and resources, the seminars and related discussions were successful in engaging the in-country research and policy community. The three countries are very different: the vast size, expertise and independence of the Indian research community and bureaucratic structure presented unique opportunities and constraints. While logical at one level, it is problematic to approach work in three such differently scaled and positioned countries within a single project. Some

experiences were common, for example the difficulty of engaging certain bilateral donors in an effective discussion.

In each country, the research process, the local leadership by senior researchers, and the seminars provide a potential network for future work. The opportunity for such work is particularly strong in Zimbabwe.

4.3.3 CPR management strategies that benefit the poor

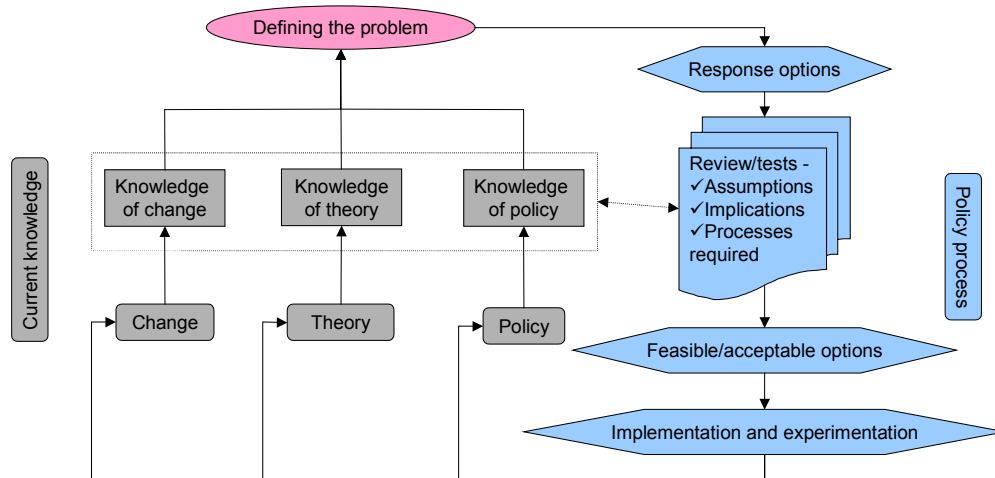
Research can contribute to common pool management strategies that benefit the poor when its insights change the way policy actors understand current management, perceive the benefits and costs of changing it, and see the potential for creating such change. In each target country there is considerable expertise on common pool resources and their management, although it is sometimes fragmented. The project was successful in drawing this knowledge together, and also drawing together those who hold it (researchers) and those who have the responsibility of acting upon it (policy-makers, from village to central ministry). The new knowledge created included the Analytical Framework (Annexe A), which offers a robust way of identifying problems of common pool resource use, and of policy change.

This Framework was extensively discussed with experts and policy actors at all levels in the UK and the target countries, and at an international conference. Its insights have withstood critical scrutiny by villagers and academics, and seem robust. It does not identify a recipe for pro-poor policy evolution, but it does provide a tool with which policy actors can understand the need for and potential impacts of policy change. As a tool it is neutral, but if used in a pro-active policy process, it can contribute to common pool resource management strategies that benefit the poor

4.4 Analytical Framework

The goal of the framework we have developed is to promote dialogue between stakeholders in the policy process. In contested CPRs, different stakeholders bring different assumptions, knowledges and goals for that resource to their decision-making, which are not always made explicit. The framework seeks to promote dialogue between stakeholders by making these differences clear. The framework is explained in more detail in Annex E.1.

Analytical framework for dialogue on common pool resource management



The framework can be considered in two halves. The left hand side describes how stakeholders draw on their knowledge of change, theory and policy to understand and frame specific common pool resource problems. The discussion of data, drivers and complexities in the country papers provides us with insights into this knowledge base, which is differentially available to diverse stakeholders in each country.

The right hand side is more prescriptive. We suggest that making policy requires an iterative process of exploring options by testing their assumptions and imagining their possible impacts. Implementing fair decisions will require consultation and comparison of different groups' explorations. Consultation and review will result in new framings of the problem at hand. In each country, the material reviewed under key issues, successes and their lessons and new policy initiatives provides empirical examples of knowledge that can be brought to bear upon this testing and implementation process.

Ultimately, the framework's aims are both modest and bold. They are modest because we do not believe that dialogue can settle irreconcilable differences, though it can make the costs of compromise explicit. It will be of limited use if decision-making is in some sense dysfunctional and not primarily concerned with solving the problem in hand. The framework's aims are bold because promoting dialogue between competing world views, and calling for careful and considered questioning of these views by their advocates, is more easily said than done.

However, we believe that the measures that we outline may be a useful means of achieving this. If used in a pro-poor policy process, the framework can contribute to a pro-poor outcome. However, while revealing different ideas about and interests in common pool resources, the framework does not provide a means of avoiding conflicting interests over resource use. It needs to be used as part of a structured

process that can reconcile the outcomes of dialogue, for example consensus building and conflict resolution (e.g. NRSP projects R7408 and R7562).

In Annexes E7 and E8, we outline proposals for ways in which the framework could be developed and tested, with the aim of providing a usable procedure for real world decision making, which can be utilised at different levels of the policy process.

4.5 Synthesis

The choice of the three countries selected for inclusion in the project appears on first glance to be curious. The countries are highly diverse in scale, culture and colonial history. This notwithstanding, a remarkable convergence in the identification of key issues is found in the three country papers, as outlined in the summary of six key issues that each dealt with.

The importance of CPRs for rural livelihoods, but the artificiality of dealing with these in isolation from broader rural or national economic structures comes through in all three country papers. The analysis of issues relating to policy making in developing economies at different stages along the development path, under a common research umbrella, was an achievement in its own right.

At a policy level, the country papers identified a number of common themes (albeit with different degrees of emphasis). These include -

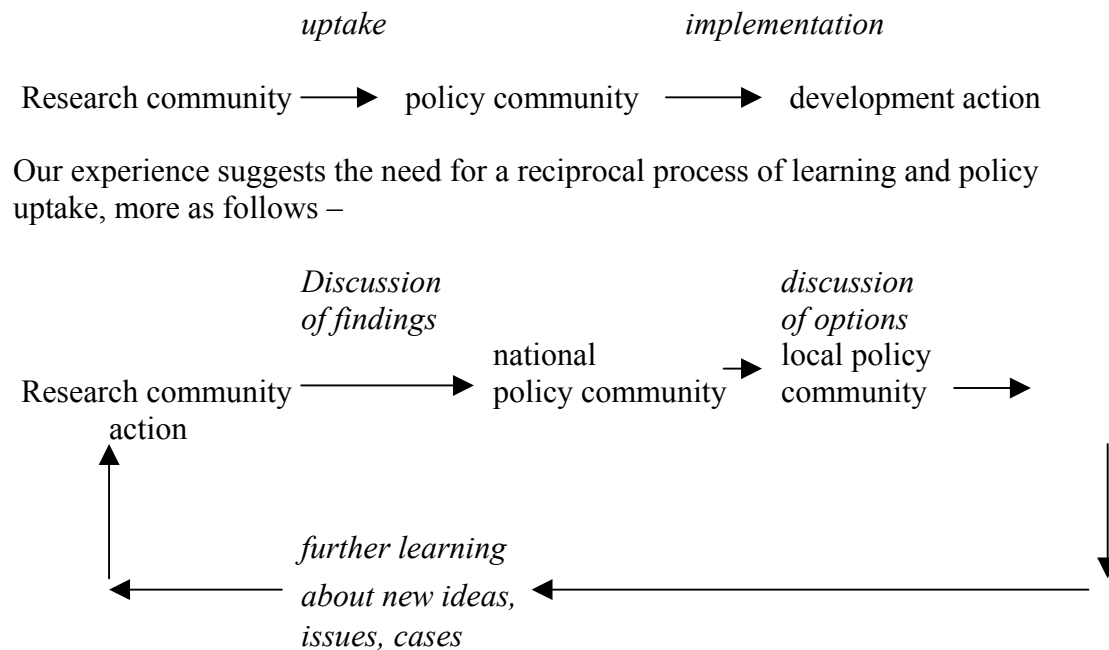
- The imperative for the localisation of responsibility and authority for CPR management in a large range of contexts, i.e. devolution and local empowerment.
- The positive and negative potentials of land redistribution and land reform.
- The importance of local commoditisation and the equity considerations involved.
- The importance of local organisational capacity building.
The imperative for an iterative policy process involving all significant stakeholders.

The analytic framework paper, dealing as it does with principles and processes, provides the potential to deal with empirical diversity within a policy framework that is integrative at a broad national level, but equally applicable at other decision levels. It draws on the knowledge that has been generated by the country papers, and reflects upon differential access to and use of this knowledge by stakeholders in the policy process. At the same time, the framework does not descend to the detailed level of providing guidelines for policy making - to have attempted this would have meant that it would lose its polyvalence.

Section 7 of this report and the proposals in annexes E5, E6, E7 and E8 contain specific recommendations to take the research results forward.

5. Research activities

This research has been guided by a particular research philosophy. We did not subscribe to a model of research and uptake as a linear process:



We regard the ‘local policy community’ as incorporating all local community members.

We therefore proposed work through three activities:

- Consultation and seminars with a variety of audiences;
- ‘Field’ research (discussions and field participation with field project staff, key local and national stakeholders);
- Written reports of various kinds (also available on the project’s web site).

Table 2

Timeframe	Activities
April-June 2001	UK team prepare a position paper on policy needs and theory of CPR use. In-country collaborators prepare individual country papers on legislation, policy, practice and trends affecting CPRs in their respective countries.
July 2001	Workshop in Cambridge: UK team and in-country collaborators discuss the emerging ideas of the team and research plan. Products: Summary workshop document and Action Plan for the next phase.
September 2001	In-country workshops to identify priority needs for each country: India, Tanzania and Zimbabwe. Invite academics, interest groups, NGOs, government agencies and development organisations.
October-December 2001	Further research and workshops in each country.
January-March 2002	UK team and in-country collaborators meet and discuss the findings of each country's research. Dissemination of final report to participants in the research process, and other key stakeholders. Encourage systematic uptake of project findings by collaborators, research participants and other key stakeholders.

Table 2 describes the activities that were undertaken over the time frame of the project. There were two stages to the consultation process. First (April-June 2001), our colleagues in India, Tanzania and Zimbabwe compiled initial reports into the importance and management of Common Pool Resources in each country. We produced an overview report to accompany these, which looked at pressures on common pool resources and proposed a framework for analysing management decisions about common pool resources. These we tabled in a workshop in Cambridge (July 2001) to which we invited prominent thinkers and researchers from the academic and donor community (the workshop report is in Annex E9).

The next stage of the research required that we discuss findings with various stakeholders and interest groups in the three countries. There are significant differences in the institutional context for natural resource policy across the three countries. These are discussed in detail in the three draft country papers in annexes B, C and D. But notwithstanding these differences in the nature and knowledge of use about Common Pool Resources similar sets of key actors could be identified within each country. These were:

1. National CPR policy community
2. Local CPR policy community and CPR users
3. In-country donor community
4. International research community

We needed to reach each of these with the work of the project.

Three different kinds of seminars were held during September - December 2001, for these different audiences -

4. National Common Pool Resource policy community: Seminar Type A
5. Local Common Pool Resource policy community and Common Pool Resource users: Seminar Type B
6. In-country donor community: Seminar Type C.

The project activities are described in Table 3. They shared some further common perspectives. Firstly, the investigative process proceeding from alternation between analysis and dialogue was at the core of the project's methodology. The workshops provided a link between civil and professional science, which was highly productive. Our in-country research collaborators were equally positive about the value of these processes of consultation, and were effective in identifying and working with policy-makers inside and outside government, at central and local levels.

We believed that it was important for the project to engage with DFID's offices in each country. Unfortunately this proved to be one of the principal constraints. It was difficult to interest DFID field officers based in India, Zimbabwe and Tanzania in the research. The Tanzanian office was closed for security reasons during much of the project. The workshops were marked by the absence of relevant individuals from DFID's country offices, despite being invited. As a result the in-country research was not able engage constructively with DFID's country programmes. All our collaborators identified this as a key difficulty that they faced in their research.

In the original proposal, it was envisaged that it might be necessary for UK staff to spend considerable periods working in the field in India and Africa. In the event, this was not necessary, since our in-country partners completed the work in each country very competently. Other than this, all the activities that were envisaged in the action plan submitted in July were completed as proposed.

Table 3

Country	Audience	Seminar	Date	Purpose	Outputs
India	Donors, Policy makers and Research Community	Type A	Sept	Review country report and theoretical framework. Identify policy needs and useful case studies.	Workshop report*. Identify under researched areas and success stories for critical examination.
	Donors	Type C	Dec	Disseminate key findings; begin dialogue between donors to coordinate approaches to CPRs.	Networking and dialogue among donor community.
Tanzania	Research Policy Community in Central and District government and donors	Type A and C	Sept	Review country paper and theoretical framework. Identify policy needs and useful case studies.	Workshop report*. Research agenda; modifications to country report; possible follow up project.
	Village government	Type B	Oct	Review needs identified in country report and assess feasibility of suggestion.	Workshop report*. Modifications to country report; possible follow up project.
Zimbabwe	Other agencies working on NRSP projects	Type C (informal)	July	Review important themes for understanding common pool resources	Investigation of the possibility of collaboration in other workshops
	Village heads and District leaders	Type B	Sept	Feedback on country report and possible future projects.	Workshop report* and modifications to country report.
	Central Government officials, donors and NGOs	Type A and C	Sept	Feedback on country report and establish future research needs and possible projects.	One-page responses to the report from all participants. Incipient network with which future common pool resource projects may cooperate.
* Copies of the workshop reports are on the project web site and appended to the country reports in Annexes B, C and D. Local language versions are in Annexes E10 (Tanzania) and E11 (Zimbabwe).					

Special activity achievements

1. A wide range of different policy makers were involved in all the in-country workshops.
- 2). The first Tanzanian workshop was reported in the National Press (Daily News December 15th 2001).

6. Environmental Assessment

6.1 What significant environmental impacts resulted from the research activities (both positive and negative)?

The project did not have any direct environmental impacts.

6.2 What will be the potentially significant environmental impacts (both positive and negative) of widespread dissemination and application of research findings?

The widespread dissemination and application of research findings could lead to improved status of semi-arid ecosystems through enhanced management of common pool resources in the target countries

6.3 Has there been evidence during the project's life of what is described in Section 6.2 and how were these impacts detected and monitored?

There has been substantive interest in the policy conclusions of the project in the target countries, as evidenced by attendance at and interest in the various seminars. Inevitably, this interest is at several removes from actual measurable impacts on the ground in ecosystem status.

6.4 What follow up action, if any, is recommended?

Further work to develop the project's outputs with a view to achieving the gains mentioned in 6.2

7. Contribution of Outputs

The overall NRSP goal is for 'Benefits for poor people (to be) generated by application of new knowledge to NR systems'. In the SAPS this means improving livelihoods of poor people through sustainably enhanced production and productivity of RNR systems. This is to be achieved by generating benefits for poor people in target countries by the application of new knowledge to natural resource management in semi-arid production systems. By the target date of 2005, it is expected that those benefits will be shown in sustainable production increases, more secure and more efficient production, increased employment and improved access to the benefits of natural resource production for poor people. Three outputs are defined covering household coping strategies, integrated crop and livestock production and strategies for the sustainable use of Common Pool Resources.

This project deals with the third of these outputs, relating to strategies for the sustainable use of CPRs. The research commissioned so far has followed a two stage

structure, with the first set of projects concentrating on analysis and understanding of livelihood options and strategies in a given area. The current round of NRSP SAPS projects is directed towards the development, validation and promotion tasks that make up Stage 2. In effect these represent two stages of required research for the attainment of each output, the first concentrated on understanding livelihood systems and the second on validating and adopting new strategies. Although not explicitly stated, the key stage of developing new strategies is integral to the process of validation.

This project is placed between these two stages of the SAPS research programme, drawing on the knowledge created by existing work and utilising it to create a framework that allows new strategies to be developed and promoted. The project has few direct links with CPR users (beyond those who have been affected by our collective research experience), but they are ultimately the principal beneficiaries of the project. The importance of CPRs to the livelihoods of the poor means that effective donor intervention will have significant implications for poverty reduction.

The primary direct beneficiaries are the policy makers and project managers who deal with CPRs continually and who need an integrated account of previous successes, the conditions of those success and the costs and benefits of the various options open to them. In the process of creating this information, this project has also linked with existing networks of stakeholders and agencies concerned with CPRs to facilitate the creation of a constituency of interested parties with whom DFID can work in pursuit of poverty alleviation through effective CPR management. These direct contacts constitute the main promotion pathways that were identified by the project.

The impact of the project so far has been modest. A wide range of stakeholders and institutions have been consulted, and the findings and recommendations of the project have been clearly communicated to these groups. However, the project has been limited in its ability to actually follow through its thinking within these key institutions. This is to be expected in a twelve month project. It is therefore difficult to claim significant influence so far, especially against the OVI of the project purpose – there is no way to verify whether *implementable* policy recommendations have been understood or adopted by the key target institutions. Proposals that have been outlined for follow-up work (see Annexes E7 and E8) are aimed at translating the current research into concrete action that can ultimately result in the adoption of pro-poor CPR management strategies by these institutions.

The project's impact in terms of its effect on the thinking, especially of research partners and key stakeholders in the project, has been stronger. At every workshop and consultation, the analytical structure and overall approach of the project has been received with enthusiasm, and has clearly stimulated new thinking. The stakeholders who have been involved range from the academic community, to senior policy makers, donors, NGOs, and local villagers. This influence is yet to be translated into an actual impact on *policy approaches*, but the output has created new *techniques* that could potentially be utilised for more informed dialogue and decision making for the management of CPRs. The senior in-county collaborators remain active members of the research and policy networks identified during this study.

The main follow up activity relates to field testing and updating the thinking that has been outlined in the analytical framework. The first opportunity for this will be at the next meeting of the International Association for the Study of Common Property which held in Jun 2002. A panel has been organised in that meeting specifically to discuss and disseminate the work of this project. Additional papers which draw upon this work will also be presented in other sessions. Details of the presentations proposed for this conference are in section 8.4.

Field testing and updating has to be conducted iteratively in direct collaboration with key stakeholders at different levels of the policy process. A proposal (Annex E7) suggests specific follow up action research in one key target country (India) that would aim to test and refine the framework with a multiplicity of stakeholders, ranging from donors to central and state planners to local level resource users. This proposal addresses the opportunity to utilise the analytical framework as a tool for the formulation of specific policy aimed at poverty reduction. It anticipates building on the policy network established in India during this project.

It is our belief that the framework could potentially be of wider use, and that its adoption as a tool for organising structured dialogue over NR management could be exploited by other researchers and projects, both within and out with the NRSP process. The framework could form part of a structured process of dialogue, and conflict resolution (for example with the outputs of NRSP projects R7408 and R7562). A proposal for making the framework available over the Internet to the wider policy community is presented in Annex E8.

8. Publications and other Communications Materials

8.1 Books and book chapters None

8.2 Journal articles

8.2.1 *Peer reviewed and published* None

8.2.2 *Pending publication (in press)* None

8.2.3 *In preparation*

1. Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical Framework for Dialogue on Common Pool Resource Management', being presented to IASCP Conference June 2002, with a view to subsequent publication.
2. Adams, W. M., Brockington, D., Dyson, J. and Vira, B. (2002) *Political and social dimensions of change in dryland common pool resources*, (in preparation for *Progress in Development Studies*)
3. Adams, W. M., Brockington, D., Dyson, J. and Vira, B. (2002) *Multiple drivers and the bottleneck of change in dryland common pool resources*, (in preparation for *World Development*).
4. Chopra, K. and Dasgupta, P (2002) 'Common Pool Resources and the Development Process: Evidence from India,' being presented to IASCP Conference June 2002, with a view to subsequent publication.
5. Dyson, J. and Vira, B. (2002) 'Donor Dilemmas: Perceptions, Relationships and Strategies in the Rural Natural Resources Sector', being presented to IASCP Conference June 2002, with a view to subsequent publication.

6. Vira, B. (2002) 'Conceptualising the Commons: Power and Politics in a Globalising Economy', being presented to IASCP Conference June 2002, with a view to subsequent publication.

8.3 Institutional Report Series

1. Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical Framework for Dialogue on Common Pool Resource Management', Common Pool Resource Policy Paper 1 (available on the web, circulated in UK and published in-country).
2. Chopra, K. and Dasgupta, P. (2002) "Common Pool Resources in India: Evidence, Significance and New Management Initiatives," Common Pool Resource Policy Paper 2 (available on the web, circulated in UK and published in-country).
3. Shivji, I. (2002) "Village Governance and Common Pool Resources in Tanzania," Common Pool Resource Policy Paper 3 (available on the web, circulated in UK and published in-country).
4. Murphree, M. and Mazambani, D. (2002) "Policy Implications of Common Pool Resource Knowledge: A Background Paper on Zimbabwe," Common Pool Resource Policy Paper 4 (available on the web, circulated in UK and published in-country).
5. Chopra, K. and Dasgupta, P. (2002) *Common Pool Resources in India: evidence, significance and new management initiatives*, project discussion paper (available on the web and published in-country).
6. Shivji, I. (2002) *Village Governance and Common Pool Resources in Tanzania*, project discussion paper (available on the web and published in-country).
7. Murphree, M. and Mazambani, D. (2002) *Policy Implications of Common Pool Resource Knowledge: a background paper on Zimbabwe*, project discussion paper (available on the web and published in-country).

8.4 Symposium, conference and workshop papers & posters

8.4.1 Papers presented at workshops and conferences

1. Chopra, K. and Dasgupta, P. (2002) 'Common Pool Resources and the Development Process: Evidence from India,' being presented to IASCP Conference June 2002, with a view to subsequent publication.
2. Chopra, K. and Dasgupta, P. 'Common Pool Resources in India: New Evidence and New Initiatives', unpublished project paper presented at in-country project workshop, Delhi, 14 September 2001.
3. Dyson, J. and Vira, B. (2002) 'Donor Dilemmas: Perceptions, Relationships and Strategies in the Rural Natural Resources Sector', being presented to IASCP Conference June 2002, with a view to subsequent publication.
4. Vira, B. (2001) 'Looking Ahead: CPR Futures in India', unpublished project paper presented at in-country project workshop, Delhi, 14 September 2001.
5. Vira, B. (2002) 'Conceptualising the Commons: Power and Politics in a Globalising Economy', being presented to IASCP Conference June 2002, with a view to subsequent publication.

8.4.2 Round table panel at the Ninth Biennial Conference of IASCP, June 2002

Chair – Bill Adams

Lead-in paper – ‘Analytical Framework for Dialogue on CPR Management,’ by W. M. Adams, D. Brockington, J. Dyson and B. Vira. To be presented by Bhaskar Vira.

Oral panel presentations –

1. Jane Dyson “Hidden Assumptions in the Policy Process”
2. Purnamita Dasgupta “Policy as an Iterative Process of Experimentation: centralised decentralisation and participation.”
3. David Mazambani “Devolution and Dryland CPR Management”
4. Marshall Murphree “Testing Options: Weighting Tenure Alternatives through Experience and Dialogue - a Zimbabwean example”

8.4.3 Other presentations by project team

Bill Adams – Seminar presentations and posters at NRSP Workshop in York September 2001, Swedish Academy of Sciences December 2002, Cambridge Conservation Forum January 2002.

8.4.4 Other papers presented at Delhi Workshop, September 2001

1. G. Bhaskara Rao, ‘Common Pool Resources: Issues in Management’
2. Sushil Sehgal, ‘Joint Forest Management: A Decade and Beyond’
3. Sudershan Iyengar and Amita Shah, ‘CPR in a Rapidly Developing Economy: Perspectives from Gujarat’
4. Madhu Sarin, ‘Supply versus Demand Driven Community Forest Management’
5. K N Ninan & Jeena, T.S., ‘User Knowledge and State Regulation of Common Property Resources: Experience of Estuarine Fisheries Management in Kerala.’
6. Nandini Sundar, ‘A Sociological Perspective on Devolution in Natural Resource Management.’
7. Kishore Saint, ‘Sacred Groves as Commons: The Sacred and Secular in People’s Domain’
8. Gopal K. Kadekodi, ‘Valuing Community Labour: Why Not?’
9. Neema Pathak and Ashish Kothari, ‘Community-based Natural Resources Management and its Implications for Governance: Some Thoughts’

8.5 Newsletter articles None

8.6 Academic theses None

8.7 Extension-oriented leaflets, brochures & posters

Shona version of Zimbabwe workshop report, for dissemination to local stakeholders (KUKOSHA KWERUZIVO RWE MITEMO NEKUSHANDISWA KWE ZVIWANIKWA MUZIMBABWE)

Swahili version of Tanzania paper (MFUMO WA UMILIKAJI, UDHIBITI NA MATUMUZI YA RASILIMALI ASILI NCHINI TANZANIA. MUHTASARI WA MATOKEO YA UCHAMBUZI WA MTAFIGITI NA MAPENDEKEZO)

8.8 Manuals and guidelines None

8.9 Media presentations (videos, web sites, TV, radio, interviews etc)

8.10 Reports and data records

8.10.1 FTR Citation: Project technical reports

8.10.2 Internal project technical report

Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2001) *Common Choices: policy options for common pool resources*, unpublished project discussion paper.

8.10.3 Literature reviews

8.10.4 Scoping studies

8.10.5 Datasets, software

8.10.6 Project web site

<http://www-cpr.geog.cam.ac.uk/>

9. References Cited in the Report, sections 1-7

- Bromley, D.W. 1994. 'Economic dimensions of community-based conservation.' In D.Western and R.M.Wright (eds) *Natural Connections*. Washington DC.
- Campbell, B.M. *et al* 1995. *Local level economic valuation of savanna woodland resources: village case studies from Zimbabwe*. IIED, London.
- Jodha, N.S. 1986. 'Common Property Resources and rural poor in dry regions of India.' *Economic and Political Weekly* 21: 1169-81.
- Lane, C. (ed.) 1998. *Custodians of the Commons*. Earthscan, London.
- NSSO 1999. *Common Property Resources in India*, Results of the NSSO 54th Round, January-June 1998, Report No. 452(54/31/4), National Sample Survey Organisation, Government of India.
- Wells, M., Brandon, K. and Hannah, L. 1992 *People and Parks, Linking Protected Area Management with Local Communities*. The World Bank, Washington D.C.

10. Project Logframe

R7973 Revised Logframe – 15 November 2001

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p><i>Goal</i></p> <p>Livelihood strategies based on the sustainable use of common pool resources (including wildlife habitat) developed and promoted.</p>	<p>By April 2002 importance of CPRs and their management for livelihoods of the poor understood in India, Zimbabwe and Tanzania.</p> <p>By April 2002 pressures for change on CPRs and the winners and losers of different management/policy scenarios identified in India, Zimbabwe and Tanzania</p>	<p>Analyses conducted of CPR interactions and dynamics in India, Zimbabwe and Tanzania.</p>	<p>That poor people can benefit from the management of CPRs.</p> <p>Policy directions which see CPRs as an aspect of poverty alleviation will continue.</p>
<p><i>Purpose</i></p> <p>Relative dependence of poor communities on wildlife, livestock and crops and their interaction understood. The extent of current knowledge of CPR management understood. Clear policy implications of this knowledge identified.</p>	<p>Implementable policy recommendations discussed and understood by relevant institutions in Zimbabwe, Tanzania, India and the UK.</p>	<p>Findings made available for inclusion in discussion papers, action plans and project proposals of stakeholders in target countries.</p>	<p>There can be consensus on clear, generalisable conclusions to be drawn from the data and case studies.</p> <p>Political/agrarian upheaval will not under the links between policy and implementation</p>
<p><i>Outputs</i></p> <p>1. Review of academic and policy knowledge of CPRs and poverty to identify opportunities and constraints of policy interventions to benefit the poor</p> <p>2. Creation of an analytical framework to allow decision makers to understand opportunities for, and implications of, possible policy options</p> <p>3. For each target country</p> <p>(i) Assess status of, and</p>	<p>Reports presented from workshops in the UK and target countries.</p> <p>In country reports on the state of the art of research, knowledge and practice concerning CPR management and policy.</p> <p>Final report drawing on the expertise and experience of the target countries giving implementable policy recommendations.</p> <p>Key decision makers and</p>	<p>Critique and review by experts and practitioners from the target countries and the UK.</p>	<p>Different needs within each country can be adequately identified and investigated in the time available.</p>

<p>pressures on, CPRs and changing patterns of their use.</p> <p>(ii) Assess policy, legislative and governance environment affecting CPRs</p> <p>(iii) Review priorities for policy intervention in CPR management.</p> <p>4. Review of policy research community among donors, research groups and NGOs in each target country which</p> <p>(i) Identifies key policy partners and engagement in policy dialogue;</p> <p>(ii) Supports, challenges and enhances understanding of CPRs and poverty by key decision makers</p> <p>5. Identification of opportunities for influencing and supporting policy dialogue on CPRs</p> <p>6. Identification of opportunities for research and action to contribute to CPR management strategies that benefit the poor.</p>	<p>advisors named within government and donor networks with influence over the formulation of policy and strategy important for CPR management.</p> <p>Attendance of key actors at workshops.</p> <p>Project proposals for research and action to take findings forward circulated and discussed.</p>		
<p><i>Activities</i></p> <p>1. UK team consult with DFID and international experts from natural and social science backgrounds to review literature and outline DFID’s priority needs.</p> <p>2. Collaborators prepare background country papers on the legislation and policy environment concerning CPRS and on recent developments and trends in the practise of managing them.</p> <p>3. Cambridge team to prepare background paper on CPR research and policy.</p> <p>4. UK based workshop brings together the</p>	<p><i>Milestones.</i></p> <p>1. Preparatory literature review and country reports presented by month 4.</p> <p>2. Country papers prepared by month 4.</p> <p>3. Paper complete by month 4</p> <p>4. Workshop held and reports</p>	<p>Donors attend</p> <p>Co-operation and agreement between experts from natural and social science backgrounds is possible within the time available.</p> <p>Co-operation and access to sources within each country is</p>	

<p>research team and international experts to discuss the priorities identified and the research needs for each country over the next 5-6 months.</p> <p>5. In country work:</p> <p>(a) India</p> <p>(i) Workshop for research and policy community to review background paper and to gather latest research insights</p> <p>(ii) Identification of needs for further research and knowledge gaps.</p> <p>(iii) Interviews with key donors on new research and policy needs.</p> <p>(iv) Workshop for donor community, to disseminate research findings and promote policy dialogue.</p> <p>(v) Revision and distribution of paper and electronic copy of the final country report</p> <p>(b) Tanzania</p> <p>(i) Dialogue with donors and government to identify projects concerned with CPRs</p> <p>(ii) Identify workshop partner within Government.</p> <p>(iii) Workshop with elders and village chairmen from a range of villages in semi-arid Tanzania to discuss findings and ideas of country report and suggest changes.</p> <p>(iv) Workshop with national level policy makers, researchers and donors to disseminate research findings and promote policy dialogue.</p> <p>(v) Revision and distribution of paper and electronic copy of the final country report.</p> <p>(c) Zimbabwe</p> <p>(i) Dialogue with donors and research groups to identify projects concerned with CPRs</p> <p>(ii) Identification of partner projects (NRSP, DFID), to co-host</p> <p>(iii) Workshop with District and village leaders and administrators from three wards in semi-arid low-veld to review conclusions of country report against local experience.</p> <p>(iv) Workshop with national level policy makers, researchers and donors in Harare to review and disseminate research findings.</p>	<p>presented by the end of month 5.</p> <p>5. (a) (i) Workshop held by month 7.</p> <p>(ii) Workshop report written by month 8, identifying policy and research gaps.</p> <p>(iii) Interviews and meetings completed by month 7.</p> <p>(iv) Workshop completed and reported by month 11.</p> <p>(v) Report completed and distributed by end of month 13.</p> <p>(b) (i) Programme of meetings completed by month 7.</p> <p>(ii) Partner identified and cooperation agreed by month 7</p> <p>(iii) Workshop held and report completed by month 9.</p> <p>(iv) Workshop held and report completed by month 11.</p> <p>(v) Report completed and distributed by end of month 13.</p> <p>(c)</p> <p>(i) Programme of meetings completed by month 6.</p> <p>(ii) Partners identified and cooperation agreed by month 6</p> <p>(iii) Workshop held and report completed by month 7.</p> <p>(iv) Workshop held and report completed by month 7.</p> <p>(v) Report completed and distributed by end of month 13.</p>	<p>possible.</p> <p>Separate country research projects do not diverge such that generalisable policy recommendations cannot be made.</p> <p>Identification of and effective engagement with key stakeholders involved in national sustainable development strategic planning is possible within the time available.</p>
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(v) Revision and distribution of paper and electronic copy of the final country report. 6. (i) Preparation of framework for the analysis of CPR policy. (ii) Revision and production of final version in paper and electronic format. 7. Final team workshop to: (i) Synthesise findings of in country research and analytical framework. (ii) Identify key research findings for FTR (iii) Agree final version of all reports. (iv) Identify specific project ideas where action or research might contribute to CPR management strategies that benefit the poor. (v) Identify dissemination strategy within each country and the UK.	6. (i) Drafted end of month 9. (ii) Finalised and distributed by the end of month 13. 7. (i) Final workshop held in month 12. (ii) Final report of the project (FTR) with country reports and analytical framework as annexes produced by month 13.	
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11. Keywords

Common pool resources, India, Tanzania, Zimbabwe, decision making, policy process.

12. Annexes

A. Powerpoint version of Analytical Framework

B. India Country Paper: Chopra, K. and Dasgupta, P. (2002) *Common Pool Resources in India: evidence, significance and new management initiatives*, project discussion paper. Includes reports of workshops held in India.

C. Tanzania Country Paper: Shivji, I. (2002) *Village Governance and Common Pool Resources in Tanzania*, project discussion paper. Includes reports of workshops held in Tanzania.

D. Zimbabwe Country Paper: Murphree, M. and Mazambani, D. (2002) *Policy Implications of Common Pool Resource Knowledge: a background paper on Zimbabwe*, project discussion paper. Includes reports of workshops held in Zimbabwe.

E. Other Papers

E.1 Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical Framework for Dialogue on Common Pool Resource Management', paper for Ninth Biennial IASCP Conference, June 2002.

E.2 Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2001) *Common Choices: policy options for common pool resources*, unpublished project discussion paper.

E.3 Dyson, J. and Vira, B. (2002) 'Donor dilemmas: perceptions, relationships and strategies in the rural natural resources sector', paper for Ninth Biennial IASCP Conference, June 2002.

E.4 Vira, B. (2002) 'Conceptualising the commons: power and politics in a globalising economy', paper for Ninth Biennial IASCP Conference, June 2002.

E.5 David Mazambani (2002) 'Safety Nets or Poverty Trap: Evidence And Policy Implications For The Management Of Common Pool Resources in Zimbabwe's Communal Lands', Research Proposal.

E.6 Kanchan Chopra and Purnamita Dasgupta (2002) 'Common Pool Resources as Drivers of Development: Evidence from regions in India.'

E.7 Cambridge team Research Proposal: 'Testing and developing an analytical tool for dialogue on common pool resource management.'

E.8 Cambridge team Research Proposal: 'Developing a web-based tool for common pool resource management.'

E. 9 Cambridge workshop report

E.10 Tanzania workshop document in Swahili

E.11 Zimbabwe workshop document in Shona

F. Policy Papers (*to be printed in UK, India, Tanzania, Zimbabwe*)

F.1 Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical Framework for Dialogue on Common Pool Resource Management', Common Pool Resource Policy Paper 1.

F.2. Chopra, K. and Dasgupta, P. (2002) 'Common Pool Resources in India: Evidence, Significance and New Management Initiatives', Common Pool Resource Policy Paper 2.

F.3 Shivji, I. (2002) 'Village Governance and Common Pool Resources in Tanzania', Common Pool Resource Policy Paper 3.

F.4 Murphree, M. and Mazambani, D. (2002) 'Policy Implications of Common Pool Resource Knowledge: a background paper on Zimbabwe', Common Pool Resource Policy Paper 4.

Web-published material

Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical framework for dialogue on Common Pool Resource Management', web published paper.

Web versions of Country Papers

Chopra, K. and Dasgupta, P. (2002) *Common Pool Resources in India: evidence, significance and new management initiatives*, project discussion paper .

Shivji, I. (2002) *Village Governance and Common Pool Resources in Tanzania*, project discussion paper.

Murphree, M. and Mazambani, D. (2002) *Policy Implications of Common Pool Resource Knowledge: a background paper on Zimbabwe*, project discussion paper.

Web versions of Common Pool Resource Policy Papers

Adams, W.M., Brockington, D., Dyson, J. and Vira, B. (2002) 'Analytical Framework for Dialogue on Common Pool Resource Management', Common Pool Resource Policy Paper 1.

Chopra, K. and Dasgupta, P. (2002) 'Common Pool Resources in India: Evidence, Significance and New Management Initiatives', Common Pool Resource Policy Paper 2.

Shivji, I. (2002) 'Village Governance and Common Pool Resources in Tanzania', Common Pool Resource Policy Paper 3.

Murphree, M. and Mazambani, D. (2002) 'Policy Implications of Common Pool Resource Knowledge: a background paper on Zimbabwe', Common Pool Resource Policy Paper 4.

G. Project Inventory

Appendix 5 – Inventory Control Form

Project: R7973

[List all equipment (>£500 and <£50,000) purchased under the project, noting any changes during the quarter.]

Item	Make and Model	Serial No*	Date received	Purchase price	Location	Person Responsible for Safe Keeping		Disposal	
Computer	Toshiba Satellite, S1730	Serial No: 41706467G	30 March 2001	£1500	Department of Geography Cambridge	Dr. W.M. Adams	To	Date	Authorised
							Proposed disposal to in-country partner	October 2003	

* This column must always be completed. The number may be the manufacturer's serial number or one generated by the inventory holder's own sequential numbering system. In the case of the latter, the number must be clearly marked on the item itself.

Completed By _____
Signature _____
Date _____