



Participatory Forest  
Management:  
Implications for  
Policy and Human  
Resources'  
Development in the  
Hindu Kush-  
Himalayas

Volume V  
NEPAL

Editor  
Anupam Bhatta



International Centre for Integrated Mountain Development  
Kathmandu, Nepal

# Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas

Vol V  
Nepal

International Centre for Integrated Mountain Development  
GPO Box 3226, Kathmandu, Nepal

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**ISBN:** 92 9115 970 0  
92 9115 037 1

**Cover Plate**  
ICIMOD File Photo

**Published by**  
International Centre for Integrated Mountain Development  
GPO Box 3226  
Kathmandu, Nepal

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## Foreword

The last decade of this millennium is testimony to changing times for the people and forests of the Hindu Kush-Himalayas, and it has seen the emergence of people-centred forest policies in almost all the countries in the region. These policies aim to support and strengthen participatory forest management, and through this process ensure that the needs of mountain women and men are accorded due priority.

The evidence of the will of policy-makers in the countries of the Hindu Kush-Himalayas can be traced back to the beginning of this decade. In 1990, the Government of India approved an order to encourage *joint* forest management between government and forest dependent communities in degraded forest areas. Currently twenty-two states spread over the country have approved enabling government orders. These include all three states of the Western Himalayas—Jammu and Kashmir in 1993, Himachal Pradesh in 1993, and Uttar Pradesh in 1997—and three states in the North Eastern Himalayas—Tripura in 1991 and Arunachal Pradesh and Nagaland in 1997. Nepal approved a new Forest Act in 1993 that provides legal support to community forestry and remains one of the most progressive pieces of legislation in this field. Bangladesh approved a new forest policy incorporating the concept of participatory forest management in 1994. Myanmar gazetted a new Forest Act in 1992 and issued its first community forestry instructions notification in 1995. Bhutan enacted a new Forest and Nature Conservation Act in 1995 and approved its revised 'Social Forestry Rules' in 1996. Pakistan's national draft 'Forestry Sector Policy' was under discussion at the time that this workshop was held, people's participation was a strong element in the proposed policy. The North West Frontier Province of Pakistan developed a draft forest policy for the first time in 1997. The draft is people-centred, it is still under discussion and awaits approval. In 1993, Yunnan Province in the People's Republic of China put into place provisions for the auction of tenure of barren mountain areas, and this has stimulated people's involvement in forest management. Forest policies were revised in 1994 in the Tibetan Autonomous Region to encourage and support the involvement of the local population.

The emergence of people-oriented policies in all these countries over a decade points to a dramatic paradigm shift in forest management. This is the result of the increasing understanding of the fact that forests play a pivotal role in mountain areas and can no longer be managed without the active cooperation of the mountain communities.

An increasing area is being brought under community management through different benefit-sharing systems and tenure arrangements. These arrangements often build on or add to traditional forest management practices in mountain areas and this augurs well for the sustainable development of these areas.

The role of forestry professionals is changing from custodial to participatory. Reorientation of all levels of staff in forest departments is currently underway, and the curricula of educational institutions are being revised to ensure that the new generation of people-centred forestry professionals has the appropriate skills to support community-based forest management.

ICIMOD recognised this emerging trend and in 1993 established the Participatory Natural Resources Management Programme with a clearly defined focus on participatory forest management. ICIMOD has been able to document successes and provide regional and national forums for the exchange of views and experiences through workshops and field visits. We take some pride in having been a part of this exciting decade of change and in having made a modest contribution to changing policies and perspectives in the Hindu Kush-Himalayas.

The regional workshop 'Participatory Forest Management: Implications for Policy and Human Resources' Development' held in May 1998, whose proceedings are described in this publication, is one of the many activities arranged by the Participatory Natural Resources' Management Programme since 1993. This workshop brought together senior policy-makers from seven of the eight countries of the Hindu Kush-Himalayas.

Apart from providing a unique opportunity for professional foresters in the region to share their experiences in relation to the evolution of new policies, the meeting was also a milestone in the establishment of HIFCOM — the Hindu Kush-Himalayan Forum for Forest Conservation and Management — on a broad footing. The idea for HIFCOM was conceived at an earlier ICIMOD workshop held in India in 1995. Over the last three years, the institutional development process has been nurtured in close collaboration with forestry professionals in the region. The workshop in China brought together seven of the eight HKH countries for the first time, and the idea of HIFCOM as a regional forum for promoting participatory forest management among forestry and related professionals in the HKH was endorsed by the representatives of all these countries. This endorsement and the willingness of foresters to take responsibility for the further evolution of HIFCOM are indicative of the need for this forum. The stakeholders themselves have now taken over leadership of the forum and have drawn up plans for the future.

As we move into the next century, I am glad that we are able to bring this sense of optimism and hope to individuals and institutions in the Hindu Kush-Himalayas. The evolution of these policies for mountain forests would not have been possible without the sustained effort of the women and men of the mountains who have been managing these resources. It is they who have demonstrated that, given appropriate policies and an enabling framework, they can manage the natural resources of the mountains to meet their own needs whilst ensuring that the needs of future generations are safeguarded.

I am confident that we are now moving from a decade of policies and experiments to a future of practise and implementation that will test these policies on the ground and lead to further reflection, learning, and change. This can only happen successfully if policies are backed by appropriate, timely, and clear laws and rules that enshrine the spirit of the policies. A high level of commitment is required to ensure that policies do not remain merely statements of intent. For this, we will need to address the issue of human resources development with a greater sense of urgency than we have in the past. Apart from development of skills, the workshop participants identified issues of reorientation and changes of attitude as major future challenges.

I would like to take this opportunity to thank the South West Forestry College, Kunming, Yunnan Province, of the People's Republic of China for being such an effective host for the workshop and all the resource persons and authors of the papers for their commitment.

My gratitude also extends to the numerous mountain women and men who have shown that participatory forest management can work. They have been, and remain, our continuing source of inspiration and encouragement.

Egbert Pelinck  
Director General

It is always difficult to acknowledge all the individuals and institutions who have contributed to the planning, designing, and implementation of a regional forum. We would, however, like to offer the special thanks to the following people, groups, and institutions:

We thank Professor Yang Fu-long and the senior officials, faculty, and staff of the South West Forestry College, Kunming, Yunnan who worked with us over a two-year period to make this workshop a success. Their encouragement and efficient arrangements contributed to the organization of an excellent event. We would also like to make a special mention of the contribution made by Liu Guangxi and Liang Jina in the forum.

A wide range of institutions from China contributed in several ways to this workshop. We would like to express our appreciation to the the Chinese Academy of Sciences, the Chinese Academy of Forestry, the International Network for Bamboo and Rattan, the National Forestry Bureau of China, the International Cooperation Division of the National Forestry Bureau, the Provincial Governments of Yunnan, the Municipality of Kunming, the Forest Bureau of Yunnan, the Foreign Affairs Office of Yunnan, the Forest Bureau of Kweichow and the Forestry Institute of Hainan. We acknowledge their support to the workshop and recognize that without their assistance we would not have been able to host this forum in China.

We would also like to thank UNRCCC partner organizations in our regional member countries for their support in this forum and their role in facilitating the participation of senior forestry professionals. In particular, we would like to thank the Ministry of Forests, Bangladesh, the

## Acknowledgements

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A wide range of institutions from China contributed in several ways to this workshop. We would like to express our appreciation to the the Chinese Academy of Sciences; the Chinese Academy of Forestry; the International Network for Bamboo and Rattan; the National Forestry Bureau of China, the International Cooperation Division of the National Forestry Bureau; the Provincial Government of Yunnan; the Municipality of Kunming; the Forest Bureau of Yunnan; the Foreign Affairs' Office of Yunnan; the Forest Bureau of Kunming; and the Kunming Institute of Botany. We acknowledge their support to the workshop and recognise that without their assistance we would not have been able to host this forum in China.

We would also like to thank ICIMOD's partner organizations in our regional member countries for their support to this important forum and for facilitating the participation of senior forestry professionals. In particular, we would like to thank the Ministry of Forests, Bangladesh; the Ministry of Agriculture, the Royal Government of Bhutan; the Ministry of Environment and Forests, the Government of India; the Ministry of Forests, the Government of the Union of Myanmar; the Ministry of Forest and Soil Conservation, His Majesty's Government of Nepal; and the Ministry of Environment and Forests, Government of Pakistan.

We would also like to thank the regional and national executive committee members of HIFCOM—the Hindu Kush-Himalayan Forum for Forest Conservation and Management—for working closely with us to plan and organize this workshop.

The intellectual contributions from the many authors who worked hard on the case studies have been significant and we would like to express our appreciation for their efforts.

This workshop would not have been possible without financial support from several donor organizations. We would like to thank the Swiss Development Cooperation, Berne, Switzerland for providing major support to the workshop and to the International Development Research Centre for their contribution to the forum. We would also like to thank the Ford Foundation, Beijing, China for their grant to the South West Forestry College. The grant enabled the participation of Chinese institutions.

We would like to thank the Ford Foundation, New Delhi, India, for its continuing and generous support to ICIMOD's Participatory Natural Resources' Management Programme under whose aegis this workshop was organized.

Lastly we would like to place on record the contributions made by many ICIMOD staff to this workshop.

# Abstracts and Acronyms

The Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas brought together forest management personnel from various parts of the Hindu Kush-Himalayas. The basis of their discussions was the people-centred forest policies that have emerged in many countries of the region and their objectives of supporting and strengthening participatory forest management to ensure that the needs of mountain people receive the priority they deserve. The policies along with their constraints and opportunities were discussed in depth, guided by papers provided by the participants themselves. Volume 1 is the Workshop Document, Volume 2 deals with China, Volume 3 – Eastern Himalayas, Volume 4 – India, Volume 5 – Nepal, and Volume 6 – Pakistan.

EIA	Environmental Impact Assessment
FECONFUN	Federation of Community Forestry Users in Nepal
FINNIDA	Finnish International Development Agency
FSCC	Forestry Sector Coordination Committee
FUG	Forest User Groups
FUGC	Forest User Group Committees
GTZ	German Technical Cooperation
IEE	Initial Environmental Examination
IPM	Integrated Forest Management System

# Abbreviations and Acronyms

CFTP	Community Forestry Training Project
CTEVT	Council for Technical Education and Vocational Training
DANIDA	Danish International Development Agency
DFID	Department for International Development
DFO	District Forest Officers
DOF	Department of Forest
EIA	Environmental Impact Assessment
FECOFUN	Federation of Community Forestry Users in Nepal
FINNIDA	Finnish International Development Agency
FSCC	Forestry Sector Coordination Committee
FUG	Forest User Groups
FUGC	Forest User Group Committees
GTZ	German Technical Cupertino
IEE	Initial Environmental Examination
IFMS	Indigenous Forest Management Systems
IOF	Institute of Forestry
masl	metres above sea level
MFSC	Ministry of Forest and Soil Conservation
MPFS	Master Plan for the Forestry Sector
NGO	Non-government Organization
NTFP	Non-Timber Forest Product
NUKCFP	Nepal-UK Community Forestry Project
RFTC	Regional Forestry Training Centre
SDC	Swiss Development Corporation
UK	United Kingdom
US\$	United States Dollar
USA	United States of America
USAID	United States Agency for International Development
VDC	Village Development Committee

## Glossary

<i>Samiti ko ban</i>	Committee's forest
<i>Samuha ko ba</i>	Forest User Group's forest
<i>Panchayat</i>	An administrative unit during the Panchayat era in Nepal, equivalent to the present day Village Development Committee area
<i>Talukdar</i>	Unofficial functionary
<i>Ban Janet Adda</i>	Forest Inspection Office
<i>Kathmahal</i>	Timber Office
<i>Birta</i>	Land granted by the state
<i>Kipat</i>	An ancient type of land tenure without any legal title, common among the Limbu ethnic group of the eastern mountains of Nepal
<i>Shinga Naua</i>	Locally appointed officials in the Sherpa communities of eastern Nepal with responsibility for allocating forest resources and ensuring that individuals adhered to the rules for forest use
<i>Mana Pathi system</i>	A system of forest protection by local communities, whereby grain is paid in lieu of cash to a forest watcher

## **Introduction**

The workshop proceedings and the studies and papers presented at the 'Regional Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas, have been published in six volumes as per the details provided here:

### **Volume I**

- Proceedings of the 'Regional Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush Himalayas, 7-12 May 1998, Kunming, China.

### **Volume II**

#### **China**

- Participatory Forest Management: Implications for Policy and Human Resources' Development in China  
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- Participatory Forest Management: Implications for Policy and Human Resources' Development in Yunnan Province  
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**NEPAL**

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# Contents

Foreword

Acknowledgements

Abstract

Acronyms and Abbreviations

Glossary

<b>1</b>	<b>Introduction</b>	<b>1</b>
1.1	General Background	1
1.2	The Role of Forests in the Livelihood Strategies of Mountain People	4
1.3	History of Forest Management	5
1.4	Development of Government Policy on Community Forestry	7
1.5	Legal Framework	11
<b>2</b>	<b>Human Resource Development</b>	<b>15</b>
2.1	Academic Training	15
2.2	In-Service Training	16
2.3	Strengths and Weaknesses in Human Resource Development in Nepal	19
<b>3</b>	<b>Other Issues</b>	<b>23</b>
3.1	Indigenous Forest Management in Nepal	23
3.2	The Status of Community Forestry in Nepal	25
3.4	FUG Networking	29
3.5	Community Forestry in the Terai	29
3.6	Future Directions	30

Annexes