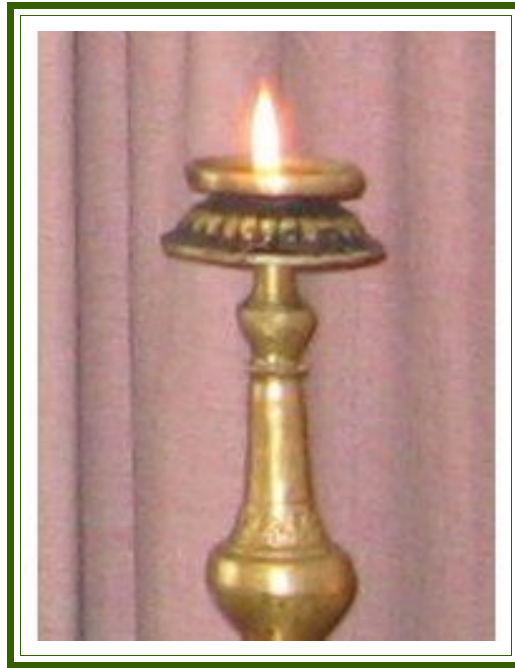# Writers Workshop

Forestry and Poverty:
Lessons from Nepal

Summit Hotel, Kathmandu, Nepal

January 19-21, 2006

Organized by:

ForestAction Nepal and CIFOR

ForestAction

CIFOR
CENTER FOR INTERNATIONAL FORESTRY RESEARCH

Report Prepared by:
Scott Robbins, ForestAction Nepal

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- Introduction -

In recent years, natural resource management, including the management of forest areas, has emerged as a leading topic in national and international development discourses. This is a direct result of the global environmental significance of natural ecosystems as well as their capacity to directly contribute to local livelihoods for both poverty mitigation and alleviation. As such, there have been a variety of policy and program initiatives implemented with the intention of achieving these twin livelihood and conservation goals.

However, there is still a great deal of uncertainty and debate surrounding how forested areas can best be managed in an ecologically sustainable and socially just manner. Over the past several decades, Nepal has developed a wide array of initiatives under the broader framework of participatory forest resource management. These programs vary considerably in their goals, contextual settings, underlying political processes, scales of implementation and management, collaboration in design and implementation, and impact to date. Because of this great diversity in forest resource management programming, Nepal has gained a vast range of experience in policy creation, process implementation and institutional innovation within these different settings.

In contrast, there is an ever-growing concern today among policy makers, practitioners and advocates of participatory forestry over the extent to which the issues of conservation, equity and poverty have been addressed. Given the great diversity in policy and programming, there is a great opportunity to learn the extent to which these policies and programs have positively impacted the livelihoods of the communities of forest resource users and to discern the conditions conducive to these results.

At the present time, however, there are few policy-focused comparative analyzes of these programs' contributions toward the twin goals of conservation and local livelihoods. In response to these concerns, CIFOR and ForestAction have proposed to organize the writing of a book to document the key insights and lessons learned from Nepal's diverse programs of forest resource management and how these experiences can contribute to addressing the twin goals of livelihood benefits and environmental conservation. The proposed book is therefore an attempt to analyze learning and policy insights from these diverse experiences in a comparative framework so that future policy and programs would benefit from the learning from the past.

To this end, many of the contributors were brought together on January 19 and 21, 2006 in order to discuss the book's contents, structure and themes, to develop a coherent framework within which the chapters of the will be written, and to formulate plans for the next steps of the writing process.

- Inauguration of the Workshop -

The workshop was officially opened with a small, semi-formal ceremony.

Dr. Swoyambhuman Amatya, Secretary of the Ministry of Forest and Soil Conservation and Chief Guest of the workshop inaugurated the workshop with a candle lighting ceremony. This inauguration was followed by Dr. Netra Timsina's introduction of the participants of the workshop.

- Objectives of the Workshop -

- Develop a common understanding of the overall framework and focus of the book,

- Prepare an outline of the chapters of the book,

- Provide and receive feedback from peers and the publishing company, and

- Agree on work plans and dates of delivery.

- Rationale for the Book -

Presented by Chetan Kumar

This presentation provided an introduction to CIFOR and provided an overview to the focus and scope of CIFOR's operations. A number of CIFOR's projects were discussed, including the CIFOR-IFAD TAG project as well as the book project, the latter being the purpose of this workshop. This presentation then concluded with a brief introduction to the objectives of the workshop.

About CIFOR:

CIFOR is an international research and knowledge institution having its headquarters in Indonesia and regional offices in Brazil, Cameroon, and Zimbabwe. Its staff and collaborators, numbering over 300 persons, operate in over 30 countries throughout the tropics.

CIFOR's Approach to Research:

Within the context of integrated relationships of forest areas and people's livelihoods, CIFOR carries out policy-relevant research in order to apply the experiences of conservation and development to influence global, regional, and country level processes.

To achieve this end, CIFOR works closely with national partners to both learn from experience and build the capacity of these partners.

CIFOR-IFAD TAG Project:

This project was initiated as a result of the observation that there is a high incidence of poverty in forested areas throughout Asia. In order to facilitate pro-poor development processes, it was also recognized that there was inadequate bridging of knowledge on the roles of forest products and services to poverty alleviation and a need for a better understanding of the prevailing social issues within these poverty-afflicted areas. To this end the program has investigated the role of forestry-based livelihoods strategies in poverty alleviation, assessed the impact of policies and programs on livelihoods, and developed a framework for the improvement of institutional mechanisms to increase the benefits reaching the poor

Also being carried out in India and China, the program in Nepal has investigated the Leasehold Forestry Program, reviewing the Community Forestry and Leasehold Forestry programs, analyzing the opportunities and constraints to the improvement of the livelihoods of marginalized groups from forests in Nepal, and identifying the best practices of community-based forest enterprises institutions.

One output of this program will be the publication of a book, documenting the lessons of the forestry programs of Nepal within the context of their livelihood impacts on the poor and marginalized populations. Although Nepal has a wide range of experiences of policies, programs and institutional innovations in natural resource management, it has been observed that there is limited policy-focused 'comparative

analyses' of their contribution to the goals of conservation and local livelihoods. As such, there is a need to highlight and share Nepal's experiences with national, regional, and international processes so as to increase the visibility of forest management on the poverty and development agendas.

The primary objectives of the book are to:

- Document the evolution of Nepal's diverse programs and policies
- Provide analysis and document the lessons learned in addressing livelihoods and forest improvement
- Identify innovations in pro-poor natural resource management programs and provide forward-looking recommendations for improved policy development and program implementation

Mr. Kumar then presented a broad framework for the book in the form of a Forest Cover/Human Well-Being Matrix, shown below. The objective of this exercise is to identify ways in which forest management regimes could be improved for the benefit of both forest cover (conservation) and human well-being (development).
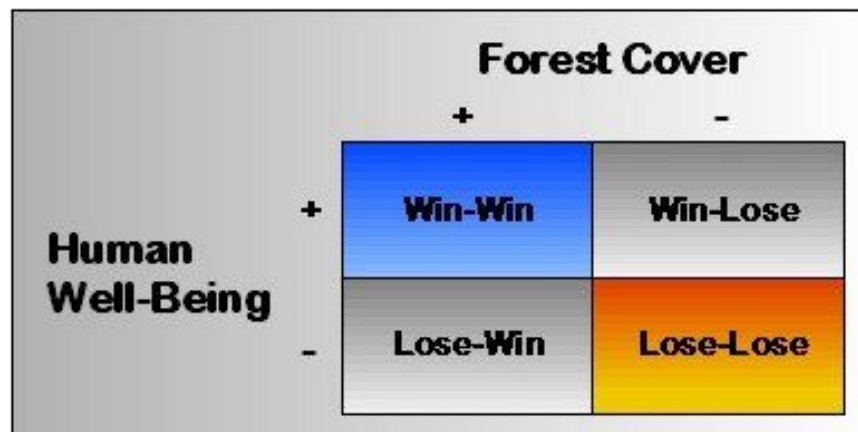
The programmatic approach to the book involves the assembly of a team of experts on various forest management programs and policies to critically analyze their opportunities and constraints through the use of empirical evidences to target an audience of government and donor agencies, development organizations, and researchers.

- Proposed Outline of the Book -

Presented by Dr. Netra Prasad Timsina

In this presentation, Dr. Timsina introduced ForestAction, defining its scope of operations and describing the organization's experience and expertise. Further, Dr. Timsina described the anticipated organization of the book and introduced the team members of each chapter. He then concluded by describing a possible chapter format and framework for analysis of the various programs for the participants of the workshop to discuss, noting that the book is intended to document what has been done so far within the various programs and what can be done in the future to improve the impact of forestry practices on both the environment and the livelihoods of forest-dependent populations.

About ForestAction Nepal:

Established in 2000, ForestAction is a Nepali non-governmental organization that specializes in research on the policies and practices of community-based natural resource management within Nepal. However, its operations are not limited to research, but also include the organization and provision of:

- Trainings
- Development actions
- Field support
- Publication and knowledge dissemination
- Advocacy and networking initiatives

The proposed book will be tentatively organized into chapters, as follows:

Chapter 1: Introduction

Chapter 2: General history of programs and their contexts

Chapters 3-8: Divided by forestry program, these chapters will give program-specific information and an analysis of the programs

Chapter 9: Overall discussion and analysis of the programs

Chapter 10: Conclusion

Chapter Authors:

Diverse experience from the natural resource management fields of Nepal will be brought together in the writing of this book. While the introductory and concluding chapters will be written as a collaborative effort of Dr. Netra Timsina and Hemant Ojha of ForestAction Nepal, with Brian Belcher and Chetan Kumar of CIFOR. The overview chapter will be written by Dr. Timsina and Mr. Ojha with Dr. Ram Chhetry of Tribhuvan University and Dr. Andrea Nightingale of the University of Edinburgh. Chapters 3 through 8 will be written by the following groups:

Community Forestry:

Dr. Bharat Pokharel – Nepal-Swiss Community Forest Project
Dr. Yam Malla – Regional Community Forestry Training Centre
Mike Nurse – Regional Community Forestry Training Centre
Peter Branney – Independent Consultant

Leasehold Forestry:

Basundhara Bhattarai – ForestAction
Govinda Kafle – Department of Forest
Sindhu Dhungana – Department of Forest

Protected Area Management (Conservation Areas):

Gehendra Gurung – Practical Action
Dr. Sidhhartha Bajrachrya – King Mahendra Trust for Natural Conservation
Dr. Chandra Gurung – World Wildlife Fund

Buffer Zone Management:

Dr. Naya Sharma Paudel – ForestAction
Dr. Udaya Sharma – Department of Forest
Dr. Prabhu Budhathoki

Watershed Management:

Dr. Bishnu Hari Pandit – Nepal Agro-Forestry Foundation
Dr. Mohan Wagley – Ministry of Forest and Soil Conservation
Dr. Ramji Neupane – Canadian Cooperation Office

Collaborative Forest Management:

James Bampton – Livelihoods and Forestry Programme, DFID
Mani Ram Banjade – ForestAction

The format that was proposed for the cohesive formatting of the book's chapters follows a logical sequence:

- General introduction to the program, including its geographic coverage
- The program's policy structure
- Program practices: how the policies have been interpreted and implemented
- The program's impacts on livelihoods and forest areas
- Lessons that can be learned from the program to improve both conservation and development efforts

The analytical framework presented in Annex 1 further describes and defines the proposed contents and format of the program chapters.

- The Science of Scientific Writing: A Summary -

Presented by Dr. Netra Timsina

This article was first published in American Scientist (Nov-Dec 1990), Vol. 78, pages 550-558.

This presentation gave a brief overview of scientific writing tips that writers should take into account so as to ensure clarity and ease of reading for their audience. The main points of this presentation may be summarized as follows:

- Make all effort to retain the "momentum" of the work's voice.
- In order to be understood, the writer must understand what their audience needs.
- These needs, and hence the interpretation of the writing, are best met when information is presented where it is expected to be found.
- The writer should concentrate his or her energy on demonstrating that the information provided proves the point to be made.
- Understand that all writing can be interpreted in many different ways; however, a writer can, through word choice and the work's presentation, increase the likelihood that readers will interpret the writing in the manner intended by the writer.
- A document is incomplete without the interpretation of *both writer and readers*.

- Open Plenary Discussion -

For the remainder of the morning, a loosely structured discussion was held, addressing many of the questions and concerns of the participants. The coordinators and writers actively engaged with one another, putting forth their thoughts and receiving feedback on a wide range of themes. Though the subjects of discussion were tightly interwoven and readdressed throughout the discussion, the principal themes of the discussion have been identified as follows:

- Audience and Writing Style
- Data Sources
- The Introductory Chapters
- Conceptual and Analytical Framework
- Overarching Messages of the Book
- Cross Cutting Issues
- Title of the Book

The conclusions reached in regard to each of these themes are presented below.

- Theme: Audience and Writing Style -

Within this theme, the audience to be addressed and the appropriate writing style with which to address the audience was discussed.

It was generally agreed upon that the audience of the book should be as wide reaching as possible. This conclusion was based on the desire to have the greatest potential impact as possible. Specific groups were identified within the desired audience, including:

- Policy makers
- Researchers
- Academia – professors and students
- National and international development agencies
- Advocates and lobbying groups
- Forestry professionals
- Interested members of the general public

In order to address such a wide range of audiences, it was also agreed that the writing style should neither be too formal or scientific, nor too informal. In essence, a semi-academic approach, being intellectual but with a reduced focus on a stringent structure, should be taken in the writing process.

The primary purpose of the book is to critically assess the various programs to distill their lessons in improving natural resource management's impact upon both the environment and human well-being. However, it was noted that taking an excessively critical stance might have the result of reducing the books impact at the policy level.

Because of a desire to impact policy at the national and international level, it was suggested that empirical evidences must be included in the support of the arguments of each chapter.

It was also noted, however, that maintaining the readers' interest may be achieved through use of life experiences and anecdotes, though their use should not be used as a cornerstone for analysis.

It is important to create and maintain linkages between chapters. This may be achieved through collaboration between the writers of different chapters or through a regularized chapter structure and format.

One must make careful use of acronyms and technical jargon. The writers should avoid their use and develop a glossary for terms that may be confusing to those who are not forestry professionals. Furthermore, agreement must be reached in the use of similar terminology.

- Theme: Data Sources -

The primary purpose of the book lies in the analysis of the diverse participatory natural resource management programs of Nepal and the identification of lessons that could be applied to future programming, rather than to conduct and present new research on the subject at hand. In this regard, points were made concerning the use of various data sets and are presented below:

- Data sets to be used within the book will stem primarily from secondary sources
- Rigorously cite the sources of the data used
- Primary data should be collected only when it is required
- Include adequate information to support the arguments and analyses being made
- Tables, boxes and other presentations of raw data should be kept to a minimum
- Only those data that directly support the chapters' arguments and are referred to in the text should be presented
- The use of empirical data will support the purpose of influencing policy and future program implementation
- Anecdotal material is better able to generate interest in the audience
- Case studies may be appropriate in some cases, but the focus of the chapters should remain broad and program-oriented

- Theme: The Introductory Chapters -

The overview chapter detailing the history of natural resource management in Nepal will be crucial in helping the other writers to identify which information will need to be included within the subsequent chapters.

This chapter is expected to provide information on the economic, social and political origin of a variety of policies that have led in turn to the development of the diverse participatory natural resource management programs in Nepal. However, as the coverage of this chapter and those of the individual programs has not yet been strictly delimited, there will need to be a process by which the authors will be informed of the range of inclusion in the introductory chapter. As such, it was suggested that a draft copy or outline should be delivered promptly to the writers of the following chapters and revised with respect to feedback provided by the latter.

Additional points raised concerning the introduction include:

- Chapter 2 should provide adequate background for the other chapters
- It should be broad in context, focusing on general features
- It should not excessively overlap that which is to be analyzed in later chapters
- It should establish the conceptual framework and the overall purpose of the book

- Theme: Conceptual and Analytical Framework -

While the proposed analytical framework, presented in Annex 1, should be seen as the backbone of the program chapters, it should neither be seen as a finalized framework nor as a strict guideline limiting the creativity of the authors. The framework will remain open to discussion among the writers, facilitated through the writing coordinators and the electronic group to be established. The writers will also be allowed a degree of freedom in including any pertinent and applicable information that they, as experts in the field, see as important. However, the framework will be useful in the writing process in that its layout has been composed in a logical and sequential format and will regularize the contents of the chapters.

- Theme: Overarching Messages of the Book -

Each program's chapter should include information on the social and political background of the programs origin, such as the policy origin, actors, and implementation strategies of the programs, as described in the analytical framework. However, this must not be seen as the primary purpose of the book. In order to generate interest and make an impact upon policy and implementation processes, the chapters must address their implementation and critically analyze their processes to demonstrate how participatory natural resource management can better impact both the environment as well as poverty issues of people's well-being.

Within this analysis, a number of questions could be addressed:

- Are there any apparent gaps in the program in regard to the theoretical understanding and the practice and implementation?
- What approach(es) have the programs taken towards the twin goals of environment and livelihoods?
- How have the programs reduced poverty and improved the quality of the forest in their areas?
- What factors lead to the successes of the program in question?
- What factors lead to the failures of the program in question?
- What lessons can be derived from these experiences?
- Are there alternatives to the programs that could result in improved impacts?

This said, it would not be fair to compare the programs from a strictly impact perspective. This is because the programs have different ranges of experience; some, such as Community Forestry, may have had a long time in which impacts could be achieved, whereas others, like Collaborative Forest Management, have only recently been initiated.

Rather, one should investigate the livelihood and environmental contexts within the programs to identify the constraints, opportunities and innovations within the programs for the identification of ways forward for the participatory natural resource management field. This process should result in the identification of innovative and effective approaches to participatory natural resource management in addressing poverty issues.

- Theme: Cross Cutting Issues -

It was observed that there are a number of cross cutting issues addressed within the various programs, yet not specific to any of them. This discussion attempted to identify the appropriate degree to which these should be included and discussed within the book. A selection of these issues is presented below:

- Gender
- Biodiversity
- Conflict
- NTFPs
- Sustainability

Each of these issues has been addressed to greater or lesser degree within each of the programs. They are seen as points vital to a complete understanding of the programs; if ignored, one might miss valuable lessons offered by the programs.

However, none of the issues can be fully discussed within all of the chapters. Further, comparison between the programs may be unjust. Neither do they necessarily relate to the focal points of the environment and livelihoods. Their inclusion must be carefully considered in light of the fact that each chapter is limited in size, yet broad of scope.

Stemming from a desire to not limit the ideas of the authors in the initial phases, freedom will be granted to each group of writers to select the issues that would provide insights into the program's effectiveness in addressing the environment and human well-being.

Cross cutting themes should be included in the chapters, to the discretion of the authors, based on their applicability to both the program and the analysis.

- Theme: Title of the Book -

The title under which the workshop was carried out was "People, Forest, and Policies: Lessons from Nepal's Forestry Sector." However, it was felt that this title, though tentative, neither accurately addressed the message of the book, nor was attractive enough, from a marketing perspective.

Though a new title was not identified, there were a number of suggestions made for consideration:

- The title should accurately reflect the content of the book
- It should stem from the major themes and arguments that run through the chapters
- It should be simple, attractive, and interesting to the prospective reader
- Keywords may effectively be used to develop a title:

  - Poverty
  - Forest
  - Nepal
  - Lessons
  - Policies
  - Programs

- Group Work Process -

The writing groups were asked to sit together for two and a half hours to begin drafting their ideas of their respective chapters. Specifically, they were requested to:

- Identify key issues of the program, within the context of the morning's discussion
- Propose a title for the chapter
- Create a draft outline of the chapter
- Divide the workload and responsibilities
- Decide upon delivery times and communication strategies
- If time allowed, write a one-page abstract

The results of this process were presented within the plenary later in the afternoon and are reproduced in Annex 2.

- Sage Publications and the Publishing Process -
Presented by Anamika Mukharji

The writer's groups were recalled to the workshop's meeting room to observe a presentation given by Anamika Mukharji, a representative of Sage Publications India. Her presentation not only introduced Sage Publications to the writers, but also provided an overview of the publishing process and a number of insights into the writing process.

Sage Publications is an independent international publishing house, specializing in the publication of topical debates within the social sciences. To learn more about Sage, visit their website at www.indiasage.com.

The process of publishing a book can be summarized into an eight-stage process:

Proposal: the writer's initial contact with the publishing company

Evaluation: a 2-step process of internal and external evaluation

Review of the manuscript: conducted by an external expert in the field

Revision: manuscript returned to author for changes and corrections

Contract: the payment and publication agreement between author and publisher

Copy-editing: preparation of the manuscript for publication

Publication: the printing process of the book

Marketing: advertising the book within the marketplace

The time requirements of these processes vary, but on average it can be expected that each phase will take the following amount of time:

Proposal – 3 weeks

Evaluation – 7 to 8 weeks

Revisions – depedent upon the authors; usually about 1 month

Copy Editing – 6 to 7 weeks

Typesetting – 4 weeks

Proofreading – 1 month

Revisions – 1 week

Printing – 4 weeks

Thus, if the initial draft manuscript is submitted in mid-May as planned, the book can be expected to be available in bookstores in July 2007.

Ms. Mukharji also noted several common mistakes and oversights of writers. Keeping these in mind throughout the writing process would eliminate many of the most common mistakes in writing, reducing the need for later revisions.

- Retain consistency in the use of language and writing styles. Be aware of the needs of future readers. For example, instead of using the word "recently," specify the date or year.

- Be aware of the use and reference to copyrighted material, noting all information necessary to locate the citation, including the names of the authors and texts, date of publication and page numbers. Citations should also be consistently applied and formatted.

- Images to be included in the text must be clear and free of copyright, scanned at 300 dpi or more

- Finally, be familiar with the content as it changes through the editing process. This is especially important in respect to referencing material within the book itself.

- Presentation of Chapter Outlines -

Concluding the first day of the workshop, each group gave a brief presentation of the initial chapter outlines developed during the afternoon sessions. However, due to time constraints resulting from the imposition of a curfew throughout Kathmandu, each chapter was presented only very quickly. One significant impact of this was the minimal time allotted for the provision of feedback to the authors.

On the other hand, the presentations were seen as successful in (1) communicating the broad themes that would be addressed within each chapter and (2) clarifying, through examples, the primary focus of the various sections of the proposed analytical framework.
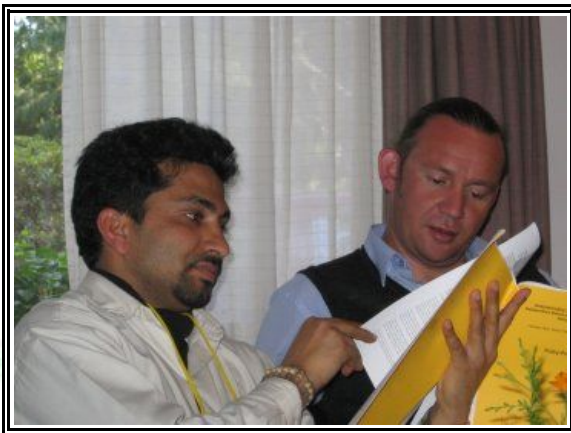
The chapter outlines were presented in the order proposed within the initial book outline and repeated below, this sequence being based upon the chronological emergence of the programs. The outlines that were developed during the group sessions and presented may be found in Annex 2. For the most part, the outlines were prepared following the format of the analytical framework, though there was some variation between groups.

- Feedback from the Publisher -

An Address by Anamika Mukharji

Beginning the second day of the workshop, Ms. Mukharji presented her observations of the process of the first day of the workshop and put forth a number of recommendations for the writers to consider. The main points of this address follow:

- The book is being seen as a collection of individual chapters.

- It would benefit the final product to been seen as a cohesive unit, speaking as one voice.

- Have a consistent and uniform approach to writing.

- The introductory chapters should establish the pattern for the chapters to follow.

- The introduction will discuss the historical aspects of natural resource management in depth, so should not be addressed extensively within the chapters.

- The overview should be complete in itself, but be supported by the other chapters.

- Every chapter is attempting to include a great deal of information.

- Within the program chapters, reduce the focus on the history and process.

- Increase the focus on the analysis of the problems, solutions and recommendations.

- The evolution of the programs is specific to Nepal, but related problems are not limited to this country.

- Solutions should not be Nepal-centric, but rather have something to offer other countries.

- The solutions (possibly in the form of policy recommendations) presented will be the primary value of the book .

- Open Plenary Discussion -

As conducted during the first day of the workshop, an open discussion was held with the intent of arriving at a consensus among the authors and coordinators concerning the approach to the writing of the book. Again, the participants were actively engaged in the discussion, continuing to address the major themes apparent during the previous session. Because the discussion was, in essence, a continuation of that which was carried out two days previously, the conclusions of this session have been included in the thematic discussions found above.

- Workshop Follow-Up -

As follow-up to the workshop and for the continued support and coordination of the writers of the book, it was decided that a number of measures would be taken by the coordinating persons of the book project. These are as follows:

- An electronic group, consisting of all persons actively coordinating or writing the book, would be established to simplify the communication process.

- The coordinators of the book will take an active role in fulfilling their responsibilities.

- A thorough outline and/or draft version of the introductory chapters will be provided to the writing groups early in the writing process. No set date was decided upon for its delivery.

- Formatting guidelines will be developed and distributed to each writer.

- Members of each writing group will remain in regular communication with one another.

- Writing groups will internally decide the responsibilities of each member and the deadlines for the writing process, for while each will be held accountable.
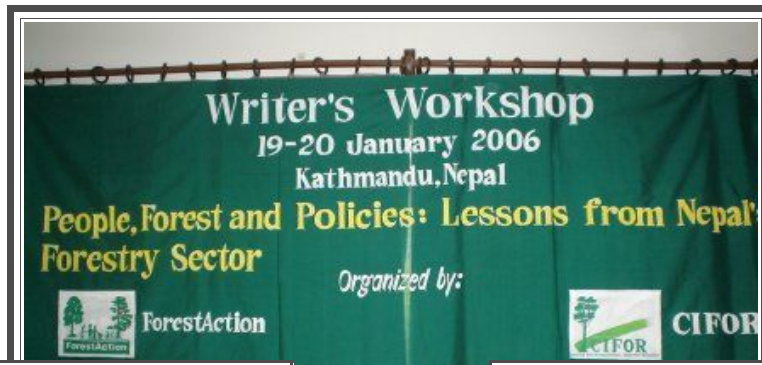
- Annex 1: Analytical Framework -

Contexts	Policies and Programs	Implementation, Approaches and Strategies	Actors in Implementation and Formulation	Policy and Program in Practice	Beyond Policy	Impacts
Drivers to policies Breeding grounds of actors Part of the beyond policies Geographical features and resources	Formulation process · Policy · Legislations · Regulations Formulation of programme Political spaces for resource users (rights, democratic governance)	Implementation arrangement Group approach Group formation strategy/process Focus on resource for alternatives (such as buffer zone to reduce pressure on National Park) Orientation (enterprise or resource management) Specificity such as landscape level management or forest patch level management Line agencies collaborations Provision of service providers including NGOs	What roles each actors play? Co-evolution and creation of actors (such as FECOFUN)	What has happened at implementation level What are the current situations? Innovations Processes	Social field Market	What was intended and what has been achieved in terms of livelihoods and resource impacts?

Overview of the Policies and Programs

Emergence and Development of Natural Resource Management Policies and Programmes in Nepal: Political, Social and Economic Contexts

This chapter is expected to give a broad overview of natural resource management in Nepal, specifically discussing the national and international processes that brought about the emergence of the participatory forestry programs discussed in this book. Particular focus will be placed on the broad political and economic contexts that initiated these programs, while it is expected that the program chapters following would be able to summarize the policy processes specific to each program.

Introduction

- Setting the scene in the national, regional and global contexts of NRM

- Larger environmental discourse- political economy and political ecology

- Paradigm shift- who should manage the natural resources

- Why Nepal- what other world can learn from Nepal?

Land and Forest Policies in the Historical Context: How have the state and the citizens perceived the policies and programmes prior to the 1950s?

- Shah Regime

    Prior to 1743- Nepal was a fragmented group of petty states, the land under state ownership, state pressured peasant farmers to convert as much forest lands as possible to agriculture, local functionaries to link the rulers and the local pay tax, *Jagir and birta land*, the peasants were allowed to collect forest products from local forest land, later gift *(theki)* or free labour had to offer in exchange of land (in 18th and 19th century)

    The Shah King (17-43-1945) unified Nepal by expanding and strengthening its army, granted an extended area of land as *jagir* to soldiers to strengthen its military base.

- Rana Regime (1846-1950)

    Land grant system confined to their family members and key officials, by 1950 one third of the country's agricultural and forestlands had been granted to private individuals, and of that some three-fourth belonged to Ranas (Regmi, M. C. 1878. Land Tenure and Taxation in Nepal. Kathmandu: Ratna Pustak Bhandar), many rural farmers became tenants of *birta* holders, *kut* (contract) system, *bonded labour*, interrelationship between the rural and birta owner to stay in power, local functionaries control the lands and forests, Ranas extensively exploited the Terai forest exporting to Inida for Railway sleepers, in exchange The British India did not enter into Nepal (as their political mission to extend their territory).

- Review of the work of L.F Stiller (The Rise of the House of Gurkha 1768-1816, The Silent Cry: The People of Nepal – 1816-1839) and M. C. Regmi (Land Tenure and Taxation in Nepal, Thatched Huts and Stucco Palaces)

1950-19960s

- Abolition of Birta Land Tenure System

  Opened Nepal to the outside world, plan development process initiated, the concept of decentralization embedded with the Tribhuvan Village Development Programme, back to the village campaign in 1961 with the introduction of Panchayat system

- Nationalization of Forest in 1957

  Vesting control over the resource over Forest Department, new forest act in 1961 defining new policing role for the department, government also extended it role in forest production and marketing, establishment of forest industries in Terai based on timber, the Department took responsibilities to supply the raw materials to these industries, exported logs and other semi-processed forest products to neighbouring country to India, there was a provision for community forestry in the Act, but was never implemented in this period.

  The stated objective to nationalize the country's forest resources was to release the forestland from the limited number of *birta* owner to to use the income for the welfare of nation, but with the new government there was hidden political and economic interests to generate revenue to expand its political agenda, the Forest department took the same role that the Birta holder had done before (Malla 2001).

- Land reform
- Resettlement programme in the dense forest of Terai
- Plantation programme (forest planted sapling in barren land and local people uprooted them in evening)

1970s-1980s

- Social, political and economic contexts in this period
- Theory of Himalayan degradation
- Paradigm shift in development (IRDP)
- Emergence of participatory approaches
- Tree plantation by the local people
- Concept of community management
- Concept of watershed management as a part of IRDP in mid 1980s
- Experiment on the community management by donors
- Panchayat and Panchayat protected forest
- Emergence of the concept and practices of conservation by community (Annapurna Conservation area)
- All these resulted into the development of Master Plan for the Forestry Sector

1990-1995

- Democratic movement
- Changing global political economy
- Group approach in development
- CFUG was recognised as a legal entity at local level (local autonomy was recognised)
- Participatory approach introduced in protected area management in the form of buffer zone management (Park and people programme)-participatory approaches began in forestry from 1970s, but the concept was introduced in conservation area only in the mid 1980s (what were the drivers and resistances in introducing participatory approaches in conservation area?). The concept people participation in protected area came only in 1990s in the form of buffer zone management (almost 20 years later than in community forestry).
- Leasehold forestry programme also came into existence- IFAD's loan assistance –context in which this loan assistance was accepted by the government of Nepal.

1996-2000

- Emergence of Maoist insurgency
- Bad governance of the political system
- Up and down in forest policies and legislations (regressive move initiated by the forest bureaucracy taking the opportunity of fluid political situation)
- Resistance movements (emergence of FECOFUN-civil society)
- Community Forestry is only viable democratic institution operating at local level within the context of Maoist insurgency in Nepal.

2000 Onwards

- Announcement of forest policy for Terai forest management - political and economic contexts.
- Collaborative Forest Management Programme
- Some stakeholders consider it as rival of community forestry
- This programme is highly debated
- FECOFUN has heavily protested
- Pro and anti group both in the realm of government and civil society on collaborative forest management

Livelihoods Impacts

- The concept of livelihoods in forestry is recent phenomenon.
- How these programmes increased the access to different assets, established the fair rule of game and empowered the agencies (dalit, women, janajati, poor and other marginalised groups)

Chronological Development of the Forestry Programmes

Timeline	Programmes and Objectives	Political, Social and Economic Contexts	Major Characteristics	Conservation and Livelihood Impacts
1970s	Community Forestry	Forests were degraded because of the nationalization of the forests in 1957. The government could not control the degradation. International agencies heralded the destruction of Nepal's forest resources and land degradation The concept of participatory discourses in development was strongly pressing.	Forest User Groups as autonomous legal entities. Debates are going on the issues of inclusion of the excluded. Governance and livelihoods are the major agenda on community forestry, a mother participatory programme of all participatory forest management programmes	Enhancement of capital assets (natural, physical, social, political and financial). Bharat's article on Nepal weekly. Amount of land allocation and total number of the poorest of the poor involved, NTFP collection, enterprises etc.
1980s	Watershed Management	The learning from community forest management needed to be scaled up to landscape level management and needed to be integrated to other development activities such as livestock, agriculture and infrastructure development.		
1980s	Conservation Area Management	It was realized that people participation is most important to conserve the natural resources, discourses that nature and culture can not be separated each other. Participatory discourses were in place Realisation of the link between biodiversity and local livelihoods. Learning from community forestry appears to be useful for adaptation in conservation areas.	Conservation Development Committee in each VDC (10-15 members, including dalits and women). 5 years plan with the committee. Management under the Conservation Area Regulation 1994. Income generated by the plan is mostly used for local development.	Enterprises being in operations Number of people involved and benefit to the poorest of the poor.

Timeline	Programmes and Objectives	Political, Social and Economic Contexts	Major Characteristics	Conservation and Livelihood Impacts
1990s	Leasehold Forestry	Master Plan for the Forestry Sector 1989 has made a provision of Leasehold Forestry with an emphasis among other programmes. The Forest Act 1993 and Forest Regulation 1995 have prioritized the leasehold forestry to be allocated for the poorest of the poor to improve their livelihoods.	Both for commercial purpose and livelihood purpose. Priority has been provided to the poorest of the poor. 5-7 households in one group Lease for 40 years period. Forests are handed over only by the Regional Directorate or Ministry.	Enterprises in operation. Number of poor people engaged in income generation.
1990s	Buffer Zone Management	A big tension was between the Park and people The pressure of local people on the national park needed to reduce A program that promoted the generation of resources within the area where people live was urgent need to reduce the pressure The negative perception of the people to Park also needed to turn into positive perception through the development activities in the buffer zone area. National Park and Wildlife Conservation Act 1993, 4th Amendment has made a provision for the investment of the income of National Parks (30-50 percent) on social and economic development of buffer zones.	Buffer Zone User Committee at the VDC level with 9 executive members in committee. Buffer Zone Council comprises the Chairperson of all committees with Park Warden as Secretary.	Number and kind of development activities. Access and control held by the local people, primarily of the poor and marginalized.
2000s	Collaborative Forest Management	Government's resistance in handing over the Terai forest began soon after the enactment of Forest Act and Forest Regulation as in hills the hand over of the forest was in high speed. Government put forwarded Terai forest management in the form of OFMP In 2000, Terai Forest Policy was enacted and that brought the concept of collaborative forest management. Interest of the multinational company in Nepal's Terai forest was high.	Considered as a Forest Sector Wide Programme. Institutional structure- DFCC 75% of the total revenue goes to the government Forest is not handed over Decision-making power rests at the district level.	

Community Forestry

Part 1. Contexts

Community forestry was originally driven by the deforestation/environmental debates of the 1970's and was at the time perceived largely as a means of conserving forests. From this it evolved into a 'needs based' programme for meeting subsistence forest product needs of rural communities. Subsequently it continues to adapt to shifting national agendas and priorities of poverty reduction, addressing the causes and impacts of conflict and promoting democracy although whilst still continuing to meet these original aims.

Part 2. Policies and Programmes

CF evolved through an iterative process of 'action learning' since the 1980's where policy was sometimes strongly influenced by field experience and practice. Thus the main current legislation (Forest Act 1993) was grounded in actual experience and has a strong emphasis on the rights of rural people to use forests. How CF practice and programmes have actually influenced policy development can be shown through a series of examples (of this policy feedback loops).

Despite this, substantial policy issues still remain. For example, the MPFS (1988) viewed CF as largely subsistence-oriented and this view persists today (for example the 2000 Forest Policy is still restrictive in terms of revenue sharing and commercialisation of community forestry). At various times there have been moves that backtrack from the forward-looking and rights based standpoint of the 1993 legislation. Another issue is that policy interpretation tends to be inconsistent and open to individual interpretation and restrictions through manipulation (restricted access of government staff to the field, bureaucratic procrastination, imposition of 'guidelines' etc.)

Part 3. Implementation Approaches and Strategies

This will be an outline of the 'community forestry process' starting with capacity-building and facilitating attitudinal change amongst actors/facilitators and moving on to group formation processes (local institution-building and functioning), operational planning, forest resource assessment, plan approval, implementation and subsequent revision. More recent approaches include identification of poorest households and livelihood planning and support for these by FUGs through participatory processes.

Part 4. Actors (Implementation and Formulation)

Initially DFO staff were seen as key actors in facilitating and supporting the CF process. Over time roles have shifted, new actors have emerged, and new relationships between actors have developed reflecting a shift in Nepal's socio-political situation as well as the practical implications of the scale of community forestry. In this, the rise and significance of federations within civil society has been significant, as has the increased role and importance of NGOs and the corresponding change in the role of government from police to advisers. A more recent development has been the emergence of partnerships between FUGs and the private sector – especially in the area of forest product utilization, processing and trade and again reflecting the wider prominence of the private sector in Nepal's society.

Part 5. Policy and Programme in Practice

The scale of the community forestry programme is now very large (data). It has become a self-sustaining system that has shifted away from its earlier donor-driven nature and has itself (through its scale, and advocacy role) been able to influence donors and other (non-forestry) sectors. Despite this, the value and contribution of CF (despite its scale) is not well recognised by the national accounting system in terms of its overall economic contribution. Only limited direct government revenue is generated through CF although its wider contribution to local economy is likely to be significant (show costs and benefit data for this). Linkages between the sub-sector and NPC are weak, as are impact monitoring, information flows, and data. At national level data still tend to reflect physical targets on implementation rather than impacts (particularly on poverty given the emphasis of this in the PRSP & 10th FYP)

The scope of community forestry (the physical and socio-political contexts in which CF actually works) is still limited. It does not yet significantly encompass high altitude areas (few people; much high value forest/inaccessibility) or the Terai (many people; more pressure; high value forest/accessibility). Application of community forestry in these areas still remains a challenge only likely to be addressed by shifts in the prevailing community forestry 'model'. In practice, the CF sub-sector has already started to evolve beyond subsistence level forestry into a wider context e.g. commercial enterprises, non-forestry local development etc. The perceived success of community forestry has also enabled the sub-sector to have important influences over other forestry sub-sectors and similar processes and methodologies have started to be widely applied in other programmes e.g. biodiversity, watersheds etc.

The widespread recognition that poverty and equity issues were not being adequately addressed through community forestry has had a significant influence on implementation and practice in recent years. Increasing importance is now given to addressing poverty and equity issues in through CF by the development of new linkages and mechanisms. Consequently, awareness of poverty and equity issues has been significantly raised both amongst FUGs and within a range of service providers and supporting institutions (including government). Linked with this is an understanding that at village level, case and gender dimensions still have an important, far-reaching, influence that has yet to be adequately addressed.

There is limited scope for community forestry in the mid-hills to reduce poverty unless there is a greater degree of commercialisation (through a more conducive government enabling environment). In the Terai and in high altitude areas the potential for this (and subsequently for poverty impact) is much greater since the resource handed over is more valuable. However, the scale of handover of CF in both these areas is still too low to have significant effects on poverty reduction.

6. Beyond Policy

Beyond the original aims of community forestry (as articulated in forestry policy) there have been significant and sometimes unexpected consequences. In the current conflict situation, CF continues to have a strong influence on the political process and on local democracy and inclusive self-governance (use quotes from Prakitik Samparna and other journalists about CF/democracy relations plus comparative data on governance with other sectors in both government and non-government e.g. education, judiciary, local development etc). CF through its experiences affecting decision-making and working practices of government institutions, has made an influential contribution to putting into practice the principles of good governance (outline these principles and how they have been influenced by CF).

Possibly the most important issue of this chapter is the threat to FUG autonomy presented by Maoists, existing government, and potential local governments. These all try to control and influence FUGs (through capturing and controlling funds, human resources, coercion etc.) believing in (apparently) 'centralised decentralisation'. Nowadays FUGs represent a source of funds and a vote bank that attracts eager interest from conflicting parties – however, considerable resistance to this outside control is being presented by FUGs themselves. The challenge is to educate these external actors about local processes and about the role of civil society in managing natural resources. This is a significant step from the government forestry paradigm that is deeply entrenched.

Another important outcome of community forestry has been the contributions made and the linkages forged between FUGs, VDCs and local infrastructure development (drinking water, schools, roads, community buildings, irrigation systems, bridges, health services etc.).

Finally, it was never anticipated that CF in Nepal would influence participatory forestry in a wider, regional context. However, it is clear that practice in countries like Bhutan, India, Vietnam etc. has to a certain extent benefited from the learning generated in Nepal (information on this from RECOFTC). Possibly this effect would have been more widespread had there not been a limited opportunity for cross-learning and experience sharing between countries, and if donors were not averse to supporting regionalised programmes although a nationalistic view consisting of an unwillingness to learn from others has undoubtedly also contributed to this.

7. Impacts

This chapter will bring together evidence (backed up by existing information) of the impacts of CF.

Area of Impact	Type and Source of Impact Information
Environment/Forest Condition	Data from various sources including NUKCFP/LFP
Social/Livelihoods	Numerous sources that highlight both positive impacts and issues
Poverty/Equity	need to identify specific data sources for this – possibly NSCFP
Local Institutions	Can analyze FUGs within conceptual frameworks for 'robustness' and institutional sustainability – probably more qualitative than quantitative
Government Institutions	Might be possible to try to look at DoF changes that can be attributed to the widespread acceptance of the CF paradigm (e.g. one indicator might be how many theses have been written on 'social' rather than 'technical' aspects of forestry)
Political Impact	Not yet sure how we can demonstrate this quantitatively – but it is important to show how local democracy has persisted in the face of serious challenges through FUGs
Economic	Recent information is lacking (national level). Can we extrapolate from local sources to identify contribution to national economy?

8. Lessons Learned

- Some of the key lessons (already highlighted in earlier sections)

- Policy-practice loop – need for practice to come first for appropriate policy development. Sound policy itself cannot ensure its interpretation on the ground.

- Building robust local institutions is the key to their sustainability and their ability to deliver real outcomes (livelihoods/environment) as well their ability to withstand external pressures and sustain local democracy under adverse conditions.

Concentration on subsistence livelihoods and meeting local needs have too frequently masked the underlying need to emphasize commercialization if issues of poverty and equity are to be addressed. Although CF has been slow to move in this direction, the strong institutional base on which it is built will undoubtedly enable this to happen in the future, although significant issues of caste/gender etc will continue to create inequity in benefits and costs.

Leasehold Forestry

Key Issues:

1. Policy Issues

- Legal priority towards CF
- Certain parts of remaining tree resources during hand-over
- The status of tree resources on land upon termination of lease
- Poor identification
- Environmental assessment
- Inheritance: Poverty dynamism Vs incentives
- Financial analysis
- Authority to hand-over
- Compensation of poor people's cost for rehabilitating degraded forests
- Political boundary of groups and respective forests

2. Program Issues

- Entrepreneurship
- Inter-groups/federation
- Leasehold-community interface/Mainstream poverty at inter-group level
- Interest rebate for old groups
- Program support to old groups
- Small infrastructure program

3. Practice Issues

- Shifting cultivation: Land degradation vs. traditional rights
- Economic class-based group
- Inter-group conflicts (LHG vs. LHG and LHG vs. CFUG)

Cross Cutting Issues:

- Community Empowerment
- Ownership
- Balance between Conservation and Development
- Sharing of Economic Benefits
- Linking Conservation with Livelihoods
- Social Inclusion
- Conflict Situation

Chapter Outline:

1. Introduction

2. Poverty Context

3. Pro-Poor Community-Based Forest Management
   a. Policy Evolution: From 1992 onwards
   b. Project Intervention (HLFFDP): Impacts and Lessons
   c. Program Approach (LFLP): Changing Context

4. Constraints and Opportunities

5. Ways Forward

Protected Area Management/Conservation Areas

Chapter Outline:

History of Protected Area Management:

- Shortcomings in reference to livelihood
- Participatory conservation approaches
- Highlight differences between Conservation Areas and National Parks

Policies:

- Overview of Protected Areas
- Conservation Area policies

Program Approaches:

- Mobilization
- Multiple land uses
- Alternative livelihoods

Impacts:

- Conservation
- Livelihoods
- Policies

Ways Forward:

Buffer Zone Management

Chapter Outline:

Introduction:

- Buffer Zone: A participatory intervention in Protected Area management
- Aimed at sustainability of Protected Areas by resolving park-people conflicts
- Adopted widely in Nepal
- Need for a critical reflection to realize the intended goals

Socio-Economic and Environmental Policy Contexts:

- Environmental concerns and expansion of Protected Areas
- Differential interaction between people & environment
- Initiatives to address resource conflict around Protected Areas

Policy Process: Origin, Design and Implementation:

- Mechanisms of implementation
- Evolution and maturation of BZ policy
- Social actors –shifting interests, roles
- Reinterpretation, mediation, rationalization

Biodiversity and Livelihoods Outcomes:

- Regeneration of resources/biodiversity
- Community development
- Emergence of local institutions
- Reducing park-people conflict

Emerging Issues and Challenges:

- Elite control
- Poor link between conservation and livelihoods
- Funding: effects of the conflict

Strategies to Address These Issues:

- Group Concept
- Targeting Groups

Lessons Learned:

Watershed Management

Chapter Outline:

1: Evolution of Watershed Management Policy

- History of Watershed Management policies and program
- Institutional arrangement (linking with VDC and DDC planning process)
- Watershed management policy provision to benefit poor
- Provision for involving NGOs and civil societies in the process

2: Actors Involved in the Formulation Process of Watershed Management Policy

- Actors involved: International, national and local
- Role of different actors involved
- Relationship between different actors

3:Policy and Program in Practice

- Implementation process and strategy
- Approach: Integrated vs. Sectoral
- Linkage with other agencies
- Examples

4:Implementation Process at the Local Level

- Bio-physical context
- Socio-economic situation: Poverty and Livelihood contexts
- Description of project implemented activities

5: Impacts of the Program

- Change in livelihood strategies of rural people
- Changing pattern of household income
- Increases in community development activities
- Change in awareness and capacity building
- Increased access of disadvantaged and poor people to decision-making
- Effect of armed conflict

6: Challenges, Opportunities and Lessons Learned

- Challenges and Opportunities: Conflict and Social Change
- Lessons Learned: What worked? What did not work?
- Strategies for the Future

Collaborative Forest Management

Chapter Outline:

1: Background / Context

- Terai is different (geographical distribution of forests and people)
- Differences between districts
- Access and value of forests
- Demographic history
- Forest (mis)management vs. conversion for agriculture / encroachment
- Forest – livelihoods linkages
- TAL

2: Forest History

- FMUDP & Bara Forest Management Plan
- OFMPs
- DFO/TCN 4D timber collection
- Slow / patchy Community Forestry implementation

3: Arguments for Collaborative Forest Management

- Apparent Problems with Community Forestry
- Failures of OFMPs
- Distant Users
- Revenue Sharing
- Active Management

4: CFM Policy Development

- Dr Kanel's concept paper
- DoF (donors?) meeting in Chitwan
- Policy 2000
- Ongoing development through BISEP-ST and FSCC sub-workgroup on CFM
- Opposition

5: CFM Implementation Development & Feedback into Policy

- BISEP-ST / LFP / WTLCP
- Development of DFCCs
- Development of DFSPs
- CFM manual
- What CFM is
- Piloting in Bara, Parsa, Rautahat
    - Ad hoc committees
    - Scheme preparation
    - Group formation
    - Scheme implementation
- Spontaneous CFM groups
- Revised CFM manual
- Livelihoods enhancement
- Other districts (LFP, WTLCP, Morang)

6: What Comes Next

7: Alternatives

Adapted Community Forestry

- Annex 3: Program Schedules -

Thursday January 19, 2006

8:00 — Arrival and Breakfast

9:15 — Introduction of Participants: Dr. Netra Timsina

— **Introduction to CIFOR: Chetan Kumar**
>About CIFOR
>CIFOR's Approach to Research
>CIFOR-IFAD TAG Project
>Introduction to the book
>>Objectives of the book
>>General Framework
>Objectives of the workshop

— **Introduction to ForestAction Nepal: Dr. Netra Timsina**
>About ForestAction Nepal
>Organization of the book
>Authors of the book
>Analytical Framework

— **Address by the Chief Guest, Dr. Swoyambhuman Amataya**
>Secretary of the Ministry of Forest and Soil Conservation

10:00 — **Tea Break**

10:10 — **The Science of Scientific Writing: Dr. Netra Timsina**

10:10 — **Open Plenary Discussion**
>Audience and Writing Style
>Data Sources
>The Introductory Chapters
>Conceptual and Analytical Framework
>Overarching Messages of the Book
>Cross Cutting Issues
>Title of the Book

11:00 — **Tea Break**

11:10 — **Open Plenary Discussion: continued**

12:00 — **Summary of Morning's Discussion: Peter Branney**

12:25 — **Introduction to the Group Work Process: Dr. Netra Timsina**

12:30 — **Lunch Break**

1:30   - Group Work Process: Chapter discussions

          Key issues

          Chapter title

          Draft chapter outline

          Division of responsibilities

4:00   - Sage Publications and the Publishing Process: Anamika Mukharji

4:30   - Presentation of Chapter Outlines

5:30   - Conclusion of Day 1

Saturday January 21, 2006

8:15   - Feedback from the Publisher: Anamika Mukharji

8:30   - Open Plenary Discussion

10:15   - Wrap-up and Closing

- Annex 4: Program Participants -

Thursday January 19, 2006

Chief Guest:

Dr. Swoyambhuman Amataya
Secretary of the Ministry of Forest and Soil Conservation

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o   **Basundhara Bhattarai** – ForestAction

o   **Dr. Bharat Pokharel** – Nepal Swiss Community Forestry Project

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o   **Dr. Chandra Gurung** – World Wildlife Fund

o   **Gehendra Gurung** – Practical Action

o   **Govinda Kafle** – Department of Forest

o   **James Bampton** – Livelihoods and Forestry Programme, DFID

o   **Mani Ram Banjade** – ForestAction

o   **Dr. Mohan Wagley** – Ministry of Forest and Soil Conservation

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