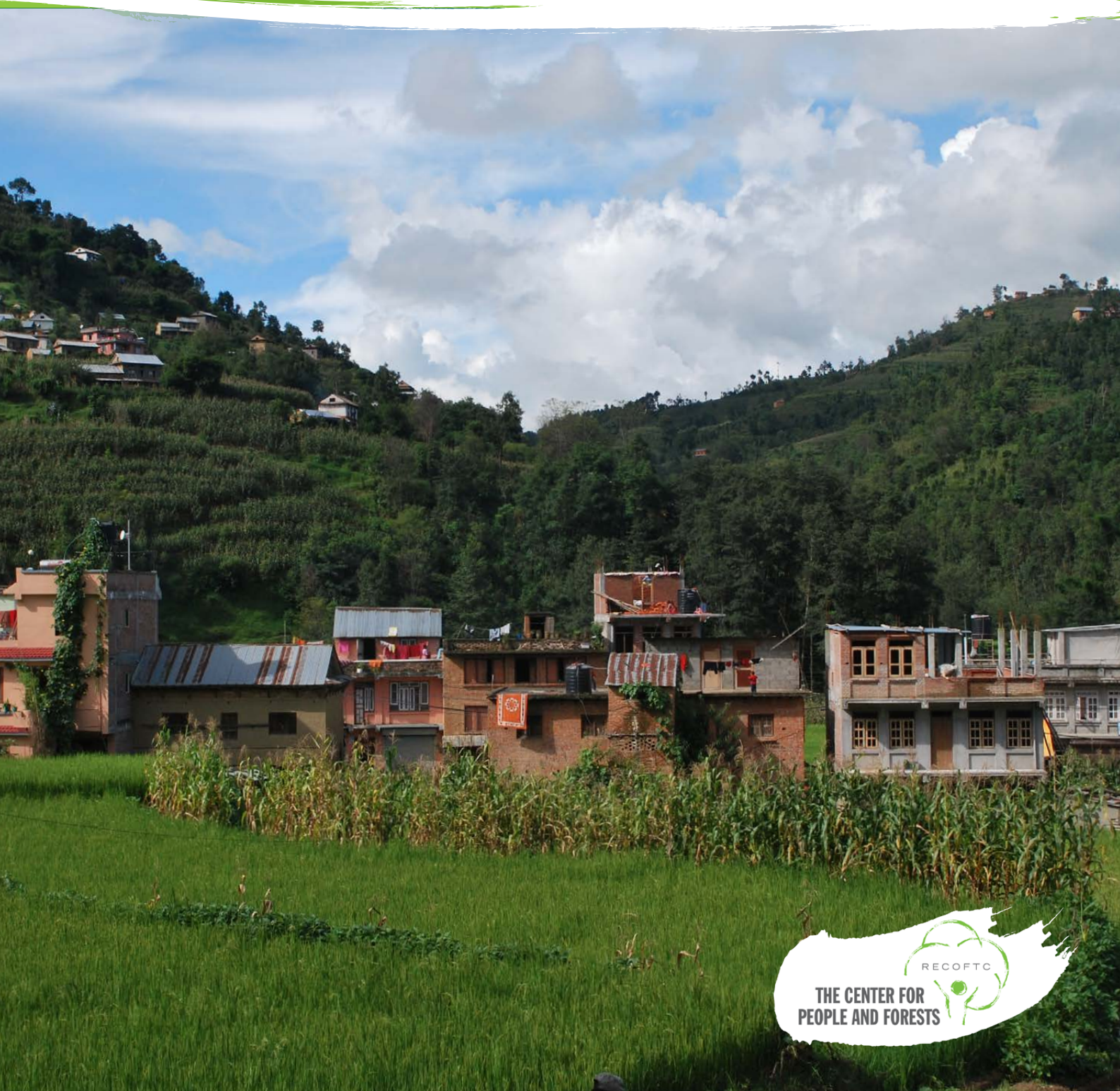


Country engagement strategy Nepal

RECOFTC - The Center for People and Forests

2013-2018



Country engagement strategy Nepal 2013-2018

RECOFTC - The Center for People and Forests

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Bangkok, Thailand

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Country engagement strategy Nepal

RECOFTC - The Center for People and Forests
Bangkok 2016

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Acronyms and abbreviations

ADB	Asian Development Bank
ANSAB	AsiaNetwork for Sustainable Agriculture and Bioresources
CARE	Cooperative for Assistance and Relief Everywhere
CBS	Central Bureau of Statistics
CBD	Convention on Biological Diversity
CF	Community Forestry
CFM	Collaborative Forest Management
CFUG (s)	Community Forestry User Group(s)
COFSUN	Community-Based Forestry Supporter's Network
CSO	Civil Society Organization
DDC	District Development Committee
DFCC	District Forest Coordination Committee
DFID	Department for International Development (UK)
DFO	District Forest Office
DNPWC	Department of National Parks and Wildlife Conservation
DoF	Department of Forests
ELM	Enhancing Livelihoods and Markets
EC	European Commission
FAO	Food and Agriculture Organization of the United Nations
FECOFUN	Federation of Community Forestry Users in Nepal
ICIMOD	International Centre for Integrated Mountain Development
IUCN	International Union for the Conservation of Nature
GDP	Gross Domestic Product
GESI	Gender Equality and Social Inclusion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPSE	Gender, Poverty, and Social Equity
HIMAWANTI	Himalayan Grassroots Women's Natural Resource Management Association
MA&D	Market Analysis and Development
M&E	Monitoring and Evaluation
MoFi	Ministry of Finance
MoEST	Ministry of Environment, Science and Technology
MoFSC	Ministry of Forests and Soil Conservation
MoU	Memorandum of Understanding
MPFS	Master Plan for the Forestry Sector
MPI	Multi-dimensional Poverty Indicator
MSFP	Multi Stakeholder Forestry Program
MSSC	Multi Stakeholder Steering Committee
NEFIN	Nepal Federation of Indigenous Nationalities
Norad	Norwegian Agency for Development Cooperation
NPC	National Planning Commission

OECD	Organisation for Economic Co-operation and Development
OPHI	Oxford Poverty and Human Development Initiative
PA	Protected Area
PFCC	People, Forests and Climate Change
PM&E	Participatory Monitoring and Evaluation
RECOFTC	RECOFTC – The Center for People and Forests (Regional Community Forestry Training Center for Asia and the Pacific)
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
REDD+	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
RRI	Rights and Resources Initiative
SCF	Securing Community Forestry
SDC	Swiss Development Cooperation
SFM	Sustainable Forest Management
SIGE	Social Inclusion and Gender Equity
TA	Technical Assistance
TFC	Transforming Forest Conflicts
ToT	Training of Trainers
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VDC	Village Development Committee
WATCH	Women Acting Together for Change
WB	World Bank

Executive summary

More than 80 percent of Nepal's population of 30 million lives in rural areas and agriculture is their main livelihood. Farming systems depend heavily on forests as a source of fodder and nutrients for maintaining soil fertility. Most rural people continue to use fuelwood as their main source of energy. Off-farm income from rural migrants is significant, contributing more than 20 percent to the national GDP and has become increasingly important for many rural families. Migration of youth to Near Eastern countries and their remittances provide important support to rural livelihoods.

Nepal has experienced a long period of political and armed conflict. Uncertainty continues with the latest elected constituent assembly and the coalition government's inability to finalize the federalist shape of Nepal in the future to accommodate the considerable geographical, economic and cultural diversity.

About 39 percent of Nepal's land area of 5.5 million ha is defined as forest land whereas the forested area with 10 percent crown cover is estimated at 25 percent or 3.6 million ha of the land area. Most of the forests are located in the hills and low mountains, where the bulk of the community forests are also found. Recent data from the Department of Forests (DoF) indicates that 18 334 user groups, involving 2.24 million households, presently manage 1.7 million ha. The management of community forests has made a significant contribution to the stabilization of the overall forest area and the improvement of forest conditions. The main challenges now are the generation of more benefits through better forest management, adding value to the commercialization of forest products and creating an enabling regulatory framework. More intensive management and value addition require stronger governance arrangements in and among user groups so as to ensure transparent decision-making and enhanced equity in sharing of the benefits. This also implies the need for support to enhance the voice of women and other marginalized groups. There is a wealth of experience and expertise in Nepal that can be mobilized and further developed for community-based forestry extension and there is growing policy commitment as expressed in the vision statement of the Forest Policy of Nepal 2015 'Forestry for National Prosperity' (GoN/MFSC 2015).

The goal of RECOFTC's Nepal Country Program is to support the implementation of this vision. For this purpose, the expected outcomes for 2013 to 2018 include:

- To secure community forestry (CF) through more effective institutions and resources:
 - Capacity development of women CF leaders to provide quality support to user groups in strengthening their CF institutions and enabling them to understand and access the bundle of rights for forestry;
 - Functional forestry sector policy and strategy, including biodiversity strategy and the REDD+ strategy, to enhance local people's rights; and
 - The frequency of RECOFTC publications referred to by partners – the Federation of Community Forestry User Nepal (FECOFUN), the Community-based Forestry Supporter's Network (COFSUN), HIMAWANTI, Forest Action and other relevant rights-based networks working in the forestry sector – to foster CF expansion and advocate for CF rights and governance.

- To enhance local livelihoods and market access through sustainable CF practices:
 - Improved community livelihoods with equitable distribution of resources and benefit sharing through evidence-based economic analysis and revised community forestry user group (CFUG) operational plans;
 - How often key lessons, experiences and success stories in sustainable enterprise development and its contribution to livelihoods and local economy are used; and
 - Increased adaptation of business-oriented practices and frameworks in CFUGs to enhance economic benefits beyond subsistence livelihoods.
- To strengthen enabling conditions for local people's engagement in the governance of forested landscapes in the context of climate change impacts:
 - The numbers of trained CFUG leaders for integrating and implementing climate change mitigation and adaptation interventions in their operational plans;
 - Increased participation of grassroots civil society organizations (CSOs), CFUG networks and women's networks to engage in addressing REDD+ and climate change policy processes and structures;
 - The numbers of partners and stakeholders updated about national and international climate change policy to engage in decision-making on forest-based climate change mitigation and adaptation strategies; and
 - The number of CF-based climate change mitigation and adaptation interventions integrated in CFUG operational plans that are demonstrated and scaled up.
- To enhance the effectiveness and support the establishment of institutions to transform forest conflicts:
 - The numbers of grassroots community groups capable of transforming potential forest conflicts in their communities;
 - Changes in policy on conflicts and CF and engaging local people in the conflict transformation process; and
 - The numbers of stakeholders in the forestry sector strategies to address the potential causes of conflict and ways of transformation.



1

RECOFTC's vision and mission

RECOFTC's vision is that "empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes." To achieve this, RECOFTC has missions to enhance capacities for stronger rights, improve governance and ensure fairer benefits for local people in sustainable forested landscapes in the Asia and Pacific region.

RECOFTC's vision and mission in national CF development is based on its Strategic Plan for 2013-2018 (RECOFTC, 2013a) and its analysis of the state, prospects and priorities for national CF development in Nepal. In this section, a brief description of RECOFTC's past activities, the current status of RECOFTC's country programme and the strategic programme framework are presented.

1.1 RECOFTC's history of CF development support

Nepal has been actively involved in RECOFTC's regional CF programme activities since the early 1990s. A collaborative CF development support programme was implemented as part of the RECOFTC/FAO Forest, Trees and People in Asia programme during the period 2003-2005, facilitated by Women Acting Together for Change (WATCH). Activities included international training courses held in Nepal, case studies and development of training materials in Market Analysis and Development (MA&D) and forest management schools (Miagostovich, 2003; Singh, 2003), pilot activities on governance of CFUGs to foster inclusion of women and marginalized people, strengthening governance and capacity for service delivery in FECOFUN and the development of a Community-based Forestry Supporter's Network (COFSUN).

More recently – since 2008 – RECOFTC's activities in Nepal have included training in CF and watershed management, collaborative activities with FECOFUN for development of CFUG constitutions and workplans, study of the internal governance of CFUGs, a CF Champions workshop and a study tour for sharing lessons and networking, a study on the regulatory constraints of timber trade and promoting forest-based entrepreneurship. The regional project on grassroots capacity building for REDD+ has been ongoing since 2009 with key activities – training material development, district-level training of trainers (ToTs) and community-level awareness raising in 18 districts by engaging with a range of stakeholders, including local journalists. Training and awareness raising cover a range of topics, including climate change impacts, forest management and governance, community rights, gender equity and benefit sharing. In the context of forest conflict transformation, a study of REDD+ and conflict in CF as well as a workshop on conflict and REDD+ were conducted.

The Ministry of Forests and Soil Conservation (MoFSC) and RECOFTC have signed a Memorandum of Understanding (MoU) to support community-based forestry development in Nepal and particularly to share lessons from CF in Nepal with other countries in the Asia-Pacific region.

1.2 RECOFTC's Strategic Plan 2013-2018

RECOFTC's thematic areas and functional approaches are outcome-driven and focus on addressing key issues to achieve measurable progress towards positive changes in rights, governance and benefits (Table 1).

Table 1. RECOFTC's thematic areas

Thematic areas	Strategic outcomes
Securing community forestry	Institutions and resources for securing CF are more effective.
Enhancing livelihoods and markets	Institutions are actively enhancing local livelihoods through sustainable CF practices.
People, forests and climate change	Enabling environments for local people's engagement in forested landscapes in the context of climate change are strengthened.
Transforming forest conflicts	Institutions to transform conflict are in place and becoming more effective.

These results will derive from achieving intermediate outcomes that are the result of four functional approaches applied in each thematic area both regionally and in programme countries (Table 2).

Table 2. RECOFTC's functional approaches

Functional approaches	Intermediate outcomes
Training and learning networks	Enhanced capacities are used by key stakeholders to provide quality support and professional advice to local communities.
Research, analysis and synthesis	Enabling policies and regulatory instruments are adopted to enhance the rights of local people, improve forest governance and ensure a fairer share of benefits.
Strategic communications	Communications strategies are used to enhance awareness, attitudes and behaviours among target audiences.
Piloting and demonstrating	Improved practices adopted in CF are effectively replicated.

During this strategic plan period, RECOFTC will enhance the value of its approach by fostering a learning culture and creating a learning environment within RECOFTC and with its partners, and placing increased emphasis on addressing the cross-cutting issues of:

- **Social inclusion and gender equity through a rights-based approach**

Key components are laid out to ensure that a socially inclusive approach is mainstreamed across thematic areas and functional approaches with systematic monitoring and evaluation (M&E) mechanisms. These are an integration of social and gender equity perspectives in regional and country-specific programmes and projects; organizational capacity development with supportive functions, processes and policies; expansion of social inclusion and gender-focused work; and knowledge sharing for social and gender-responsive policy and practice.

- **CF leadership development**

This initiative consolidates RECOFTC's core business of strengthening and expanding CF in the region with a targeted approach to identifying and cultivating 'agents of change' within the field of CF. Building on RECOFTC's extensive CF networks and learning from cutting-edge leadership development approaches being pioneered elsewhere, RECOFTC will identify and cultivate long-term relationships with key individuals demonstrating the potential to bring about real and effective change in the field of CF.

■ **Participatory monitoring and evaluation (PM&E)**

Active engagement with key project stakeholders in assessing the progress of the programme or project and in particular the achievement of results is the focus of this cross-cutting effort. Through their active engagement, they are enabled to share control over the content, the process and the results of the M&E activities. Consequently, the assessments and learning from changes become more inclusive and responsive to the needs of the people directly affected, building ownership and empowering beneficiaries. Eventually, accountability and transparency, including timely corrective actions for improved performance and outcomes can be pursued.

Parallel with its regional work, RECOFTC will consolidate and expand its engagement with eight focal countries: Cambodia, China, Indonesia, Lao PDR, Myanmar, Nepal, Thailand and Viet Nam. RECOFTC will also continue to engage with other countries in the region and beyond, where it can add value and find opportunities for mutual learning.

The focus of the country programmes is on supporting development and building capacity for the implementation of national CF programmes, comprising the following elements:

- Development of individual and organizational capacities for CF development;
- CF development at the field level:
 - Identification of potential forest communities;
 - Formalization of CF institutions and framework;
 - Management planning of CF institutions for sustainable CF management; and
 - Ongoing management/implementation/institutional development.
- CF networks and coordination (within and between stakeholder groups);
- CF research and information management (including M&E); and
- Policy, legislation and administrative development.

Table 3. Proposed framework for national CF programme components

1 Training	2 CF Development		3 Information Management and Communication	4 Networks and learning groups	5 Policy and regulatory framework development
	CF establishment and management	Additional subcomponents			
Needs assessment	Identification - communities and forests	Institutional development	Research	CF membership networks	Review
Course & materials development	Formalization	Enterprise development	M&E	Multi-stakeholder networks and learning groups	Clarification
Training / coaching	Management planning	PES and climate change mitigation	Database and mapping	National CF working group	Revision
	Implementation	Climate change adaptation	Communication and outreach	Regional and global networking (e.g. ASEAN)	Budget allocation, sustainable financing and investment
		Alternative livelihoods			

Note: PES = payments for ecosystem services; ASEAN = Association of Southeast Asian Nations.

RECOFTC will support the formation or strengthening of national multistakeholder CF working groups, and align its portfolio of in-country initiatives with national CF programmes.



2

National development context

2.1 Geography, population and economy

Nepal's total land area is 14.7 million ha, 15 percent of the area being high mountains (altitudes ranging between 4 877 and 8 848 metres), 68 percent middle hills and mountains (altitudes ranging from 610 to 4 877 metres) and 17 percent the Terai plains.

Figure 1. Ecological zones and administrative regions



Source: UN Nepal Information Platform (2000).

For administrative purposes, until very recently, Nepal had five development regions (Figure 1), which contained 14 development zones, 75 districts and 3 913 village development committees (VDCs) (UNFPA, 2013). However, according to the new Constitution of Nepal, promulgated on 20 September 2015 (replacing the interim constitution of 2007) there is a provision for restructuring the federal structure of the country by carving out seven provinces. Village or municipal councils will be the direct administrative units below provincial governance (CAN/CDN, 2015).

Road connectivity in Nepal has improved significant and spanned over 42 000 km from 2 700 km in 1970s. Half of the population can now have access to paved roads, which contribute to lesser travel time. The mountain terrain, however, remains a challenge for rural transport. This is particularly the case for more than one-third of the population in the hills who lives more than four hours away from an all-weather road (WB, 2016).

The population of Nepal was estimated at 26.5 million in 2011 and is presently thought to be close to 30 million. Half (50.3 percent) of the population lives in the Terai, 43.0 percent in the middle hills and 6.7 percent in the high mountains. There are 5.4 million households, with only 17 percent of the population living in urban areas (CBS, 2012).

There are officially 59 indigenous nationalities of high- and low-caste Hindus (Dalits) from the hills and the Terai region. High-caste Hindus from the hill region constitute the politically dominant group. The indigenous nationalities movement and particularly the Nepal Federation of Indigenous Nationalities (NEFIN) became a major political force in the 1990s, promoting cultural revitalization and demanding the right to self-determination and a federal state (Hangen, 2007).

Table 4 presents the seven main caste/ethnic groups with 11 regional divisions based on social categories recorded in the 2001 Census (Bennett et al., 2008).

Table 4. Caste/ethnic groups in Nepal

	Main Caste/Ethnic Groups (7)	Caste/Ethnic Groups with Regional Divisions (11) and Social Groups (103) from 2001 Census
Caste Groups	1. Brahman/Chhetri	1.1 Hill Brahman Hill Brahman
		1.2 Hill Chhetri Chhetri, Thakuri, Sanyasi
		1.3 Tarai/Madhesi Brahman/Chhetri Madhesi Brahman, Nurang, Rajput, Kayastha
	2. Tarai/Madhesi Other Castes	2.1 Tarai/Madhesi Other Castes Kewat, Mallah, Lohar, Nuniya, Kahar, Lodha, Rajbhar, Bing, Mali Kamar, Dhuniya, Yadav, Teli, Koiri, Kurmi, Sonar, Baniya, Kalwar, Thakur/Hazam, Kanu, Sudhi, Kumhar, Haluwai, Badhai, Barai, Bhediya/ Gaderi
		3. Dalits
		3.1 Hill Dalit Kami, Damai/Dholi, Sarki, Badi, Gaine, Unidentified Dalits
	3.2 Tarai/Madhesi Dalit Chamar/Harijan, Musahar, Dushad/Paswan, Tatma, Khatwe, Dhobi, Baantar, Chidimar, Dom, Halkhor	
Adivasi/Janajatis	4. Newar	4 Newar Newar
	5. Janajati	5.1 Hill/Mountain Janajati Tamang, Kumal, Sunuwar, Majhi, Danuwar, Thami/Thangmi, Darai, Bhote, Baramu/Bramhu, Pahari, Kusunda, Raji, Raute, Chepang/Praja, Hayu, Magar, Chyantal, Rai, Sherpa, Bhujel/Gharti, Yakha, Thakali, Limbu, Lepcha, Bhote, Byansi, Jirel, Hyalmo, Walung, Gurung, Dura
		5.2. Tarai Janajati Tharu, Jhangad, Dhanuk, Rajbanshi, Gangai, Santhal/Satar, Dhimal, Tajpuriya, Meche, Koche, Kisan, Munda, Kusbadiya/Patharkata, Unidentified Adivasi/Janajati
Other	6. Muslim	6 Muslim Madhesi Muslim, Churoute (Hill Muslim)
	7. Other	7 Other Marwari, Bangali, Jain, Punjabi/Sikh, Unidentified Others

Source: Bennett et al. (2008).

Rural outmigration is high in Nepal. There has been an almost three-fold increase in – largely male – absentee population from 762 181 in 2001 to 1.92 million in 2011. Remittances contributed 22 percent to Nepal's GDP in 2011, ranking the country sixth in the list of top recipients of migrant remittances – in terms of GDP share – in the world (WB, 2013a).

Nepal is among the poorest countries in the world and ranks 157 out of 187 countries on the Human Development Index (UNDP, 2013). However, the proportion of poor people was halved from 53 percent in 2003 to 25 percent in 2010 and the social indicators in education, health and gender have also shown much improvement (WB, 2015). The literacy rate has risen as well, from 57.4 percent in 2001 to 65.9 percent in 2011 (CBS, 2012). Despite having gone

through political instability in the past, Nepal has managed a transition from its post-conflict status toward the formation of a more inclusive and democratic state (WB, 2015).

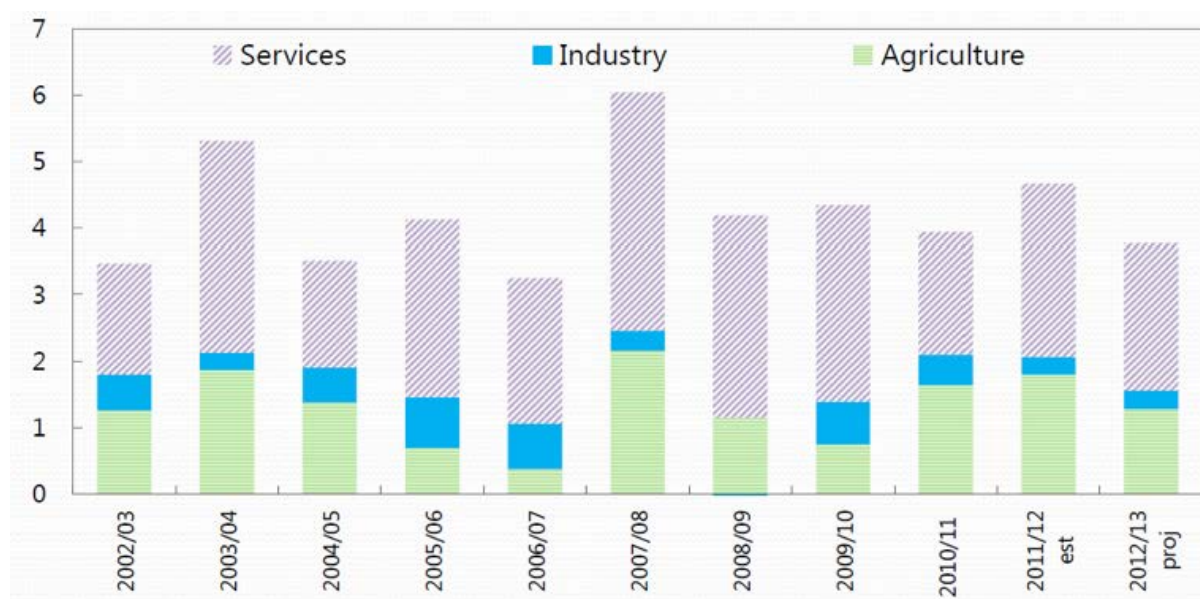
A decade-long armed conflict from 1996 to 2006 also directly affected some of the CFUGs (and other rural development activities). About 16 percent of the CFUGs were located in ‘high conflict’ areas, 59 percent in less-affected ‘medium conflict’ areas and 25 percent in low conflict areas (MoFSC, 2013). Nonetheless, CFUGs proved to be the only functioning village-level institutions during the conflict period and were less vulnerable than other rural institutions (Kumar, 2010).

2.2 National social and economic development

Economic growth (GDP) in Nepal from 2002 to 2003 fluctuated between 3 and 6 percent per year (Richardson, 2012).

Figure 2. Sectoral contributions to growth (%)

Source: Richardson (2012).

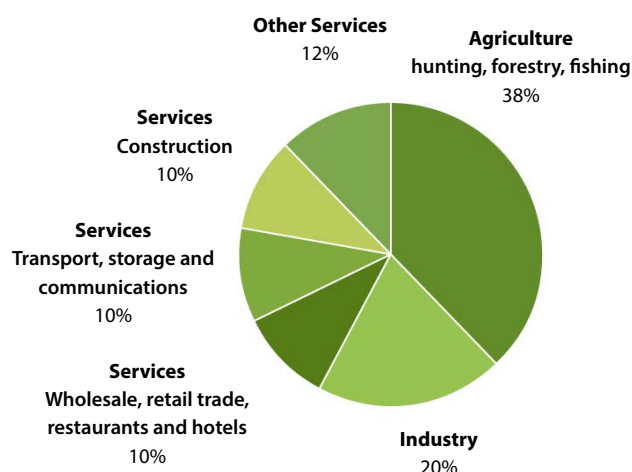


The contribution from agriculture to GDP in 2006 was estimated at 38 percent, juxtaposed by 42 percent from services and 20 percent from industry as shown in Figure 3 (UNCTAD, 2011). Agriculture provided employment for 66 percent of the economically active population (www.doanepal.gov.np). Remittances from international migrants provided another 25 percent of the GDP in 2007 (EC, 2010). The recent earthquake in April 2015 and subsequent aftershocks in the central hills of Nepal have negatively affected the socio-economic situation with loss of nearly 9 000 human lives and destruction of nearly a million households (GON/NPC, PDNA 2015).

The recorded contribution from forestry to GDP slightly improved from 3.7 percent in 1990 to 4.3 percent in 2006. The MoFSC has argued that if unrecorded removals from forests were included and valued, the contribution from forests to the GDP could be as high as 15 percent (MoFSC, 2009a).

Despite the prolonged political uncertainties, Nepal is on track for achieving the Millennium Development Goals. The targets for poverty reduction, maternal mortality and enrollment in primary education are being achieved or are likely to be achieved by the end of 2015 (NPC and UNDP, 2013).

Figure 3. Sectoral composition of GDP in 2006



Source: UNCTAD (2011).

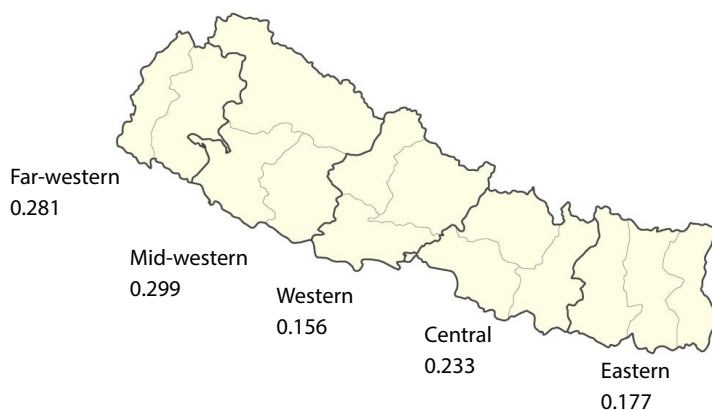
National development plans are prepared by the National Planning Commission under the guidance of the National Development Council. As a result of the political instability, the five-year plans have been replaced by three-year interim plans. The approach paper of the 13th interim plan for 2013 to 2016 has just been finalized as a guideline for ministries to develop and submit their sectoral plans. The approach paper aims at achieving a growth rate of 6-7 percent per year in order to attain the target of becoming a developing country by 2022. It also proposes to decrease the poverty rate from the current 23.8 percent to 18 percent, increase employment by 3.2 percent and keep inflation at 7 percent. Spending for implementation of the plan is projected at NR1.4 trillion, of which NR11 billion is expected to come from the generation of domestic revenues and the remainder from foreign aid and internal loans (Kathmandu Post, 2013a).

Dependence on foreign aid has been considerable in the past. In 2010/2011, foreign aid represented 26 percent of the national budget. The main sectors receiving aid were education, local development, roads, drinking water, energy, agriculture and peace and rehabilitation. Of the more than 40 donors providing about US\$1 billion in 2010/2011, the main benefactors included the World Bank, ADB, UN, UK, Japan, India, USA, EU and Norway (MoFi, 2012).

There is considerable regional variation in socio-economic development. In addition to the income-based measurement of poverty 'living on less than US\$1/day', a Multi-dimensional Poverty Indicator (MPI) was introduced in 2010. This indicator is based on people's experience of deprivation, including the areas of education, health and living standards. With the introduction of the MPI, poverty in Nepal declined from 64.7 percent in 2010 to 44.2 percent in 2012 (OPHI, 2013; UNDP, 2013), mainly as a result of increased returns to labour from remittances and higher wage rates (Kathmandu Post, 2013b). The regional MPIs (based on poverty incidence and intensity¹) vary from 0.156 in the Western to 0.299 in the Mid-western development regions.

However, governance indicators such as control of corruption, rule of law and government effectiveness have all shown a negative trend since the 1990s (WBI, 2013).

Figure 4. Regional variation in poverty (MPI)



Source: OPHI (2013).

Development efforts have been seriously constrained by the political turbulence. The main success stories come from community-level developments such as CFUGs, women's groups, community-based programmes for drinking water, rural roads, microhydropower generation, community management of schools and the Poverty Alleviation Fund. Many of the truly community-owned efforts have demonstrated great viability even during the height of the conflict. Where a supportive framework has been created for communities to undertake such activities, there have been impressive development successes (WB, 2015).

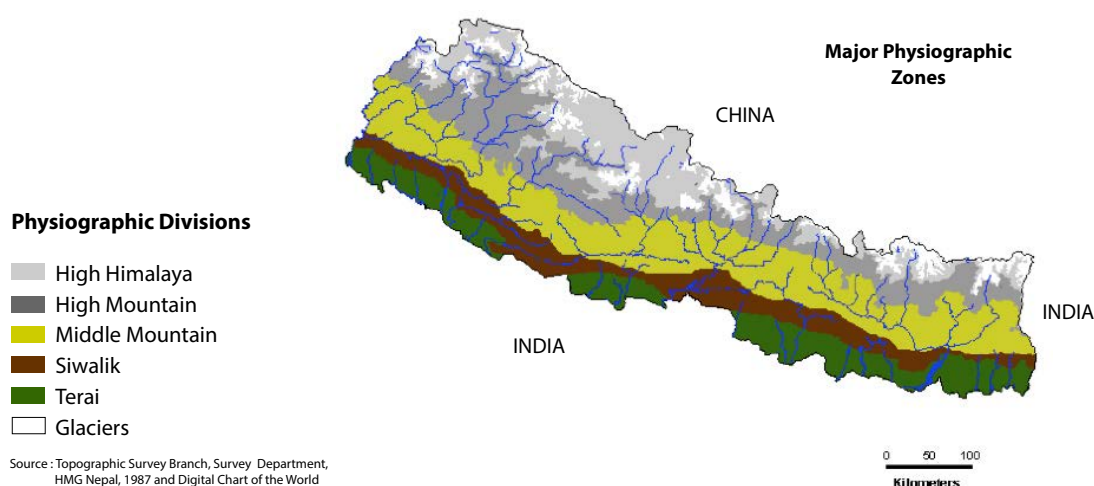
¹ E.g., for the Central Region the poverty incidence (share of poor people in the population) is 46.2 percent and poverty intensity (scores on the indicators measuring deprivation) is 50.4 percent. The MPI for the Central Region is 46.2 x 50.4 percent (0.233).

2.3 Land and forest resources

Physiographically, Nepal is divided into six broad divisions: i) High Himalaya, ii) High mountain, iii) middle mountain, iv) Shiwalik, v) terai and vi) glaciers (Figure 5). Referring to Figure 6 on land uses in Nepal, 4.27 out of 14.7 million ha are covered with forest (28 percent of the total area). The cultivated area comprises 21 percent of the area, interspersed with non-cultivated areas, often with some tree cover in agroforestry systems. Grass and shrubs cover 23 percent and other land uses (rocky terrain, snowfields, waterbodies, settlements) cover another 20 percent while the remaining 7 percent is categorized as non-cultivated land (Joshi et al., 2010).

Figure 5. Major physiographic zones

Source:Pariyar (2008)



Source: Joshi et al. (2010).

Figure 6. Land uses in Nepal

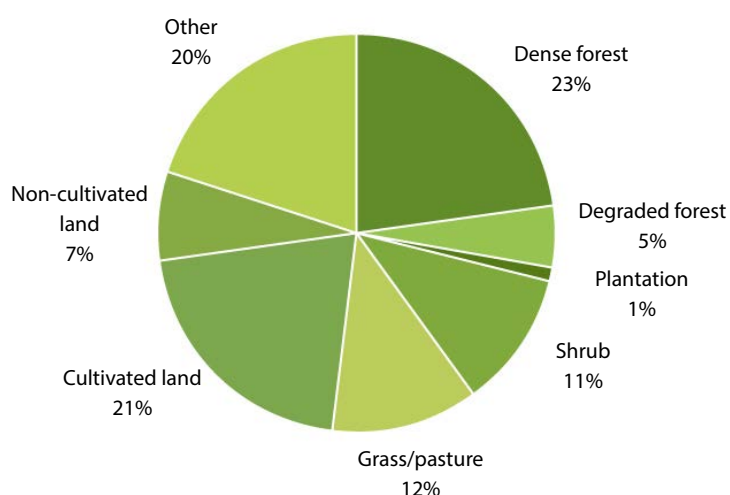
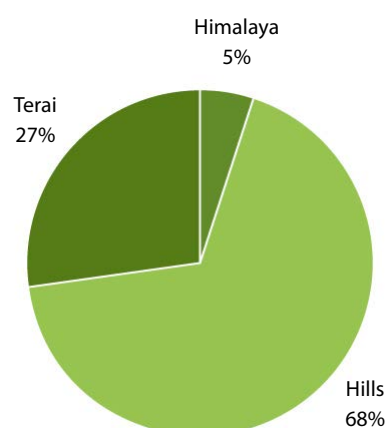


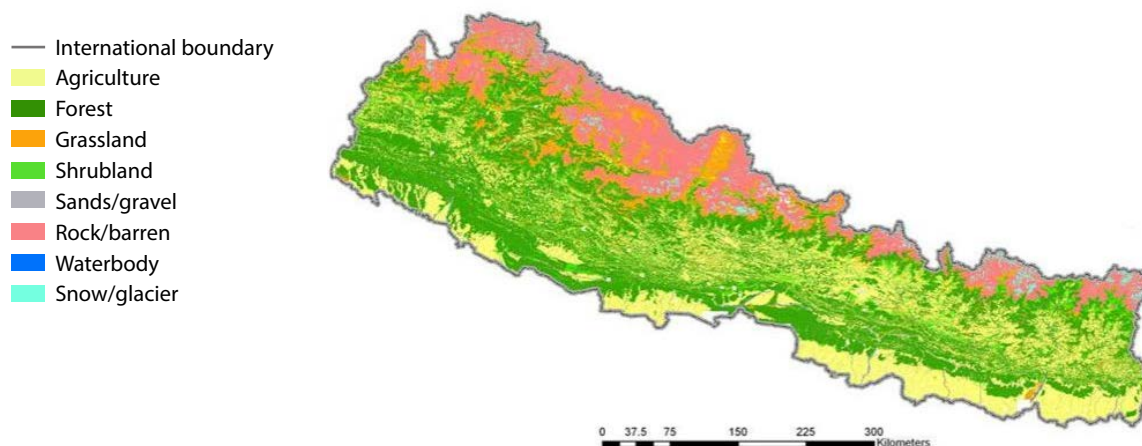
Figure 7. Forest cover by ecoregion



Most of the forest-covered area (68 percent) is located in the hills, more than a quarter in the Terai and only 5 percent in the Himalayas (Figure 7). The designated forest area is 5.5 million ha or 39 percent of the total land area, likely to include most of the 11 percent of shrubland that was under forest in 1978 (MoFSC, 2009a; Joshi et al., 2010). Plantations are not considered as forest area.

FAO (2012) provides a lower estimate of Nepal's forest cover at 3.636 million ha (25 percent of the area).² The same source also reported that the decline in forest cover (2.09 percent in 1990-2000 and 1.39 percent in 2000-2005) was halted in 2005 and that there was no net reduction in forest cover at the national level from 2005 to 2010 (FAO, 2012).

Figure 8. Forest cover in Nepal



Source: Joshi et al. (2010).

As the forest cover map demonstrates, most of the forest is located in the lower hills bordering the Terai plains (Siwaliks or Churia hills), the mid-mountains and the high mountains. According to data from 1986 collected for the preparation of the Forestry Sector Master Plan of 1988, only 8 percent of the forest was located in the Terai, 3 percent in the High Himalaya, 26 percent in the Siwaliks, 32 percent in the mid-mountains and 29 percent in the high mountain area. In the National Forest Inventory of 1994, forests were inventoried on the basis of development regions: 17 percent of the forest area was located in the Far Western, 21 percent in the Mid-western, 12 percent in the Western, 24 percent in the Central and 26 percent in the Eastern regions (MoFSC, 2009b). A Forest Resource Inventory has been recently completed by the Forest Resource Assessment Project of the Nepal Government funded by Finland. Although the detailed report is yet to come out, it is claimed that overall forest area has been increased and the rate of deforestation has been reduced compared to the earlier report published in 1999.

The quality of the forest in terms of growing stock is low in Nepal. The average annual increment is estimated at 0.6 to 1.2 cubic metres (cum) per hectare. The potential increment is estimated at 6 cum/ha for the Terai forests and 3 cum/ha for forest in the hills and mountains. Total potential forest production could be 21.65 million cum/year, which is five to six times higher than current production (FAO, 2012).

Non-timber forest products (NTFPs) (including medicinal plants, lokta paper, pine resin, sal seeds, katha, sabai grass and bamboo and canes) play an important role in the rural and national economy as well as in the livelihood strategies of local people in remote areas (MoFSC, 2009a).

The recent earthquake affected the forestry sector as well. According to the Post Disaster Needs Assessment (PDNA) Report of the National Planning Commission, major impacts include reduced capacity for forest and environmental governance by the government and local communities in the affected districts. Beyond that, the earthquake and aftershocks have enhanced the magnitude of several existing environmental hazards such as avalanches, floods, especially glacial lake outburst floods and landslides. The total damages in the forestry sector are estimated to be NR32 960.3 million. Losses are estimated at NR1 061 million (excluding loss of ecosystems valued at NR34 021.3 million). The total cost of recovery and reconstruction is estimated at NR25 197 million. Of this, estimated reconstruction cost is NR6 773 million and recovery cost is NR18 424 million. The overall aim of the reconstruction and recovery programme for the sector is to increase the resilience of ecosystems, the environment and vulnerable communities to future anthropogenic and natural shocks from earthquakes and climate change by enhancing their

² The differences in estimates illustrate the discrepancies in the national-level data often based on the latest forest inventory held in the early 1990s (see also USAID, 2012). The relevance to the present situation may therefore be questioned.

management, and working with other sectors to promote sound development and reduce unsustainable impacts in order to build back better, safer and greener. The PDNA suggests providing support to CFUGs to rehabilitate and restore their forests, including short-term targeted livelihood support to help rebuild environmental incomes from forest and natural resources (PDNA report GON/NPC, 2015).

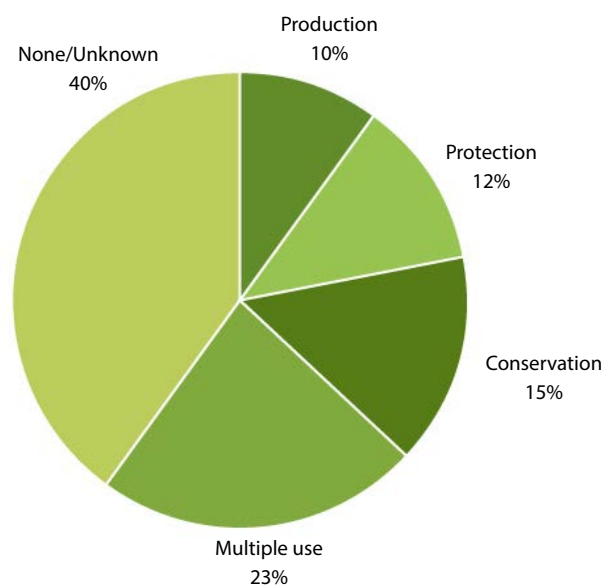
2.4 Forest administration and policy

Figure 9 shows the management objectives for forestry in Nepal. Both the protection and conservation forest categories may be slightly larger by now. New protected forests and protected areas (including lands without forest cover/outside the designated forest area) have been established since 2010/2011. Protected areas (with and without forest) now cover about 23 percent of the total land area of Nepal (up from 19.7 percent in 2009) (USAID, 2012).

It is also reported that 41 percent of the forested area has a management plan (FAO, 2012). However, as the gap between potential and current production demonstrates there is much scope for improved management.

In the 1989 Master Plan for the Forestry Sector (MPFS), CF and a user group modalities were proposed as the main forest development and management approach, with 60 percent of the forest area identified as potential community forest (MoFSC, 1989). In addition, it was also proposed that women should comprise one-third of CFUG executive committee membership. At present, the area under CFUG management exceeds 1.65 million ha, managed by more than 17 000 CFUGs³ (USAID, 2012).

Figure 9. Forest management classification



Source: FAO (2012).

The MPFS paved the way for the 1993 Forest Act and 1995 Forest Regulations. Except for privately owned forests, all forests are under public ownership. The Forest Act of 1993 acknowledges five categories of national forests that had been distinguished in earlier policy documents: community forests, leasehold forests, government-managed forests, religious forests and protected forests.

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Leasehold forests cover 39 000 ha and forests under collaborative management 30 000 ha, raising the total forest under community-based regimes from 1.65 to 1.73 million ha (USAID, 2012). The collaborative management model is applied in the forests of the Terai, inner Terai and Churia Hills, introduced in the Forestry Sector Policy of 2000 (MoFSC, 2000).

A crucial step of forest administration and policy was establishment of the Joint Technical Review of Community Forestry in 2001 which acknowledged the role of women in forestry. It suggested that in every household, there should compulsorily be one male and one female CFUG member. Following the finalization of the Gender Equality and Social Inclusion (GESI) strategy and the Gender, Poverty, and Social Equity monitoring framework within the MoFSC, the CF guidelines were amended in 2009 to include FECOFUN's own criteria of 50 percent mandated participation by women in CFUG executive committees (Buchy and Subba, 2003; Buchy and Rai, 2008). As a result, the number has gradually increased over the years, although it has not reached the target yet. Women's representation on CFUG executive committees now stands at 31 percent (RECOFTC, 2013b).

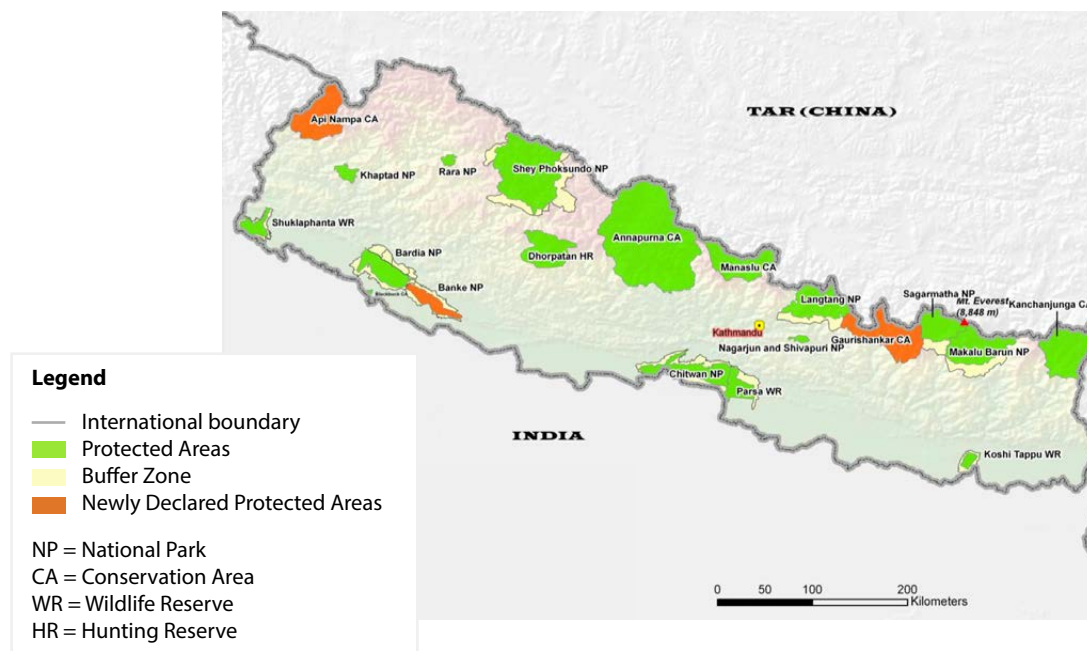
The CF guideline has been amended again in 2015. Despite the fewer changes in institutional structures and governance, the amended guidelines have tried to capture the recent context of climate change and guidelines to make the CF Operational Plan and Constitution climate-responsive (DOF, CFD 2015).

³ 17 808 CFUGs managing 1 664 918 ha (USAID, 2012); 17 685 CFUGs managing 1 652 654 ha (DoF, 2014. dof.gov.np, accessed on 10 January 2014)

In 2011, CF entered a new phase with the establishment of the Multi-stakeholder Forestry Program (MSFP) which will help about 550 000 households to develop greater resilience to the effects of climate change. Another important component of the MSFP is to further improve the gender and social inclusion aspects of CF. Despite these achievements in gender and social inclusion, there remain some key challenges, such as a gradual progress on gender mainstreaming and implementation of GESI, imbalanced gender composition of MoFSC staff with women's representation at 3 percent, remarkably lower than the quota of at least 33 percent, and the absence of a dedicated annual budget within the MoFSC for this (RECOFTC, 2013b).

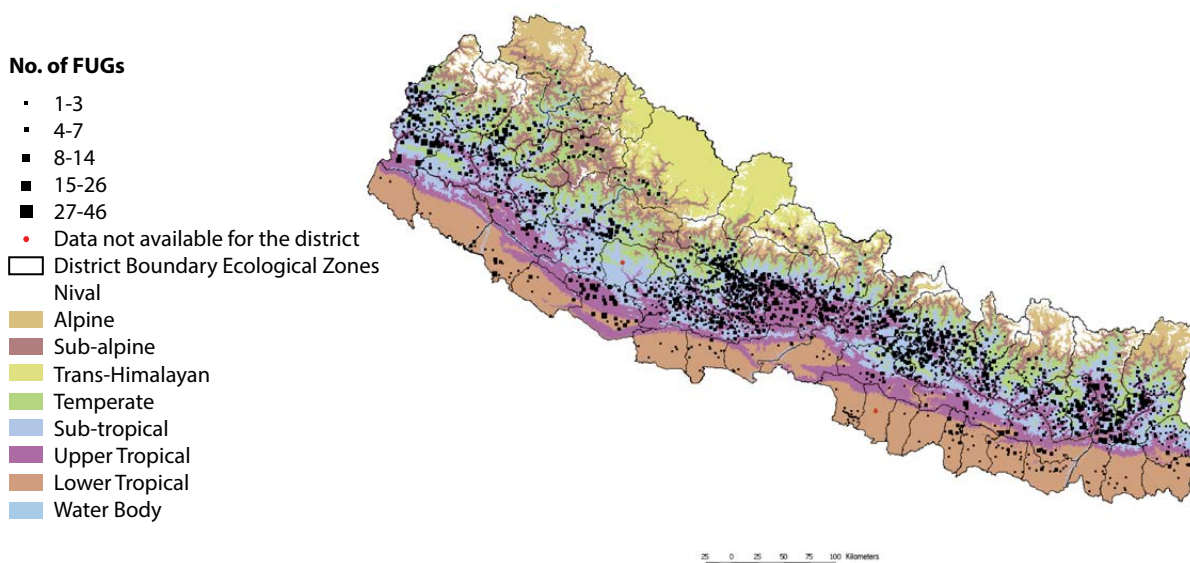
Another current major development in forest policy is the increasing importance of environmental protection, nature conservation and climate change initiatives, also indicated by the expansion of protected areas (PAs). Most of the PAs are located in the high mountains and the Terai, whereas the bulk of the CFUGs is located in the mid-hills/ mountains as presented in Figures 10 and 11.

Figure 10. Protected areas



Source: USAID (2012).

Figure 11. Forest user group



Source: USAID (2012).

The establishment of the Panchase Protected Forest quoted in MSFP (2012) illustrates the risks against local communities in the expansion of protection and conservation areas. After the CFUGs had managed to restore the eroded grazing and shrubland to well-managed pasture and forest over the past three decades, the establishment of the 'protected forest' eradicated the harvesting and management rights of the CFUGs that had planted and protected these forests (MSFP, 2012).

To mitigate this risk, many development partners are working with the MoFSC and other government agencies in developing community based management and conservation approaches (as discussed in the context of CF below).

In 2012, the MoFSC developed the vision of 'Forests for People's Prosperity' which aims to promote private sector involvement in improving the economic viability of the forestry sector. In addition, the revision of the Forest Sector Strategy for 2012-2022 is being planned with a review of the MPFS, taking into account the past experiences and commitment to international conventions such as the Convention on Biological Diversity (CBD) (Paudel, 2012).

The main laws and policy statements referring to forests are cited in Table 5.

Table 5. Overview of laws and policies

Forestry	Biodiversity and environment	Others
Legislation		
Forest Act, 1993	National Parks and Wildlife Conservation Act, 1973	Local Self Governance Act, 1998
Forest Regulations, 1995	Soil Conservation Act, 1982	
	Environmental Conservation Act, 1997	
	Buffer Zone Regulation, 1996	
	Environment Conservation Regulation, 1997	
Policies and strategies		
Master Plan for the Forestry Sector, 1989 (Revision of Forest Sector Strategy 2012-2022)	National Conservation Strategy, 1988	Agriculture Perspective Plan, 1995
Leasehold Forestry Policy, 2000	National Biodiversity Strategy, 2002	National Land Use Policy, 2012
Revised Forest Sector Policy, 2000	National Wetland Policy, 2003	Three Year Interim Plan, 2014-2016
Forest Policy on Terai, Inner-Terai and Chure, 2000	Terai Landscape Strategic Plan, 2004	
Non-Timber Forest Products Policy, 2004	Climate Change Policy, 2011	
Forest Sector Gender Equality and Social Inclusion Strategy, 2007	National Adaptation Program for Action, 2010	
Forests for People's Prosperity Vision, 2012	Integrated Landscape Planning Directives, 2012	
Forest Policy, 2015		

Sources: USAID (2012); MoFSC (2013); MoFSC (2015).



3

Context for community forestry development

3.1 Development trends and strategies

The main trend influencing the future of CF in Nepal is related to the nature of the political process. The new constitution of Nepal has been promulgated recently, but implementation needs some socio-political and policy intervention which may have impacts on CF. In addition, there is an increasing trend of rural-urban as well as international temporary migration from Nepal. In the future development of the economy, the effects of rural outmigration in particular will directly affect the development of CF, including the 'feminization' of CF (Basnett, 2013).

Another long-term trend is the growing importance of the environmental functions of forests for protection, conservation and climate change adaptation and mitigation. Although all of these 'functions' are in principle compatible with CF, in practice and under the present conditions, the bureaucracy uses environmental concerns to reclaim power over the resources (Sunam et al., 2013).

Although these political, economic and environmental trends will represent challenges to CF development in the future, lessons from the past demonstrate that CF development can proceed under even greater challenges such as the decade-long armed conflict from the late 1990s to the early 2000s. Rehabilitation of the earthquake victims of April and May 2015, would also absorb many resources and therefore affect CF development accordingly.

3.2 CF policies and resources⁴

The key policy documents for promoting CF in Nepal include the Master Plan for the Forestry Sector (1989), the Forestry Act of 1993, the Forestry Regulations of 1995 and the Community Forestry Guidelines of 2009 (MoFSC, 2013). Together they form the legal and the administrative framework for securing the use and management rights and responsibilities of forest users over national forest, the formation of forest user groups and their institutional and organizational development.

It is generally acknowledged that this framework and the support for its formation and implementation have been remarkably successful in improving forest conditions, providing higher incomes for forest users and resources for local development as well as furthering equity in sharing the benefits from improved forest management (Carter et al., 2011; MSFP, 2012; MoFSC, 2013).

CF is also credited with reducing deforestation and stabilizing the proportion of total land in Nepal under forest cover, although there is no conclusive evidence for this as the arrangements for national forest inventory are still under development (FAO, 2012; MSFP, 2012).

⁴ MoFSC, 2013. Persistence and change. Review of 30 years of community forestry in Nepal, is the main source for this section.

The lessons learned from supporting CF development in the past three decades form a major resource not only for the future of CF in Nepal, but also for the design of CF development support in other countries (MoFSC, 2009b).

CF evolution: The importance of forests for sustaining farming and livelihood systems in the hills of Nepal has long been recognized. Policy documents in the 1950s stated that forests are to be conserved and managed by the surrounding communities in response to the needs for timber for housing and agricultural production, leaves for manure and fodder, fencing, grazing and edible forest products (MoFSC, 2013). Because of the nationalization of the forests later in the 1950s, this policy was not implemented. The CF idea re-emerged in the 1970s. Based on experiences of community-oriented foresters, the role of local village government in the management of forests was emphasized. This was at a time when an increasing number of international donors started to support forestry, based on the alarmist 'theory of environmental degradation' in the Himalayas. This held that Nepal faced an ecological, social and institutional crisis of enormous proportions with far-reaching consequences for downstream countries.

The Decentralization Act of 1982 further promoted the shift of forest control and management to local government and highlighted the key role of user groups in natural resource management and provision of other services. This formed the basis for experimentation in support of local-level management of government-owned forests, backstopped by a number of different donor projects. The preparation of the MPFS initiated in 1987 provided an opportunity to 'mainstream' the experiments with CFUGs: half of the proposed investment in the forestry sector was allocated to CF development. The first priority of the draft forest policy of 1989, formed on the basis of the Master Plan, was to meet the basic needs of local people through CF and private planting. The principles for policy implementation included the phased handing over of all accessible hill forests to local communities, entrusting the users with management and receiving all the income; the development of extension services aimed at gaining the confidence of the users of the forest; and retraining of the entire staff of the MoFSC for their new roles as advisers and extension officers.

The democratization movement in the early 1990s provided the backdrop for the development of the Forest Act of 1993 that acknowledges the rights of CFUGs to manage and protect forest areas. However, ownership remains with the government which has the authority to expropriate forests in case they are not properly managed by the users. Through the Act, the authority for handing over the forests was devolved to the District Forest Offices (DFOs). Furthermore, forest user groups can be registered as independent organizations. They can fix the rate at which products are sold and use the income generated for both forestry and non-forestry development purposes. To implement the Act, the Forestry Regulations of 1995 further clarify the powers of user groups, allowing them to establish wood-based industries, thereby moving CF beyond subsistence purposes. The Regulations also recognize the role of CSOs in CF, leading to the intensification of activities such as user group formation and forest handover: 45 percent of the 14 571 community forests in 2011 were handed over during the period 1993-1997.

In 1996 FECOFUN was formed and became an increasingly powerful voice, representing the interests of the users in frequent policy debates and changes in laws and regulations. From the early 2000s, CF was affected by the escalating wider political conflicts as well as a growing resistance in the forestry bureaucracy to CF expansion, particularly in the Terai. New emphases were put on the CF development agenda with a renewed focus on social inclusion and poverty alleviation as well as governance (institutional reform and participatory decision-making) in the forestry sector. More recently the international attention for inclusive economic growth (incomes and jobs for the poor) and climate change mitigation measures have additionally influenced the agenda for CF development.

The summary of CF evolution in Table 6 demonstrates some of the key issues and outcomes in learning from CF experiences and adaption to changing political conditions and processes over the past three decades.

Table 6. Overview of CF evolution in Nepal

CF period	Issues	Outcomes
Pilots and experiments in the 1980s	Experiments and trials in different projects, including participatory methods for group formation, focus on inclusion of women and the poor	Profound changes in policy and legislation; group formation and inclusive processes difficult to scale out
1 st generation issues in the 1990s	Group formation, organizational change in forest departments, management systems, productivity of forests and relationship to farming systems	Many user groups formed but less attention to participation and equity; focus on learning and exchange between groups and forest management and silviculture
2 nd generation issues in the late 1990s/ early 2000s	Equity, good governance, conflict management and social justice	Project investments in coaching on good governance; support to livelihoods of poor people, refocusing of CF funds and activities to the poor and extreme poor
3 rd generation issues in the mid-2000s (during conflict)	Internal power dynamics, enterprise development, social exclusion as dominant issues	The conflict period highlighted elite capture and social exclusion, leading to major attempts to rebalance power in user groups; continued support to livelihood activities; reduced role of forest departments and increased role of NGO service providers
4 th generation issues post 2006 (after the political conflict)	Forest users as citizens, extreme poverty, rebalancing of sector actors, impacts of climate change and role of forest in adaptation and PES	A national programme based on multistakeholder approaches at all levels; recognition of limited direct contribution from forest to poverty reduction; shift from CF to a range of management regimes delivering multiple benefits to local people; recognition of the role of CF in climate change policies

Source: MoFSC (2013) p.88.

Local-level results – resources and livelihoods: The main result is the formation of 17 685 CFUGs managing 1.65 million ha of forest, affecting 2.2 million households. It is estimated that over 40 percent of these groups is actively governing and managing their forests, with 24 percent being inactive (based on data from project-supported areas). Over 80 percent of the user groups report improvement in forest conditions in terms of areas, tree density and species diversity. Most (75 percent) of the user groups are located in the hills (where 68 percent of the forest area is located), 16 percent in the mountains (5 percent of the forest) and 7 percent in the Terai (27 percent of the forest). This shows that CFUGs in the Terai are clearly under-represented, with a limited number of community forests being established after 2003 as a result of the changes in forest policy.

The average size of community forests is 94 ha, with an average of 0.7 ha per household (ha/hh). There is, however much variation, with the largest area/hh 200 times the size of the smallest. Large groups with small areas have 0.07 to 0.1 ha/hh, implying very limited contributions to livelihoods. Others with larger forests have access to 0.67-1 ha/hh with obviously better potential to support livelihoods. There are also many groups with access to 1-2 ha/hh.

These small areas per household contribute to the persistence of shortages in forest products. Supply-demand gaps for timber and fuelwood remain considerable in all areas. In the mountains, the CFUGs meet 75 percent of their members' demands for wood products. In the hills and Terai, the figures are 49 and 40 percent respectively. Other sources (trees on private land, other forests, or purchase) are sought to meet the rest of the demand (MoFSC, 2013).

In addition to timber and fuelwood, community forests are important sources of leaf litter for organic fertilizer in farming, and fodder and grazing for livestock. There are also some benefits from employment that may function as a minor safety net for the extreme poor.

Another channel for benefiting communities is through funding of community development initiatives from the income generated by the CFUGs. The average income in 2011 was NR260 000 (US\$3 720) with an average expenditure of NR179 000 (US\$2 560) (ADB, 2013). Most CFUG expenditure for community development was spent on building schools, poverty reduction, roads and other infrastructure such as electricity generation, temple buildings, drinking water and sanitation. Smaller amounts were used for health improvement and soil erosion preventive measures.

Another important result is the development of social capital through institutional development of the user groups. In cases where resources, social boundaries and rights of users are clear, they can be protected and legally supported; membership, roles and decision-making tend to be more robust, resulting in better performance in management as well as the generation and distribution of benefits and income.

The CFUG committees tend to be dominated by higher caste men, with better women's representation in key positions being found in project-supported CFUGs. Women's involvement in general assemblies, promoted by the requirement to record the participation of women in meetings, has improved, although men's participation continues to remain higher.

Most CFUGs also appear to be successful in ensuring compliance with the rules they have established, with 85 percent of CFUGs reporting decrease in theft of forest products. Project support has been effective in increasing transparency in CFUG decision-making, with 97 percent conducting public audits, compared to 47 percent of CFUGs which do not receive such support (MoFSC, 2013).

The roles in the provision of support services by NGOs, local organizations and government agencies are specified in the Community Forestry Guidelines of 2009 and also in the amended version of 2015. This has contributed to the development of an effective CF support system with clear roles for different stakeholders.

Wider institutional change: As discussed in the section on CF evolution, many changes have occurred in policy and regulations as well as the roles, relationships and capacities of major organizations (GOs and NGOs) involved in CF development.

The policy and regulatory framework for enabling CF (the Forest Act, Regulations and Guidelines) formed in the 1990s is still in place for most of the forest area, with the exception of the Terai, for which the MoFSC has proposed the contested Collaborative Forest Management (CFM) approach (Bampton et al., 2007).

The armed conflict from 1996 to 2006 caused some donors to withdraw and others to more actively involve NGOs in the provision of CF development support to user groups. The pressure from CSOs (FECOFUN and other NGOs supporting CF development) to hand over large blocks of production forests to the users contributed to an increase of resistance to CF in the forestry bureaucracy. The weakening linkages between fewer donors and the MoFSC reduced their capacity to challenge this shift towards greater government control in forest management. However, as the reaction to the MoFSC proposal from 2010 to amend the Forest Act demonstrates, the role and voice of FECOFUN and other like-minded civil society and professional organizations have become more effective (Sunam et al., 2013). Recently, the MoFSC has proposed changes in the Forest Act. The bill to amend the Act has been submitted to parliament but by August 2015 has yet to be approved. Although it does not directly touch significantly on CF, there might be some implications of the proposed changes in the Act, as they focus primarily on silviculture-based forest management under block forest management models. Another reason for the decrease in the salience of the Forest Department in CF development is the shift in donor projects from forest management and user group formation to addressing inequities and social exclusion. The new Constitution of the Federal Democratic Republic of Nepal has provisioned the National Natural Resource and Financial Commission (NRMFC) for the first time in Nepal's history; it is expected to be the institution to guide the distribution of resources between the central government and the federal states to manage natural resources, including the forestry sector in future (CAN/CDN, 2015).

The net result of these institutional changes is the emergence of multiple voices in the forest policy discourse in Nepal. As 80 percent of the CF development budget is funded by donors, it is significant that major donors appear to support this more inclusive policy environment through a multistakeholder forestry programme approach (MoFSC et al., 2011). However, CF development has become a highly political process making it more contentious and challenging to engage all actors, particularly donors and other international development organizations.

Another major challenge and opportunity for CF development is the international concern about climate change, expressed in climate change policies and donor-supported projects (USAID, 2012; Khatri et al., 2013). With a greater focus on climate change in recent times, it has been observed that focus has been diverted from empowerment of grassroots institutions and CFUG members towards political and economic discourse on climate change and forest-based enterprise development.

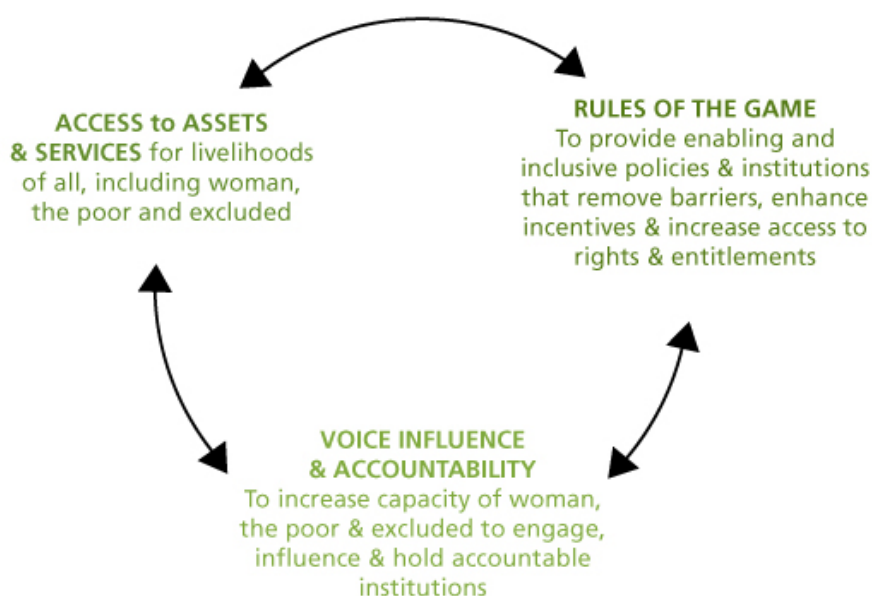
This may also apply to the changes within the Forest Department. Much progress was made in the 1990s in equipping the Forest Department in its transition from a policing agency to a more facilitating role in CF development, both at central and local levels. Some recent initiatives such as the adoption of the gender and social inclusion strategy appear to strengthen this transition (MoFSC, 2007). But many of the social structures and strictures from outside the bureaucracy are reflected within the Forest Department populated predominantly by higher caste men.

Knowledge and information: A major resource for the future of CF in Nepal as well as for the development of CF in the region and elsewhere is the vast and rich documentation of the arrangements and lessons from CF development, including the knowledge and skills required for supporting it. A prime example, based on synthesis of these documents and analysis of the present situation – through national survey and case studies – is the main source used in compiling this section (MoFSC, 2013). The review’s conceptual framework guiding the analysis of CF over three decades represents a powerful and tested ‘CF theory of change’ that is also applicable in other countries.

The three domains refer to access to assets and services for building livelihood security, developing the capacity of people to claim their entitlements (voice, influence and accountability) and change in rules of the game at micro and macro levels. The review demonstrates that intervention is required in all three of these domains of change to achieve change in livelihoods of the rural poor and that any intervention has to be conducted in parallel and close coordination.

In analysing each of these three domains, additional concepts are introduced and their application demonstrated. As there are already similarities between the review’s conceptual framework and key elements in RECOFTC’s strategic framework (particularly related to access to assets and services and rules of the game [policy and regulations]), more explicit use of the review’s conceptual framework in future RECOFTC country engagement planning could enhance the quality and rigour of programming.

Figure 12. Conceptual framework in CF review



Source: MoFSC (2013)

3.3 Stakeholders

The seven key stakeholders in CF development in Nepal are the CFUGs, the MoFSC, FECOFUN and other federations, forest-based enterprises, other government organizations (village and district development committees, and other government organizations), political parties and development support organizations (NGOs, development projects, donors, consultancy groups, researchers, etc.). The nature of their ‘stake’ (interest, role or claim) in CF development is shown below (MSFP, 2012).

Table 7. Stakeholders in CF development

Stakeholder	Stake (interest, role or claim)
User group	Primary custodian Dependent on forest resources for livelihoods, income and ecosystem services
MFSC (DoF, DNPWC)	Following nationalization, legal owner Dependent on forest for jobs, revenue and national ecosystem services
FECOFUN and other federations	Association of CFUGs and specialized federations for subgroups of forest users Dependent on legitimacy and revenue
Forest-based enterprises, including tourism	Contractual with DoF, private tree owners or CFUGs Dependent on forest resources for revenue
VDCs and DDCs, and other government departments	Regulatory frameworks that permit taxation, benefit sharing and revenue extraction
Political parties	Formal and informal participation in district, VDC and CFUG governance, revenues and votes
NGOs	Jobs, contracts, investment opportunities, subject matter for education and research, potential carbon trading partners

Source: MFSP (2012), with minor adaptation.

An agreement for a ten-year MSFP was signed in January 2012 between the government and three donors (DFID, SDC and the Government of Finland). The outcomes of the first four-year phase will form the basis for the design of another phase. A Multi Stakeholder Steering Committee (MSSC) led by the MoFSC provides strategic direction to the programme, with a Program Coordinator’s Office (PCO) acting as the secretariat for the MSSC, and a Service Support Unit (managed by SDC) running the programme (including identification and outsourcing of technical assistance) in the initial phase (MSFP, 2012). The expected key results from this ten-year programme indicate priorities for CF development.

Expected key results of the MSFP:

- 1.7 million people out of poverty;
- 560 000 hh less vulnerable to climate change;
- Increased forestry GDP share from 9 to 14 percent;
- Doubled forest-based share of income from 3 to 6 percent;
- Halved deforestation from 1.7 to 0.8 percent;
- Improved governance and an established multistakeholder entity;
- Increased private investment and an additional 80 000 jobs created;
- Locally managed area increased by 100 000 ha; and
- Improving forest condition area doubled (MSFP, 2012).

3.4 Country CF development priorities

Although CF has been remarkably successful in improving forest conditions and contributing to higher incomes and equity in Nepal, many challenges remain. In many places there are still considerable gaps between supply

and demand of forest products. About 20-24 percent of the user groups are inactive. Regulatory barriers constraining the development of forest-based enterprises and governance arrangements in many user groups require further development. Other challenges remain in the institutional and political environment with increasing resistance to CF in the forestry bureaucracy, competing policies and models for forest management in the Terai, as well as new challenges from environmental and climate change concerns. Also, whenever local governments are elected more functional challenges will emerge in defining the relationships with the CFUGs. Moreover, migration and remittances impact on the interest and human resources for CF.

These challenges are reflected in the priorities for future CF development in Nepal, identified in the various reviews and planning exercises by different agencies and international development organizations:

1. Securing, strengthening and expanding CF:

- Policy advocacy and dialogue to widely publicize the legitimate rights and the issues in national and regional media, particularly in the context of the new constitution. Dialogues with constituent assembly members and political parties on CF and prevention of roll back of rights through targeted policy advocacy related to the forestry sector strategy, Master Plan, operational plans and other policies (identified by RRI, in a planning workshop with partners in August, 2013);
- Addressing exclusion, reduction of discriminatory practices (e.g. subsidies on timber), inactive CFUGs, weak leadership capacities of new CF committee members and adjusting the composition of committees according to CF guidelines through facilitation of governance arrangements and practices (MoFSC, 2013; MFSP, 2012); and
- Further study of Terai CF, and CFM including the efficacy of institutional innovations such as the DFCC (MoFSC, 2013) and public land management, so as to develop appropriate models for CF in the Terai (MSFP, 2012).

2. Enhancing livelihoods and incomes:

- Promote active multiple use (including timber) management to increase income for 57 percent of CFUGs now selling timber, reduce overzealous protection, harvest allowable cuts, address fuelwood/timber supply-demand gaps and contribute more to incomes and poverty reduction (MoFSC, 2013; MSFP, 2012);
- Address regulatory constraints to commercial CF (MFSP, 2012); and
- Promote forest-based enterprises through addressing regulatory barriers, providing access to finance and technical assistance and promoting private investment and federated cooperatives (MSFP, 2012; Pandit et al., 2008).

3. Climate change and ecosystem services:

- Enhance the visibility of CF contributions to climate change adaptation and mitigation; contribute to national policy and strategy on forests, people and climate change (MSFP, 2012; USAID, 2013);
- Apply CF lessons in the development of other community-based forestry models: buffer zone management, protection forest, conservation forest (USAID, 2012); and
- Clarify carbon ownership, arrangements for cost and benefit sharing, additionality and leakage issues; address small-scale CF, transaction costs and institutional rivalries between the Ministry of Environment, Science and Technology (MoEST) and the MoFSC (MSFP, 2012).

4. Local government:

- Explore and develop interfaces between CFUGs and local government, in preparation of elected local government (MoFSC, 2013); and
- Explore and develop local land-use and development planning, building on trials in the SDC project (MSFP, 2012).

Many of these priorities are reflected in the MoFSC's vision guiding the future direction of forestry in Nepal that is presently emerging in the process of policy revision, including the Forest Policy 2015 and the draft forestry sector strategy. The key thrust of this vision is captured in the phrase 'Forestry for Prosperity'. RECOFTC proposes to assist in the implementation of this vision as the guiding principle for its Nepal Country Program.

3.5 Risks

With promulgation of the new Constitution, the main risk for CF development is the uncertainty of the existing CF management structures due to the priorities assigned by different administrative zones to CF and related policy changes. Although restructuring of the state may provide equal opportunity for CF development, challenges might occur, particularly in the Terai region where different participatory forest management regimes frequently conflict with each other. How administrations in this region will respond to such diversity of participatory forest management regime is yet to be seen. The ongoing protest by local political parties against the new Constitution in the Terai adds to this uncertainty. Also, there is an equal possibility of higher tax collection from CF, which might be resisted by the CFUGs and also affect the community rights to use the forest products freely.

Institutional risks include the limited capacity of support organizations to deliver CF development support effectively and efficiently. Further, it is yet to be seen how the patterns of youth outmigration will change in view of the new federal structure, but this is likely to continue for some more years, and therefore may lead to lack of human resources and interest in CF and overburden older residents and women.

These risks have also affected CF development in the past and strategies for mitigating them have been developed and implemented. However, new challenges, which are likely to appear due to restructuring of the federal structure of the country, will also need to be addressed. Lessons learned from past strategies can be applied in mitigating some of these risks in the future.





4

RECOFTC's priorities and strategies

4.1 Problem statement

The potential for CF to contribute to better forest conditions, higher incomes and greater equity in wider areas of Nepal is not realized because of technical and regulatory constraints for active management and enterprises, weaknesses in CFUG governance, conflicting policies in the Terai and lack of recognition of the potential of CF to contribute to broader ecosystem services (protection, conservation and adaptation and mitigation of climate change impacts). This results in inadequate budget allocation for CF initiatives, including the promotion of women in CF management. Such lack of resources and commitment among the relevant ministries leads to suboptimal mainstreaming of gender-responsive frameworks developed in national plans, the GESI strategy and the Gender, Poverty, and Social Equity (GPSE) monitoring framework within the MoFSC.

4.2 Priorities

Based on the priorities for CF development identified earlier, the priorities for RECOFTC engagement in Nepal are to assist in the development of an effective policy and regulatory framework and approaches as well as providing support to develop the capacity of stakeholders for securing CF; enhancing community livelihoods and market access through greater benefits from active CF management and enterprise development; improving the integration of CF in the national climate change adaptation and mitigation programme; and contributing to the development of approaches and capacity for transforming forest conflicts.

The generic approaches for addressing these priorities include training and learning networks; policy research, analysis and development; communication strategies and pilot and demonstration initiatives as indicated in Table 8.

Table 8. RECOFTC's CF development priorities (thematic areas) and approaches in Nepal (2013-2018)

Priorities/ approaches	Securing CF	Enhancing livelihoods and markets	People, forests and climate change	Transforming forest conflicts
Training and learning networks	<ul style="list-style-type: none"> Curriculum and material development; Training of trainers and empowering local communities; and Facilitation of networks. 			
Research analysis and synthesis	<ul style="list-style-type: none"> Policy advocacy and consultations at district and national levels; Synthesis reports, discussion papers and policy briefs; and Research and journal articles. 			
Strategic communication	<ul style="list-style-type: none"> Project reports and publications; Case studies and stories of change; and Web site and information management. 			
Piloting and demonstrating	<ul style="list-style-type: none"> Pilots and demonstrations; Framework for replication; and Consultations and technical assistance for replication. 			

Across all thematic areas and functional approaches, social inclusion and gender equity are integrated. This is done in two ways: 1) gender-specific activities that address capacity development, research themes, communication materials and separate pilot approaches on gender dimensions, women's leadership and rights; and 2) gender mainstreaming into different activities by allocating a session in various training events, gender-aggregated data collection and integrating social inclusion and gender equity (SIGE) analysis in communications products and the piloted programmatic interventions. RECOFTC in the first year of this strategic plan implemented capacity development of women leaders in CFUGs and women leadership development. Recommendations such as gender-based revision of forest laws as well as capacity development of the gender working group at the MoFSC and its organizations, produced in the Nepal Gender Policy Brief by RECOFTC in 2013, will be further explored.

The Nepal Country Program will be developing a national communication strategy. The formal elements of the communication strategy (production and sharing of communication materials, Web site, national forums, etc.) are shown in Table 8. Experience has shown that informal discussions, participation in meetings and workshops organized by others and maintaining regular (e-mail as well as personal) contacts with key members of the large community of CF practitioners in Nepal are crucial, particularly for interactions with senior members of the government (both executive and legislative).

4.3 Partners

RECOFTC encourages the uptake of new ideas and approaches to CF management more broadly through partner organizations where these are successful. The main strategic partner is the MoFSC, particularly the CF division of the Forest Department. Other government partners include the MoEST (for climate change) and Ministry of Federal Affairs and Local Development (for local governance). Major projects with which collaboration will be explored include the Multi-Stakeholder Forestry Program and the Hariyo Ban Program.

Non-government partners include Forest Action Nepal, the Asia Network for Sustainable Agriculture and Bioresources, FECOFUN, the Himalayan Grassroots Women's Natural Resource Management Association (HIMAWANTI), COFSUN, Dalit and indigenous people's organizations and foresters' and rangers' associations. Collaboration with the Institute of Forestry and other relevant research organizations will also be explored. International organizations supporting CF development in Nepal such as CARE, ICIMOD, WWF, IUCN, GIZ and HELVETAS Swiss Intercooperation will be approached for partnership.

4.4 Donors

Major donors supporting CF development in Nepal include DFID, SDC, the Government of Finland, ADB, the World Bank and USAID.

4.5 Thematic milestones

Table 9 provides an overview of the intermediate country outcomes by thematic areas and the planned programme outputs consistent with strategic outcomes for 2013-2018.

Table 9. Thematic areas, outcomes and outputs of RECOFTC Strategic Plan (2013-2018)

Thematic areas		Securing community forestry (SCF)		
RECOFTC's strategic outcomes		Institutions and resources for securing CF are more effective.		
Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
<p>Country intermediate outcomes/ targets</p> <p>Improving internal governance of CFUGs is enhanced with the focus on women's leadership development</p>	<p>CF leaders, especially women, will provide quality support to user groups in strengthening their CF institutions.</p>	<p>Forestry sector strategy, including biodiversity and REDD+ is in place.</p>	<p>Publications developed by RECOFTC are referred to by key partners to foster CF expansion and advocate for CF rights and governance.</p>	<p>The women's leadership approach is scaled up.</p>
<p>Consolidated programme outputs/ activities (2013-2018)</p>	<ol style="list-style-type: none"> 1) The gender and social inclusion equity training curriculum on CF leadership (roles, rights and responsibilities) developed 2) Capacity of at least 340 CF leaders, the majority being women, on inclusive leadership skills is enhanced 3) At least 60 resource persons of CFUGs will be enabled to facilitate inclusive leadership training 4) At least 15 CF leadership training events (for at least 300 CF leaders, in particular women leaders, active in CFUG activities to strengthen their institutions) 	<ol style="list-style-type: none"> 1) Equitable and inclusive forestry sector provisions are agreed with the members of the forest strategy development team 2) A multistakeholder workshop on forest strategy (focusing on members of the forest strategy development team) 3) At least 1 policy brief on CF rights and policy processes to ensure community rights is submitted each year 	<ol style="list-style-type: none"> 1) At least 3 stories of change (women leaders' experiences in CF leadership; learning and application of the CF leadership programme) documented 	<ol style="list-style-type: none"> 1) Women-led CFUGs selected for further documentation 2) Women-led CFUGs approach adopted in 3 other CFUGs 3) A synthesis report produced on the effectiveness of women-led CFUGs

Thematic areas		Enhancing livelihoods and markets (ELM)		
RECOFTC's strategic outcomes		Institutions are actively enhancing local livelihoods through sustainable CF practices.		
Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
Country intermediate outcomes/ targets Promotion of CF-based enterprises	National- and subnational-level institutions provide quality support and professional advice to local communities on livelihoods and markets.	Communities' livelihoods with equitable distribution of resources and benefit sharing are advocated through evidence-based economic analysis and revised operational plans of CFUGs.	Key learning, experiences and success stories on sustainable enterprise development and its contribution in livelihoods and local economy are used widely.	Business-oriented practices and framework are adopted in CFUGs to enhance economic benefits beyond subsistent livelihoods.
Consolidated programme outputs/ activities (2013-2018)	1) The capacities of national- and subnational-level institutions are enhanced to provide professional advice to local communities on livelihoods and markets 2) Support representatives of relevant institutions in attending regional training events	1) Action research on forest-based financial flow and its distribution in the community documented 2) A policy brief on forest-based financial flow and its distribution in the community disseminated	1) At least 5 case studies on sustainable forest-based enterprises developed 2) A synthesis report on key lessons, challenges and ways forward for sustainable forest-based enterprise management documented	At least 4 CFUGs piloted in business-oriented practices for forest-based enterprise

Thematic areas		People, forests and climate change (PFCC)		
RECOFTC's strategic outcomes	Enabling conditions for local people's engagement in forested landscapes in the context of climate change are strengthened.			
Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
Country intermediate outcomes/ targets Integration of forest-based mitigation and adaptation into operational plans of CFUGs	Trained CFUG leaders integrate and implement climate change mitigation and adaptation interventions in their operational plans.	REDD+ and climate change policy process and structure provide space for stakeholders, particularly grassroots CSOs, CFUG networks and women's networks to engage in addressing their needs.	Partners and stakeholders in decision-making for forest-based mitigation and adaptation strategies are responsive to national and international climate change policies and processes.	Process-focused and participatory integration of forest-based mitigation and adaptation interventions in operational plans of CFUGs are demonstrated.
Consolidated programme outputs/ activities (2013-2018)	<ol style="list-style-type: none"> Capacity of 50 CFUG leaders enhanced to develop inclusive operational plans, including provisions for forest-based climate change mitigation and adaptation At least 6 refreshers (ToTs) and 6 learning events for local, national and regional facilitators (210 trainers in total); and 20 training events at the grassroots level on REDD+ and SFM A synthesis report on learning from the community development process disseminated At least 20 revised CFUG operational plans with integration of climate change issues and REDD+ 	<ol style="list-style-type: none"> At least two policy briefs disseminated At least 50 stakeholders and CFUG leaders enhance their capacity on inclusive SFM and REDD+ At least 2 events for CSO and indigenous people alliance meetings to mobilize forest stakeholders' engagement in national and international climate change policy A stakeholder workshop on gender and REDD+ A national-level dialogue on grassroots issues in SFM and REDD+ with key partners At least 10 district-level events by the Community based Forestry Supporters Network (COFSUN) to orient forest users' leaders in climate change advocacy At least 2 policy briefs on CF and REDD+ 	<ol style="list-style-type: none"> At least 2 case studies on equity and climate change disseminated A national-level CSO concept paper is developed on social safeguards Nepal's climate change experience disseminated as a peer-reviewed paper; at least one per year At least 2 stories of change on capacity development of grassroots stakeholders A REDD+ Special Issue in the Nepali Journal A discussion paper on social safeguards A synthesis report on grassroots learning in CF and REDD+ A peer-reviewed article on grassroots capacity development in REDD+ and key lessons 	<ol style="list-style-type: none"> At least 5 CFUGs develop a plan with practical options to integrate REDD+ in their operational plans At least 3 demonstration sites test new operational plan formats Consultation workshops with DFOs and CFUGs on revision of operational plans; and a national workshop on finalizing their format

Thematic areas		Transforming forest conflicts (TFC)		
RECOFTC's strategic outcomes		Institutions to transform conflict are in place and increasingly effective.		
Functional approaches	Training and learning networks	Research, analysis and synthesis	Strategic communication	Piloting and demonstrating
Country intermediate outcomes/ targets Informed forestry stakeholders on forest conflicts and ways for transformation	Grassroots stakeholders are prepared to transform potential forest conflicts in their communities.	Policy on conflicts and CF to engage local people in the conflict transformation process.	Stakeholders in the forestry sector take actions to find out the potential causes of conflict and ways of transforming them.	CFUG networks replicate the conflict transformation approaches tested in Nepal.
Consolidated programme outputs/ activities (2013-2018)	1) Capacity of CSOs and government agencies enhanced on transforming forest conflicts 2) A CF supporters' network for TFC alumni organized	1) Situational analysis of land-/resource-use conflicts in relation to REDD+ 2) Documentation of forest conflict hotspots (study on nature/extent and impact of CF-related conflicts) 3) A participatory action research framework and methodology on transforming forest conflicts 4) At least 2 consultation workshops on transforming potential conflicts through engagement of grassroots stakeholders 5) A research report on CF and conflict transformation	1) At least 3 case studies on TFC 2) A journal article on preliminary findings of research about TFC	Improved conflict transformation practices introduced to CFUGs

COMMUNITY FORESTRY: ELEMENTS FOR SUCCESS

POLICY

- MEANINGFUL PARTICIPATORY CONSULTATION AMONG KEY RIGHTHOLDERS & STAKEHOLDERS
- TASK FORCE (RIGHTHOLDER)

MEANINGFUL PARTICIPATION OF MARGINALIZED, DEPRIVED, INDIGENOUS COMMUNITIES IN THE INSTITUTION & O.P. PREPARATION / REVISION.

SUSTAINABLE FOREST MANAGEMENT

REGULAR FOREST MGMT. ACTIVITIES

PROMOTION OF HIGH INCOME YIELDING TREE SPECIES
NTFP.

KAPIL ADHIKARI

ANNA KHATUN

INSTITUTIONAL ARRANGEMENTS

- AWARENESS / UNDERSTANDING RIGHTS, RESPONSIBILITIES, BENEFIT SHARING AND
CITIZEN CHARTER

- INCLUSIVE COMMUNITY
- REGULAR MEETINGS
- ANNUAL REPORTING AND SHARING.

LIVELIHOOD & EQUITY

- 35% FUND ALLOCATION FOR EMPLOYMENT GENERATION
INSURED ALLOCATION

- IDENTIFIED ENTERPRISES FOR EACH CF

EASIER ACCESS & AVAILABILITY OF SERVICE PROVIDER

GENDER & SOCIAL INCLUSION.



5

Resources

5.1 Human resources

Currently the Nepal Country Program has two staff – the Country Program Coordinator and a Project Officer for the REDD+ Grassroots project. Additional project/programme and administrative support staff will be hired, part-time (including provision of additional daily subsistence allowances for government staff) and full-time, depending on progress in approval of project proposals.

RECOFTC will also recruit national interns on an annual basis – where possible seconded from national government or non-government institutions engaged in CF development.

5.2 Fundraising

Funding has been secured for many of the activities planned for the first two years of programme implementation, mostly through the Norad-funded Grassroots Project which ends in June 2016. Interest from donors to support activities and outputs foreseen for years 2 to 5 for which funding has not been secured yet, will be explored through concept notes, discussion and preparation of project proposals in consultation with RECOFTC programme management, partners and relevant stakeholders.



6.1 Impact and outcomes

The desired impact of all RECOFTC's CF development activities is that 'empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes.'

The synthesis from research results and CF project experiences in Nepal presented in the preceding chapters suggests that more effective engagement of local people requires more secure rights to use and manage forest resources, greater benefits from forest management, better arrangements for resolving conflicts to improve forest governance, enhancing the resilience of communities and strengthening support for their engagement in climate change initiatives.

Hence the outcomes (i.e. changes in capacity and behaviour) that RECOFTC proposes to contribute are in the form of enhanced effectiveness of institutions:

- To secure communities' property rights (rights of access, use, management, and exclusion) to forests;
- To enhance livelihoods and access to markets (so as to enable communities to obtain greater benefits from forest resources);
- To reduce communities' vulnerability to shocks, enhance their resilience and strengthen communities' roles in policies related to climate change; and
- To transform conflicts over forests, from problems into opportunities for better forest governance.

RECOFTC recognizes that none of these changes can be made by RECOFTC on its own. Hence the emphasis is on strategic partnerships, strengthened arrangements for coordination, collaborative planning and implementation, and support to the development and implementation of a national CF development programme as a shared framework for coordination, planning and implementation.

Impact and outcomes are therefore the result of activities by many actors and influenced by events that are not under RECOFTC's control. However, there is also a need to assess the effectiveness of the activities and outputs that are controlled by RECOFTC which contribute to the expected outcomes.

This requires the design and implementation of a participatory monitoring and evaluation (PM&E) approach that enables both RECOFTC and its partners to assess the quality and relevance of RECOFTC's activities and outputs and how these have contributed to changes in institutional capacity and performance as well as how these changes have impacted the effectiveness of local people's engagement in sustainable forest management.

6.2 Participatory monitoring and evaluation

For RECOFTC's overall programme, the PM&E system with indicators and means of verification has been developed, which forms the basis for adaptation and development of the M&E system for the Nepal Country Program. PM&E aims to engage key project stakeholders more actively in assessing the progress of the programme or project and in particular the achievement of results. Stakeholders participate at various levels of monitoring and evaluating a particular project or programme, not only as sources of information. Through their active engagement they are enabled to share control over the content, the process and the results of the M&E activities. RECOFTC uses a participatory M&E framework to monitor the progress and learning at four levels: a) community, b) activities and outputs, c) outcomes and d) overall impacts, ensuring participation of key stakeholders, including women, men and ethnic groups in M&E development and implementation at various levels. At the community level, RECOFTC assists community groups in developing self-monitoring skills, tools and processes to monitor their activities, changes, challenges and learning. The Nepal Country Program will conduct monitoring of activities and outputs regularly. A PM&E system will be developed with partners and community groups to assist them in monitoring their activities and outputs effectively.

In order to monitor the progress to achieve strategic and intermediate outcomes, at least one impact evaluation will be planned and conducted each year. The impact evaluations will help RECOFTC to find the trends towards the outcomes as well as to address deviation in a timely manner. These evaluations include impacts of RECOFTC work on national and subnational regulatory frameworks, CF institutionalization and different local community member groups – men and women, youth, the landless poor and ethnic minorities. In addition, case studies, success stories and stories of change will be documented and used to improve programme planning and decision-making, leveraging cross-learning at subnational, national and regional levels.

Country programme evaluation: The Country Engagement Strategy sets the basis for overall evaluation of the country programme at the end of the current strategic phase. The evaluation results will be the foundation for the design and development of following strategic phases for the country programmes.

Table 10 presents the indicators, means of verification and targets for the goal and strategic outcome.

Table 10. Indicators for programme goal and strategic outcomes (2013-2018)

Goal: Empowered local people are effectively and equitably engaged in the sustainable management of forested landscapes				
Indicators	Description	Means of verification (MoV)	Baseline	Target
Number of community forests	Define CFs (title, agreement...)	<ul style="list-style-type: none"> Government statistics Project documents 	Based on data from the DoF, there are 17 685 CFUGs	10% increase
Area of CFs	Total area of CF should increase	<ul style="list-style-type: none"> Government statistics Project documents 	A total of 1 652 330 ha of national forest have been handed over as CFs (DoF, 2013)	10% increase
Number of people participating in CF	Specify ethnicity, gender and poverty, where MoV allow for this	<ul style="list-style-type: none"> Government statistics Project documents 	17 685 CFUGs, affecting approximately 2.23 million hh (DoF, 2014); 1 035 are women-managed committees (USAID, 2012)	10% increase
Documented cases that show achievements for Nepal	'Effectively' and 'equitably' are difficult to quantify, we will show best practices and examples	<ul style="list-style-type: none"> Stories of change (qualitative) Case studies (quantitative) 	0	At least 1 case

Strategic outcome 1 – Securing community forestry
Institutions and resources for securing CF are more effective

Percentage of CF members reporting improved support from government and other institutions	Improved support from government and non-government institutions can include both financial resources and advisory services	<ul style="list-style-type: none"> Stakeholder/ community survey Stakeholder/ community survey Country policy analysis Stories of change (qualitative) Case studies (qualitative) 	0	60%
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Strategic outcome 2 – Enhancing livelihoods and markets
Institutions are actively enhancing local livelihoods through sustainable CF practices

New or enhanced components of a national CF programme to promote local livelihoods through sustainable CF are implemented by both government and non-government institutions	CF approaches clearly included in livelihood and poverty alleviation strategies	<ul style="list-style-type: none"> Policy analysis Policy briefs Forest management plans with business component 	0	At least 5% of CFUGs adopt business-oriented practice of forest management
Percentage of communities, where RECOFTC has a presence, that have an increased income from CF-related activities	40% of participating community members (50% women) has an increased income of 30% from their involvement in CF-related activities.	<ul style="list-style-type: none"> Case studies Stakeholder survey Value chain studies ELM project reports 	0	40% of members has increased income of 30% from CF

Strategic outcome 3 – People, forests and climate change
Enabling conditions for local people's engagement in forested landscapes in the context of climate change are strengthened

Percentage of communities that include climate change mitigation and/or adaptation elements in new or revised CF management plans/ CFUG operational plans	<ul style="list-style-type: none"> Both formal and informal management plans are assessed 50% of new and revised plans in RECOFTC-targeted communities 	<ul style="list-style-type: none"> Local forest management plans, or village forest management plans, village development plans; land-use plans; other rules or regulations 		30% of new and revised plans
Documented cases where people are engaged and benefit from mitigation and adaptation activities	<ul style="list-style-type: none"> A short description of cases, not yet fully developed stories Documented cases are collected through RECOFTC's current projects in Nepal such as Norad Grassroots and USAID ADAPT 	<ul style="list-style-type: none"> Survey reports, case studies Monitoring and verification reports 	0	At least 1 case per year

Strategic outcome 4 – Transforming forest conflicts
Institutions to transform conflict are in place and increasingly effective

Number of institutions with improved performance in CF conflict resolution	<ul style="list-style-type: none"> Includes both government and non-governmental institutions Though conflict cases in CFUGs and women groups are the focus, this includes other conflicting parties involved such as local governments and CSOs 	<ul style="list-style-type: none"> Country analysis Stakeholder/ community surveys Stories of change (qualitative) Case studies (qualitative) 	Institutions (government and one non-government) with special focus on forest-related conflicts are in place on 1 October 2013	1
Documented conflict cases successfully mediated following the practices developed by the mediators, resulting in a win-win solution for all actors involved	<ul style="list-style-type: none"> A short description of cases, not yet fully developed stories 	<ul style="list-style-type: none"> Country analysis Stakeholder/ community surveys Stories of change (qualitative) Case studies (qualitative) 	0	At least 1 case

During year 1, the indicators will be adjusted and the baselines and targets identified and defined where necessary. The monitoring of the intermediate outcomes is expected to assist in the necessary adjustments and identification of baselines and targets of the strategic outcomes.

Table 11. Indicators for monitoring of intermediate outcomes (2013-2018)

Intermediate outcome 1 – Enhanced capacities are used by key stakeholders to provide quality support and professional advice to local communities				
<i>Indicators</i>	<i>Description</i>	<i>Means of verification (MoV)</i>	<i>Baseline</i>	<i>Targets</i>
Extent to which training participants have applied the acquired knowledge and skills	Self-perceived evidence of trainees (disaggregated by male/female; topic; geographical)	<ul style="list-style-type: none"> Kirkpatrick level 3 surveys Reports on RECOFTC-organized capacity development events Documented case studies/ stories of change Project reports 	80% (survey from 2012/2013 training)	50% (varies between 50-70%)
Level of organizational adoption and adaptation of knowledge and skills	<ul style="list-style-type: none"> Opinions of managers of attending organizations Opinions of clients/ beneficiaries of organizations Applies to training where the goal of organizational adoption and adaptation is relevant 	<ul style="list-style-type: none"> Kirkpatrick level 4 Percentage of organizations which adapt new knowledge and skills acquired by their staff members through RECOFTC training or community development events 	0	40%
Number of active learning networks that RECOFTC engages with by Thematic Areas each year	<ul style="list-style-type: none"> 'Active' means regular interaction towards a specific goal A learning network has an objective 	<ul style="list-style-type: none"> Networking documentation Internal annual report 	Existing networks as of 1 October 2013	SCF – 1 TFC

Intermediate outcome 2 – Enabling policies and regulatory instruments are adopted to enhance local peoples' rights, improve forest governance and ensure a fairer share of benefits

Percentage of changed policies, laws and regulations at the subnational and national level that are assessed as enabling improvements for: i) securing the rights for local people to benefit from forest management ii) good forest governance lii) equitable sharing of benefits	80% of changed policies, laws and regulations that are assessed are rated as 'overall positive' for local people	<ul style="list-style-type: none"> • Policy/regulatory framework analysis (including involvement of local people and processes in policy-making) • Reviewing documents on working group composition or representation; by-laws of CFUGs; assessment of benefit-sharing mechanisms • Interviews, questionnaires 	0 (only new policies etc. after 1 October 2013 are considered)	80%
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Intermediate outcome 3 – Communication strategies are used to enhance awareness, attitude and behaviour of target audiences

Number of references to RECOFTC knowledge products and number of times RECOFTC is cited	A high number of references to RECOFTC publications indicates that the provided information is highly appreciated by relevant target audiences and further disseminated	<ul style="list-style-type: none"> • Internal tracking methods like e-mails or online tracking • Peer-reviewed (internal and external) information based on research translations • Citation analysis 	0 (or data from October 2013)	10% increase each year
Changes in awareness/knowledge of target audiences as a result of RECOFTC communication tools/activities	Percentage of target audience that reports an increase in awareness/knowledge as a result of RECOFTC communication tools/activities	<ul style="list-style-type: none"> • Stakeholder survey: Interviewees should include representatives of policy-makers at ministries, academics, NGO managers, research institutes • Communication surveys 	0	80% report increased awareness and knowledge
Documented cases of action taken as a result of RECOFTC's strategic communications strategies	<ul style="list-style-type: none"> • A short description of cases, not yet fully developed stories • This may include all RECOFTC communication activities, not only publications 	<ul style="list-style-type: none"> • Case studies • Stories of change 	0	At least 1 case

Intermediate outcome 4 – Improved practices adopted in CF are effectively replicated

Number of innovative improved practices introduced by RECOFTC that are replicated beyond RECOFTC projects in Nepal	A list of innovative improved practices promoted by RECOFTC is available in the M&E package	<ul style="list-style-type: none"> • Surveys • Case studies • Stories of change • Direct observation 	0	1 practice
Percentage of CF practices introduced by RECOFTC still active	Still active by the end of the programme period	<ul style="list-style-type: none"> • Country programme reports • Project documentation • Surveys 	0	95%

The results of the monitoring of the strategic and intermediate outcomes are shared with the other RECOFTC country and regional programme staff in half yearly programme review and planning meetings. Results are also shared with donors and partners through annual reports. Where monitoring results indicate the need, proposals for adjustment of the country programme are presented, discussed and adopted when justified.

6.3 Learning and leveraging at regional and country levels

The RECOFTC programme framework and particularly its linkages with the framework for national CF programmes, enables sharing experiences and drawing lessons amongst other country programmes and with regional programmes, e.g. the CF Champions Network, Global Alliance for Community Forestry, biennial forums for people and forests, regional training courses, regional and multicountry projects and so forth.

Nepal's experience provides a rich source of learning for other countries, yet at the same time it is a country where learning from other countries and further innovation can take place. RECOFTC can add value to national service providers by imparting a broader learning experience of CF from across the region and beyond through which Nepali practitioners can better contextualize their own experiences. This is expected to contribute to more effective leveraging of change for CF development in Nepal and particularly to more effective application in other countries of the lessons learned from Nepal.



ध्यान दिनु पर्दछ ।
विकास गर्नु पर्दछ ।
 By: MSFP- RN

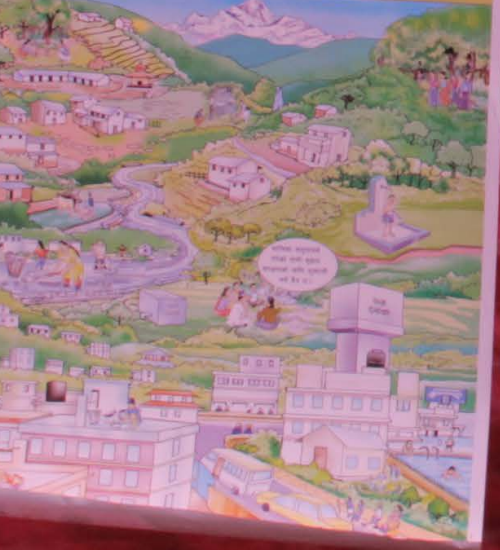
जलवायु परिवर्तन न्यूनीकरणका उपायहरू

 सौर्य उर्जा	 वायु उर्जा	 सिएफएल चिमको प्रयोग
 फोहोर मैला व्यवस्थापन	 दूषित जग्गाको अस्वच्छता कम गर्नु	 वन संरक्षण तथा वन विकास
 धुँवा रहित सवारी साधन	 परिष्कृत गरीबको अस्वच्छता कम गर्नु	 गाँब ग्याँसको प्रयोग
 वैकल्पिक साधन: रिक्सा, साइकल वा सामूहिक सवारी साधनको प्रयोग	 सुधारिएको चुल्होको प्रयोग	

लो क्षेत्रमा संरक्षणको घालनी, तल्लो क्षेत्रमा पर्याप्त स्वच्छ पानी



वातावरणीय सेवा युक्तानी



कार्बन संचितीमा वनको भूमिका

वनमा कार्बन संचिती



पत्र, हाँजा, फल, काठ, जरा, माटो

USAID, WWF, CARE, MSFP

जलवायु परिवर्तन



परिष्कृत गरीबको अस्वच्छता कम गर्नु



वातावरणीय सेवा युक्तानी

USAID

Stacks of informational brochures and pamphlets on a table.

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