

CHAPTER - I

INTRODUCTION

1.1 Background of the study

More than 80 percent of the total population reside in rural areas, and agriculture is the mainstay of the Nepalese people. Forest resource is one of the major resources directly affecting the agriculture work and survival of Nepalese people. Forest resources of Nepal have been found as the foundation of balancing environment and human development. It has still been used directly by PVSE to fulfill the basic requirements of fuel wood for cooking and heating, timber for construction, NTFPs for medicine and other purpose as well as commercial needs of well-off people. People also used the forest for open grazing, fodder and leaf litter collection to maintain a large number of livestock, specially reared for draught power and manure production (Gilmour and Fisher 1991). Heavy pressure on forest is being exerted by increasing human population. As a result of this pressure, forests are decreasing by area and losing their productivity (Lekhak, 2003:179).

In Nepal, forests have played an important role in the maintenance of ecological balance as well as economic development. Importance of forests is often expressed by a common saying “Hariyo Ban Nepal ko Dhan” Which literally means that green forest is the wealth of Nepal. Nepal’s forestry sector has been considered as a key contributor to the national development. Hand in hand with agriculture, forestry plays a significant role in the economic and social life of the rural people (Lekhak and Lekhak 2003).

However, forests in Nepal, being the only easily available source of natural resources, have been undervalued and have not been managed in a sustainable basis for some time. As a result in most parts of the country these valuable forests are declining both in quality and density. For last two decades the percentage of forest cover in Nepal has reduced from 37 to 29 percent (DoFRS, 1999).Such

degradation of forest resources has been mainly due to the unstable government policies and lack of good governance resulting in indiscriminant encroachment of forests, extensive conversion of forest areas into agricultural land and overexploitation of forest resources both by the people and the government for commercial purposes.

In 1957, the government nationalized all forest, with a view to protect forest resources from being depleted, many endeavors were made from the side of the governments in the past but all remained unproductive. Only the government machinery at that time was not able to protect the forest and realized the need for people's support in forest management, and then HMG formulated the different pro-user policy. The master plan of forestry sector (MPFS) 1989 is one of these legal instruments which envisaged meeting the people's basic needs for fuel woods, timber fodder and other forest products on the sustained basis, to promote people's participation in forestry resources development, management and utilization (HMG1989). Therefore the community forestry program (CFP) is placed in top priority to improve living condition of people through sustainable management and use of forest resources.

The community forestry policies have greatly recognized the cost of traditional users in managing and conservation forest resources of Nepal. Thus the policies formulated are considerably tilted in the favor of managing community forest under the control of community forest user groups (CFUGs). Which are defined as a specific group of people who share mutually recognized claim to specified user rights to a particular forest (Gilmour and Fisher, 1991). Hence the DoF, on the basis of this legal base has been effectively implementing the CFP with the major aim of hand over the accessible forest areas to interested near-by community who are real users of those forest resources. Department of Forest (DoF) approved about 11,90,000 hac. of national forest as a community forest and handed over to 14,500 users groups in Nepal (DoF, 2007). In addition many unofficial CFUGs are managing the forest and waiting for approval of FOPs from District Forest Office.

Good governance has come as the latest intervention to take place in every institution in general and community forestry user group and committees in particularly for sound and sustainable management of community forest. Good forest governance is the foundation of community forestry, which is required for sustainable forest management and improvement of people's livelihood. Livelihood promotion, sustainable management of community forest and good governance are closely linked concepts. Sustainable forest management provides multiple goods and services to the people, which can improve the livelihood. Good forest governance leads to the transparency and decentralization of resources and authorities, which in turn empowers the people including women and disadvantaged groups and results into better management of the forests will help maximize benefits to the people. The increasing forest benefit diversifies the livelihood assets and options. (Kanel and Niraula 2004). Transparent decision making, accountability of the concerned authorities and equal participation in benefit sharing are pre-requisites for the sustainable management practice in community forestry which is the focus of these studies.

1.2 Statement of the problem

The community forestry program has been on-going in Nepal for the last three decades with an aim to benefit rural communities. However, it can be said that forestry for rural communities will seldom succeed unless the concerned people are persuaded of its usefulness. It must be apparent to the people that the benefits to be obtained are relevant to them and are sufficient to justify their participation (Rao, 1983). It is believed that the local people are capable to manage their surrounding forest to this approach has become an accepted approach of local forest management. The principles and potentials associated with this approach have not still been easy to put into effective practice as originally envisaged. One of the reasons of this difficulty is that the local communities still need some external assistance to develop their capability.

Forest development in Nepal is currently focused on the community forest user group concept which in turn is based on participatory local resources management. Community forestry is considered as one of the most successful development programs in Nepal and enjoys international recognition. The main reason for this success is its people-centered approach. Community forestry furnishes community forest users with a legally secure institutional status and gives management responsibility over forests. Community forest user groups are considered as the most effective and long term institution for the protection and management of community forest. So, these forest user groups need to be able to manage their own group as an organizational unit and as a social institution in order to implement community forestry actively and sustainable.

In order to enhance most effective and long term institution, community forest user groups need to be governed significantly and properly. Good governance is a crucial precondition for effective management of any institution or organization. So, good governance has now appeared to be crucial in community forestry as well as for its sustainability. Community forest user group along with its committee is the locally authorized institution to lead community forestry into success. Good governance practice needs to be adopted by the community forest user group in order to manage the community forestry effectively and sustainable.

Community forest user groups are not free from governance-related issues, like elite domination, low participation of the women and disadvantaged groups of people in decision making process and benefit sharing process, low levels of accountability, transparency and equity. These issues eventually affect sound forest management and livelihood prospects of forest users. Every community forest user group has its own executive committee for the implementation of community forest user groups' decision and to carry out day to day work. However it may not happen in the real sense. The executive committee makes most of the decisions on behalf of users and committee members are not accountable for those decisions (C.F.Bulletin, 2004). Lack of transparency has created severe problem in

community forest management. Decisions taken by executive committee are not transparent and hence access are not easy to general user groups. Like wise, equity has been appeared as an important issue for the sustainable management of community forestry. Unless users of a community forest obtain an equitable share of benefits from forest management, any forest management rules are likely to be subverted. As a result, community forestry will not be managed on a sustainable basis (Maharjan, 2001). Level of these problems need to be identified for the sound and sustainable management of community forest. So these issues should be sufficiently discussed within CFUGs, EC, general users and other relevant stakeholders.

1.3 Research questions

Every research tries to answer some questions. This study would try to answer the following questions:

-) Are community forest user groups following mentioned key indicators of good governance in their management practice?
-) Are all the members of the user groups equally participating in community forest management?
-) Are they (user group) addressing equity aspect in benefit sharing?
-) Are executive committees accountable to their user groups? Specially on WDPMJJs.
-) Is the transparency maintained in decision making and fund mobilization process?
-) Are they following fair and consistent implementation, monitoring, and evaluation and updating of rules and regulations laid in the constitution/FOP for social justice?
-) What are the main problem issues and challenges of community forest user groups?
-) What are the strength, weakness, opportunity and threat in community forest user groups?

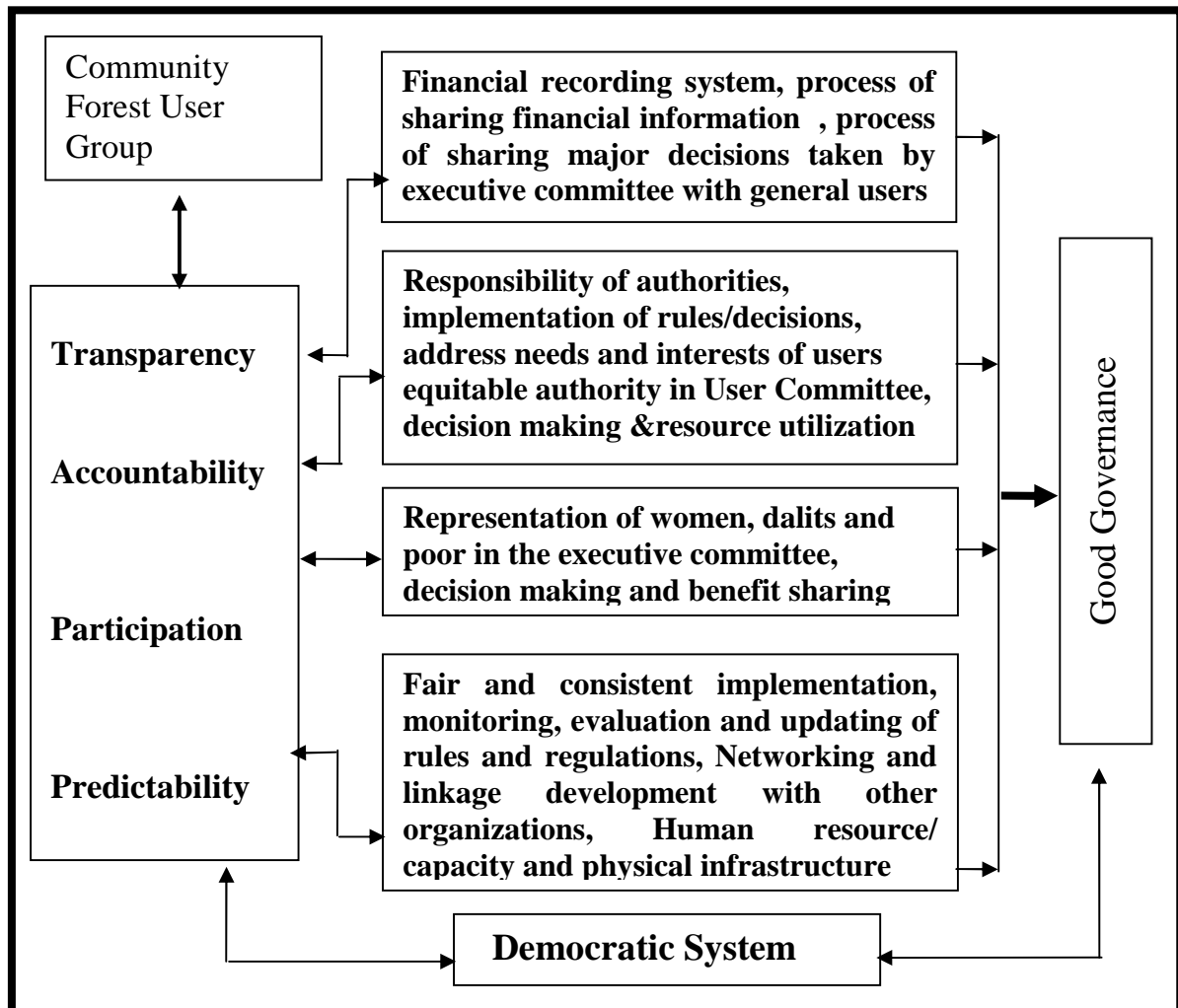
1.4 Objectives of the study

The principal objectives of this study will be to assess the good governance practice in Community Forestry User Groups in Gorkha District. This study will carry out better insights on the community forest user groups' governing process based on the four basic elements of good governance, i.e. transparency, accountability, participation and predictability. This study will have the following specific objectives:

1. To conduct an assessment of good governance practice in community forest user groups on :-
 - a) transparency
 - b) accountability
 - c) participation and
 - d) predictability
2. To examine and document problems, issues and gaps for further improvement,

1.5 Conceptual framework

Figure 1.5.1
Conceptual Framework



Based on the literature review, a conceptual framework has been developed .The above figure shows the details of this framework.

The conceptual framework mentioned above is the basis of this study. Conflict mitigation and sustainable forest management can be addressed after the in-depth study of forest policy, coordination with service provider, bio-physical factors, and institutional factors. The four components like Transparency, Accountability, Participation and Predictability are strongly and directly linked with good forest governance and hence sustainable forest management. So, this conceptual framework will help guide the researcher as per the objectives of the study.

1.6 Rationale of the study

Managing forest through users groups is the most viable strategy for the forest management in the middle hill region of Nepal (Gilmour and Fisher, 1991). That is why more than 14500 CFUGs are officially legitimized the authority of community forestry and other more unofficial CFUGs are in the process of official authority. There is no doubt about the community forestry that it has significantly contributing positive impacts on gender, equity, empowerment, poverty, bio-diversity and forest resources management which are greatly geared up to social change and local development. These issues eventually affect sound and sustainable forest management. Within this context, this study has assessed the initiatives of community forest user groups towards the improved practices of good governance within their organizational set up.

To date, there are very limited studies to explore the governance status of these community based groups. So this study was aimed to make the twofold contributions. Firstly, it has tried to provide an elaborate analysis on whether community forest user groups are practicing good governance in their management which would eventually contribute to sustainable management of community forests. Secondly, it has explored some recommendations for the CFUGs users, policy makers, support agencies and researchers working on similar themes in the future.

1.7 Limitations of the study

This study has been undertaken for the partial fulfillment of the requirements of the Master's Degree in "Sociology". So due to time and budget, this study covers the information of only seven CFUGs in Gorkha district. So the findings of the study may not be generalized comfortably to all community forest user groups of the district in particular and all over the country in general. However, the researcher tried to maintain the accuracy of the study by rigorous interaction with the CFUGs, District Forest Office, Federation of Community Forest Users, Nepal and SAGUN Program/CARE Nepal.

CHAPTER- II

REVIEW OF LITERATURE

2.1 Concept of Social or Community Forestry

The Fundamental idea behind social or community forestry is to support directly the sustainable use of forest that provides well being to the community. A new concept that involves local people to have a say in forest management, social forestry emerged in the late 1970s in India (Rao, 1983), when all the efforts of government failed to control forest destruction. The approach rapidly developed in rural areas of developing countries, to fulfill the basic needs of rural people and at the same time to balance the environmental conditions.

Conceptually, community or social forestry was initially defined as many forest management activity or situation, which closely involves local people in a forestry activity and tree growing activities, for which rural people assume (past of the)management responsibility and from which they desire direct benefit through their own efforts (FAO,1978:1;Lanticon, 1982;and kirchhofer and mercer,1984:1)

Eckholm (1979:39) highlighted that community forestry is “a process of social change that requires the continuous participation of whole communities in planning developmental activities, sharing of products, and solving of problems and conflicts”. Rao (1983) noted that community forestry will only succeed if the local people are convinced and their needs are fulfilled.

Jiaqi et al (2004) have mentioned that community forestry is a conceptual transformation from traditional rural forestry to a new form with a strong focus on popular participation. Modern community forestry is based on forestry as a resource industry in which local people fully participate. It plays a key role in mitigating the interrelationships among economic, ecological and social factors in rural community development, helping the poor, increasing their income, lessening their burden, protecting forest resources, improving the quality of the environment, providing employment opportunities people, and therefore, facilitating

harmony between man and nature. As a result, poor farmers who participate in it are both enthusiastic and involve themselves actively. The innovative use of participatory approaches in community forestry is a new way of thinking, which through the process of participation helps farmers recover certain rights that belong to them.

According to Kayastha (1991), Community forestry is small scale, village level forestry practice where decisions and actions are often made on a collective/communal basis, and where the rural population participate in planning, establishment, management and harvesting of forest crops and receive a major proportion of the socio-economic and ecological benefits from the forests. Conceptually community forestry can range from pure forest cropping on one extreme to combining tree and food crops agro-forestry on the other. He further says that community forestry is not just a special technology but rather a process of socio-economic change that requires continuous participation of the community in planning, implementing and problem solving. Thus, community forestry to be initiated both in government land and community land involves people in all stages from decision making harvesting and benefits sharing.

The community forestry program envisions ensuring the power of the community to protect, manage and utilize the forest resources after its handing over with the ultimate objective of raising the living standards of local community (Arnold, 1992). This underpins the notion that the state and the local community can jointly manage forest resources to the benefit of both parties (Anderson, 1995).

Thuversson (2002:2) mentions that Community is about an inclusive process that is grounded by people in their place. Community forestry provides opportunities for communities to build and strengthen their governance skills and capacity and to influence policy. Community forestry is about honoring diversity through an ethics of reciprocity.

2.2 Governance and Good Governance

The notions of “governance” and “good governance” have increasingly been employed in development literature. It has been widely realized that the root cause for development failure and the evils persisting in any society is not other than bad governance. An effort has been made to review the literature on governance and good governance separately hereunder:

2.2.1 Governance

The concept of governance is not new. It is as old as human civilization. In simplest terms, ‘governance’ refers to “the process of decision-making and the process by which decisions are implemented (or not implemented)” (UNESCAP, 2004). In other words, it focuses on the ‘rules of the game’ and highlights the question of *whom* and *how* decisions are made and enforced (UNDP SLU, 1998; Profor, 2004).

Governance is the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights (ADB, 2002). UNDP (2002) has defined governance as “the complex of mechanism, processes, relationships, and institutions through which citizens and groups articulate their interest, exercise their rights and obligations and mediate their differences. Governance encompasses all the methods society uses, to distribute power, and manage public resources and problems. In sound governance, public resources and problems are managed effectively and efficiently, and in response to the critical needs of society. Effective democratic form of governance relies on public participation, accountability and transparency.

The United States Agency for International Development (USAID) defines ‘governance’ as the manner in which power is exercised in the management of a country’s economic, environmental and social resources for development (USAID, 2000). Department for International Development (DFID) uses the term ‘governance’ to mean how the institutions, rules and systems of the state—the executive, legislative, judiciary and military—operate at central and local levels and

how the state relates to individual citizens, civil society and the private sector (DFID, 2001).

According to Robinson (1966), governance is a term that applies to the exercise of power in a variety of institutional contexts, the objective of which is to direct, control, and regulate activities in the interests of people as citizens, voters, and workers. Dahal (1996:5) is of the opinion that governance means a human aggregate, mode of people's representatives who are acting together on a collective task of public welfare.

2.2.2 Good Governance

Good governance is “about utilizing power, add resources in a way that maximizes the welfare of the people” (Sharma: 1998:32). *According to UNDP (1997)*, Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. For AUSAID (2000), good governance means competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs.

Ex UN Secretary Kofi Annan considers good governance as the single most important factor in eradicating poverty and promoting development (UNDP, undated). Good governance is closely associated with democracy. It should involve a proper understanding and articulation of what is involved in democracy in the given social and political context and structuring and restructuring institutions in such a way that they produce the functions expected (Pandey, 2001). Nepali (2000) argues that good governance calls for democratic planning and management of development with the people, for the people and by the people, specially the marginalized. It is an exercise of political power at all levels to control and manage the nation's affairs.

Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And, it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.

2.2.3 Characteristics of Good Governance

Transparency

Transparency refers to the availability of information to the general public and clarity about government, civil society and private sector rules, regulations, and decisions. It can be strengthened through the citizens' right to information with a degree of legal enforceability. Transparency in government decision-making and public policy implementation reduces uncertainty and can help inhibit corruption among public officials. (ADB, 1999) Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. UNESCAP (undated) Transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them. UNDP (1997).

Accountability

Accountability is imperative to make public officials answerable for government behavior and responsive to the entity from which they derive their authority. Public officials must be answerable for government behavior, and responsive to the entity from which their authority is derived. (ADB, 1999) Accountability is a key requirement of good governance. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law (UNESCAP undated). Transparency is built on the free flow of information.

Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them UNDP (1997). It is defined as the obligation to explain progress and more directly the degree to which duty bearers are held responsible and liable (CARE, 2002).

Participation

The principle of participation derives from an acceptance that people are at the heart of development. They are not only the ultimate beneficiaries of development, but are also the agents of development. It refers to the involvement of citizens in the development process. Beneficiaries and groups affected by the project need to participate so that the government can make informed choices with respect to their needs, and social groups can protect their rights. (ADB, 1999) Participation by both men and women is a key cornerstone of good governance. This means freedom of association and expression on the one hand and an organized civil society on the other hand (UNESCAP undated). All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively (UNDP 1997).

Predictability

Predictability refers to (i) the existence of laws, regulations, and policies to regulate society; and (ii) their fair and consistent application (ADB, 1999). Predictability is defined as “the consistency and reliability of institutions, their staff and their actions based on the institution’s stated objectives, policies, rules and regulations”, or “to be able to fore-tell on the basis of observation, experience, scientific reason or stated processes.” The opposite of predictability is “variability, inconsistency, and arbitrary decision-making.” (CARE, 2002).

2.3 Sustainable Community Forest Management

The World Commission on Environment and Development (WCED) has defined sustainable development (Brundtland, 1987) as “development that meets the needs

of the present without compromising the ability of future generations to meet their own needs”

United Nations Conference on Environment and Development in Rio de Janeiro in 1992 has defined sustainable development as “a process of change in which the exploitation of resources, the direction of instruments, the orientation of technological development and institutional change meet the needs of the present without compromising the ability to meet the needs of the future generations.”

Applying this principle of sustainable development in community forestry implies that the utilization of forest resources within the carrying capacity of the forest ecosystem in such a way that the ability of the forest to regenerate itself is not diminished and continuity of produce of forest products is continued (Singh, 1999). Chaturvedi (1994) has defined ‘sustainable forest management is the practical application of science, technology and economics to a forest estate for the production of certain desired results. Primary objective of good forest management is to provide maximum benefits to the greatest number of people for all time. The benefit may be direct or indirect, annual or periodic but they must be available for future generations and the quality and quantity of benefits should not go down except for brief period in keeping with the management policies.’

Sustainable forest management as defined by Ministerial Conference in Protection of Forest in Europe, 1993 means the stewardship and use of forests and forest lands in a way, and at a rate, that maintains their biodiversity, productivity, regeneration capacity, vitality and their potential to fulfill, now and in future, relevant ecological, economical, and social functions at local, national and global levels, and that does not cause damage to other ecosystems. (Banko Janakari Vol. 14, No1:41

Wollenberg and Clifer, (1996) have presented the following well-being factors which can be important in assessing sustainability of community forestry:

Security and sufficiency of access to resources-both now and in future;

Economic opportunity – forest activities should maintain or enhance people’s livelihood opportunities;

Decision-making opportunity – people have right to participate meaningfully in decision affecting their way of lives;

Justice- there should be fair resolution of conflict and distribution of benefits, rights responsibilities and incentives.

2.4 Review of Previous Study

Nepal’s Community Forestry is among the most widely known initiative in common pool resources management. This is not only the program but also a campaign to empower the women, Dalits and poor users in the community. The main reason for this success is its people-centered approach. Community Forestry User Groups (CFUGs) are the locally authorized institution to lead community forestry into success.

According to the study conducted by Khanal (2008) in Kaski district women's participation have been found low during identification of users and committee formation, which shows lack of sufficient involvement of women in important preliminary stage of community forestry process. It was also in low participation in decision making and monitoring and evaluation process of different activities carried by CFUG. It was found that resource utilization and fund collection process the women roles seems satisfactory compared to other but still this need to be elevated. However, lower level of women's participation in fund mobilization activities suggest that there isn't sufficient involvement of women in mobilization funds collected for different forest as well community development activities. Education women, motivating male members of the family, providing them authority/responsibility, charging for absence and efficient information dissemination system could be effective way's to improve women's participation in long run.

According to a study conducted by Shrestha (1999) in Nuwakot, men and women do not consider women's position higher or better than men in decision making self-image and organization capacity. Women's status is always lower than that of men. Shrestha further states that women only have access to resources, but actual control lies with men even the labour which by definition belongs to the person concerned, is controlled by men which means that women can only sell their labour with the permission of men and even the income from women's labour is controlled by men. Women do not have access to and controlled over resources, as they do not own property therefore they are not credit worthy. Food is the only area in which women have controls, mainly because they prepare and distribute it. Health, education, and training are areas to which women have access but again are controlled by men in these areas.

K.C. (2008) has reported that women's participation in decision making process has positively changed in Syangja district. The trend of women's participation in FUG has increased but their participation in CFG/C assemblies and meetings still need to be improved. At present due respect is given to women's voice and their opinion as compared to the initial period of CF. But women raised voice and their opinions only when they disapprove with what the others say, they really raise voice themselves to put forward the agenda for discussion except in solely women's FUG/C, and their trend continues in most cases even to this date. It was found that women of FUG were more aware than the women who were only user, because being in the committee familiarized them with the objectives and rules of the CF.

Gender sensitivity is increased significantly on participatory forest planning and management through the practices worked out and adopted by donor communities and other actors (Rai and Beek, 1998 cited by Gautam, 1997). Women leadership also increasingly developed which result to representation in CFUG committees is increase by 39 percent in Dolakha and 27 percent in Ramechhap against the 19 percent of national figure (Shrestha 1997). Similarly the participation of women in training, workshop and cross visit is also increased significantly. Economic,

cultural, physical and social empowerment has also increased due to community forestry program.

Gautam (2004) has reported that the community forestry has significantly contributed towards community development activities of the CFUGs. In average, the CFUG mobilized about 99.6 thousand rupees per year. This fund is mobilized in physical infrastructure development, employment generation, micro-credit, capacity enhancement and office management activities. However he reported that the records of CFUGs were not found systematic and clear. The minutes are also not understandable and specific. The financial records, bills and receipts are also not updated. So the CFUGs' capacity needs to be strengthened to keep their office records and financial transaction more systematically.

Empowerment is essential for access to and control over the natural, physical and financial resources related to forest (Upreti, 2002). Concerned actors perceive the overall impacts of community forestry program and transformation positively. Therefore, in general, socio-economic condition of local people is improved. The gender sensitivity is increasing and concerns of equity and empowerment aspects are acknowledged. Democratic practices are exercising in rural areas. Thus, the CFUGs as community based organizations can play a major role in under taking the different development activities of their communities (Jackson and Ingles, 1994).

Adhikari, (2005) has reported that CFUGs of Bardiya district have been able to maintain 67.75% in transparency and 81.75% in participation in CFUGs activities. The 80% of the user members are found to be accountable to their duties, function and rules and regulations. Similarly, predictability of the CFUGs in the study site is found to be expanding having 78.25% score. However, inclusive participation, especially of the poor and Dalit groups in decision making is still lacking. And, participation in decision making is comparatively lower than in program implementation and in resource utilization. Still only 40% of the CFUGs have

been found to have managed good networking with other local organization as well as service providing organization.

The fourth Community Forestry Workshop (2001) concluded major four themes for improvement in community forestry program viz. i) good governance, ii) livelihood improvement, iii) biodiversity conservation and iv) sustainable forest management. Among them, good governance is overwhelmingly emphasized theme for sustainable forest management practices in Nepal. There are many governance-related issues like elite domination, inadequate transparency, lack of accountability, low participation of people and low predictability to be addressed before it is too late. These issues eventually affect sound forest management and livelihood prospects of forest users.

CHAPTER - III

RESEARCH METHODOLOGY

3.1 Study site description and rationale for the selection of the study site

Prithivi Narayan Municipality, Palungtar, Dhuwakot, Shreenath Kot, Warpak, Jaubari and Gankhu V.D.C. of Gorkha district were selected as the study area for an assessment of good governance in community forest user groups. It has socio-economically diverse population which represents rich and poor, literate and illiterate, dominant and disadvantaged groups of people. In Gorkha, community forestry program was initiated from 2049. Till July 2007 there are 374 CFUGs in Gorkha (DFO, Gorkha, 2007). Among them at least seven community forest user groups in Prithivi Narayan Municipality, Palungtar, Dhuwakot, Shreenath Kot, Warpak, Jaubari and Gankhu V.D.C. were selected. Selection of community forest user groups was made after having discussion with District Forest Office and local organizations working in same field but much priority was given to those forest user groups which have diverse segment of population i.e., poor, marginalized Janajatis and dalits. Rationales for the selection of the study site are:

- I) Easy accessibility, and
- II) Researcher is familiar with Prithivi Narayan Municipality, Palungtar, Dhuwakot, Shreenath Kot, Warpak, Jaubari and Gankhu V.D.C. which also helped the researcher to collect information.

3.2 Research design

This study was adopted a descriptive research design. The collected data, facts and quantitative information are analyzed descriptively described elaborately with a view to providing an in-depth understanding of the good governance practice in community forest user groups.

3.3 Nature and sources of data

This study was consisted of both qualitative and quantitative nature of data. However, most of the data are qualitative in nature because they are trying to describe the quality or situation of Good governance practice at community forest user groups.

Both primary and secondary information in order to achieve the objectives of the study have been used. The study is primarily based on field level information gathered through in-depth field work focusing on selected community forest user groups. Secondary data are used to sharpen the research issues and to shape the study framework and data collection instruments. Secondary data are collected through reviewing different reports of national and international context.

The combination of primary and secondary data also helped to refine this study in an integrated shape. Since the nature of the study is qualitative, key informant interviews, focus group discussions with different groups, are carried out as qualitative study.

3.4 Sampling procedure

Since the study was the qualitative one, the researcher also used purposive sampling method to select the sample of community forest user groups. In Gorkha district there are 66 VDC and One municipality and DFO has handed over 374 community forests up to July 2007. From Six VDC and One municipality seven community forest user groups were taken as sample units and separate universes on the basis of gender and caste composition in the user group and executive committee of these community forest user groups. Other bases of sampling were the size of households covered by community forest user groups, live of establishment of the community forest user groups effective from the date of formal handover of community forest for the protection, management and utilization by the forest user group and total forest area managed by the forest user group. Similarly, economic status of general members of community forest user

groups, composition of dalit households in the community and accessibility to the study sites were also considered while selecting the sample sites.

3.5 Research tool/guide line

The participatory governance assessment (PGA) tool was developed by SAMARPAN/SAGUN program of CARE Nepal was applied. PGA is a participatory tool to assess the governance status of CFUGs. The assessment was done against four pillars of governance viz Transparency, Participation, Accountability and Predictability which further consists of a range of sub-indicators. The status under each category was measured as poor, medium, good and very good.

The strength of PGA include sensitization of UGs and executive committee members on concept of good governance, the governance status of their respective groups: empower dalit, women, and marginalized Janajatis and poor in terms of awareness on their rights and responsibilities and existing governance status, major strength and gaps and motivation of user to prepare action plan for governance status improvement.

3.6 Variables and their indicators

The study analyzed the number of variables such as–transparency, accountability, participation and predictability. The table 3.6.1 presents the indicators of the each variable.

Table 3.6
Variables and indicators of the study

S. N.	Variables	Indicators
1.	Transparency	<ul style="list-style-type: none">) Information on annual plan and major points of Constitution and forest operational plan to general users.) Process of sharing major decisions taken by executive committee with general users.) Office management, Financial recording system and process of sharing financial information by EC members with general users) Resource distribution and program implementation
2.	Accountability	<ul style="list-style-type: none">) Implementation of roles, responsibilities and duties by EC according to constitution.) Implementation of roles, responsibilities and duties by general members according to constitution.) Address needs and interests of users focusing on women, poor and minorities (Livelihood improvement)) Equitable distribution of benefits sharing. (forest products, group fund and opportunities)
3.	Participation	<ul style="list-style-type: none">) Representation of women, dalit, janajati and poor in executive committee.) Participation of users in meetings, assemblies and decision making process (preparation of rules and regulation).) Participation in forest management and community development activities.(Implementation)) Participation in benefit sharing process.

4.	Predictability	<ul style="list-style-type: none"> J Clear rules, regulations and preparation of guideline to achieve the goal and objectives. J Networking J Coordinaton, linkages with other stakeholders, fund generating and mobilizing Human resource/ capacity development for CF and group management.
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3.7 Data collection

The selection of appropriate instrument for data collection is a most important part of a research plan. On the basis of the nature of variables and their indicators, the following data collection instruments were applied to achieve the objectives of the study:

3.7.1 Focus Group discussion

Focus Group Discussion (FGD) were conducted to extract the qualitative information on the level of awareness among stakeholders about key indicators of good governance, benefit sharing process of the forest user group.

The matrix of the governance assessment tool (see in the annex 1 for details) was used as the checklist to facilitate focus group discussion. While assessing the governance status of the respective CFUGs, firstly the researcher has been oriented about the concept, its major elements and the sub elements to the participants. Then after, the participants themselves assessed each and every elements and indicators one by one in the participatory way. They also identified their group's strengths and the weaknesses during the focused group discussion. At the end of the assessment, the result of the CFUGs was shown in the spider way to quickly sensitize them about the governance status of their CFUGs.

3.7.2 Key Informant I nterview

In depth interviews was carried out with the executive committee (EC) members. General users of the community forest user groups were also selected. Semi-structure questionnaire methods was used during research period the interviews.

3.7.3 Direct Observation

At the time of collecting information, more attention was given towards “Participant observation” methods. The researcher was involved in close observation on the activities of the study site. Both direct and participant observation was applied to get the information for the study. For this, the researcher attended the meetings among the key personnel of the committee; general meetings attended by all members of the forest user group, and were also conducted some additional meetings to fulfill the need for detail information. This observation method helped to crosscheck and verify the information collected through secondary sources and interviews. It helps to gain deeper insight into the process and patterns of user's behavior. It further helps to cross-check the information gathered from different sources.

3.8 Method of data analysis

The data collected through various instruments and sources were analyzed using computer software such as MS- Excel for tabulation and graphical presentations. While analyzing, the objectives of the study was kept in mind and the data will be guided in the direction of objectives. Considering the nature of the study, analysis has been done in qualitative way. Data obtained from every source were analyzed and verified, comparing them with the information obtained from other sources. Besides, the data analysis, relevant maps, figures charts and tables are properly included in different sections and sub-sections of the study.

CHAPTER - IV

INTRODUCTION OF THE STUDY AREA

4.1 Location of Gorkha district.

The district lies in Gandaki Zone of Western region of Nepal. It is located between 26° 15' to 28° 15'N latitudes and 84° 27' to 84° 58' E longitudes. Administratively, the district is divided in 66 VDCs and one Municipality. Relatively in the east is Dhading, in the west are Tanahun, Lamjung and Manang, Chitwan is in South and Tibet (China) is in north. The elevation ranges from 228 m (Marsyangdi River south of Manakamana temple) to 8156 m (Mt. Manasul) above sea level (District periodic plan of Gorkha, 2002).

4.1.1 Land use and topography

Topographically, Gorkha is diverse. The district comprises from low-land plains to most steep areas. The total area of the district is 361470 hectares. The rivers, streams, snow and rock covers about 34.39% where as forest, bushes and pasture land comprises about 31.31 percent. Similarly the agriculture and settlements covers only 17.86%. The district is rich in grassland which comprises about 16.32%. of the total land, about 308552 hectares (86%) is sloppy (more than 30 degrees slope) area.

Table 4.1.1
Land use pattern of Gorkha

S.N.	Land Use	Area (ha)	%
1	Agriculture and settlements	64539	17.86
2	Forest land	88398	24.45
3	Bushes and pasture land	24142	6.86
4	Grass land	58990	16.32
5	Rivers, streams, snow and rock	125206	34.39
	Total	361470	100

(Source: Monitoring and Evaluation Report, District Forest Office Gorkha, 2007)

4.1.2 Population

According to the census of 1981, 1991 and 2001, total population of the district is 231264, 252524 and 288134, of which 0.49%, 0.48% and 46.64% is male and 0.51%, 0.52% and 53.36% are female respectively. The total increment percentage is 31.5. According to the census of 2001 the population density is 80 per sq. km. with the annual growth rate of 1.325% and average family size is 4.89.

Table 4.1.2
Population trend in Gorkha

Year	Population			Households	Average size of the Family
	Male	Female	Total		
1981	114614	116650	231264	40734	5.7
1991	121327	131197	252524	49311	5.1
2001	134407	153727	288134	58923	4.89
Increment %	17.5	31.5	31.5	45.6	-

(Source: District Periodic Plan, DDC, Gorkha, 2002)

4.1.3 Vegetation

So far vegetation types, tropical forest, sub-tropical forest, temperate forest, sub-alpine and alpine forest are major vegetation found in Gorkha. It is rich in bio-diversity and available important medicinal plants in mountain areas (DFO, Gorkha, 2007).

4.2 Introduction of the selected CFUGs

The selected site for study is situated in Gorkha district. The details of the selected CFUGs are given in the following table. Among seven CFUGs, Simle Women CFUG Shreenathkot - 8 is specially managed by women and rest six CFUGs are mixed groups. Ragar CFUG is located in Warpak VDC, which is one of the remote

VDCs of Gorkha district and managed by Tamu (Gurung) community (an ethnic/indigenous communities).

Table 4.2
General characteristics of selected CFUGs

SN	Name of CFUGs	Address	Forest Area (ha)	Total Hhs				Population			No of EC Member	
				Total	Dalits	JJ	Oth.	M	F	Total	M	F
1	Tarpakha	Jaubari-8,9	47.25	109	6	19	84	357	369	726	8	3
2	Simle Women	Shreenathkot-8	9.00	70	12	40	18	369	317	686	-	9
3	Saune Thuli	Gankha-7,8	42.20	224	63	59	122	563	517	1080	10	1
4	Birenchook	P.N.P-9	83.00	170	35	93	42	487	463	950	7	4
5	Baniya Danda	Dhuwakot- 8	48.5	73	8	47	18	215	223	438	9	4
6	Bahrapirke	Palungtar-7,8	48.43	353	40	120	193	914	1090	2004	13	2
7	Ragar	Warpak -1-9	368.75	738	43	695	0	2917	2943	5860	10	5
Total			647.13	1737	207	1073	477	5822	5922	11744	57	28

(Source: Field Survey, 2008)

The selected CFUGs comprised the total 1737 households of which the dalits households comprises 207 (11.91%) and the Janajatis households covers 1073 (61.77%). The total population of the selected CFUGs is 11744.

Among the CFUGs, the Ragar CFUG is one of the largest CFUG in terms of both CF area and household size. The CFUG includes altogether 738 households and 368.75 hectares of forest area. Similarly, the Simle Women CFUG falls in the smallest CFUG in terms of both forest area and household size. This includes altogether 70 households and 9 hectares of the forest area.

The average area per CF is 92.44 hectares and the average size of the CFUG household size is 248. Based on the above table per capita CF area is 0.37 hectares which is lower than the national figure 0.50 ha per household. Similarly, in the average about 67% of the executive committee's members are male. And only

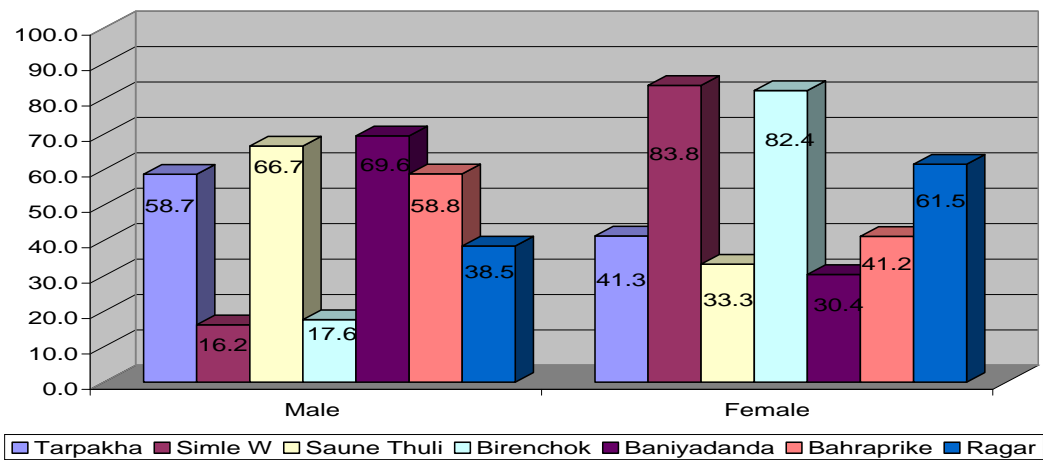
about 33% of the executive committee's members are women. This shows that there is overwhelmingly influence of the male in the leadership positions and the decision making processes of the CFUG's activities.

4.2.1 Sex

In the average, 47.47% participants were male and 52.53% participants were from women during the focused group discussion. According to the figure 4.2.1 in Baniyadanda CFUG had the highest number of male participants i.e. 69.6% whereas Simle WCFUG had the least number of male participants i.e. only 16.2%. Similarly, the Birinchok CFUG had the largest number of the women participants i.e. 82.4% whereas Baniyadanda had the least number of women informants i.e. 30.4% in the focused group discussion. .

Figure 4.2.1

Participants by Sex



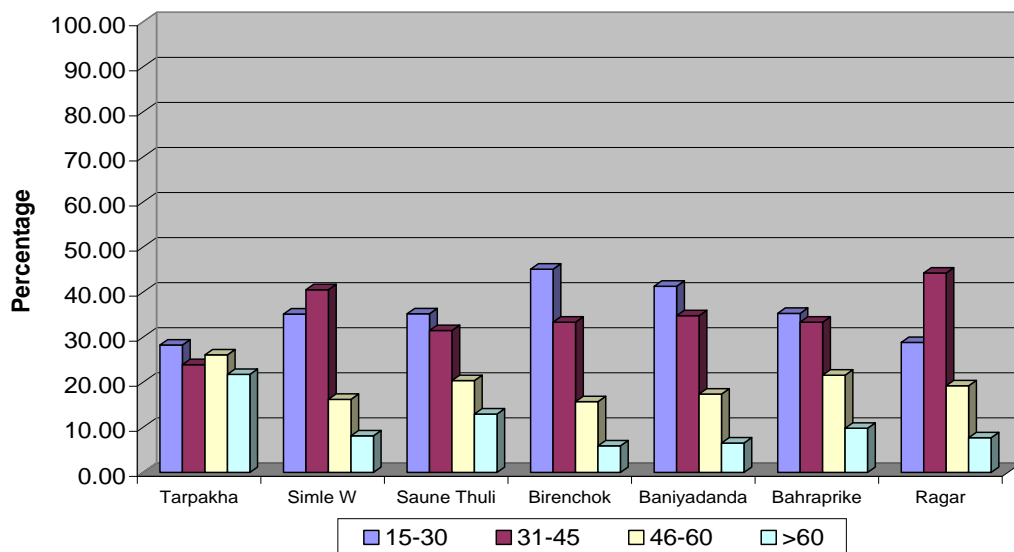
4.2.2 Age

The figure 4.2.2 shows the different age-group of the participants who were participated in the focused group discussion. In the Tarpakha CFUG, the ratio of all age-groups is more or less same. Similarly in other CFUGs, participants from the 15- 30 years and 31-45 years were more in comparison with other age groups. The participants of age group i.e. 40-60 year and above 60 years were found less in all CFUGs. The age group of 15 - 30 years was found highest i.e. 45.1%. in

Birechok CFUG. Similarly, the age group of years 30-45 years was found highest in the Ragar CFUG i.e. 44.5%. In overall average, of the total participants, 35.6% from 15 - 30 years age group, 34.4% were from 31 - 45 years age group, 19.6% from 46-60 years age groups and 10.4% were from above 60 years age groups.

Figure 4.2.2

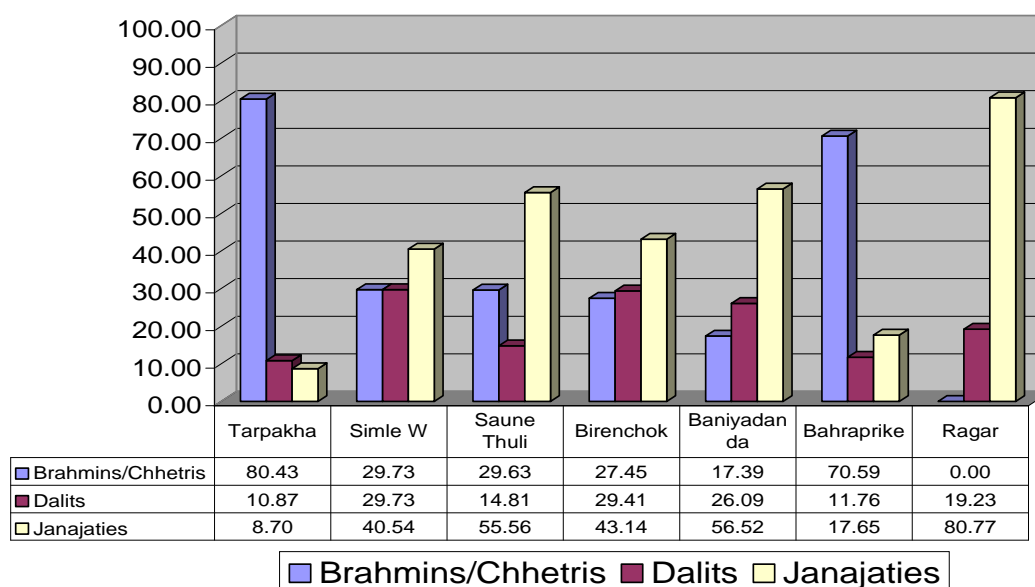
Participants by Age Group



4.2.3 Ethnicity

The Gorkha district has different ethnic groups. The major of them are Gurung, Brahmins, Chhetries, Magar, Newars, Kumal, Damais, Kamais, Sarkis, Tamangs, Parjas and other tribal peoples are the major castes of the Gorkha. The Gurung is the major ethnic group which comprises about 21.33% of the total populations of the Gorkha. The study area has also followed the same trend of ethnicity. The following figure 4.2.3 illustrates the ethnic composition of the study area.

Figure 4.2.3
Participants by Ethnicity



According to the figure, Tarpakha and Bahrapirke CFUG have more participants from Brahmins/Chhetri caste during the focused group discussion and have 80.43% and 70.52% respectively. Similarly, Simle Women CFUG and Birenchiok CFUGs have more participants from the Dalits i.e. 29.73% and 29.41% respectively. Similarly, Janajaties were the highest number of the participants from Ragar CFUG and Baniyadanda CFUG i.e. 80.77% and 56.52% respectively.

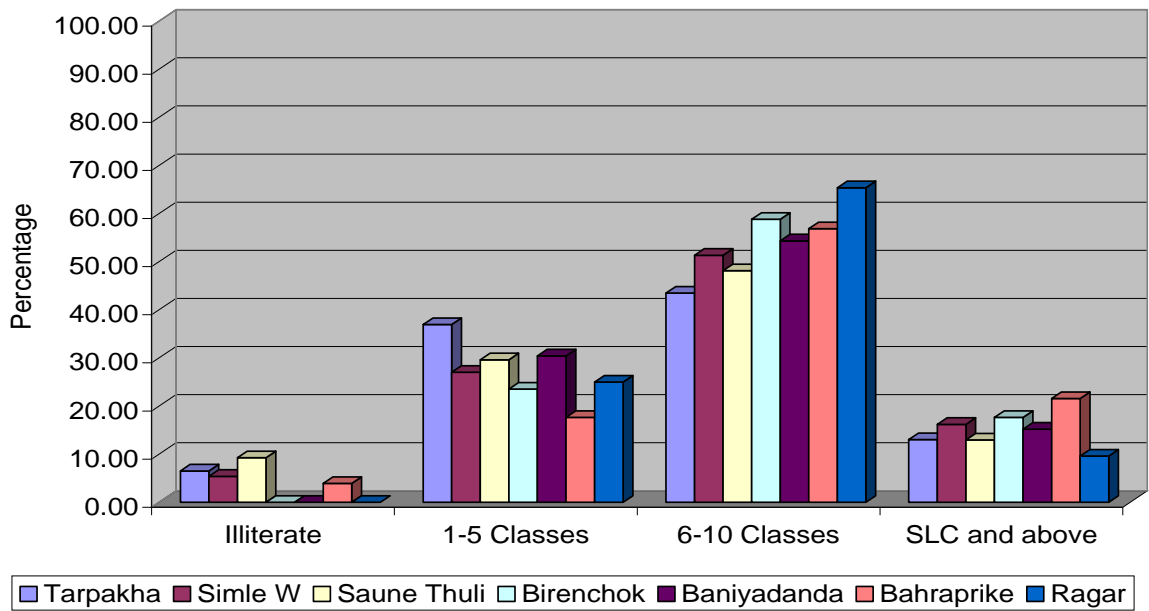
4.2.4 Education

The figure 4.2.4 depicts the education status of the informants. By the figure, the majority of the participants have passed from the 6-10 classes. This figure stands as 54.05%. As has been seen in the figure, 36.08% of the total participants have studied 1-5 classes and 15.18% informants have studied SLC. Only 3.58% of the total participants in all CFUGs were illiterate.

CFUG wise, most of the participants i.e. 65.38% in the Ragar CFUG were studied 6-10 classes. In Tarpakha CFUG, the highest percentage (36.96%) of the participants studied 1-5 classes. Similarly, the highest (21.57%) percentage of participants in Bahrapirke CFUG was studied in SLC and above.

Figure 4.2.4

Participants by Education

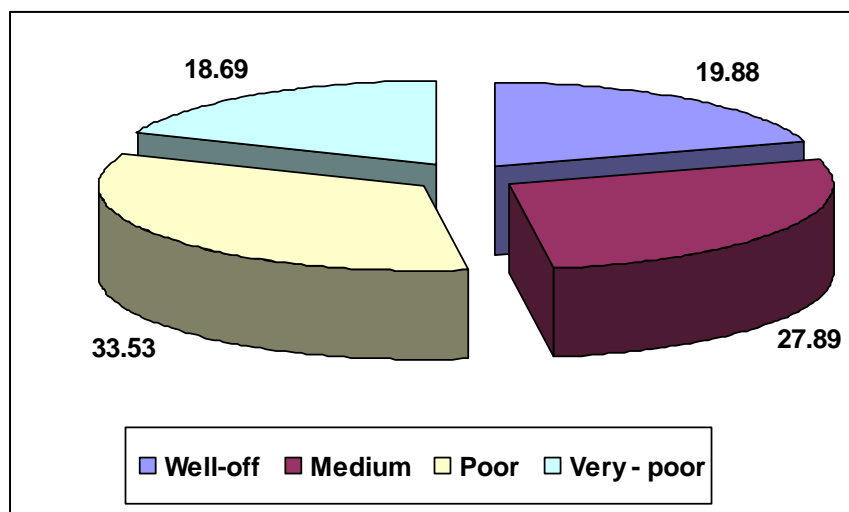


4.2.5 Well-being status of respondents

The participants of focused group discussion possessed different well-being status. In the average, of the total informants 19.88% were from well-off, 27.89% were from medium, 33.53% from poor and 18.69% from very-poor users. The figure 4.2.5 shows the overall status of the wellbeing of the key informants.

Figure 4.2.5

Well-being Status of the Participants



CHAPTER -V

RESULTS AND DISCUSSIONS

This chapter contains the results obtained by an assessment conducted in 7 CFUGs in Gorkha district. The researcher presented the result of good governance assessment conducted in seven sample CFUGs in Jaubari VDC, Shreenathkot VDC, Gankhu VDC, Prithivi Narayan Municipality, Dhuwakot VDC, Palungtar VDC and Warpark VDC of Gorkha district and discussed over the result dividing the heading into subsequent sub heading in the following paragraphs.

5.1 Results of good governance assessment in CFUGs

In the following paragraphs, researcher presented status of good governance on the basis of 4 key elements and 16 sub-elements (indicators) of good governance and briefly analyzed the effect of sub-element of good governance under the main elements, main elements under the overall good governance situation in the sample CFUGs.

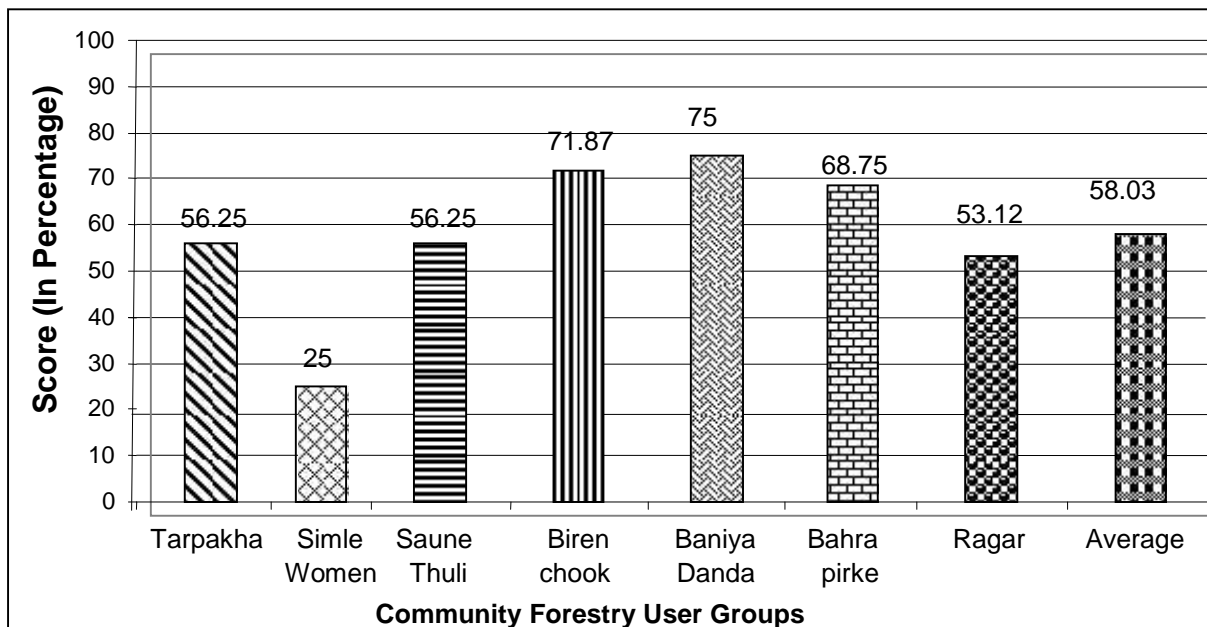
5.1.1 Status of transparency

Transparency is major requirement of good governance. It is an attitude and approach to implementation where by all the action and particularly transactions of finance, revenues and benefits are visible, clear and fully disclosed to all stakeholders. There is no ambiguity and action or concealment of information. Similarly, it ensures that decisions taken and their enforcement are done in a manner that follows rules and regulation. It refers to the free availability of information to the general public and clarity about rules, regulations and decisions (ADB 1999).

In the community forestry, all the users and stakeholders should have access to information in order to understand and monitor them. More attention needs to be paid in transparency in policies, plans and programs, fund generation and utilization, resource distribution and implementation of the program. In community forestry user group, transparency is a must so as to generate public

support in organizational set up and hence to move the organization smoothly. To know the status of transparency in the CFUGs level of transparency constitution, forest operational plan, annual plan and programs, financial aspect, decisions sharing process and resource distribution and program implementation were considered as the indicators (Sub-elements) determining to the status of transparency in these CFUGs. The figure # 5.1.1 gives a diagrammatic over view of the status of transparency in each CFUGs as well as an average of all CFUGs.

Figure 5.1.1
Status of Transparency



Source: Field Survey, 2008

The above figure reveals that all the CFUGs are in dissimilar stage of transparency. Baniya Danda has got highest score 75% where as Simle women CFUG has got lowest score 25% and other Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Bahrapirke CFUG, Ragar CFUG have scored 56.25%, 56.25%, 71.87%, 68.75% and 53.12% respectively. An overall average for all 7 CFUGs is 58.03%.

As status of transparency, in this study, is analyzed on the basis of 4 sub-elements (indicators) the researcher has further analyzed the score against each sub-element

so as to know that the contribution of sub-elements over the main elements. Analyzing all the sub-elements were not in same stage as capered to main element. The table # 5.1.1 gives an overview of sub-elements contribution over the level of transparency in each CFUGs

Table 5.1.1
Sub elements of transparency and scores by study sites.

S.N	Sub-elements of Transparency	Tarpakha	Simle Women	Saune Thuli	Biren chook	Baniya Danda	Bahra pirke	Ragar	Average
1.1	Constitution/FOP/ Annual plan and rograms	50%	25%	50%	62.5%	75%	50%	50%	51.78%
1.2	Decision making and Disseminating process	75%	25%	75%	62.5%	75%	75%	62.5%	64.28%
1.3	Financial Aspect	50%	25%	50%	100%	75%	50%	50%	57.14%
1.4	Resource Distribution and program Implementation	50%	25%	50%	62.5%	75%	100%	50%	58.92%
	Overall	56.25%	25%	56.25%	71.87%	75%	68.75%	53.12%	58.03%

Source: - Field Survey, 2008

Stages: - < 25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

The researcher has further described each sub-elements of transparency separately keeping in view that describing each element separately can well composite all quantitative and qualitative information collected from the field. Hence sub-elements (indicators) of transparency have been mentioned as the sub-heading here under.

5.1.1.1 Transparency in constitution, forest operational plan and annual plans and programs

Transparency in constitution makes all the members aware of policies mentioned in the constitution which in turn makes people know ‘rights and wrongs’ to the duties performed by both executive and general members. Similarly, Forest

operational plan reveals activities to be carried out within definite time period (say 5-10 years). All the people must have idea regarding their forest operational plan so that they could judge the activities carried out matches to the operational plan. Likewise annual plans and programs are made to be executed by all the user members within a year. All the members of group must be aware of all programs to be implemented. Transparency in annual plans and programs makes people able to know how much of the total programs are implemented and what method do they need to adopt so as to implement the left programs if any. So transparency in constitution, FOP and Annual plans and program is a must in CFUGs to govern the organization successfully.

While analyzing transparency in constitution/FOP and annual programs, the researcher found that there was 51.78% average transparency in the study sites in the sense that 51.78% of total participant had idea regarding the constitution/FOP and Annual plans and programs of their groups. Baniya Danda CFUG has highest score 75%, whereas lowest score 25% was in Simle Women CFUG. Birenchook CFUG scores 62.5% whereas other Tarpakha CFUG, Saune Thuli CFUG, Bahraprike CFUG and Ragar CFUG have the same score 50%. Participants from dalit, Janajati, poor household and women has a lesser amount of score in information regarding constitution/FOP, Annual plans and programs in the study sites. The reason behind this was low participation during preparation of constitution/FOP and in general assembly and due to their illiteracy. They further explained that the main points of constitution/FOP and annual plans and programs are read in general assembly once in total period they carry to which they could not store in mind for all the time when needed.

5.1.1.2 Transparency in decision making and disseminating process

Transparency in decision making and disseminating process in another important sub-element of transparency in this study. How the decisions are made and how they are disseminated and how many of total decisions are disseminated, needs to be in access to all the concerned members of any community organization.

Community forestry user group must maintain transparency in decision making and disseminating process to with the public heart.

While analyzing transparency in decision making and disseminating process, the researcher found that there was 64.28% average transparency in the study site in the sense that only 64.28% of the total participant had idea regarding the decision making and disseminating process of their group in study site. Tarpakha CFUG, Saune Thuli CFUG, Baniya Danda CFUG, Baharepirke CFUG had got 75%, Birenchook CFUG, Ragar CFUG have got 62.5% and Simle women CFUG had got lowest score 25%.

In the study site, it was found that except Simple Women CFUG, there was a democratic exercise in decision making but some times decisions were taken by minority of users or even by E.C. members only in the cases when all the users could not attend the meetings or if they attended, could not stay till the decision were taken. Some of the participants also shared the fact that some of the decisions taken by the executive committee were not disseminated on a timely manner. Whereas Simle Women CFUG, there was no regularity of meeting since last 2 years due to chair person and few executive committees left the place for their own business. Most of the CFUGs publishing decisions and financial statement in respective CFUG's notice board and in public place, communicating through forest watcher and individual were the processes adopted to disseminate the decisions. Some of the participant revealed that public hearing was the effective means of disseminating decisions information. So it should be organized once a year and should be practiced regularly.

5.1.1.3 Transparency in financial (transaction) aspect

Transparency in financial aspect is another most important sub-element of transparency. Good financial recording system helps to maintain transparency in income, resources, expenditure and activities of any organization. What is the total amount of income generated and sources through which the income was generated and what is the total amount of budget expended and the activities in which the

budget was expended essentially need to be in access of all the members of any organization. So, Community Forestry User Group must maintain transparency in financial aspect through good financial recording system.

While analyzing transparency in financial aspect, the researcher found that there was 57.14% average transparency in the study site in the sense that only 57.14% of total participant had idea regarding the income and resources and expenditure and activities of their group fund. Birenchook CFUG has got highest score 100% and Simple women CFUG had got lowest score 25%. Like-wise, Baniya Danda CFUG has got 75% and Tarpakha CFUG, Saune Thuli CFUG, Bahraprike CFUG and Ragar CFUG has got same score 50%.

5.1.1.4 Transparency in resource distribution and program implementation

Transparency in resource distribution and program implementation is another important sub-element of transparency in this study. What are the total resources – internal and external– collected and how the resources are distributed, what types and how much quantity of forest products had collected and how much quantity of forest product had distributed to user member and how much quantity has selling out of user member should be access to all user members. Similarly, the types of to be implemented and the expected benefits from the proposed program should be access to all the members of that community. In the process of resource distribution and program implementation, there needs the inclusive participation of all the member to generate high level of transparency.

While analyzing transparency in resource distribution system of forest products and other resources as well as program implementation, the researcher found differences in all the users group. There was 58.92% average transparency in the study site in the sense only 58.92% of the total participants has idea regarding the forest products and other resource distributed and total program implemented in the group with in a year. Bahraprike CFUG had highest score 100% where as Simle Women CFUG had lowest score 25%, Baniya Danda CFUG, Birenchook

CFUG had score 75% and 62.5% respectively. Tarpakha CFUG, Saune Thuli CFUG and Ragar CFUG had got some scored 50%.

Participants from dalit, women and poor household had less score in information regarding the resource collection, distribution and program implementation. They blamed that there was not good system of maintaining transparency in their group and also they could not attend each and every meetings carried out time and again because of their household loads.

Moreover, they were not quite satisfied with the executive committee of their user groups for an equitable distribution of forest products and external resources such as trainings, workshop cross visit opportunities transparently. They argued that such opportunities are provided mostly to the well-off, EC members and the members near and dear to the key position holders in EC. They were with the view that such decisions were made secretly only by chairperson and secretary in most cases and then by the EC members.

Moreover, while analyzing the sub-elements in all CFUGs the researcher found Bahraprike CFUG was in very good stage in resource distribution and program implementation and in good stage in decision making and dissemination process and medium in financial aspect and constitution/FOP annual plan and program. The Braniya Danda CFUG was in good stage on all four sub-elements and got same score in all four sub-elements. Similarly, Birenchook CFUG was in very good stage on financial and good stage in other three sub-elements. The Tarpakha CFUG, Saune Thuli CFUG, Ragar CFUG were in good stage in decision making and disseminating process and medium in financial aspect, constitution/FOP, annual plan and program and resource distribution and program implementation. The Simle Women CFUG was in poor stage in all four sub-elements of transparency.

In average all the CFUGs were in good stage of transparency on constitution / FOP/annual plan and program (51.78%), decision making and disseminating

process (64.28%), Financial aspect (57.14%) and resource distribution and program implementation (58.92%) processes. In over all Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG, Bahraprike CFUG and Ragar CFUG were found to be in good stage where as Simle women CFUG was found to be in poor stage of transparency.

5.1.2 Status of participation

Participations, being an essential element of good governance does not occur in vacuum. There should be community, civilians, people's consensus, keen desire and specific objective. It is considered that all the community people should equally participate in any development activities, which are launched within community.

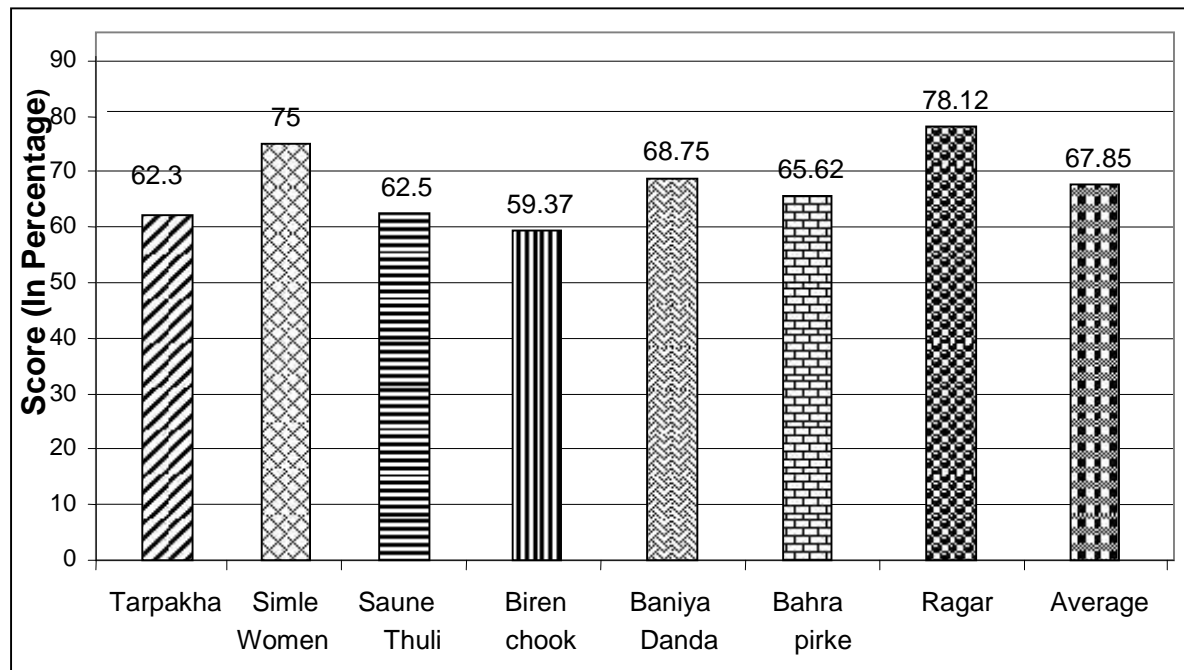
Participation is defined as the basis for democratic process where by all stakeholders have opportunity to participate directly, or are proportionally represented in decision-making processes for egalitarian self governance. The principle of participation derives from an acceptance that people are the heart of development. They are not only the ultimate beneficiaries of development, but also the agents of development. It refers to the involvement of citizens in the development process. At the grass root level, participation implies that government structures are flexible enough to offer beneficiaries and other affected the opportunity to improve the design and implementation of public programs and projects that increases ownership and enhances result. (ADB. 1999).

In the community forest user group, all the users' men and women including dalit, poor, and janajaties should be participate right form the beginning of need identification to the monitoring process, of any activities carried out in the community. So, participant in CFUG includes all members' involvement in planning and decision making process in implementing of programs, in benefit sharing process and other programs carried out and their involvement in efforts to evaluate such program. There needs to be more attention to the proportionate representation of user member in executive committee (leadership position) and active participation in decision making process, program implementation process

and resource utilization process which directly helps to achieve public support in organization set up and hence to move user group sustainable.

To know the status of participation in CFUGs level, representation of women, dalit, janajati and poor in executive committee, participation in decision making process (preparation of rules and regulation), participation in forest management and other community development activities, and participation in benefit sharing process were considered as the indicators determining to the status of participation in these CFUGs. The figure # 5.1.2 gives a diagrammatic overview of the status of participation in each CFUGs as well as an average of all CFUGs.

Figure 5.1.2
Status of Participation



Source: Field Survey, 2008 **Community Forestry User Groups**

The above figure reveals that the CFUGs are in dissimilar stage of participation. Ragar CFUG has scored highest score 78.12% where as Birenchook CFUG has scored lowest score 59.37%. Simle Women have scored 75%, BaiyaDanda CFUG has scored 68.75%, Bahrapirke CFUG has scored 65.62% and Tarpakha CFUG and Saune Thuli CFUG have same scoored 62.5%. An overall average for all 7 CFUGs is 67.85%.

As status of participation, in this study is analyzed on the basis of 4 sub-elements the researcher has further analyzed the score against each sub-element so as to know the contribution of sub-elements over the main element. Analyzing all the sub-elements, the researcher found that all sub-elements were not in same stage as compared to main element. The table # 5.1.2 gives an overview of sub-elements contribution over the status of participation in each CFUGs.

Table 5.1.2
Sub-elements of participation and scores by study sites.

S.N	Sub-elements of Participation	Tarpakha	Simle Women	Saune Thuli	Biren chook	Baniya Danda	Bahra pirke	Ragar	Average
1.1	Representation in Executive committee/Leadership	25%	100%	25%	25%	62.5%	25%	100%	51.78%
1.2	Participation in decision making process/rules/regulation preparation	75%	75%	75%	62.5%	62.5%	75%	62.5%	71.42%
1.3	Participation in forest management and community development (program Implement process)	75%	75%	75%	75%	75%	87.5%	75%	76.78%
1.4	Participation in benefit sharing process (resource utilization)	75%	50%	75%	75%	75%	75%	75%	71.42%
	Overall	62.5%	75%	62.5%	59.37%	68.75%	65.62%	78.12%	67.85%

Source: - Field Survey, 2008

Stages: - <25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

The researcher has further described each sub-element of participation separately keeping in view that describing each sub-element separately can well composite all quantitative and qualitative information collected form the field. Hence, sub-element of participation have mentioned as the sub-heading here under.

5.1.2.1 Representation in executive committee/leadership selection process

Participation of all the members associated with any community organization is a must in the process of leadership selection of that community organization. Likewise in community forestry user group, there appears the need of inclusive participation of user members in leadership selection process. A good set of personnel in leadership is, indeed, required to move the group fairly and smoothly. So to select executive committee, all the user members' attendance is prominent so that they could select (either through election or consensus) the personnel whom they believe they could will represent and drive the group using their wide mindset. While selection of executive committees their should be proportionate ratio of gender, caste and classes, i.e. women, dalit, janajaties and poor. Similarly, their should be proportionate ratio in major key position also.

While analyzing participation in leadership selection process and proportionate representation in executive committee the researcher found that there was 51.78% average participation in executive committee and participation in leadership selection process in the study sites. While making inclusive executive committee, Simle women CFUG and Ragar CFUG have highest score 100%, Baniya Danda CFUG has got 62.5% and rest of the CFUG have got only 25%.

From the good governance view point their should be inclusive in executive committee, so that women, dalit, janajaties and poor could feel that they have equal rights in the community. But representation form different section of community in executive committee was not same in study sites. Only 2 CFUG, Simle women CFUG and Ragar CFUGs have good representation and rest of the five CFUGs women, dalit, janajaties and poor have very poor representation in executive committee of mixed CFUGs. Even if they were represented, they could not processes key positioning executive committee. Even though average participation is slightly more than quorum needed to legitimize the decisions taken, it is not the full participation.

5.1.2.2 Participation in decision making process (rules, regulation preparation)

Participation in decision making process is another sub-element of participation. It is also believed from anthropological view point that community people have their own genuine knowledge about community. So each and every people's knowledge and ideas can not be undermined in any planning of the activities needed in the particular community. Different people have different views regarding the solution of any problem or new activities to be adopted which could help to reach in the right solution. So, participation of all the members of any community remains inevitable in the process of decision making. The decision making process is one of the important aspects of community forestry, leading to ward the success of the program. So all the members including women, dalit, janajaties, poor must take part while preparation of rules regulations and other major decision making process. The meetings and the assembly are two main forums where user members take part in making decisions for the proper operation of CFUG activities to achieve expected results. The CFUG decides what type of rules regulations needs, while preparation of constitution and forest operational plan. Consensus decision making represents all segment of the population in the community and helps particularly to empower the minorities. Inclusive participation in decision making leads the group to the success. No one should be she/he is from poor economic background, dalit and janajaties. All the member's views should be equally treated in the group.

While analyzing participation in decision making process of CFUGs, the researcher found that there was average 71.42% participation in the study sites. Four CFUGs (Tarpakha, Simle women, Saune Thuli and Bahraprike CFUG) have same scored 75% and rest. There CFUGs (Birenchook, Baniya Danda and Ragar CFUG) have same scored 62.5% participation in decision making process.

5.1.2.3 Participation in forest management and community development process (program implementation and risk management process)

Participation in forest management and community development (program implementation) process is another sub-element of participation in this study. From good governance view point it is indispensable to incorporate equal participation of all the community member in the process of program implementation and risk management in any community. Community members can participate in the process of program implementation and risk management by providing money, labor, physical assistance and cooperation. Community members can contribute any types of help whether it is voluntarily or induced. Induced participation is considered as unhealthy participation in development literature. So, participation should be guided by the keen interest of community members.

While analyzing participation in program Implementation (forest management and community development) and risk management process of CFUGs, the researcher found that there was 76.78% average participation in study sites, in the sense that total participant reached to the consensus that in average 76.68% of total user members participate in program implementation and risk management process. It was found that the total members who were ready to participate in program implementation were not ready to bear the risk to manage it. Bahara pirke CFUG has got highest score 87.5% where as Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenhook CFUG, Baniya Danda CFUG and Ragar CFUG had equal score 75% in participation in program implementation and risk management process. dalit and poor has less score of participation as compared to others in program implementation and risk management process because of their poverty and household loads. They are not much ready for being risk in course of implementing the programs.

5.1.2.4 Participation in benefit sharing (resource utilization) process

Participation in benefit sharing (resource utilization) process is another significant sub-element of participation. All the community people must be equally benefited from the development activities carried out within a community. Participation of all segment of population residing in a particular community in benefit sharing

process (say resource utilization process) makes all the people equally responsible to works they carry in their community.

In community forest user group all the user members must equally participate in the process of resource utilization so as to get rid of any types of moot point that may occur in resource utilization process if made in low participation. Equal participation of all segment of community, Women, dalit, janajaties and poor take the community group away from disputes and hence guide the group towards the success. As the community forestry program aims at up lifting the living standard of local poor women, dalit and janajaties community, there appears the need of and consideration for those people's participation in resource utilization which need to adopt 'equity' in the process of benefit sharing and resource utilization

While analyzing the participation in internal benefit sharing (resource utilization) process the researcher found that there was 71.42% average participation in the study sites in the sense that in an average 71.42% of total user members participate in benefit sharing (resource utilization) process. Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG, Bahrapirke CFUG and Ragar CFUG had same scored 75% and Simle Women CFUG had scored 50% in benefit sharing (resource utilization) process. In case of external resources utilization process, participation was not found similar to the degree as compared to the internal resource utilization process. Majority of the participants said that members form well-off and nearest users form executive committee had enjoyed more opportunities where as members form medium poor, dalit had got less and least opportunities in case of trainings, workshops and cross visit opportunities.

Moreover, while analyzing the sub-elements (indicators) of participation in all CFUGs, the researcher found that Ragar CFUG and Simle women were very good stage of proportionate representation in executive committee/leadership process. Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG Baherapirka CFUG were in good stage in decision making process. Baherapirka CFUG was in very good stage on program implementation process and rest six CFUGs were in good

stage. Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG. Bahara parka CFUG and Ragar CFUG were good stage in benefits sharing/resource utilization process.

In average all CFUGs were in good stage of participation on very good stage in program implementation process (76.78%), good stage in representation of WDP and MJJs in EC/leadership process (51.78), decision making process (71.42%) and benefit sharing/resource utilization process 71.42% in overall average, of all CFUGs were found to be in good stage of participation with overall average score of 67.85%. but until the representation of WDP and MJJs found weak at the CFUG.

5.1.3 Status of accountability

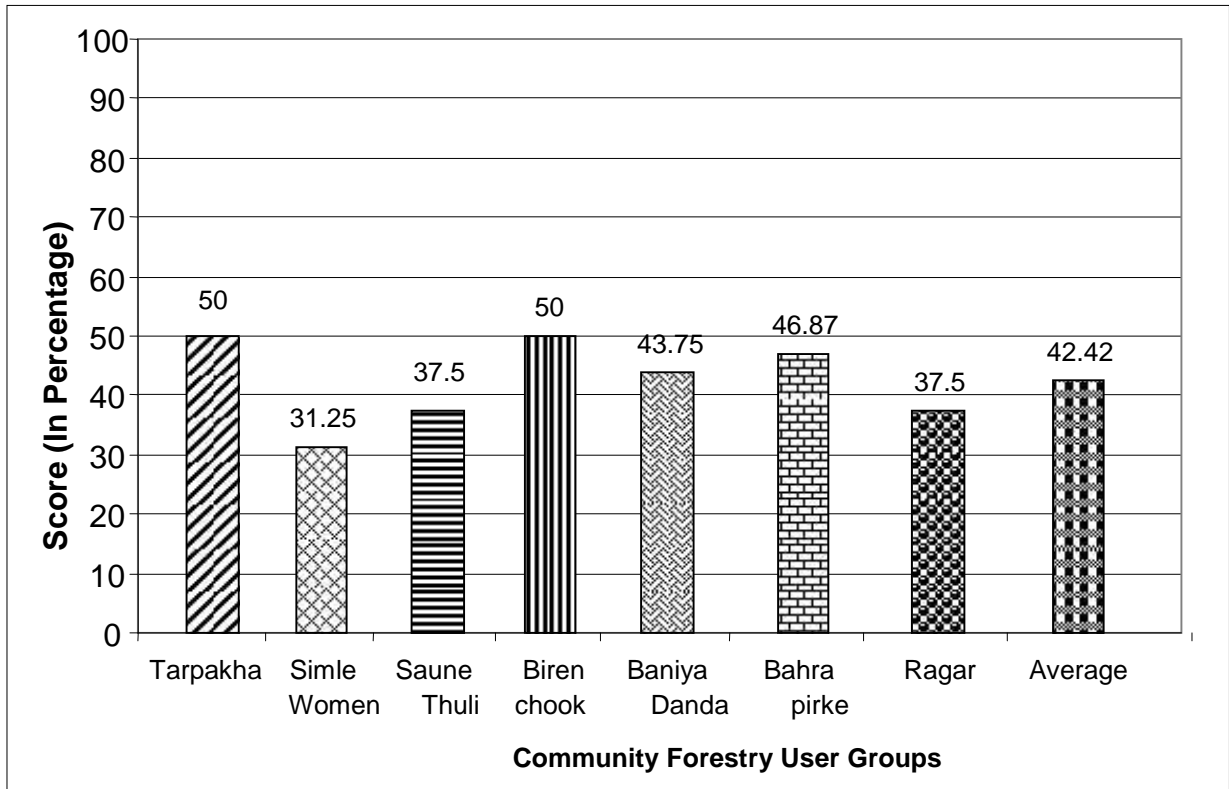
Accountability is a key requirement of good governance. In general, it ensures that any organization or institution is accountable to those who will be affected by its decision action. Accountability is imperative to make public officials answerable for government behavior and responsive to the entity from which they derive their authority (ADB, 1999) CARE (2002) defines it as the obligation to explain progress and more directly the degree to which duty bearers are held responsible and liable.

In community forestry, accountability is a must to be practiced by all the user concerned to lead the group as well as the forestry to the success. There appears the need of accountability form all the user members and user committee as well. More attention needs to pay on accountability to needs and interests of the users in addition to the policy provision of the group.

To know the status of accountability in the CFUGs, level of accountability in executive members, general members, Address needs and interests of users focusing on women, dalit, poor minorities (livelihood improvement) and equable distribution of benefits sharing. (forest products, group fund and opportunities) were considered as the indicators determining to the status of accountability in the

CFUGs. The figure # 5.1.3 gives a diagrammatic over-view of the status of accountability in each CFUG as well as an average for all CFUGs.

Figure 5.1.3
Status of Accountability



Source: Field Survey, 2008

The above figure reveals that CFUGs are not in similar stage of accountability. Tarpakha CFUG and Birenchook CFUG have got highest score ie. 50%. Simle women CFUG has got lowest score ie. 31.25% Bahraprike CFUG hs got 46.87% score, Baniya Danda CFUG has got 43.75 score and Saune Thuli CFUG and Regar CFUG have scored 37.5%. An overall average for all 7 CFUGs was 42.4%.

As status of accountability in this study, is analyzed on the basis of 4 sub-elements the researcher has further analyzed the score against each sub-elements so as to know the contribution of sub-elements over the main element. Analyzing all the sub-elements, the researcher found that all sub-elements were not in same stage as compared to main element. The table # 5.1.3 gives an overview of sub-elements contribution over the status of accountability in each CFUGs.

Table 5.1.3**Sub-elements of accountability and scored by study site.**

S.N	Sub-elements of accountability	Tarpakha	Simle Women	Saune Thuli	Biren chook	Baniya Danda	Bahra pirke	Ragar	Average
1.1	Accountability of executive committee	75%	25%	50%	62.5%	75%	75%	50%	58.92%
1.2	Accountability of general user members	50%	25%	25%	37.5%	25%	37.5%	25%	32.17%
1.3	Address needs and interests of users focusing women, Dalit, poor minorities (livelihood)	25%	25%	25%	50%	25%	25%	25%	28.57%
1.4	Equitable benefit sharing (forest products, group fund and opportunity)	50%	50%	50%	50%	50%	50%	50%	50%
	Overall	50%	31.25%	37.5%	50%	43.75%	46.87%	37.5%	42.41%

Source: - Field Survey, 2008

Stages: - <25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

The researcher has further described each sub-elements of accountability separately keeping in view that describing each sub-element separately can well composite all quantitative and qualitative information collected from the field. Hence, sub-elements of accountability have been mentioned as the sub-heading here under.

4.1.3.1 Accountability in executive committee members

Accountability in executive members are accountable to their functions, roles and responsibilities and if they are so, they can timely accomplish the duties on their head, conduct meetings, assemblies and take precise decision for their group. All the executive committee members need to be equally accountable to their group so as to generate public support and guide the group to the success.

While, analyzing accountability in executive committee members, the researcher found that there was 58.92% average accountability in the study sites. It means that only 58.92% of total executive committee members in the study site were accountable to their group regarding their functions, duties, roles and responsibilities. Tarpakha CFUG, Baniya Danda and Bahrapirke CFUG were able to maintain 75% of total executive committee member's accountability where as Birenchook CFUG had maintain 62.5% accountability. Similarly Saune Thuli CFUG and Ragar CFUG were able to maintain 50% and Simle women CFUG was maintain only 25% accountability of the total executive committee members. The CFUGs in the study site are heading towards further improvement so as to maintain fully accountability in its all executive committee members in the study sites.

5.1.3.2 Accountability in general user members

In addition to the executive members, general user members also should be accountable to their group Accountability in general members indicates that all the general members are accountable to their functions, roles and responsibilities and if they are so, they can timely perform their duties either in taking decision or implementing programs. When all the members are equally accountable to their group, they will equally fell ownership in their group and to the forestry.

While analyzing accountability in general members the researcher found that there was 32.17% average accountability in the study sites. It means that only 32.17% of the total general members in the study sites were accountable to their group regarding their functions duties, roles and responsibilities. Tarpakha CFUG was

maintaining 50% of total general members accountability. Birenchook CFUG and Bahrepirke CFUG were maintained 37.5% and Saune Thuli CFUG, Simle women CFUG, Baniya Danda CFUG and Ragar CFUG were maintained only 25% accountability of the total general members. General members in the study sites were found less accountable to their duties, functions, role and responsibility. Among them members from dalit and poor wealth ranks were less accountable to their duties, roles and responsibility. They expressed that they could not manage their time needed wherever as compared with those from well-off and medium wealth ranks. The reason behind this according to them was not loads. However the CFUGs in study site were still trying to increase accountability in their all general members.

5.1.3.3 Accountability in addressing needs and interest of users (focusing dalit, poor, minorities- livelihood)

The community forestry user group should be accountable to the user in addressing their needs and interests. All the users expect the fulfillment of their needs and further some thing to get extra either from their group or from the forest to which the FUG needs to be directed. In CFUG all the user members are not in same stage, there may be well-off medium and poor and the ratio of utilizing forest products is not same. So, to find out the status of user member CFUG should be carried out participatory well being ranking and lunched poor and dalit focus program to improve their livelihood. So, from good governance view point if practiced equity in benefit sharing and poor are considered much in implementing livelihood improvement activities, their needs and interests get fulfilled to some extent. So, CFUG should always be accountable to addressing need and interest of its users.

While analyzing accountability in addressing needs and interest of users (focusing poor dalit minorities in livelihood) the researcher found that there was 28.57% average accountability in the study sites, the sense that the total needs and interest (focused in livelihood) 28.57% needs and interests of the users were address and fulfilled. Birenchook CFUG had got 50% score where as, Tapakha CFUG, Simle

women CFUG, Saune Thuli CFUG, Baniya Danda CFUG, Bahrapirke CFUG and Ragar CFUG have got same score ie. 25% in accountability to address needs and interests of users. Moreover user members from dalit, poor and minorities expressed that they have not identified the poor and could not do anything for livelihood improvement. They need grass, timber and other livelihood improvement activities but due to the lack of their representation in key position in executive committee and their issues are not understood by well-off (elites) user members, their needs are not generally addressed. No more than 25% needs and interests of the poor user had been fulfilled in all the CFUGs.

5.1.3.4 Accountability in equitable benefit sharing. (Forest product, group fund and opportunity)

The CFUG should be accountable to the users in equitable benefit sharing process. Equitable benefit sharing indicates the distribution system of costs and benefits of a community is said to be equitable in each user households gets a share of the net return in proportion to their contribution to effective and sustainable management of natural resources, special focus on poor, dalit women and disadvantage people who need to gain equal access to benefits and revenues from natural resources.

While analyzing accountability inequitable benefit sharing, the researcher found that there was 50% average accountability in the study site in the sense that only 50% benefits were equitably distributed to user members Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG, Bahrapirke CFUG and Ragar CFUG all have got same score i.e 50% in accountability in equitable benefit sharing. Moreover user members from, dalit, women, poor blamed that there was not good system of distributing forest product, group fund and opportunity such as training, cross visit etc. They argued that such opportunities are provided mostly to well-off, E.C members and members near and dear to key position holders. Similarly there were not any sub-sidy policies to dalit, poor and disable user member.

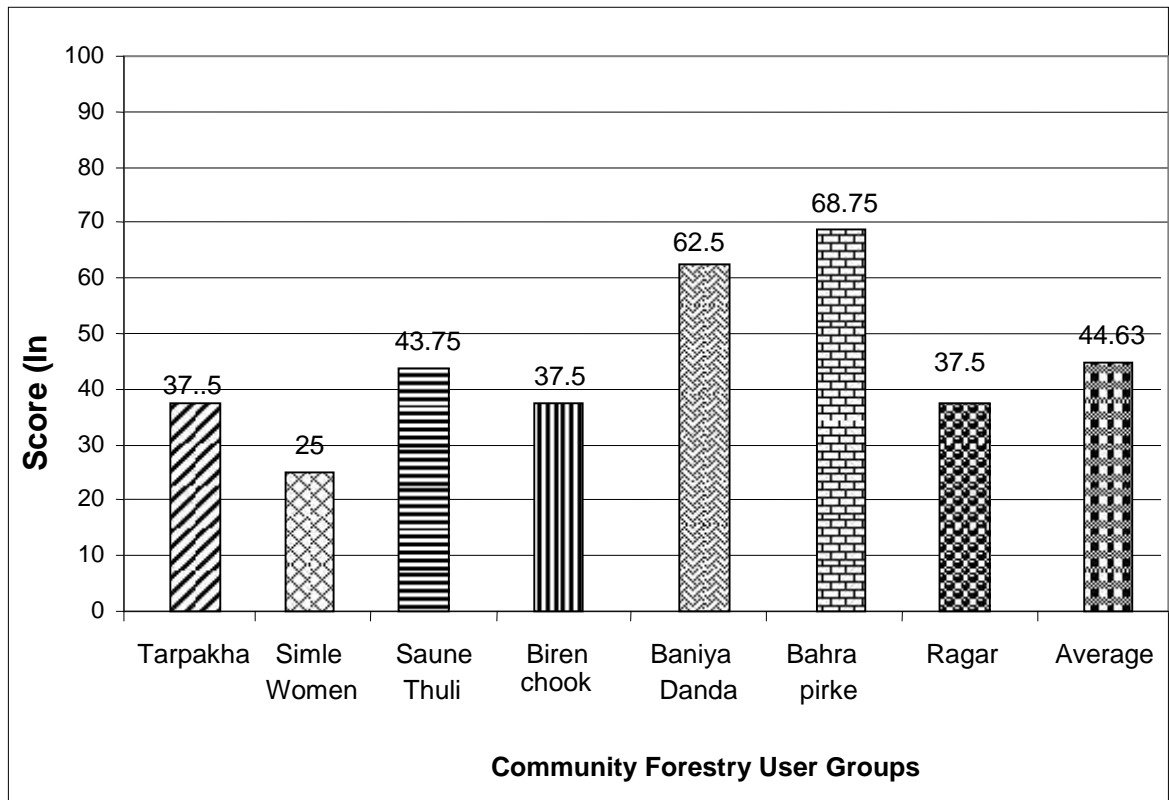
Moreover, while analyzing the sub-elements of accountability in all CFUGs, the researcher found that Tarpakha CFUG, Baniya Danda CFUG, Birenchook CFUGs and Bahraprike CFUG were in good stage on accountability of executive committee member. Tarpakha CFUG, Birenchook CFUG and Bahraprike CFUG were in medium stage in accountabilities on general user members. Birenchook CFUG was in medium stage in accountability on addressing needs and interests of user as remaining six CFUGs were in poor stage in accountability on addressing needs and interest of users. Similarly, all seven CFUGs were in medium stage in accountability on equitable benefit sharing process. In average all CFUGs were in medium stage of accountability with an over all average score of 42.41%.

5.1.4 Status of predictability

Predictability is the back bone for private section investment and civil society organizations under the regime of good governance. It relates with the existence of laws, regulations and policies to regulate society, and its fair and consistent application without predictability the orderly existence of citizens and institutions would be impossible (Sharma 2005). It refers to the existence of laws, regulations and policies to regulate society and fair and consistent application.(ADB,1999). Predictability is the consistency and reliability of institutions their staffs and their action based on tne institution's stated objectives, policies, rules regulation" or to be able to fore tell on the basis of observation, experience, scientific reasons or stated process. The opposite of predictability is variability, inconsistency and arbitrary decision making predictability is pre requisite for private sector investment (CARE Nepal)

To know the status of predictability in CFUGs, status of predictability through clear goals and objectives, networking, co-ordination, linkage and partnership and human resource development were considered as the indicators determining to the status of predictability in these CFUGs. The figure # 5.1.4 gives diagrammatic overview of predictability in each CFUG as well as an average for all CFUGs.

Figure 5.1.4
Status of Predictability



Source: Field Survey, 2008

The above figure reveals that no CFUG is in similar stage of predictability. Bahrapirke CFUG has got highest score ie, 68.75%, Baniya Danda CFUG has got 62.5% score, Saune Thuli CFUG has got 43.75% score, where as Tarpakha CFUG, Birenchook and Ragar CFUG have got same scoreie, 37.5% and Simle women CFUG has got lowest score ie, 25%. An average status of predictability in the study site was 44.63%.

As status of predictability in the study is analyzed on the basis of 4 sub-elements, the researcher has further analyzed the score against each sub-element so as to know the contribution of sub-element over the main element. Analyzing all the sub-elements the researcher found that all sub-elements were not in same stage as compared to main element. The table # 5.1.4 gives an overview of sub-elements contribution over the status of predictability in each CFUGs.

Table 5.1.4

Sub-elements of predictability and scores by study sites.

S. N	Sub-elements of predictability	Tarpakha	Simle Women	Saune Thuli	Biren chook	Baniya Danda	Bahrapirke	Ragar	Average
1.1	Clear goals and objectives/preparation of guideline	25%	25%	25%	25%	75%	100%	25%	42.85%
1.2	Networking	75%	25%	75%	75%	75%	100%	75%	71.42%
1.3	Co-ordination and linkages	25%	25%	50%	25%	50%	50%	25%	35.71%
1.4	Human resources development	25%	25%	25%	25%	50%	25%	25%	28.57%
	Overall	37.5%	25%	43.75%	37.5%	62.5%	68.75%	37.5%	44.63%

Source: - Field Survey, 2008

Stages: - <25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

The researcher has further described each sub-elements of predictability separately keeping in view that describing each sub-element separately can well composite all quantitative and qualitative information collected from the field. Hence, sub-elements of predictability have been mentioned as the sub-heading here under.

5.1.4.1 Clear goals and objectives

The status of predictability in CFUGs is reflected through its goals, objectives, policies and strategies mentioned in its constitution and forest operational plan and preparation of guideline and if these goals, objects, policies and strategies are fully implemented.

While analyzing predictability through goals and objectives of in the study site, the researcher found 42.85% average predictability. Bahara parka CFUG has got 100% score, Baniya Danda CFUG has got 75% score where as Tarpakha CFUG Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG and Ragar CFUG had got same score ie, 25% in predictability in their goals and objectives. This indicates vast difference between in predictability in their goals and objective among seven CFUGs. Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG and Ragar CFUG have not clear strategies for mobilizing their user member and community forestry.

5.1.4.2 Networking

Community based organization need to build very good network with similar organization/federation as well as other organization. The status of predictability in CFUG is reflecting through its network with functional and other stakeholders organizations. Predictability through networking can be ensured if CFUG has been able to establish very good network with own functional networking organization, if CFUG makes regular attendance in the network meetings and if the issues and other possible concerns of the CFUG are being regularly forwarded to the concerned net work (FECONFUN) meeting for discussion and their solution.

While analyzing predictability through networking of CFUGs in the study site, the researcher found that there was 71.42% average predictability. Bahara pirke CFUG was found to excellent in net working which got 100% score, where as Tarpakha CFUG, Saune Thuli cfuG, Birenchook CFUG, Baniya Danda CFUG and Ragar CFUG have got same score ie, 75%, Simle women CFUG had got lowest score i.e, 25% in predictability through networking.

5.1.4.3 Co-ordination and linkages

Co-ordination and linkages within and other community based organization count much to overcome the problem in their community. The status of predictability in CFUG is also reflected through its co-ordination and linkages in can be ensured if CFUG has been able to establish co-ordination and linkage within and with other related stakeholder organizations authorities. It can also be ensured if the group is implementing various activities in joint initiatives with other organizations.

While analyzing predictability through co-ordination and linkages of CFUGs in the study site, the researcher found 35.71% average predictability. Saune Thuli CFUG, Baniya Danda CFUG and Bahrapirke CFUG, have got 50% score, where as Tarpakha CFUG, Simle women CFUG, Birenchook CFUG and Ragar CFUG have got 25% score in predictability through co-ordination and linkages.

5.1.4.4 Human resources development

Community based organization need to establish transparent and accountable financial system, establishing internal democratic mechanisms and establishing better ability to represent constitution's interests. The status of predictability in CFUG also reflect through improving their internal capacity on forest management and group management.. For improving internal capacity CFUG has taken strategy for developing human resources.

While analyzing predictability through Human resources of CFGs in the study site, the researcher found that there was 28.57% average predictability. Baniya Danda CFUG has got 50% score, where as Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG, Bahrapirke CFUG and Ragar CFUG have same score 25% in predictability through human resources development. There were no any CFUGs plan to develop human resources for enhance their internal capacity. CFUGs have only participated in different training and workshop, which were organized by other organizations.

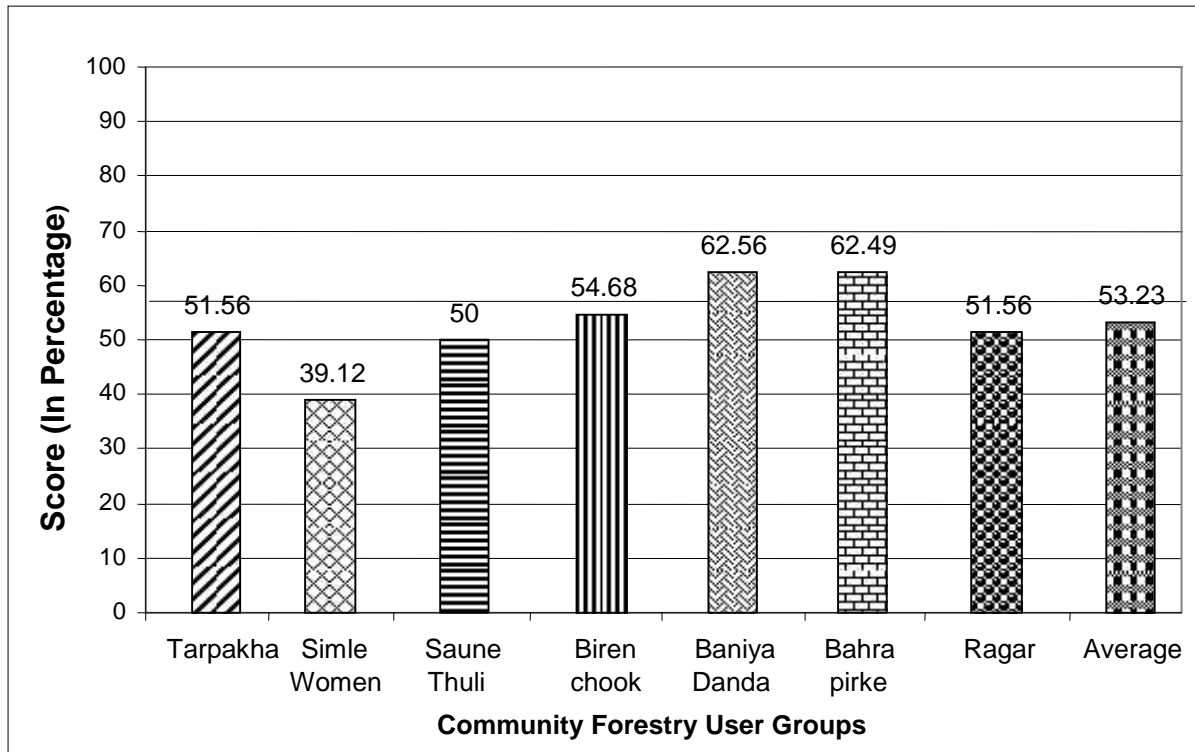
Moreover, while analyzing the sub-elements of predictability in all CFUGs the researcher found that Bahrapirka CFUG was in very good stage on clear goals and objectives and networking. Similarly Baniya Danda CFUG was in good stage on clear goals and objectives. Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUGt and Ragar CFUG were in good stage on networking. Saune Thuli CFUG, Binaya Danda and Baharepirke CFUG were medium stage on co-ordination and linkages. BinayaDanda CFUG was in medium stage in human resource development. Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG and Ragar CFUG were in poor stage on goals and objectives, Tarpakha Simle women CFUG, Birenchook CFUG and Ragar CFUG were in poor sate in co-ordination and linkages. Similarly Tarpakha CFUG Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG, Bahrapirke CFUG and Ragar CFUG were in poor stage in human resource development. In average Baniya Danda CFUG and Bahrapirke CFUG, Tarpakha CFUG, Saune Thuli CFUG,Birenchook CFUG and Ragar CFUG were in medium stage where as Simle women CFUG in poor state of predictability Simle women CFUG in poor stage of predictability. An over all average score of predictability was 44.63% i.e in medium stage.

5.1.5 Overall situation of good governance by CFUG

To know the overall status of governance obtained by CFUG, an average of all main elements of good governance- transparency participation accountability and predictability. Similarly an average of all elements was obtained to have over all CFuGo across the elements. The following figure # 5.1.5 gives an over view of the over all status of good governance in each CFUG as well as an average overall stat as for all CFUGs.

Figure 5.1.5

Overall Status of Good Governance



Source: Field Survey, 2008

The above figure makes its clear that Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danad CFUG, Bahara piarka CFUG and Ragar CFUG have got 51.56%, 39.12%, 50%, 54.68%, 62.56%, 62.49%, and 51.56% score in good governance respectively. The over all average of good governance in the study site is 53.23%.

To know the effects of main elements over the CFUG governance, the researcher further analyzed the score against each element and found that all elements were not in the same stage compared to overall level of CFUG governance. The table # 5.1.5 gives an overview of main element's effect over the level of governance in each CFUG.

Table 5.1.5**Main element Good Governance and score by study sites.**

S.N	Sub-elements of Good Governance	Tarpakha	Simle Women	Saune Thuli	Biren Chook	Baniya Danda	Bahra Pirke	Ragar	Average
1.1	Transparency	56.25%	25%	56.25%	71.87%	75%	68.75%	53.12%	58.03%
1.2	Participation	62.5%	75%	62.5%	59.37%	68.75%	68.62%	78.12%	68.85%
1.3	Accountability	50%	31.25%	37.5%	50%	43.75%	46.87%	37.5%	42.41%
1.4	Predictability	37.5%	25%	43.75%	37.5%	62.5%	68.75%	37.5%	44.63%
	Overall	51.56%	39.12%	50%	54.68%	62.5%	62.49%	51.56%	53.23%

Source: - Field Survey, 2008

Stages: - <25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

While analyzing the elements of good governance in all CFUGS, the researcher found that Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG, Bahraprike CFUG and Ragar CFUG were in good stage in transparency, where as Simle women CFUG was poor stage of transparency. Similarly, Ragar CFUG was very good stage in participation where as Tarpakha CFUG, Simle women CFUG Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG and Bahrapirke CFUG were in good stage in participation. Tarpakha CFUG, Simle women CFUG, Saune Thuli CFUG, Birenchook CFUG, Baniya Danda CFUG, Bahraprike CFUG and Ragar CFUG were same stage in accountability ie, medium stage, Bahraprike CFUG and Baniya Danda CFUG were good stage in predictability, where as Tarpakha CFUG, Saune Thuli CFUG, Birenchook CFUG and Ragar CFUG were medium and Simle women CFUG was in poor stage in predictability.

In average all CFUGS were in good stage in transparency and participation, Similarly medium stage in accountability and predictability. Like wise Baniya Danda CFUG, Bahrapirke CFUG, Birenchook CFUG, Ragar CFUG and Tarpakha CFUG were good stage in good governace scoring 62.56%, 62.49%, 54.68 and 51.56% respectively, where as Saune Thuli CFUG, and Simle woman CFUG were

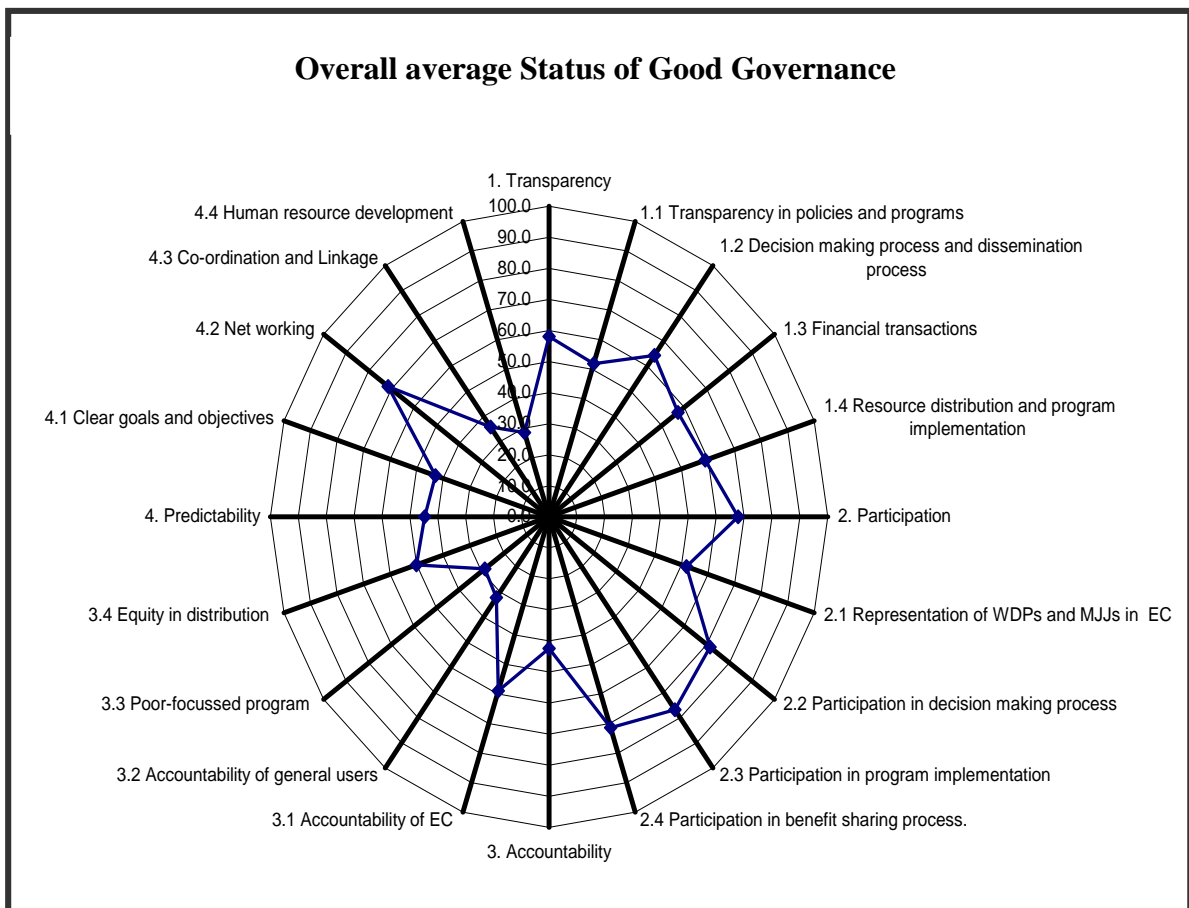
in medium stage in good governance scoring 50% and 39.12% respectively. An over all of good governance in the study sites was in good stage with 53.23 score. Among seven CFUGs Simle

Women CFUG was found weak in practicing good governance because there was no regularity of meeting and assembly since last two years due to chairperson and other executive committee members left the place for their own business.

5.1.6 Overall situation of good governance by main elements

An over all status of good governance in the study site by main elements can be well presented in the following spider web.

Figure 5.1.6



The spider web clearly depicts that the overall governance status of the selected CFUGs is good. In the average the main elements - participation, transparency, accountability and predictability have secured 68.85%, 58.03%, 42.41% and

44.63% respectively. Thus, the over all average score of the good governance in the study the site is 53.23%. As have been seemed, the CFUGS are relatively in good stages on participation and transparency than accountability and predictability. It can be said that without improved practices of transparency and accountability, the future of the group and its activities can not be predicted or ascertained.

Among the sub-element of the good governance - participation in decision making, program implementation process, networking and decision making and dissemination process were comparatively found good stages. Similarly, poor focused program, equity in distribution, co-ordination, linkage with stakeholders, and human resource development part are in poor stages.

Hence, it can be generalized that CFUGs have just been crossed 50 percent of governance in their functioning and they have to do more to improve their internal governance in future. The CFUGs should also pay attention to balance all the elements in their future programming. The programs of the district forest office and other support agencies should also be focused towards improving the governance of the CFUGs in a concerted effort.

5.2 Ranking of CFUGS according to overall status of good Governance

The following table gives an overview of over all status of good Governance in the study sites as well as their ranking a d consequent stage of good governance in the CFUGs.

Table 5.2.1

Ranking of study sites by scores in Good Governance.

S.N	Name of the CFUG	Obtained Score	Rank
1	Baniya Danda	62.56%	First
2	Bahrapirke	62.49%	Second
3	Birenchook	54.68%	Third
4	Tarpakha	51.56%	Fourth
5	Ragar	51.56%	Fourth
6	Saune Thuli	50.00%	Fifth
7	Simle Women	39.12%	Sixth

Source: Field Survey, 2008.

Stages: - <25%=poor, 26-50%= medium, 51-75%= good and >75 very good stage.

From the table Baniya Danda CFUG, Bahrapirke CFUG, Birenchook CFUG, Tarpakha CFUG and Ragar CFUG are in stage and Saune Thuli CFUG and Simle women CFUG are in Poor stage. Over all 2 CFUGS are in poor stage and 5 CFUGs have crossed poor stages of good governance with an average score 53.23%.

5.3 SWOT analysis of CFUGs

SWOT analysis of CFUGS in the study site has been done on the basis of the information obtained from the field, So strengths, weakness, opportunities and threats have been mentioned here under.

Strengths:

1. All the CFUGS are little bit practicing all the four indicators of good governance mentioned in the study.
2. Participation in program implementation process is found mentionable
3. CFUGS in the study sites are conducting General assembly at least once a year.

Weakness

1. Lacking awareness among 48% users (dalit, women, poor) regarding constitution, FOPS, annual plan and program of their group.

2. Lacking proportionate representation from different class/race, caste and gender in user executive committee.
3. Accountability among users is still weak.
4. Predictability on goal and objectives, co-ordination and human resource development process is still poor.
5. Lacking of regularity of meetings and assemblies
6. Lacking of equity distribution of resources.

Opportunities

- (a) CFUGS can practices public hearing and public auditing for faster transparency and accountability in the groups.
- (b) CFUGS can use participatory well-being ranking tools for identify poors for conducting livelihood improvement program.
- (c) Empowerment of women, dalit and poor through different right based and advocacy training.
- (d) CFUGS can launch community development activities by themselves and partnership with other stakeholders.
- (e) Transparency in constitution, FOPS, and annual plan and program can be increased through awareness workshop.

Threats/Obstacles

1. Poor user may avoid the rules and use forest for their livelihood.
2. Biodiversity threats.

CHAPTER – VI

CONCLUSION AND RECOMMENDATION

6.1 Conclusion

Now a days, governance and good governance has been acquainted with much attention and highlights in development literature. In fact, the terms “governance” and “good governance” have been found to have played dominating role in development discourse in many developing countries. These terms have become buzzwords for academicians and development professionals. Many people use the terms governance and good governance synonymously, but in fact they are not the same. Different development agencies have used their own definition and elements of governance in Nepal and hence, the delimitations and elements of governance vary from one to another. The major elements determining the qualities accountability and predictability based on which the governance system of any country or organization can be said either “good” or “bad”. For good governance after mentioned four elements are equally important and need to function together.

Nepal is passing through critical governance situation as it is forced to change its political plough time and again. Many efforts were made in past for establishing the good governing process but all remained in vain, in the context of absence of local and central elected representative, dismissed of democratic government, uncertain people’s life obstacles in both human and fundamental rights of the citizen, regular strikes, the word “kushasan” (bad governance) is the mostly pronounced by the Nepalese people of different age, groups even in tea shops and public places in before. Many people agree that Nepal is at the crossroad from good governance’s view point.

The main symptoms of such crisis of good governance in Nepal have been said to be mainly political instability which intended to heighten the corruption that ruined the democratic attainment of 1990’s and other aspects namely socioeconomic and political disparities, unemployment illiteracy, threat to the sovereignty

and personal security, absence of rule, law, unfair judiciary, on going insurgency, disqualified, selfish and immature political drivers, traditional and inefficient bureaucratic system, nepotism and favoritism while appointing in public service, rule by minorities over majorities, existence of social indention, insufficient protection of right of marginalized groups and inadequacy of proper vision and mission to guide the country towards the path of success.

As a result a decade long People's war remained in the country. During this period, the governance remained in the worst situation. After the peaceful people's movement lead by seven parties' alliance (SPA) and Maoist in April 2006, Nepal's political situation is gradually restored toward peaceful environment. The people overwhelmingly supported the parties with the agenda of sustainable peace, constituent assembly democratic republic and restructuring of the nation's old regime. In this transitional period taking of good governance may match the English proverb a drop in the sea. National situation plays an important role in the governance system of any local organization. However, in contrast to the on going situation at national level, governance situation in community based organizations. So, the selected CFUGs in the study areas are also affected by the overall national scenarios to the larger extent.

However the study found that the overall governance system has been found to be relatively satisfactory. The over all situation of good governance in seven community forestry user groups in Gorkha was assessed and found to be relatively encouraging but have not still fully achieved to its maximum level and are suffering form poor governance related issues like elite domination, low level of participation of marginalized groups of people. Based on the findings of this study, the following major conclusions are drawn.

1) CFUGS in this study site have been able to maintain good stage of transparency which seems quite satisfactory. Information regarding constitution, FOP, annual plan and program has been accessed to 51.78% of the total user members in the sense that 51.78% of total respondents had clear idea in this regard. Women, dalits

and minority users were comparatively less aware in this regard for which their illiteracy and hand to mouth problems were the main causes.

About 57.14% of the participation had clear information on financial aspect of their user groups. However, the record keeping system of all CFUGs was not found systematic and clear. Minutes are not understandable and specific also. The financial records, bills and receipts are also not updated. As a result, the information, processes and documents are not seemed transparent and clear to all users. This may create the opportunity of irregularities, misuse and abuse of authorities, rights and responsibilities of the executive committee member and general members as well.

Democratic exercises in dissemination process, even though in some cases it was found decision were taken by minority of the users in the absence of total user till decisions were taken. Conducted General assembly at least once a year. Similarly, 58.92% of the participant had clear information on resource distribution and program implementation process of their user groups.

The communication mechanism within and outside the CFUGs was not effectively developed comparing between the different well-being status. The majority of users in women, dalits and poor users had less access to information. It is remarkable fact that was surfaced from the group discussions was that the information flow mechanism through tole member, letter and notices in public places were not applicable due to geographical condition, far-away from one another and illiteracy.

Participation in decision making (rules and regulation preparation) process, forest management and community development process and participation in benefit sharing processes were found at good (68.85%) stage. However proportionate representation of women, dalits, MJJs and poor in executive committee/leadership positions process is still weak. Only 2 CFUGS namely Simle Women and Ragar CFUG have proportionate representation of women, dalits and Janajati in their

executive committees and major key positions also. In contrast, other 5 CFUGs have less than 33% of women in executive committees. Mostly in mixed user groups, there were no any women and dalits in key positions of executive committees. Dalits and poor members were not much ready to bear risk in program implementation initiatives.

Inclusive and active participation of users in meetings and assemblies is a must. The major objectives of user's participation in the meetings and assemblies are to express their views, interests, exchanging experience, and interaction upon different agendas. However in reality, a minority of users would make decisions in the study sites because not all users turn up at the same time or stay for whole parts of the meeting. In general, user participation level in the study site was more encouraging in program implementation and resource utilization rather than decision making in the study site.

Accountability is another important variable contributing to positive impacts to any organization. All the members need to be accountable to their roles and duties. Only 58.92% executive committee members and 32.17% general user member were found to be accountable to the policy provision. Similarly, CFUGs have just initiated to identify the poor households. However they have not addresses the needs and interests of users groups focused on livelihood improvement program. All the CFUGS have still been practicing equal benefit sharing system rather than equitable benefit sharing system. All the users must work together with the full sense of paternity to promote accountability in their groups.

Accountability to policy provision in the CFUGS has been found to be at medium stage (42.41%). It was interesting to observe in group discussion that the user use to attend the EC meetings or general assemblies to avoid paying a fine rather than putting their views, sayings and concerns. Although the CF policy stated that decision must be taken by consensus of users, most of the decision was actually decided without fulfilling the quorums in most cases.

An imbalance was observed during focus group discussion on controlling the CFUG activities. It was very interesting to note that major problems and shortcomings were not fully ventilated by CFUGS in the focus group discussion because sometime such focus group discussions were controlled by key executive committee members. The users especially from women, dalits and poor were made about committee members distributing external support. In most CFUGS, it was found that external support and opportunities like training, cross visit and participation in workshop etc. were usually limited to executive committee members and if distributed the general members to those who represent well-off, near and dear of executive committee.

In an average, the status of predictability of all the CFUGS has been found medium (44.63%) stage. It is noteworthy to mention that all the CFUGs in the study sites were affiliated in their umbrella organizations called to Federation of Community Forest Users' Nepal (FECOFUN). It has made the sense of unity and social strengths to raise their issues and concerns at different levels. In the contrary, all the CFUGs have not prepared their vision, goal, objectives, program and plan. Even they have limited their relations and linkages with District Forest Office and FECOFUN only. They were still unable to identify their major stakeholders.

In overall, the above analysis reveals that the average status of transparency, participation, accountability and predictability were 58.03%, 68.85%, 42.41% and 44.63% respectively. Thus, in average the community forestry user groups have been able to maintain 53.23% good governance in the study sites. Moreover it can be generalized that the CFUGS in Gorkha district are heading towards the paths of attaining good governance capabilities.

In nutshell, the challenging efforts to be initiated by all societies are to create a system of governance that promotes supports and equally curtails human development especially for the poorest and most marginalized. The goal of governance initiatives in CFUGs should be to develop capacities that are needed to

realize development which gives priority to the women, dalits and poor; sustains the environment and create employment opportunities for the local needy people.

Institutional development of the CFUGS denotes positive changes in developing capacity for the management of resources. For this, the CFUGs require maximizing level of transparency and must generate the feeling of ownership and commitment by users within each CFUG institution. In the context of CFUGs, financial transparency, regular dissemination of information, inclusive participation in decision making and benefit sharing, accountability to the roles and responsibilities by all the users, balancing good co-ordination and linkages with stakeholders and good networking system are the prerequisite parameters to improve good governance. And, improvement in governance system leads to the good performance of the group. It would further leads to overall development of the society through prosperous community. Hence, the improved or good governance system of CFUGs can have last the solid impact in the well being of the society. So, good governance is most important in community forest user group to lead the group to the peak of the success and sustainable forest management as well.

6.2 Recommendations

This section examines the implications of some of the most significant findings summarized above for future program, policy and research activities. Basically, the following recommendations are designed for future programs of CFUGs, DOF, various CSOs and Federations for the betterment of the situation; as well as suggestions for further research to clarify the issue. These recommendations are not intended to serve as specific prescriptions for all CFUGs or government and other agencies. It is hope that the guidelines will help to improve the governance status in CFUGs and at other levels in general. Effectively addressing these issues will require a concerted effort of program interventions, additional research, and internal and external policy changes by all actors. Specifically, the recommendations are presented into two broad categories namely (i) recommendations for actions and (ii) recommendations for further study.

6.2.1 Recommendations for actions have further been categorized into three levels:

a) recommendations for community level, b) recommendation for District level and c) recommendation for policy level.

(a) Recommendation at community level:

1. Appropriate provision should be made in constitution for preparation of inclusive executive committees of CFUG and to be more stable of EC, at least 3 years duration should be needed so that the proposed visions and missions could be achieved.
2. Financial transparency is very much vital in the group. Lack of transparency of financial status creates conflicts and confusions between executive committee and general users. The financial status should be disclosed in every monthly meeting. Public hearing and public auditing system should be adopted at least once a year for making the CFUGs activities and financial transaction more transparent to the general users and key stakeholders. It will help the EC for establishing the participatory monitoring and evaluation system in the CFUGs.
3. Information is the power. Hence information and decisions should be freely available and directly accessible to those who will affect by such information and decisions. Appropriate provisions should be made in constitution to ensure that free and enough information is provided to understand and monitor it. Such provision not only help to control corruption but at the same time, helps improve the over all situation of good governance in CFUGs
4. There is a need to ensure the active and meaningful participation of users form all segments while formulation plan and policies through recognizing their rights and voice related to forest product use and their livelihoods. Ensuring the proportionate representation of women, dalits, MJJs and poor users in executive positions is the major step that the CFUGs should take into account.
5. Special action plan needs to be developed in order to increase participation and practices of equitable benefits sharing to women, dalit and poor in the

community. CFUGs can support women, dalit and poor users by providing loan in no or minimal interest rate and for undertaking the livelihood improvement program.

6. Accountability is important variable contributing to positive impacts in any organization. All the members need to be accountable to their role, responsibilities and duties and strictly follow the rules and regulations.
7. CFUGs should be prepared with a livelihood improvement plan to improve the livelihood status of poor users in their groups. Participatory well-being ranking (PWBR) seems to be an appropriate tool to identify the poor users.
8. Similarly, CFUGs should be practicing equitable forest product distribution through providing forest products especially timber at a subsidized rate to ultra-poor households.
9. CFUGs should prepare an annual progress report, annual budget and program. And it should be presented in the assembly for approval by the general assemblies. This would help create the opportunities to know the annual plan, budget and activities of the group to the general users.
10. Forest user groups should be developed with linkage with different line agencies and organizations for implementing different programs in the community. CFUGs can prepare guidelines to carry out different activities to meet the goals and objectives.

(b) Recommendations at district level:

1. The District Forest Office should increase their support services especially for technical and advisory supports to conduct public hearing and public auditing, livelihood improvement plan for CFUGs.
2. Need-based training, workshop and cross-visit bring CFUGs together to exchange their experiences. Need-based activities within the CFUGs identified by all interest groups are more effective than the one imposed by the executive members and forest technicians.
3. Facilitate consensus decision making and equal distribution of internal and external resources in the CFUGs.
4. Facilitate CFUGs for proportionate representation of dalit, women, Janajati and poor in the executive committee.

5. Developing linkages and coordination between CFUGs, other line agencies and organizations for outsourcing in different development activities.
6. Regular follow-up monitoring and supervision of the CFUGs activities.

(c) Recommendation at policy level:

1. Community forestry is playing a vital role not only to protect environment but also to empower women, dalit and marginalized groups to voice out and stand for their right. To encourage such actions furthermore, the government should make a provision for equal participation of women, dalit and poor in skill enhancement training, field visit.
2. Women's contribution in community forestry activities is very high but reverse is the situation regarding their representation. So, there should be provision for equal (50%) representation of women in the executive committee with key position for the success of community forest.
3. Dalits, poor and the minorities are directly depended on forest product for their day to day livelihoods. They also participate in hard work in community forest development but their representation in executive committee is very low. Thus, there must be the provision regarding proportionate representation form poor, dalit and minorities household not only in executive committee but also in key position of all CFUGs.
4. Basically well-off and medium classes users of CFUGs have been getting more benefits form the CFs with compare to the poor users. So the government should strictly enforce the provisions laid in the different policies and plans in favors of poor users. The livelihood improvement plan at both household level and CFUGs level would be an important tool to improve the livelihoods of the poor users.
5. Government's interruption in some time creates obstacles for CFUGs to work freely. So, government need to be open and taxable enough to deliver forest management authorities and responsibility to the community forestry user groups as mentioned in Forest Act 049 and Forest Regulations 2051.

6. CFUGs have carried out different community development activities from their group fund, until their contributions are not recognized in National level. So, Government should make a policy to recognized CFUGs contribution at GDP.

6.2.2 Recommendation for further study

This study is just a preliminary attempt to describe and analyze the extent to which CFUGs in Gorkha district practices good governance in their organizational set up. Therefore the following recommendations for further research are recommended.

1. This study has been carried out as the requirement of partial fulfillment of the Master's degree in sociology. So, the study covers to limited number of the CFUGs. Therefore it is recommended to conduct similar studies covering larger number CFUGs and area with other possible indicators of good governance.
2. Women are an integral and indispensable part of CFUG but their involvement in institutional development is so far vary low. Further study should thus be conducted on the role of women to make the CFUG a success.
3. In most of the CFUGs the decision making and fund mobilization is directly influenced by elite group. So, further detail study should therefore be conducted to exploring the reasons behind hindering the participation of Dalits, MJJs and poor users in decision making processes of CFUGs as well as in fund mobilization.
4. The CFUGs have been contributing to the forest management and the community development to the greater extent. So it is recommended to have the study on actual impact of community forestry on sustainable forest management and rural livelihood.
5. The support of the external agencies is to be found very crucial for carrying the community forestry development process to this stage. Therefore it is worthwhile to explore the external's contribution to strengthen local people to manage natural resources of Nepal.

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Annex 1: Matrix for PGA of CFUGs

S.N	Sub Indicators	1=25%	2=50%	3=75%	4=100%
1	Transparency				
1.1	Transparency in Constitution/FOP, Annual Plan and Program.	Informed to only four key position of executive committee (EC)	Informed to all members of EC	Informed to >51% of general users	Informed to >75% of general users and posted in notice at public places.
1.2	Decision making process and dissemination process	Informed to only four Key position of EC.	Informed to all members of EC and <50% of the general users	Informed on >51% of general users by conducting public hearing (PH) process	Provision of public hearing is included in constitution/FOP and informed to >75% of general users. The PH is practiced on regular basis
1.3	Financial aspect	Informed to only key positions of EC	Informed to users through general assembly or audited by recognized auditor	Informed to >51% of general users by conducting public auditing (PA)	Provision of public auditing is included in constitution/FOP and informed to >75% of general users. The PA is practiced on regular basis
1.4	Resource (Forest Products) distribution and program implementation	Informed to only four key positions of EC	Informed to all members of EC	Informed to >51% of general users	Informed to >75% of general users and notice on public places.
2	Participation				
2.1	Representation of WDPs and MJJs in EC	<33% women's representation in E	>33% women's representation in EC with at least one women in key position	Proportionate representation of WDPs and MJJs in EC	Proportionate representation of WDPs and MJJs in EC with key positions.
2.2	Participation in decision making process (Rules and Regulation preparation)	Major decision are made by four key position of EC	Major decision are made by all EC	Major decision are made by >51% all general users.	Major decision are made by >75% of users by ensuring proportionate participation of WDP and MJJs

2.3	Participation in forest management and community development activities program implementation)	More participation of WDPs and MJJs	Participation of EC and WDPs and MJJs	Participation of >51% general users	Participation of general users of all level
2.4	Participation in benefit sharing (resource distribution) process.	More benefit taken by members of major key positions in EC and some elite users	More benefit taken by all members of EC and some elites users.	>51% all general users benefited	Benefits taken by all disadvantage groups, distribution on the basis of positive discrimination
3	Accountability				
3.1	Accountability of EC (according to constitution)	<25% of EC members are accountable to their roles, responsibilities and duties.	>50% of EC members are accountable to their roles, responsibilities and duties.	>75% of EC members are accountable to their roles, responsibilities and duties.	All the EC are accountable to their roles, responsibilities
3.2	Accountability of general users (according to constitution)	<25% of general users are accountable to their roles, responsibilities and duties.	>50% of general users are accountable to their roles, responsibilities and duties.	>75% of general users are accountable to their roles, responsibilities and duties.	All the general users are accountable to their roles, responsibilities
3.3	Address needs of interest groups (focusing poor, dalit, women, minorities on livelihood)	Could not carried out participatory well-being ranking (PWBR) not identified poor and no any activities for poor	PWBR conducted to identify well-being status of users and spent certain group fund for poor users	Decisions made to spent 20% of group fund to poor users and carried out livelihood improvement program	Provisions of livelihood improvement plan by spending at least 25% of group fund is included in constitution/FOP to improve the livelihoods of poor users and it is implemented regularly.
3.4	Equitable distribution of forest product ,group fund and opportunities'	Equal distribution system to all users.	Equal distribution system to all users and provided free of cost to the victims of disasters.	Different rate of forest product on the basis of PWBR result, but not implemented yet. .	Different rate of forest product on the basis of PWBR result, and implemented accordingly.
4	Predictability				

4.1	Clear goals and objectives, preparation different guideline	No any guideline for program implementation.	Guidelines are prepared by EC and implemented.	Guidelines are prepared by jointly by EC and few members of group and implemented accordingly.	Guideline are prepared by general assembly and implemented accordingly.
4.2	Networking	Not affiliated to any networks	System of development network and affiliation to FECOFUN and but not renewed annually.	Affiliated in FECOFUN and sent their issues to federation regularly	Affiliation to FECOFUN and sent their issues and there is practice of exchanging their experience.
4.3	Co-ordination and linkage	Not identified main stakeholders of CFUG	Identified the main stakeholders of CFUG but couldn't get any program	Identified the main stakeholders and implemented at least one activity in partnership	Identified the main stakeholders and carried out different activities annually in partnership
4.4	Human resource development	Participate in training organized by other organization	Selected WDPs and MJJS for participation in training	Plan to develop human resources but not implemented yet	Plan to developed human resource focusing WDP and MJJS and implemented the plan. There system of handing over the leadership according to constitution.

Annex 2: Score of PGA by CFUGS

S.N.	Sub Indicators	Name of CFUGs						
		Tarpakha	Simle W	Saune Thuli	Birenckhok	Baniya Danda	Bahrapirke	Ragar
1	Transparency							
1.1	Transparency in Constitution/FOP, Annual Plan and Program.	50%	25%	50%	62.5%	75%	50%	50%
1.2	Decision making process and dissemination process	75%	25%	75%	62.5%	75%	75%	62.5%
1.3	Financial aspect	50%	25%	50%	100%	75%	50%	50%
1.4	Resource (Forest Products) distribution and program implementation	50	25%	50%	62.5%	75%	100%	50%
2	Participation							
2.1	Representation of WDPs and MJJs in EC	25%	100%	25%	25%	62.5%	25%	100%
2.2	Participation in decision making process (Rules and Regulation preparation)	75%	75%	75%	62.5%	62.5%	75%	62.5%
2.3	Participation in forest management and community development activities program implementation)	75%	75%	75%	75%	75%	87.5%	75%
2.4	Participation in benefit sharing (resource distribution) process.	75%	50%	75%	75%	75%	75%	75%
3	Accountability							
3.1	Accountability of EC (according to constitution)	75%	25%	50%	62.5%	75%	75%	50%
3.2	Accountability of general users(according to constitution)	50%	25%	25%	37.5%	25%	37.5%	25%
3.3	Address needs of interest groups(focusing poor, dalit, women, minorities on livelihood)	25%	25%	25%	50%	25%	25%	25%
3.4	Equitable distribution of forest product ,group fund and opportunities'	50%	50%	50%	50%	50%	50%	50%
4	Predictability							
4.1	Clear goals and objectives, preparation different guideline	25%	25%	25%	25%	75%	100%	25%
4.2	Networking	75%	25%	75%	75%	75%	100%	75%
4.3	Co-ordination and linkage	25%	25%	50%	25%	50%	25%	25%
4.4	Human resource development	25%	25%	25%	25%	50%	25%	25%

Annex 3
Checklists/Questionnaires List

I am a student of Prithivi Narayan Campus Pokhara. I am here for field survey to collect information to meet the objective of research study which is necessary for partial fulfillment of the requirement for the master's degree of Arts in Sociology. The purpose of the study is to analyze the comparative study of participatory good governance assessment of community forest user group. All information will be confidential. They will be used for research. Please feel free to express your personal opinion and those information will not be disclosed to other way.

<u>General Information of the CFUG</u>		
Name of the CFUGs		
Address		
Total Hhs:	Dalit Hhs:	MJJs Hhs:
Total Population:	Dalit Population:	MJJs Population
Male	Male	Male
Female	Female	Female
Number in executive committee: Total (Male.....and Female.....)		
Dalit members in executive committee: Total (Male.....and Female.....)		
MJJs members in executive committee: Total (Male.....and Female.....)		
Area of CF:		
Major species of Forest:		

1. What is the forest management and protection system?
2. What is the forest products harvesting system?
3. How are the forest products distributed among the CFUGs members? (equal of equitable)
4. What are the major changes that are observed by the users after handing over of the CF?
 - a) Species richness/biodiversity conservation (regeneration, wildlife, condition of grazing, plantation)
 - b) Availability of Forest products (fuel wood, timber, bedding, fodder, grass, NTFPs)
 - c) Human resources development (trained manpower, leadership development)
 - d) Empowerment (women, poor and dalits representation in ECs, benefit sharing mechanisms, decision making process, implementation of the CFUGs activities, equity issues)
 - e) Governance issues (transparency, accountability, participation and predictability, equity, gender and caste balance)
5. How many general members know about major points of constitution/FOP?
6. How is the decision made in meetings/general assembly?

7. How are the decisions disseminated to the users'?
8. What is the system of fund transparent?
9. Has the CFUG identified the Poor's?
10. Is the CFUG implementing all the activities according to constitution/FOP?
11. What is the proper time to change executive committee?
12. What are the major sources of the income and how many fund is collected from these sources?

SN	Sources of Income	061/062	062/063	063/064	Total
1					
2					

13. How and in what activities the group fund is spent?

SN	Activities	061/062	062/063	063/064	Total
1					
2					

14. What are the major communities and forestry related development activities and Livelihood improvement program carried by the CFUGs?

SN	Name of activity	Unit	Quantity	Cost	# of Beneficiaries	Year
1						
2						

15. What is the process of fund mobilization?
16. How many users participated in the training/workshops/cross visits after handing over of community forests?

SN	Training/Workshop/ Cross visits	Duration	Name of the participants	Organizer	Remarks

17. Major problems and suggestion.

Annex 4

List of participant during focused group discussion

Name of the CFUG: Tarpakha CFUG Jaubari-8, 9

S.N.	Name of participants	Post	S.N	Name of participants	Post
1	Vaba Nath Devkota	Chairperson	28	Jaya Gurung	General Member
2	Chitra Bdr. Thapa	Vice-chairperson	29	Pabrita Dhakal	"
3	Reshem Amgai	Secretary	30	Nirmaya Dhakal	"
4	Chandra S Dawadi	Joint Secretary	31	Thuli Pariyar	"
5	Shuva L Shrestha	Member	32	Sukmaya Bika	"
6	Bishnu Dhakal	"	33	Sharaswati Magar	"
7	Baburam Bhatta	"	34	Eita Kumari Gurung	"
8	Tula Pd. Dhakal	"	35	Laxmi Devkota	"
9	Dhan B. Bika	"	36	Lok Nath Parajuli	"
10	Lal Bdr. Thapa	"	37	Gudakanta Dhakal	"
11	Manuka Bhatta	"	38	Nar Bhadur Karki	"
12	Madhu Adhikari	General Member	39	Yam Nath Bhatta	"
13	Kamala Dhakal	"	40	Eak Narayan Shrestha	"
14	Bishnu Dawadi	"	41	Lila Thapa	"
15	Kopila Bastakoti	"	42	Bhakta Bhadur Sunar	"
16	Krishnak Dhakal	"	43	Ramesh Pariyar	"
17	Indira Dawadi	"	44	Dhan Bhadur Guvaju	"
18	Sila Dawadi	"	45	Rita Devkota	LRP FECOFUN
19	Devi Maya Dhakal	"	46	Jaya Bhadur Gurung	R.P Level FECOFUN
20	Dhankumari Dhakal	"			
21	Sunita Dawadi	"			
22	Bhairab Dhakal	"			
23	Dundi Raj Adhakari	"			
24	Puspa Dawadi	"			
25	Puspa Raj Amgai	"			
26	Shova Nath Dhakal	"			
27	Sharada Dawadi	"			

Name of the CFUG: Simle Women CFUG Shreenathkot-8

S.N.	Name of participants	Post	S.N.	Name of participants	Post
1	Eak Maya Gurung	Chairperson	28	Buddhi M Nepaali	General Member
2	Rina Bika	Vice-chairperson	29	Bal Kumari Thapa	"
3	Surji Thapa	Secretary	30	Khem Bdr Khadka	"
4	Goma Gurung	Joint Secretary	31	Dhan Bdr Gurung	"
5	Sarita Khadka	Treasurer	32	Uttam Gurung	"
6	Brinda Thapa	Member	33	Jeet Bdr. Pariyar	"
7	Lal Maya Pariyar	"	34	Man Bdr. Baram	"
8	Suk Maya Baram	"	35	Jaya Bdr. Gurung	"
9	Januka Gurung	"	36	Rita Devkota	LRP FECOFUN
10	Soraswati Baniya	General Member	37	Kanu gurung	School Teacher
11	Mithu Khadka	"			
12	Mangali Pariyar				
13	Bishnu M.Pariyar	"			
14	Kalpana Nepali	"			
15	B Maya Bika	"			
16	Laxmi Bika	"			
17	Sun Maya Bika	"			
18	Ruk Maya Gurung	"			
19	Shanta Tamu	"			
20	Suku Tamu	"			
21	Rupa Tamu	"			
22	Kopila Thapa	"			
23	Buddhi M.Tamu	"			
24	Sati M Tamu	"			
25	Rita Bika	"			
26	Sita khadka	"			
27	Rita Khadka	"			

Name of the CFUG: Saune Thuli CFUG Gankhu -7, 8

S.N.	Name of participants	Post	S.N.	Name of participants	Post
1	Rana Bdr. Khanal	Chairperson	28	Suk Bdr Bika	General Member
2	Mangel Bdr. Gurung	Vice-chairperson	29	Hari BagAale	"
3	Chandra K Shrestha	Secretary	30	Narayan Dawadi	"
4	Narayan Pudasaine	Joint Secretary	31	Hom Bdr Adhikari	"
5	Khil pd.Pulami	Treasurer	32	Man Bdr Gurung	"
6	Netra Bdr GhAale	Member	33	Chandra Khanal	"
7	Chabilal GhAale	"	34	Hiramaya Thapa	"
8	Bir Bdr Gurung	"	35	Laxmi Gurung	"
9	Dirgaman Shrestha	"	36	Hasta Thapa	"
10	Shiva K Shrestha	"	37	Dil Pd Bhatta	"
11	Sita Ram Lemichhane	"	38	Man Bdr GhAale	"
12	Shayam Bdr Shrestha	General Members	39	Bi Maya Gurung	"
13	Damba Shrestha	"	40	Lila Shrestha	"
14	Jhapat Shrestha	"	41	Shov Maya Pariyar	"
15	Arjun K Shrestha	"	42	Manju Pulami	"
16	Kumba Bdr Shrestha	"	43	Purna Gurung	"
17	Sani Shrestha	"	44	Ran K Adhikari	"
18	Ram Bdr Shrestha	"	45	Asah Maya GhAale	"
19	Indra Shrestha	"	46	Bhakta Bdr Aale	"
20	Jagat Shrestha	"	47	Bel K Pulami	"
21	Dev Narayan Shrestha	"	48	Chija Gurung	"
22	Dallie Nepali	"	49	Man Maya GhAale	"
23	Krishna Nepali	"	50	Hira Gurung	"
24	Nar Bdr Nepali	"	51	Deb Bdr GhAale	"
25	Rana Bdr Nepali	"	52	Purna Bdr Thapa	"
26	Maitu Nepali	"	53	Hari Maya Gurung	"
27	Purmina Nepali	"	54	Tika Pulami	LRP FECOFUN

Name of the CFUG: Birenchook CFUG PNP-9

S.N.	Name of participants	Post	S.N.	Name of participants	Post
1	Nokh Bdr Rana	Chairperson	28	Purna Maya Shrestha	General Member
2	Bhim Bdr Aryal	Vice-chairperson	29	Anita Rana	"
3	Varmand Ghimera	Secretary	30	Bal Kumari Rana	"
4	Durga Rana	Treasurer	31	Sanu Remtel	"
5	Janak Rana	Member	32	Gyan Kumari Pariyer	"
6	Sita Remtel	"	33	Kesheb Thapa	"
7	Durga Bdr Aryal	"	34	Mira Rana	"
8	Indra Bdr Thapa	"	35	Ram Maya Aale	"
9	Ram Bdr Rana	"	36	Shanti Thapa	"
10	Netra Regmi	"	37	Rewati Rana	"
11	Ram Maya Aale	"	38	Devi Rana	"
12	Hari Maya Sunar	General Member	39	Hari Maya Rana	"
13	Khil K Rana	"	40	Bishnu Nepali	"
14	Kanchhi Bika	"	41	Dil Maya Aryal	"
15	Dev K Gaire	"	42	Tek Kumari Bika	"
16	Kalpana Uperkoti	"	43	Indra K Thapa	"
17	Subita Khanal	"	44	Kalpana Sunar	"
18	Sirmila Shrestha	"	45	Tilak K Malval	
19	Sun K Rana	"	46	Phul Maya Malval	
20	Kali Basnet	"	47	Sanu Maya Sirmal	
21	Bal Kumari Rana	"	48	Anita Thapa	
22	Jun Maya Rana	"	49	Laxmi Ghimere	
23	Sangita Adhikari	"	50	Min Bdr Thapa	
24	Mina Thapa	"	51	Susmita Basnet	LRP FECOFUN
25	Ram Maya Ramtel	"	52	Sangita Ghimere	PFO SAGUN
26	Bh;agawati Amgai	"	52	Dev Raj Gautam	DPC SAGUN
27	Asmita Amgai	"	54	Krishna Rana	Chairperson FECOFUN

Name of the CFUG:Baniya Danda CFUG Dhuwakok-8

S.N.	Name of participants	Post	S.N.	Name of participants	Post
1	Khadka Bdr Rana	Chairperson	28	Khadka Sedai	General Member
2	Sarmila Thapa	Vice-chairperson	29	Kumba Bhujel	"
3	Tej Bdr Thapa	Secretary	30	Rita Naharkoti	"
4	Nar Bdr Pariyar	Joint Secretary	31	Sabita Naharkoti	"
5	Suk Maya Baram	Treasurer	32	Babu Lal Naharkoti	"
6	Bhakta Bdr Rana	Member	33	Sunita Naharkoti	"
7	Sher Bdr Rana	"	34	Suman Rana	"
8	Narayan Shrestha	"	35	Hari B Thapa	"
9	Bhim Nanharkoti	"	36	Bhoj Maya Pariyar	"
10	Chola Pariyar	"	37	Bimala Pariyar	"
11	Raj Kumari Pantha	"	38	Ganesh Pariyar	"
12	Tab Bdr Uperati	"	39	Amrit Pariyar	"
13	Tek Bdr Rana	"	40	Bed Aale	"
14	Thum B Thapa	General Member	41	Chandra Thapa	"
15	Hari Ram Uperati	"	42	Kali Maya Rana	"
16	Shava Darji	"	43	Sorasowati Pariyar	"
17	Ran Bdr Thapa	"	44	Krishna Naharkoti	"
18	Thakur Gurung	"	45	Parmila Kumal	LRP FECOFUN
19	Lal Bdr Aale	"	46	Bishnu Thapa	"
20	Hem Rana	"	47	Sangita Ghimere	PFO SAGUN
21	Shiva Ram Bika	"			
22	Kesheb Rana	"			
23	Suman Uperati	"			
24	Dinesh Aale	"			
25	Hum Bdr Rana	"			
26	Khem Rana	"			
27	Prem Thapa	"			

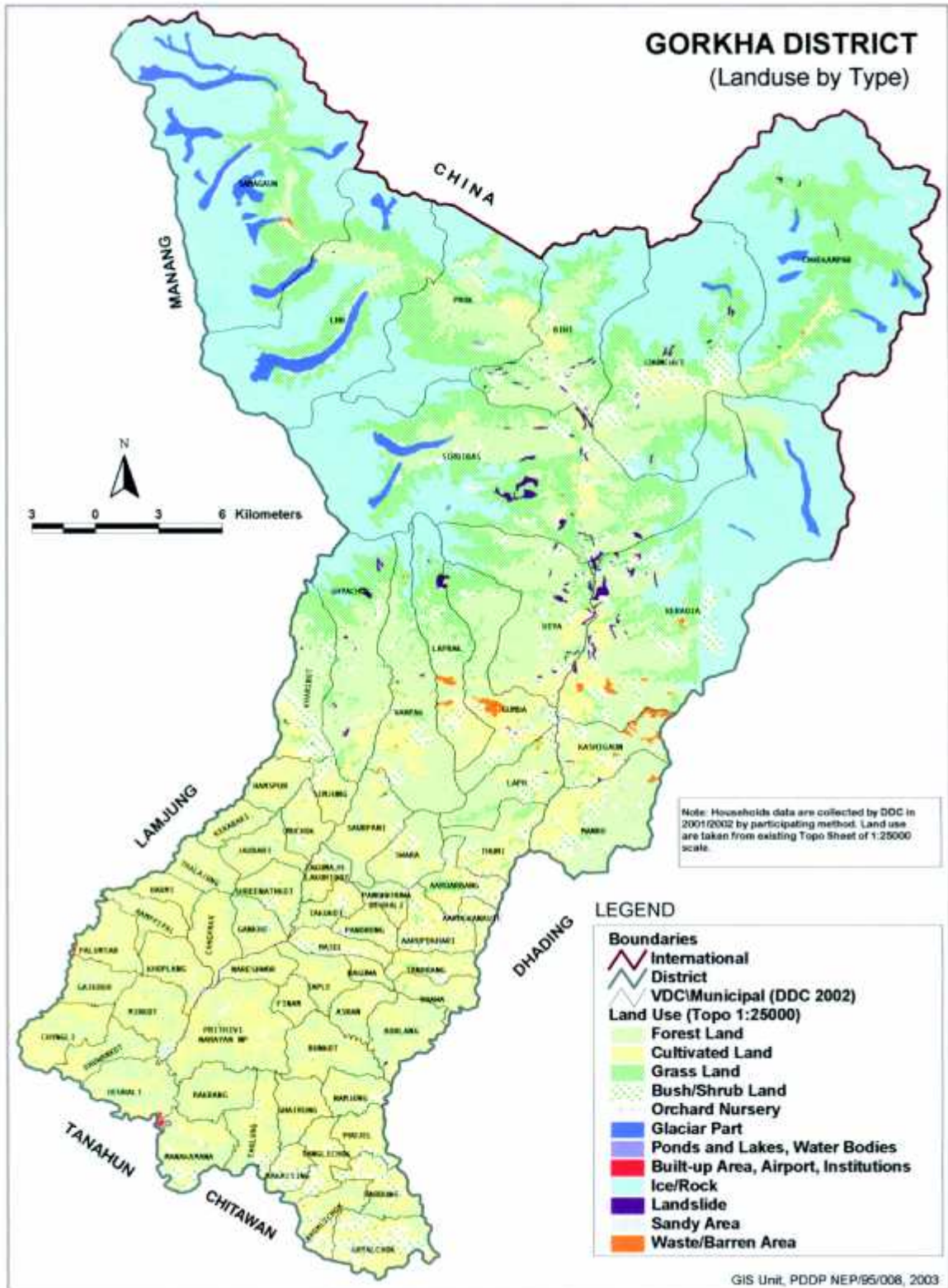
Name of the CFUG: Bahraprike CFUG Palungtar -7, 8

S.N.	Name of participants	Post	S.N.	Name of participants	Post
1	Baburam Shrestha	Chairperson	28	Thakur Devkora	General Member
2	Krishana Neupani	Vice-chairperson	29	Shayam Malawati	"
3	Navaraj Dhital	Secretary	30	Hem Ranabhat	"
4	Lok Nath Devkota	Treasurer	31	Keshor Pandey	"
5	Ram Chandra Devkota	Member	32	Shanta Bdr Bhatta	"
6	Sarita Luitale	"	33	Phul Maya Ranabhat	"
7	Om Pradhan	"	34	Ishori Ranabhat	"
8	Sil Jung Gaire	"	35	Govinda Neupane	"
9	Durga Kumal	"	36	Krishna Shrestha	"
10	Dalle Kumal	"	37	Bishnu Pantha	"
11	Purna Bogati	"	38	Kamala Dhital	"
12	Rewati Pantha	"	39	Ganesh Dhakal	"
13	Pabitra Devkota	"	40	Chen Bdr Shah	"
14	Kamala Ranabhat	General Member	41	Raj K Shrestha	"
15	Khin Maya Achhami	"	42	Chabilal Bagale	"
16	Achhe Achhami	"	43	Prem Rai	"
17	Damber Basnet	"	44	Shanta Poudel	"
18	Shiva Shrestha	"	45	Govinda Kandel	"
19	Nanda Ghale	"	46	Umakanta Ranabhat	"
20	Ram Bdr Dhakal	"	47	Rukmadi Devkota	"
21	Nanda Lal Rai	"	48	Mira Devkota	"
22	Buddhi Roka	"	49	Rita Basnet	"
23	Goma Ranabhat	"	50	Mina Bika	LRP FECOFUN
24	Bhagawati Shah	"	51	Amir Bika	LA Sugun
25	Bal Kumari Neupane	"	52	Mahendra Shrestha	FG, DFO
26	Shanta Roka	"	53	Krishna Devkota	JTA, ADO
27	Laxmi Gaire	"			

Name of the CFUG: Ragar CFUG Warpak-1-9

S.N.		Post	S.N.	Name of participants	Post
1	Khem B Gurung	Chairperson	28	Buda Maya Gurung	General Member
2	Sher B Ghale	Vice-chairperson	29	Pur Maya Gurung	"
3	Bir B Bika	Secretary	30	Padma Gurung	"
4	Hasta Bika	Joint Secretary	31	Sir Maya Gurung	"
5	Shanta K Bika	Treasurer	32	Ran Maya Bika	"
6	Kunti Ghale	Member	33	Man Kumari Bika	"
7	Bimala Bika	"	34	Lal Subba Ghale	"
8	Dhamber Ghale	"	35	Pur Bdr Gurung	"
9	Man Bdr Ghale	"	36	Bhim Rani Ghale	"
10	Khem Ghale	"	37	Dal Man Ghale	"
11	Asha Gurung	"	38	Om Bdr Ghale	"
12	Kishan Ghale	"	39	Sunar Ghale	"
13	Sumpurna Ghale	"	40	Nanda Gurung	"
14	Chhalmati Ghale	"	41	Suk Bdr Sunar	"
15	Tej K Ghale	"	42	Sanukanchi Bika	"
16	Bhakta Ghale	General Member	43	Kanchhi Bika	"
17	Him B Ghale	"	44	Asha Ram Gurung	"
18	Manilal Ghale	"	45	Kimi Ram Ghale	"
19	Lal Bdr Gurung	"	46	Purna Gurung	"
20	Rajani Ghale	"	47	Ganesh Gurung	"
21	Dhan Maya Ghale	"	48	Jeet K Gurung	"
22	Birmarani Ghale	"	49	Mangal Bika	"
23	Prem Ghale	"	50	Ujali Bika	"
24	Mangal Ghale	"	51	Buddhi Gurung	"
25	Manoj Ghale	"	52	Purnima Ghale	LRP FECOFUN
26	Priti Gurung	"	53	Dhani Lal Ghale	FG,DFO
27	Man Kumari Gurung	"	54	Aita Bdr Ghale	FG,DFO

Annex 5



Annex 6



Focus Group Discussion



Review of Meeting Minute and Focus Group Discussion



Focus Group Discussion and Presentation of PGA Result in Spider Web



Focus Group Discussion