



# Formulation of Participatory Land Use Plan at Municipal Level



Orientation on IVR Model and Land Use Plan to Local Government. Kanakai Municipality, Jhapa

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## 1. Status of piloting and scaling of the model:

The model on 'participatory land use plan at municipal level' was first piloted in Belaka municipality, Udayapur and then scaled up in Panchpokhari Thangpal and Jugal rural municipalities (RMs) in the district. Community Self-reliance Centre (CSRC) led the model's design,

piloting and initial scaling. National Land Rights Forum (NLRF) and National Farmer Groups' Federation (NFGF) contributed to the consultations with the rural/municipalities, right from the planning phase. CSRC, Belaka municipality, CARE Nepal, NLRF and NFGF have signed a joint MoU on implementation of the model in



Community members engaged in Land Demarcation Process. Belaka Municipality, Udayapur

Belaka, whereas CSRC, CARE Nepal and National Disaster Risk Reduction and Management Authority (NDRRMA) have reached joint agreements with Panchpokhari and Jugal RMs on scaling the model.

## 2. Collaboration with boundary partners:

Formal agreement between the Federal Ministry of Land Management, Cooperatives and Poverty Alleviation (MoLMCPA) and Belaka municipality served as the corner stone for piloting the model. MoLMCPA, CARE and CSRC together formulated the guideline for land use planning. The three local governments led the processes of formulating land use act, forming land use plan implementation committees and land use councils, development of vision papers, and engaging government officials and technical experts. The Department of Survey provided the most crucial detailed satellite maps of the rural/municipalities, while the Land Issues Resolving Commission (LIRC) supported with technical experts for land survey and categorization of land. NDRRMA helped in identifying vulnerable areas in Panchpokhari and Jugal RMs for developing risk sensitive land use plans. The District Coordination Committee (DCC) coordinated the initial consultations with the local governments, while

National Association of Rural Municipalities in Nepal (NARMIN) is sharing the model scaling guideline, the Belaka land use act and a model/sample act developed by CSRC with all RMs for their reference.

## 3. Model scaling phase:

Belaka municipality has already institutionalized this model by developing a land use act and establishing a land use council and a separate land management unit to take care of day-to-day land and agrarian reforms activities. Panchpokhari and Jugal RMs have formed land use plan implementation committees and land use councils to implement and monitor their land use plans graduating from inception to first mover phase.

## 4. Process adopted in model scaling:

Initial meetings with the local governments built common understanding on the model scaling process, responsibilities of different actors, etc. It was followed by signing of MoUs among the main actors which led to development of detailed work plan and orientation for local representatives on the scaling procedures. The local governments were then provided a model land act for reference. Formation of land use plan

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councils and land use implementation committees, and visioning exercises were facilitated thereby, engaging the community people in collecting authentic data on area of land, forests, natural resources, etc. A consultant then supported Belaka to prepare its vision paper and a team of geologists worked with the two RMs for assessment of vulnerable areas. This was followed by submission of the vision papers to the respective municipal and village executives for endorsements. The process also involved frequent meetings with all actors engaged in the process to review progress, discuss challenges and learning, and make procedural adjustments.

## **5. The model's added value and key outcomes**

### **Bottom-up law making and planning process:**

The model put into practice a bottom-up law making process. It engaged the community people in scaling the model and as part of this, developing the local government's land act and vision papers, which have, as a result, reflected their concerns and interests. By necessitating a formal agreement between local and federal governments, this model ensured their equal ownership of the scaling process. It also contributed to the uptake of ground level land issues into the mainstream political agenda. The local government elects and law makers at federal level are currently advocating for adequate resources to scale up the model in all local governments. MoLMCPA is to soon share with all local governments land use plan development guidelines including a description of the processes applied in Belaka municipality, and Panchpokhari Thangpal and Jugal RMs.

### **Policy and institutional arrangements:**

Belaka developed its land act and set up a dedicated 'land management unit'. The municipality including the two other RMs-Panchpokhari and Jugal have prepared vision papers for development of land use plans and formed inclusive land use plan implementation committees and land use councils for implementation and monitoring of land use plans.

### **Local-federal government collaboration in resolving issues:**

Local, provincial and federal governments worked together for developing the vision papers. MoLMCPA developed guidelines for development of sustainable land use plan and scale up this model in all local governments. The Department of Survey prepared

and provided detailed satellite maps required for development of land use plans to the three local governments. NDRMA stepped in to support the two RMs for identifying highly vulnerable areas.

### **Community engagement in the process of land use plan:**

The community members actively participated in Vulnerability Capacity Assessment (VCA), identification of vulnerable areas, discussions on measures for durable solutions, visioning exercises and consultations on preparation of vision papers in the three rural/municipalities. Development and implementation of sustainable land use plans as envisaged by this model will benefit the entire population (25,117) of the three rural/municipalities (Belaka- 12,139; Panchpokhari Thangpal-7,803 and Jugal-5,175).

### **Model's contribution to building climate resilience of landless, land-poor and informal settlers:**

The land use act and vision papers have included climate considerations, and provisioned protection of forests, greeneries, and relocation of highly vulnerable to protect them from climate change impacts and build their resilience. Sustainable land management can reduce and even reverse the adverse impacts of climate change and helps build community adaptation and resilience to climate change.

### **Model's contribution to promoting inclusion and governance:**

Once developed and implemented, the participatory land use plan benefits the entire populations of three rural/municipalities, particularly the most vulnerable and marginalized communities- landless peasants, informal settlers, *Dalits*, women, people with disabilities and ethnic minorities. The model ensured community people's meaningful participation in model piloting and scaling processes. About 30 women, ethnic minorities, *Dalits* and people with disabilities also participated actively in the process of drafting the land act at Belaka. It also engaged multiple stakeholders - local and federal governments, DCC, land rights network, farmer groups and development partners in the design and roll out of the model. Similarly, gender-balanced land use plan implementation committees and land use councils have been formed in the three local governments. The engagement of government, CSOs and community people made the scaling process highly inclusive, participatory





Validation Meeting on Land Act Amendment Regulation. Belaka Municipality, Udayapur

and transparent; and the decision-making consensus-based. Now, should the local governments fail to deliver as promised, the communities are empowered to hold them accountable.

## 6. Good practices and Learning

### Good Practice:

The comprehensive preparations and planning including preparation of local resource persons; building shared understanding on model scaling process; productive collaboration among local and federal governments, CSOs (CSRC, CARE, NFGF, NLRG), other government agencies – DCCs, Department of Survey, NDRRMP; signing

MOUs based on clear roles and responsibilities all led to the effective piloting and scaling of the model in the three local governments.

### Learning

Informed and effective engagement of multiple stakeholders; popular buy in, ownership of diverse stakeholders, especially the impact groups, is the key to scaling up/out an innovative model. In-house expertise (at least a geomatics engineer and a soil expert) in rural/municipalities is critical to proper land survey and assessment of the types of land for developing sustainable land use plans.



### FOR FURTHER INFORMATION

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