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# **Environmental Impact Assessment System in Nepal Policy, Legal Instruments and Process**

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#### Abstract

Development of Human civilization has intrinsically implied with exploitation and utilization of natural resources gradually with space of time along with technological inventions and discoveries. Massive utilization of natural resource make development faster and provide copies of facilities on the one hand and haphazard and short sighted development dig out holes to bury those development on the other hand. Keeping this reality in mind, Environmental Impact Assessment (EIA) concept made mandatory in USA at first and it came as a tough issue after Earth Summit in 1992. Although, Nepal has incorporated this concept in policies, plan and programs have been introduced in different phase of time. Therefore, this article is concentrated on analysis of short account relying on contemporary rules, regulations and guidelines. Furthermore, ongoing and forthcoming concerned Environmental Impact Assessment related laws and regulations and its inevitability also assessed with pertinent relevancy in this article.

**Key words:** Environmental Impact Assessment (EIA), Initial Environment Examination (IEE), Terms of Reference (TOR), sustainable development, resource management, biodiversity, exploitation/utilization, mitigation measures,

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## **Background**

People have since long utilized natural recourses for fulfilling their needs. Nepal's industrialization is relatively new, but it is growing. It now contributes about 11 percent of the country's annual economic performance. It is out-performing the agricultural sector by a factor of 4 to 1, and seems likely to become the main engine in improving the country's future prosperity.

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But since the arrival of simple and sophisticated as well as complex machines, the environmental resources have been overused and degraded. Such degradation and pollution has attracted the concerns of many people in the last decades. These interests make a necessity for such people to rely on relevant and accurate information for saving the environment and foretelling the consequences arisen by different human activities. There are many such tools that can show the result upon the environment caused by development activities. One of these tools is represented by the process of Environmental Impact Assessment (EIA). The process is composed of systematic investigation and identification of environmental impacts caused by the proposed project. This procedure helps in attaining the aim of increasing material production and providing services to improve people's living standards by different agricultural and industrial revolutions. It increases the rate of economic growth, consumption, employment generation and helps to provide the human necessities of food, cloth, medicine, education, sanitation and energy. This process also develops new technologies and helps to make a sustainable environment by negating different unregulated human activities that degrade and pollute the environment the pollutants of the environment harm not only the environment, but human themselves too. They make our life uncomfortable and risk the future of natural resource depletion in both quality and quantity. The Process of EIA was developed because physical and biological resources were greatly degraded and polluted due to human disturbances which people didn't realize. The effect of development continued to affect the environment; these effects weren't considered important until the late 1960s when they had the capacity for investigating to develop environmental technologies and to manage resources There have been several misconceptions about the process of Environmental Assessment (EA). Environmental assessment is criticized saying it is too expensive, delays the project, is too complex, does not produce results, rather stops development, we are poor to afford environmental assessment studies and so on. Even though, there are many criticisms about environmental assessment, the need of environmental assessment is much compulsory. It makes development projects environmentally sustainable in the long run and reduces adverse environmental impacts of ecologically fragile landscapes before development projects precede. Environmental assessment also assesses the effects of development pressures on the natural resources base as well as on the socio cultural aspects. Finally, it reduces the overall environmental and economic cost of the project, and optimizes project benefits. According to German Watch (2016), Nepal ranked 7th among countries most affected by climate risk. Nepal is thus one of the top 20 most hazard-prone and vulnerable countries in the world. It ranks fourth in terms of relative vulnerability to climate change related hazard, 11th with regards to earthquake risk and 30th prone to flooding among 198 countries, making it difficult to achieve sustainable development goals, manage its disaster risks and promote climate change adaptation. Due to political instability and low government capacities, developing integrated strategies to meet the 2030 development agenda is especially challenging. The 2015 Gorkha earthquake, which killed nearly 9,000 people and incurred damages of USD 7 billion was a considerable setback for the country (MoHA, 2015).

# Methodology

This article is prepared depending upon secondary sources applying library method. Especially, primary documents, prepared in 1992 by Earth Summit and laws and by-laws and regulations/guidelines of our country has accessed with the omnipotent need and reason in Nepalese development plan, policies and implementation. Along with these laws and regulations of 1997 development and practice of the EIA concept in reference to analyze in terms of Nepalese perspectives is also used.

#### **Evolution**

The need for EIA was first realized as a mandatory regulatory procedure in the National Environmental Policy Act (NEPA) in 1969 of the USA when various international and national organizations outlined the need for developing and utilizing a tool for the integration of the environmental aspect in development proposals. This legislation was enacted to fight economic and engineering bias in examining the project appraisal practice, assessing the environmental impact of major federal actions significantly affecting the quality of the human environment. NEPA was made effective on first January 1970 AD and till now has introduced three terminologies- Environmental Inventory (EI), Environmental Assessment (EA) Environmental Impact Statement (EIS). It contains three main elements - a requirement for the production of an EIS for major federal actions, a general policy on the environment and the establishment of the Council on Environmental Quality (CEQ) to administer the provisions of a proposed action, the adverse environmental impacts, the alternation to a proposed action, the relationship between short term use, maintenance enhancement of long term productivity and any irreversible / irretrievable commitment of the resources. Environmental assessment as regulatory producer was adopted the 1970s by some of the high income group countries like Canada in 1973 and Australia 1974. EIA procedure was introduced in Columbia in 1974 and the Philippines in 1979. Thus the decade of 1970s can be considered as the initial stage of environment assessment. Japan and European Union member countries introduced it in the national system in 1984 and 1985 respectively expanding the project level EA in the 1980s. A number of countries have used it as a mandatory procedure especially after the 1992 Earth Summit held in Rio de Janerio (Brazil). The different countries are using different forms and levels of environmental assessment such as Initial Environmental Examination (IEE), Environmental Impact Assessment (EIA) or Strategic Environmental Assessment (SEA) for mainstream environmental concerns. However, the development and usage of environmental assessment is at a slow peace considering its need. In Nepal, Environmental Impact Assessment (EIA) was started in the early 1980s, especially in the donor assisted projects. Nepal established the Environment Impact Study Project (EISP) under the Ministry of Forest and Soil Conservation to initiate actions for the formulation of necessary polices and laws and creates public awareness and environmental matters in 1982. The Constitution of

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Nepal 1990, Water Resource Act 1992, Electricity Act 1992, Electricity Regulation 1993, as well as Hydropower Development Policy 1992 have emphasized on the protection of the existing environment. They also started that no adverse environmental impact in terms of physical, biological, social, economic and cultural aspect should occur due to any development project. The Government of Nepal introduces the National Environmental Impact Assessment Guidelines (NEIAG) in 1993 which provided a general methodology for conducting an EIA study but there was no approval process and legal requirement of an EIA study. The EA system of Nepal has introduced successfully after the enforcement of Environmental Protection Act, 1996 and its Regulation 1997, which made IEE/ EIA mandatory for the governmental and private sector. Prior to this IEE/ EIA was mandatory only for the governmental sector, ever since the enforcement of the National Guidelines (1993).

## **Conceptual Framework**

Environmental assessment has been defined in various ways. Different organizations and conventions alongside guidelines and policies as well as experts have defined EIA. Environmental assessment is a tool used to identify and predict impact on the environment and on man's health and wellbeing of legislative proposals, policies, programs, projects and operational procedures and to interpret and communicate about the impact (Munn, 1979). The World Bank (1991) has defined it as a tool to assist task masters in making good decision to screen projects efficiently for their environmental impact to clarify to governments what is needed for sustainable projects and to design them effectively. The Espoo convention on ETA in a trans-boundary context, 25 Feb. 1991(Finland) has defined EIA as a national procedure for evaluating the likely impact of a proposed activity on the environment." UNEPs governing council decision 14/25 of 17 June 1987 states that "EIA means an examination, analysis and assessment of planned activities with a view to ensuring environmentally and sustainable development." The Environmental Protection Act, 1996 of Nepal has defined IEE and EIA as follows (MoPE, 1997). "Initial Environment Examination' means a report on analytical study or evaluation to be prepared to ascertain as to whether, in implementing a proposal, the proposal does have significant adverse impacts on the environment or not, whether such impacts could be avoided or mitigated by any means or not. 'Environmental Impact Assessment' means a report on detail study evaluation to be prepared to ascertain as to whether, in implementing a proposal does have significant adverse impact on the environment or not, whether such impacts could avoided or mitigated by any means or not. Environmental Impact Assessment Guidelines 1992, states that EIA can be viewed as both a planning tool as a mechanism for decision-making. As a planning tool, an EIA presents methodologies and techniques for identifying, predicting and evaluating environmental impacts of projects during the formulation and feasibility stages. The output from the EIA process presents decision-makers with the information necessary to determine whether or not a project should be implemented. EIA is generally used to accomplish the following.

• Identify potential environmental impacts.

- Analyze the significance of the environmental impacts.
- Determine whether the impacts can be mitigated.
- Recommend preventive and mitigation measures.
- Identify alternation to the proposed projects.
- Recommend whether the proposed project should be implemented.

Environmental Impact Assessment (EIA) is the term applied to the systematic examination of the likely impacts of development proposal on the environment prior to the beginning of any activity. The actual term is derived from section 102 (2) of the National Environment Policy Act (NEPA) of 1969 which marked a turning point of environmental legislation in the United States. For the first those proposing to undertake certain projects had to show that their projects were not going to significantly affect the environmental impact statement to show the nature and scale of their project, the affected environment, and the likely impacts and measures taken to reduce monitor these impacts. (http://www.ncte.ie/environ/eia). Environmental Assessment is a synthesis of facts and values and provides decision maker for informed choice about the project. It addresses environmental effects on biophysical resources, social and cultural aspects, health and safety, indigenous people's rights and traditional customs (Uprety, 2003). The EA system of Nepal has introduced successfully after the enforcement of Environment Protection Rules (EPR) 1997, which made IEE/EIA mandatory for the governmental as well as the private sector. Prior to this, IEE/EIA was mandatory only for the governmental sector, ever since the enforcement of the National Guidelines (1993). However, the historical establishment of EIA process In conclusion, ELA is a process that evaluates the likely impacts of a development proposal, assessing different facts and figures, finding if it possesses a significant harm to the environment and suggesting different mitigation measures to neutralize the effects of the proposal. The functions of an environmental assessment are to identify, predict and evaluate the possible impacts of the project on the environment. It also finds ways to reduce unacceptable impacts and to shape the project such that it is suited for the local environment. Finally, it presents these prediction and options to decision makers

## **Development of EIA Policies in Nepal**

Environmental aspects in Nepal's development policies have never been emphasized during the development planning process. Nepal has not adopted any kind of legislation or administrative instructions that address environmental impacts of development projects. In early 1980s, EIA have been integrated in major development projects. In the planning history of Nepal, the First Five Year Plan was started in 1956-1961 AD while Sixth Five Year Plan (1980-1985) had first mentioned the need for ETA for major infrastructure projects. Government of Nepal had established a project entitled Environmental Impact Study Project (EISP) under the Ministry of Forest and Soil Conservation in 1982. EISP prepared draft document on environmental policy. Environmental act and guidelines and conducted EIA on several ongoing infrastructure projects. The Government of Nepal has enunciated environment conservation related policies in the Seventh

Five Year Plan (1985-1990). It is the first time a National level policy an environment management was incorporated and emphasized to carry at for all major development projects i.e. tourism, water resources, infrastructure, forestry, industry. In order to enforce this policy, and to make necessary arrangements, a serious of guidelines were developed incorporating the elements of environmental factors right from the project formulation stage of development plans and projects and to avoid or minimize adverse effects of the ecological system. The Nepal government/ National Planning Commission (NCP) and IUCN developed and endorsed the National Conservation Strategy (NCS) and the Master Plan for forestry sector for implementation. The NCS for Nepal was prepared jointly as an inter-sectoral umbrella policy at the national level for addressing environmental issues during the development process. It also emphasized the need to internalize the EIA system in to Nepal's resource management and development planning. Government of Nepal continued its effort to internalize EA system during the Interim Period (1990-1992). Interim Governments basic policies was to carry out EIA prior to implementation of any major development project and programmers which would have adverse effects on the natural balance. Nepal's Eight Five Year Plan (1992-1997), formulated after the participation in the Rio Earth Summit in 1992, was an important policy document. Eighth plans reemphasized the need of integration of EIA in to economic development projects and emphasized to formulate and implement the projects and programs with the inclusion of environmental protection measures. It has also emphasized to adopt integrated approach and sustainability concept, while formulating the environmental legislation. The plan recommended establishing environmental section in the concerned ministries, developing indicators, setting up standards, and implementing working procedures in order to minimize likely environmental impacts of the development activities. The Eighth Plan period has made a remarkable contribution and notable in institutionalizing EIA system in Nepal's development planning and administration i.e. National EIA Guidelines, 1993, EIA Guidelines for Forestry Sector 1995, Environment Protection Act 1990, Environment Protection Rules, 1997.

The Ninth Five Year Plan (1997-2002) has adopted a policy of participatory EIA system and it emphasizes to make essential procedure for the involvement of local bodies, communities, private sector, NGOs and government agencies. The plan also emphasized the need for conducing EIA study in order to ensure biodiversity conservation while implementing development projects. The plan has realized the need for human resource development research and studies monitoring and evaluation, and environmental auditing and strengthening the skilled human resources in environmental management for the country. Tenth Five Year Plan (2002-2007) seeks to reduce poverty through emphasis on four key areas-high, sustainable and broad based economic growth, social sector and rural infrastructure development, targeted program for extremely poor vulnerable and deprived groups and good governance. This plan includes genetic resources and biodiversity conservation programs. Conservations of biodiversity through management of buffer zone involving local user groups promote and encourage eco-tourism in the protected areas.

## **EIA** related provisions

## Laws, Regulation and Sectoral Laws

The Government of Nepal has enhanced different laws regulation and guidelines regarding environmental assessment. For internalizing the environmental assessment system in development proposals, the Environment Protection Act (EPA), 1996 and the Environmental Protection Rules (EPR), 1997 have been applied for making the integration of IEE and EIA 1999) have included proposals requiring IEE & ETA study. The EPA & EPR have been enforced since 24 and 26 June 1997 respectively in Nepal. According to EPA 1996, the proponent has to prepare IEE/EIA report on the prescribed proposal implementation of such proposals upon the approval of EIA by concerned agency & Ministry of Population and Environment (MOPE). The process for submission and approval of IEE/EIA reports is outlined by the act. The EPR 1997 has provided provisions for preparing & submitting the scoping report, TOR, and IEE. EIA report for approving & includes public consultation. Detailed information on impacts & environmental protection measures should be included in the EA report. Also, implementation plan, monitoring, evaluation and environmental auditing should be included. Public consultation is necessary in all the prescribed projects.

Some highlights of the Environment Protection Act, 1996

Sections	Major highlights
Section 3	Proponent should carry out IEE/EIA of the prescribed proposals.
Section 4	No one should implement the proposals requiring IEE/EIA without approval.
Section 5	The proponent should submit IEE/EIA reports for approval by the concerned agency for approval process.
Section 6	Upon receipt of such proposal, the concerned agency should approve the IEE report and forward the EIA report to MOPE for approval process. MOPE should approve the EIA report after public notice is over. MOPE can form a committee to seek suggestions over EIA reports.
Section 17	If any person asks for compensation the proponent is liable to compensate for the loss or effect as prescribed.
Section 18	In case, the proposal requiring environmental assessment is implemented without necessary approval or violates the conditions of approval, the prescribed authority may close down such activity immediately and may punish up to Rs. 100,000.
Section 19	A person, who is not satisfied with the decision of the prescribed authority, may appeal to the High Court (Appellate Court) within 35 days from the date of decision or order.

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Section 23	Government may frame and implement necessary guidelines, including EIA guidelines.
Section 24	Government may frame necessary rules, including conduction of IEE or EIA, Standards etc.

Some highlights of the Environment Protection Act. 1997 (amended 1999)

Rules	Major highlights
Rules 3	The proponent is required to prepare TEE and EIA report as per
	schedule 1 and 2 respectively.
Rules 4	Before preparing an EIA report, the proponent should publish a 15-
	day's public notice to provide the stakeholders to offer their opinions
	and concerns in writing on the proposal. The proponent should prepare
	and submit the scoping report to the concerned agency and forward to
	MoPE for approval and MOPE should determine the scope of the EIA
	study as submitted or amended.
Rules 5	In case of IEE report, the proponent should prepare and submit the TOR
	and get approval of TOR from concerned agency while in case of EIA
	report, the proponent should prepare and submit the TOR to the
	concerned agency, which should forward to MOPE for necessary
	approvals.
Rules 6	In case, the approving agency of IEE report finds appropriate to carry
	out EIA, the proponent should fulfill all the formalities of the EIA
	process.
Rules 7	The proponent should prepare IEE and EIA report in the format as
	indicated in schedule 5 & 6 of the EPR, 1997. In case of IEE report, the
	proponent should notice the concerned VDC, municipality, DDC,
	school, health posts and hospital to offer their opinions and suggestions
	in writing before the finalization of the IEE report. However, the
	proponent should conduct a public hearing in the project site about the
D 1 10	EIA report.
Rules 10	The proponent should submit is copies of IEE/EIA report along with
	the recommendation of the concerned VDC or Municipality to the
Rules 11	concerned agency for approval.
	The concerned agency, after investigation should approve the IEE
	report within 21 days from the date of receipt and forward the 10 copies
	of the EIA report with it's suggestion to MOPE within 21 days from the date of receipt. Upon receipt of the EIA report, MOPE should issue a
	30 days public notice in the daily newspaper to offer written comments
	of the stakeholders. MOPE also may seek the suggestions of the
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	committee if formed for this purpose and should approve the ElA report

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Besides these Act, Rules, Plan, and Policies, some of the sectoral laws are also present for conducting environmental assessment studies. The Forest Act, 1993 states the provision of carrying out EIA of the development proposal if they are to be implemented in the forest areas or pass through the forest area. Section (68) of the Act allows the government to give right to use any part of the any category of forest areas, when it is the only method suitable for the implementation of the national priority proposal with the assurance that it does not pose any major impact in the environment. The National Parks and Wildlife Conservation Act, 1973 states some environment friendly provisions and prohibits the activities that can have adverse impacts on the environment. A number of regulatory measures to minimize environmental impacts within the forest, national parks, and wildlife reserves and conservation areas are contained in the Forest Rules, National Park Rules and Conservation Area Management Rules. The Water Resource Act, 1993 states certain provisions for minimizing environmental impacts like soil erosion flood and landslides and also states the requirement of doing EIA study before project implementation section 20). The Act also gives the government right to frame standards concerning water resource (section 18) and right to frame rules on environment related matters and pollution (section 24). The Rules of water resource state the necessity for the proponent to analyze environmental control, safety measures and other necessary arrangements during hydro-electricity development for resolving conflict the water resources utilization, investigation committee need to consider environmental impacts that are likely to occur from a proposal.

The Irrigation Rule, 1989 does not allow activities that pollute canal or irrigation water (Rule 4). The Electricity Act, 1993 states provision for minimizing soil erosion, air pollution, floods and environmental damage while producing and transmitting electricity (section 24). The Electricity Rules, 1993 stresses the need for including environmental mitigation measures to minimize adverse impact while developing hydro-electricity (Rule 12, 13). The Tourism Act, 1978 states provisions for minimizing pollution in the trekking areas and scattered regulatory measures for sectoral laws. The Mines and Minerals Rules, 2000 state the essentiality to adopt environmental protection measures and insure environmental conservation.(Rule 19) Provisions to minimize significant environmental impact are elaborated in the Rules 32 and 33. These rules provide opportunity for identifying environmental impact and mitigation measures a part of the EIA process. Other scatter regulatory measures are also available for example Explosive Material Act 2018, Public Road Act 2031, Road Board Act 2002, Land Acquisition Act 2034, Local Self Governance Act 1999 and Regulation 1996, Buffer Zone Management Regulation 1996, Himalayan National Park Regulation 1979 etc. These Acts and Rules have also emphasized EIA provision in particular article of the laws. The National EIA Guidelines was finalized and endorsed on 27 September 1992 through it substantially encouraged the proponent to prepare an EIA report of the prescribed EIA Guidelines an administrative decision and gazette on 19 July 1993. Although it is a procedural guideline, development projects and programs and it served the primary source of integrating environmental aspects in major development projects. It contains objectives, methods of screening projects requiring the level of environmental assessment (IEE/EIA), scoping impact identification and prediction, report review, monitoring and evaluation and impact auditing. The Guidelines also contain methods for ensuring public participation, need of impact mitigation measures calls for identifying socio-economic, biological and chemo-physical and cultural impacts and proposing mitigation measures to avoid eliminate and/or minimize or mitigate each adverse impact, stress the inclusion of monitoring and evaluation and a framework for environmental auditing in the EIA report. In the process of facilitation the environmental consideration in development project. Nepal Government has drafted sectoral EIA Guidelines. They are:

- 1. National ETA Guidelines, 1993
- . EIA Guidelines for Forestry sector, 1995
- 3. EIA Guidelines for Industry sector, 1995
- 4. EIA Guidelines for Water Resource sector, 1994 and revised in 1996
- 5. EIA Guidelines for Road Sector, 1994 and revised in 1996
- 6. EIA Guidelines for Mining sector, 1998
- 7. EIA Guidelines for Urban Development, 1995
- 8. EIA Guidelines for Tourism sector, 1996
- 9. EIA Guidelines for Landfill Sites, 1995

### **Policies Related to Different Sector**

Besides these national level policies, sectoral development policies have also emphasized, the need of environmental management, including the adoption of EIA process. For instance, the Hydropower Development Policy (1992) has stated for a need to "render assistance in the conservation of environment by supplying clean energy through the development of hydro-electric power". The Irrigation Policy, 1993 (revision 1997) commitments are directed towards the design and implementation of irrigation projects based on the recommendations of the EIA and IEE reports, prepared as per the National EIA Guidelines, 1993. Similarly the sectoral policies of forests, industry, tourism, and solid waste management have accorded high priority to integrate environmental aspects in the respective development projects and programmes. The policy initiatives clearly indicate government's commitment that opens a number of avenues to internalize and institutionalize EIA system in decision-making process (Bhatta & Khanal, 2009).

Unlike the 1997 Act, designed to combat carbon emissions, the Act empowers the Government of Nepal to engage in carbon trading with foreign government and institutions. The Kyoto Protocol was adopted on 11 December 1997 by UNO and Nepal government has also adopted it. Among other things the Act of 1997 attributes responsibility to the Government of Nepal to:

- 1. Stop any Proposal in contravention to the Act.
- 2. Control and regulate Pollution in the country.
- 3. Initiate plans to protect the environment.
- 4. Prepare a yearly report on subject matter including the change in the quality of air and water.

Certain activities on the Act of 1997 are prohibited and they includes:

- 1. Any kind of Pollution that will hamper environment and living beings in it.
- 2. Hampering the quality of mountain and hills in Nepal is also prohibited.
- 3. The Act puts restriction on export of harmful substances. Harmful substances can only be produced in Nepal after getting prior approval from the concerned Regulating Authority.

Unlike the 1997, Act, the Act envisages an elaborate complain mechanism in the country. Anyone can complain to the Regulating Authorities about someone who is in violation or may violate the provisions under the Act. Upon the investigation, if anyone found guilty he will have to pay reasonable compensation to the aggrieved person.

After the Promulgation of the new constitution of Nepal- 2015 anyone aggrieved by the decision taken by the Regulating Authorities in context to the fine levied under the Act, can file an appeal within thirty five days to-

- 1. The District Court if the decision was taken by the local authorities.
- 2. The High Court if the decision was taken by the Federal or Provincial Government.

#### Conclusion

Environmental Impact Assessment (EIA) has been established as one of the major issues attached with the developmental activities since time immemorial but its realization came in practice after 1969 when USA made mandatory provision in its law. The issue explore coherently after completion of Earth Summit 1992. Then after, most of the countries of the world have been implementing EIA policy in their developmental activities. Along with this movement, Nepal provisioned about EIA in Eighth Five Year Plan at first and five sectors law have endorsed in practice and other four sectors are going to be endorsed as soon as possible. The awareness about EIA has been increasing and it is needed that policy makers and grassroots level people have to be established co-operative relations for the utilization of local resource within the technically and humanly approved EIA system.

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