

RURAL AREA DEVELOPMENT -
RAPTI ZONE:
A SUMMARY OF PROJECT DEVELOPMENT

USAID/RAD
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INTRODUCTION

The Rural Area Development - Rapti Zone Project (AID No. 367-0129) is a \$ 33 million multi-sectoral area development project in Mid-Western Nepal. It is jointly funded by His Majesty's Government of Nepal (HMG/N) and the Government of the United States of America, acting through the U.S. Agency for International Development (AID, or USAID in Nepal). Although the formal Project Grant Agreement between HMG/N and AID was not signed until August 12, 1980, approximately 4 years of Project development and some implementation had already taken place. The purpose of this brief paper is to summarize that development.

This paper is a report, not an analysis. It is presented in two sections: first, a brief summary of events and documents that led up to the Project; and second, a more detailed description of the inputs and outputs of the "Design Project" (AID No. 367-0133). These summaries are presented primarily for AID from an AID perspective. It is sincerely hoped that a concerned Nepali scholar or policy maker will some day do a more detailed description on the HMG/N side, particularly focussing on the major rural development policy changes, papers and organizational changes that occurred concurrent with the events described herein.

PREAMBLE

"... a rose by any other name..."

The "Rural Area Development - Rapti Zone Project" is a \$ 33 million effort of HMG/N (estimated contribution \$ 7 million) and A.I.D. (estimated contribution \$ 26.7 million) in the Rapti Zone of Middle-Western Nepal with the following objectives:

- improve food production and consumption quantitatively and qualitatively by households in the Zone;
- improve and increase income generating opportunities within the Zone which are accessible to poor farmers, landless laborers, occupational castes, and women;
- strengthen the capacity of panchayats and other local organizations to plan, implement and sustain local development efforts; and
- increase the availability and use of national delivery systems in the Zone.

The Project supports the programs of 21 units of fourteen implementing agencies of HMG/N working in the Rapti Zone. Funding is distributed among these efforts roughly as follows:

- Farming Systems activities, including agricultural extension and training, horticulture, livestock, irrigation, agricultural inputs, and small farmer group lending, receives approximately 34 % of total investment;
- Renewable Resource Management activities, including forestry and soil conservation/watershed management, receives 12 % of the investment;

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- Employment and Skills Development activities, including education, rural industry and appropriate technology, receives approximately 8 % of the investment;
- Rural Works, including 200 kilometers of penetration roads, and small rural works in each district, represents 25 % of total investment;
- Institutional Development, including support to district centers in planning, etc., receives 11% of the investment, with technical assistance primarily supporting institutional development and overall project implementation receiving an additional 10 % of the investment.

The Project has been in operation for two years, following four years of design and development work described in the following pages. A graphic summary of documents highlighting this six year period is found at Figure 1.

The structural and organizational approach associated with the Project is primarily based on a publication that is not discussed in the following pages: "Integrated Panchayat Development Design", His Majesty's Government of Nepal, Ministry of Home Panchayat, Singha Durbar, November 26, 1978 (stencil). Because of the plethora of international development jargon surrounding such concepts as "integrated rural development", "coordinated approach", "area development", etc., it is strongly recommended that interested readers study this document. It is available at USAID/Nepal and numerous other offices in Kathmandu Valley.

Familiarization with "IPDD" is particularly stressed because of the many misdirected and ill-informed critiques of this (Rapti) and other "IRDs" in Nepal. The Rapti Project has had, in its short history, almost every "barnacle" possible associated with a "more-than-one-sector" project. Its formal name is "Rural Area Development - Rapti Zone."

The Government of Nepal currently refers to it as an "IRD" within their definition. The Project does not seem to fit any models in the literature reviewed; for example, a recent publication uses a premise that "... integration refers to structure while its behavioral parallel is coordination, "^{1/} and in the IPDD, HMG/N establishes coordination as a structural necessity with integration to follow as a resultant behavioral change.

The Project builds for the most part on existing HMG/N programs and resources, with an initial objective of successfully implementing a higher percentage of planned activities prior to introducing radical changes. The implementation of the Rapti Project, as with many rural development projects, is fraught with contradictions:

- The IPDD and much recent development literature acknowledge that development, particularly rural development, is a process of increasing capabilities and self-reliance among rural people in order that development may become self-sustaining. Yet HMG/N and USAID both require concrete evidence of progress in the form of visible products in order to maintain the flow of resources to the Project. Finding the balance between producing physical outputs in order to maintain political and economic support from external sources even if the desired processes are short-circuited, and mediating or ignoring the external pressures in defense of the processes remains an anomaly.
- The IPDD and most recent Rapti Project documents focus on decentralised decision-making, particularly planning and budgeting. At the same time, managerial prudence, national priorities, donor regulations and common sense preclude support of an unrestrained "Christmas tree" of goodies for "the people." The orchestration of responsible (on whose terms

local level planning (for which activities and by which criteria ?) by the people (farmers, politicians, bureaucrats ?) is, at best, in its infancy in Nepal.

- Finally, again following the IPDD and current literature, the Project is designed to be flexible, based on the assumption that

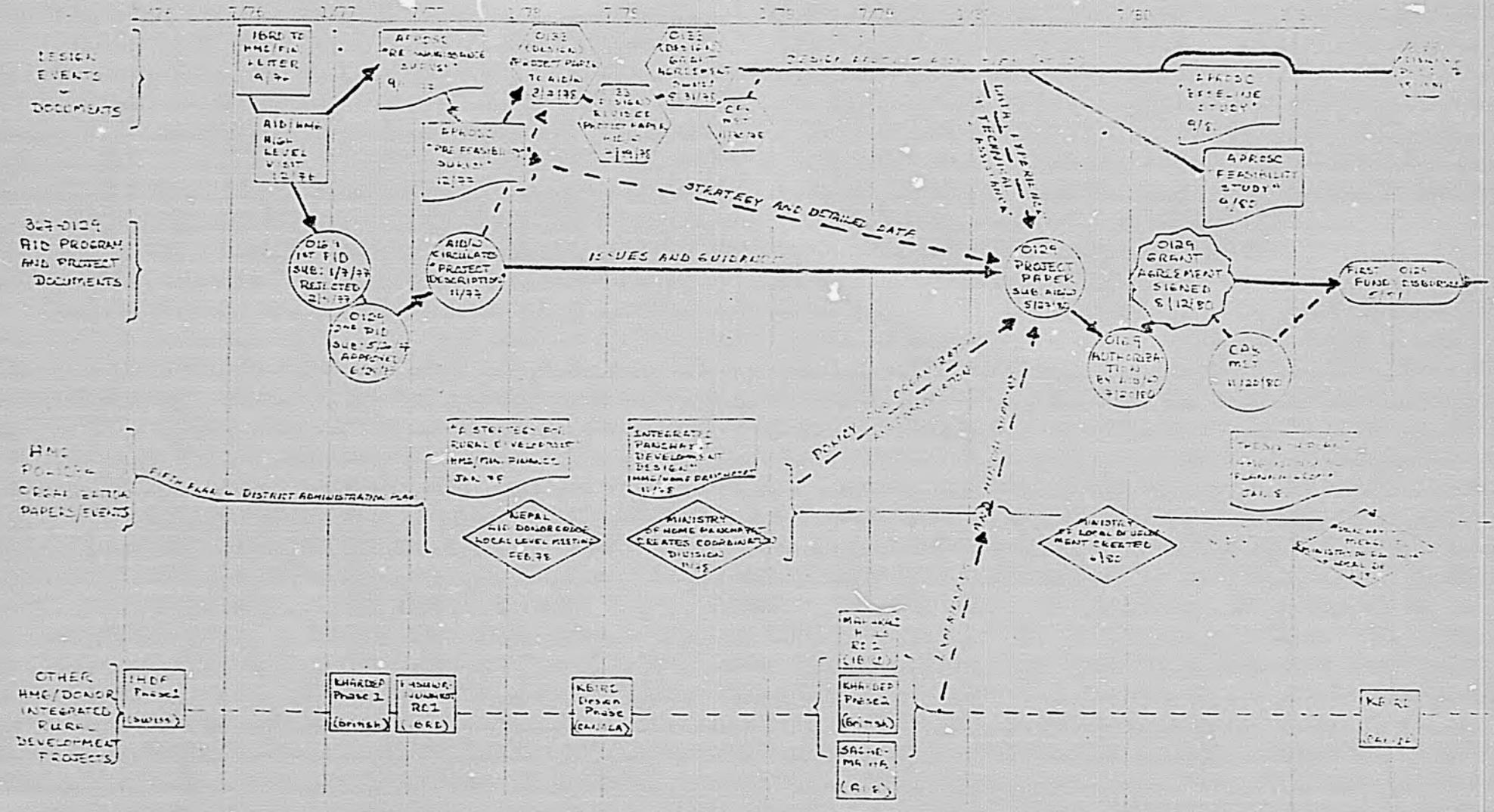
...by attacking the problems simultaneously from each of these directions, the probability of achieving wide-spread success increases considerably and exceeds the sum of the individual strategies' probabilities of success. Experience in rural Nepal suggests that thresholds of credibility, local participation, reduced opposition from the elite, and self-reliance are more likely to be crossed through the sensitive application of combined strategies such as these than if reliance were placed on only one or two alone. However, since it is impossible to predict which mix of strategy emphases will be most effective, the Project's soundness will depend greatly on the ability of project managers to identify and incorporate necessary readjustments as informed through adept monitoring." 2/

Within this flexibility, working on a careful process of decentralisation can become very close to trying to operate in a vacuum. A central framework providing moderated flexibility appears to work well on paper, but can be difficult on a hillside in Nepal.

In sum, Rapti is one of several efforts being undertaken by HMG/N with donor assistance aimed at improving the well-being of people in rural areas in a manner which can be self-sustaining. It is one of several approaches to development in Nepal that is currently high in national priorities and it is progressing towards achieving its stated objectives. We leave it to the theoreticians to achieve a higher level of logical consistency in the jargon.

1/ "INTEGRATED RURAL DEVELOPMENT: MAKING IT WORK?", A Preliminary Review of the State of the Art Prepared under AID Contract No. DSAN-C-0065 by Development Alternative, Inc., July, 1980. See Chapter 2.

2/ Project Paper for "Rural Area Development - Rapti Zone", May, 1980, page 6 and Annex J, page 7, attributed to J. Gabriel Campbell.



I. PROJECT DEVELOPMENT: 9/76 - 8/80

The beginnings of the Rapti Project are best summarized in the initial pages of "Reconnaissance Survey for Rapti Zone^{1/}(Rural Area Development Project)" published by the Agriculture Projects Services Centre (APROSC), a parastatal organization of HMG/N, on September 10, 1977:

The requirement for a reconnaissance visit to the Rapti Zone was formally expressed by the Resident Representative of the IBRD in Nepal in a letter to the Ministry of Finance/HMG in September 1976. At that time, the need was for an investigation of development potential of the southern part of the Zone with the objective of analyzing the economic feasibility of the HMG-IBRD "Mahendra Rajmarg - Tulsipur Road Project." The engineering contractor, N.D. Lea and Co., prepared a report (released in September 1976 in Kathmandu) which looked at the feasibility side of the road project. Emphasis was almost entirely on development of the road's impact area, which was taken to be the Dang Valley. HMG and IBRD queried A.I.D. as to possible interest in assisting in upgrading the road impact area, with concentration upon agricultural development in the Dang Valley (located in the southern part of the Rapti Zone).

Accordingly an HMG/IBRD/AID team visited the Dang Valley in late October, 1976 to assess the valley's potential for agricultural development. Copies of the draft report of the team are available in Kathmandu and Washington, D.C.

In December 1976 a high level HMG/AID team (with British Embassy representation) visited the Dang Valley. The favourable conclusions of the October team were reaffirmed and an initial decision was taken to make a shift in strategy formulation from the concept of assistance to a road impact area to an area development approach. (Reconnaissance Survey, page 1)

An appendix of the Reconnaissance Survey lists the field visits (timing, location, people involved) that led up to its publication. As the "Background" section notes: "In short, this reconnaissance report is the first step in the effort to develop what promises to be a very complex area development project in the Rapti Zone of Western Nepal."

^{1/} Actual translation from Nepali renders the Zone "Rapti" in English. In the Fall, 1977, however, someone decided to make it "Rapati" (silent second "a"), presumably to distinguish this newer effort from the AID-funded "Rapti Valley Project" in Chitwan in the 1950's. The spelling reverted to Rapti in 1981.

USAID/Nepal had actually taken its first step earlier that year. The "very complex project" was first formally proposed to AID/Washington through a "Project Identification Document" (PID) submitted on January 7, 1977. The PID identified the Project at a funding level of \$ 17.5 million, of which \$ 11.5 million was to be AID's contribution. The Project purpose was "to assist the GON to remove specific development constraints and make development opportunities available to the rural poor in Nepal's Rapti Zone." The PID identified needs of \$ 30,000 to develop the "second-step" AID document, a "Project Review Paper" (PRP) and \$ 150,000 for the final AID requirement, the "Project Paper" (PP).

AID/Washington, through the "Asia Project Advisory Committee" (APAC), met on the PID on January 21, 1977, and "...concluded that while proposal appeared potentially promising development concept for Nepal, tentativeness of scope, data base and planning was such that proposal must be viewed as being at pre-PID stage." (STATE Cable 77-024648). AID/Washington in consultation with USAID/Nepal representatives, proposed further study and possible consultancies to assess the issues.

As later documented in the Reconnaissance Survey appendices, several field trips and analyses were subsequently undertaken in the Zone. The USAID/Nepal Mission submitted a second, revised PID to AID/Washington on May 26, 1977. This PID included an overall Project level of \$ 17.650 million, with the AID contribution at \$ 11.3 million, and a revised purpose "to increase production/income levels of small producer families and increase their benefits from national and local development projects within selected areas of Rapti Zone." The "selected areas" were not specifically designated. The PID proposed that \$ 200,000 be provided by AID to fund 15 person months of technical assistance to develop the PRP.

This second PID was reviewed by AID/W on June 24, 1977, when the APAC "...provisionally approved proceeding with continued development of the Grant Project." (STATE 77-166120).

After two months of steady cables between Washington and Nepal, AID/W allotted \$ 220,000 through the Asia Bureau's "Project Development & Support" (PD & S) funds. In the Fall, 1977, a major effort to develop the Project further was undertaken in Nepal. Three officers from AID/Washington, 5 American consultants, 5 USAID/Nepal officers and 24 persons from APROSC and HMG/N participated in a one month information collection effort in the Zone, by helicopter, on horses, and on foot. The results of this exercise are presented in two different, but similar, documents:^{1/}

- AID prepared a "Project Description" dated November, 1977, which was circulated in AID/Washington under a cover memo from Mr. Charles Blankstein, TA/RD (and the team leader of the effort) on November 21, 1977. This version described a Project in the Rapti Zone for a proposed \$ 17.5 million of AID funds with the following expanded purposes: a) carry out a broad-based, participatory rural development program which improves the capability of the people of the Rapti Zone to improve their own productivity, income and quality of life; b) assist HMG in providing crucial inputs of technology and resources not otherwise available which, combined with local efforts, can break bottlenecks preventing people from improving their own productivity, income and quality of life; and c) provide a "test bed" for experimentation

^{1/} It should be noted that between May and October, 1977, the then new administration of AID abolished the PRP requirement. AID in its wisdom, however, realized that such a large financial commitment could not be made without further study; the "Project Description" written that fall was actually referred to during its writing as a "NON-PRP".

and evaluation of organizational, production and social service techniques which HMG can use in developing its approaches to a Nepalese model of rural development.

The "Project Description" identified 12 consultant experts in addition to a "Team Leader" to work on final Project Paper design. It was anticipated that the Project Paper could be submitted to AID/W no later than September 15, 1978.

In December, 1977, APROSC published the "Prefeasibility Study for Integrated Rural Development Project, Rapati Zone". The Prefeasibility Study included objectives identical to those in the AID "Project Description", and much of the same material, but included a budget for an overall program of development in Rapati Zone for \$ 96 million. This figure was cushioned by the remark that "USAID will be a major donor of the project and in addition technical and financial assistance will be sought from other donors for specific projects in Rapati Zone." The Prefeasibility Study noted the need for a more in depth "Feasibility Study" prior to initiating the Project.

The AID/Washington reaction to the "Project Description", which because of its "Non-PRP" status was not subject to a formal review, was that the Asia Bureau could not possibly come up with the necessary funds from "PD & S" monies to support the needed further design work. In late November, AID/W suggested to USAID/Nepal that a "Project Design Project" be developed to support the requirements of the Rapti Project and a "sister" project in the same stages of development, the Resource Conservation and Utilisation Project (AID No. 367-0132). (Ref. STATE 77-280213)

This proposal was presumably made in order to assure the necessary funding for the design and development efforts on the two projects. As the proposal was discussed in AID/W, little thought was given to the different management techniques and requirements of a bilateral, grant-funded project of HMG and AID versus the relatively "free-style" management of the unilaterally managed "PD & S" funds. The "Design Project" began, in essence, as a bureaucratic convenience of AID.

HMG, meanwhile, was beginning to take more and more interest in these donor-funded proposals for "integrated" and/or "multi-sectoral area development" projects. In January, 1978, HMG/Ministry of Finance issued "A Strategy for Rural Development", subtitled "Document prepared for the February, 1978 Meeting of Local Representatives of Nepal Aid Group Members to be held in Kathmandu." The paper presented overall targets for achievement for rural development projects, included a listing of necessary components, broadly discussed HMG proposed organization for rural development, and placed stress on "involvement of the people", "basic needs", and "planning with reference to micro-conditions." The paper received a thoughtful and generally supportive analysis at the donor group meeting, which was held on February 27, 1978.

The paper essentially represented HMG's desire to assert itself in the lead of the five or six donor organizations all beginning work on "their" model of rural development.

Within the context of heightened interest on the part of HMG and donors, USAID/Nepal presented a Project Paper for the "Design Project" to HMG/Ministry of Finance and to AID/W. It is important to note that it was received in AID/W on March 7, 1978, prior to receipt by the USAID Mission of the HMG letter of request.

The project, formally called "RAD/RCUP Design Project" (AID No. 367-0133), included a budget of \$ 1,548,324 for the Rapti Project design, of which approximately \$ 850,000 was for expatriate consultants and studies and \$ 50,000 for "pilot field trials".

AID/Washington was in the midst of preparing for a fairly straightforward APAC review of the Project Paper when the USAID Mission cabled in the HMG letter of request, or non-request as the case may be. In the letter dated March 20, 1978, Dr. Devendra Raj Pandey, then Additional Secretary of the Ministry of Finance, noted:

While HMG/N are in agreement with USAID that projects of this nature need to be implemented with due care, we feel that it should not mean further prolonged and elaborate studies as suggested in the document. In particular, we wonder whether it is really worthwhile to spend dollars 2.5 million for such studies, while to a large extent, this is to be used for the services of expatriate experts. I believe that we can proceed cautiously in these areas by limiting our programmes in the initial stage and increasing it gradually while learning from experience during implementation.

We think that basic studies on Rapti Project have already been carried out to a level where we can launch meaningful programmes from the next fiscal year for the benefit of the people in that Zone. In fact, it is our intention, as I explained to you some weeks ago, to launch substantive programmes next fiscal year in the Rapti Zone in view of the rapid increase in expectation there. While we understand that your regulations may not allow actually funding to start this calendar year we should be grateful if some financial assistance can still somehow be made available. Meanwhile, we can request APROSC to propose such "first package of programmes" to be started next year. Should it then be found that additional in-depth studies for specific projects are necessary, we can undertake such programmes separately ..."

The USAID/Nepal Mission proposed that up to \$ 500,000 be made available under the "Design Project" to support this "first package of programmes". AID/Washington was understandably concerned about the apparent lack of consensus in Nepal, and following an APAC of April 3, 1978, the USAID/Nepal mission was informed that APAC had "cleared" the Project but that it would not

be formally approved by the Assistant Administrator for Asia until issues regarding the \$ 500,000 increase were resolved. (STATE 78-111320)

After much discussion in Kathmandu and Washington, a revised Project Paper was submitted for approval on July 19, 1978. This version dropped the funding for expatriate consultants down to \$ 510,000 and increased the funding for "field operations" to \$ 400,000 under the Rapti portion of the grant. The total funding for Rapti design was estimated to be \$ 1,372,600. The "Design Project" was finally authorized in late July, 1978, by AID/Washington. The Grant Agreement for the Project was signed in Kathmandu on August 31, 1978.^{1/}

The following pages document the inputs and outputs of the Design Project under "Activity A - Rapti Zone Project." It should be noted that the final Project Paper for "Rural Area Development - Rapati Zone" (AID No. 367-0129) was submitted to AID/W in May, 1980, some months before the completion and publication of the APROSC "Feasibility Study". Two of the "obviously useful" "first package of programmes" under Design Project funding finished in August, 1981, a year after the larger Project got underway. In sum, the Design Project, while fulfilling the purpose of getting two projects (Rapti and RCUP) designed, became extremely "out of synch" in the areas of extensive collaboration, prey to the "hurry up and obligate" pressures in Washington and Kathmandu and the major organizational reform going on in HMG/N.

^{1/} At the end of July, 1978, AID and HMG had ironed out their differences on the Design Project and both were anxious to sign the agreement. AID/Washington chose that time to insist that USAID/Nepal adopt a new format "Grant Agreement" instead of the old "PROAG" for a bilateral project. Review by the Ministry of Law and Justice/HMG, and uncertainty of modalities at USAID and in the Ministry of Finance/Foreign Aid and Programming Division, delayed the actual signing of the document until the latest possible date.

It was once the intertion of some of the principals in the events described herein to do a "pros and cons" of a bilaterally funded "Design Project" as opposed to the "looser" unilateral "PD & S"-type funding. Let it simply be said that either method has its drawbacks and its benefits. The actual outputs of the Design Project are in themselves useful, as found in the pages that follow.

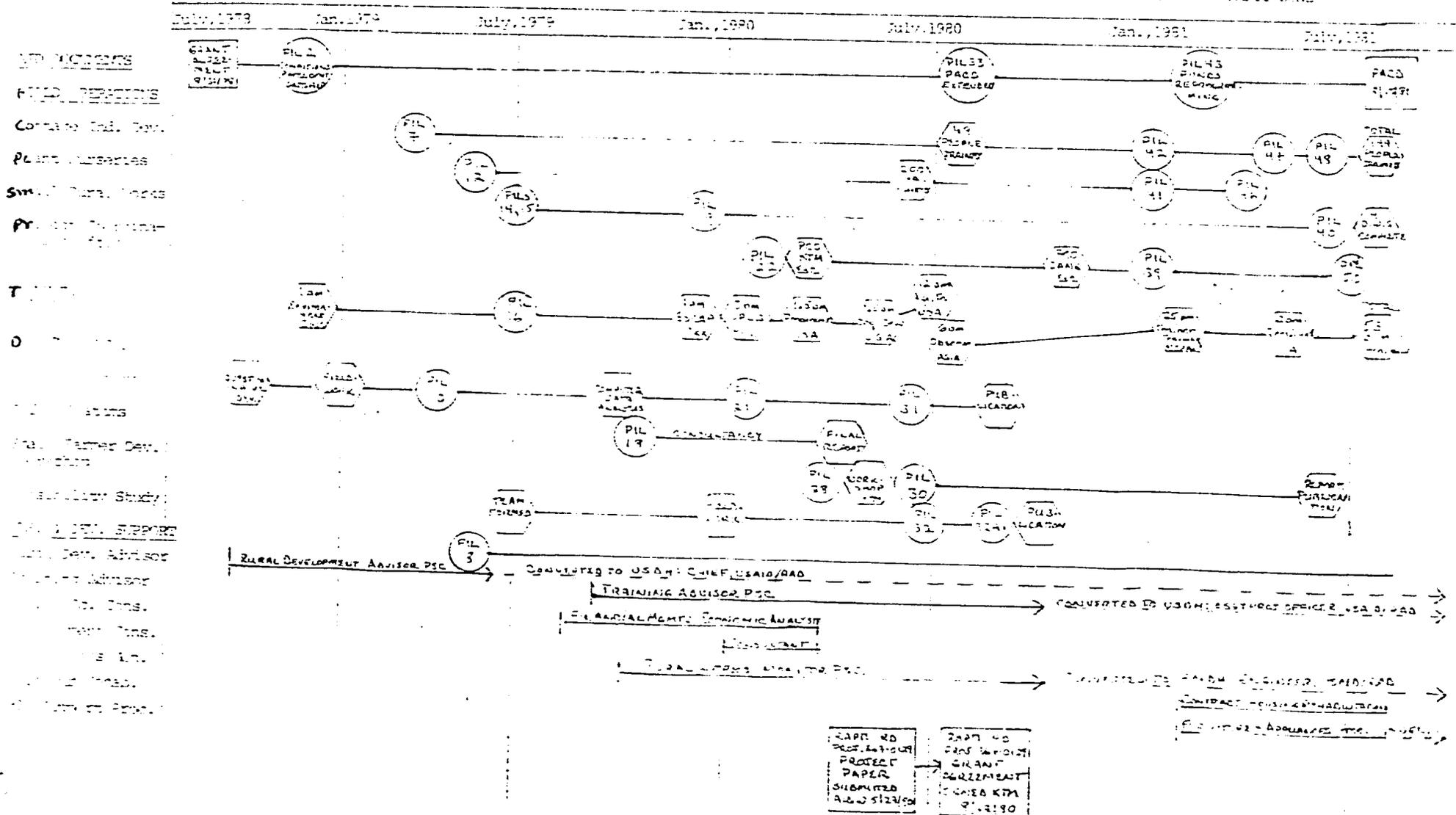
TABLE 1: SUMMARY OF PROPOSED FUNDING LEVELS FOR THE "RURAL AREA DEVELOPMENT - RAPTI ZONE" PROJECT
(AID PROJECT NO. 367-0129)

TYPE OF FUNDING (DOLS. 1,000) DOCUMENT	A.I.D.	HMG/N (equivalent in rupees)	OTHER DONORS	U.S. PEACE CORPS	TOTAL
1. A.I.D. Project Identification Document dated January 7, 1977	11,500	3,000	3,000	-	17,500
2. A.I.D. Project Identification Document dated May 26, 1977	11,300	3,000	3,250	100	17,650
3. A.I.D. FY 79 Congressional Presentation, prepared 10/77	17,500	3,000	-	-	20,500
4. A.I.D. "Project Description", dated 11/21/77	17,500	-	-	-	17,500
5. APROSC Prefeasibility Study" dated December, 1977	-	-	-	-	96,000
6. A.I.D. FY 80 Congressional Presentation, prepared 10/78	10,500	1,000	-	-	11,500
7. A.I.D. FY 81 Congressional Presentation, prepared 8/79	26,000	5,000	(16,200) *	-	31,000 * (47,200) *
8. A.I.D. Project Paper, dated May, 1980	26,700	6,974	(16,280) *	-	33,674 * (49,954) *
9. Project Grant Agreement, signed August 12, 1980	26,700	7,000	-	-	33,700
10. APROSC Feasibility Study, dated September, 1980	-	-	-	-	33,280

* Beginning in early 1979, the AID Mission and HMG/N began discussing the Project in terms of A.I.D. and HMG/N contributions. Other donor contributions as noted in the FY 81 Congressional Presentation and the May, 1980 Project Paper are considered informational and not directly attributable to the Rapti Project.

Best Available Document

FIGURE 2: SUMMARY OF CRITICAL EVENTS IN IMPLEMENTATION OF "ROAD RAMP DESIGN PROJECT" NO. 167-0133, ACTIVITY A, PAD - RAPID DOME



II. RAD/RCUP DESIGN PROJECT NO. 367-0133

The stated purpose of the Design Project was "...to design action project(s) to: (1) assist self-reliant development and make development opportunities available to the rural poor in Nepal's Rapati Zone; (2) test and apply conservation techniques in selected hill lands of Nepal; and (3) improve the capacity of APROSC as a training and development project design and evaluation organization." The Project Grant Agreement was signed on August 31, 1978, for a total of \$ 2,900,000 U.S. contribution. This sum was allocated among the three activities/purposes as follows:

Activity A: Rural Development Project - Rapti Zone -
\$ 1,373,000

Activity B: Resource Conservation & Utilisation Project
\$ 1,227,000

Activity C: APROSC Staff & Facilities Development
\$ 300,000

As stated in the preceding pages, the primary objective of "Activity A" was achieved through the signing of the Grant Agreement for the "Rural Area Development - Rapati Zone" Project (AID No. 367-0129) on August 12, 1980. Although the initial "Design Project" completion date had been August 15, 1980, it was extended until August 15, 1981, to ensure continuity of certain activities until the larger Project got underway.

The following pages summarize the accomplishments of "Activity A" under the Design Project beyond the signing of the Grant Agreement for the RAD - Rapti Zone Project. The discussion is not meant as an evaluation, but merely a listing of items funded and outputs achieved under the funding mechanism.

Table 2 provides a summary comparison of the various proposed and the actual final budget for "Activity A."

TABLE 2: SUMMARY COMPARISON OF "RAD/RCUP DESIGN PROJECT" (AID NO. 367-0133), "Activity A":
PLANNED VERSUS ACTUAL ACCRUALS.

FUNDING SOURCES (U.S. DOLLARS) INPUT CATEGORY	INITIAL PROJECT PAPER 3/07/78	FINAL PROJECT PAPER 7/19/78	GRANT ^{1/} AGREEMENT DTD. 8/31/78	ACCRUED EXPENDITURES 8/15/81
I. TECHNICAL ASSISTANCE/PERSONNEL				
A. Expatriate - \$ (person months)	808,000 (117 p/m)	510,000 (51 p/m)	510,000 (51 p/m)	203,781 (approx. 35 p/m)
B. Nepalese - \$ (person months)	63,974 (287 p/m)	70,000 (300 p/m)	115,000 ^{2/} (300 p/m)	357,400 ^{2/} (approx. 950 p/m)
C. APROSC Overhead	52,950	19,200	-	-
II. TRAINING	150,000	150,000	150,000	143,417 ^{3/}
III. LOCAL TRANSPORTATION	183,400	173,400	148,000	33,243
IV. FIELD OPERATIONS	50,000	400,000	400,000	220,464 ^{4/}
V. ANTHROPOLOGICAL STUDIES	50,000	-	-	<u>5/</u>
VI. HEADQUARTERS RAPTI ZONE & KATHMANDU OFFICE	140,000	-	-	173,740 ^{4/}
VII. MISCELLANEOUS/CONTINGENCY	50,000	50,000	50,000	12,736
TOTALS	1,548,324	1,372,600	1,373,000	1,144,781

1/ See Table 3 for actual categories used in Grant Agreement.

2/ The later documents combined APROSC personnel and overhead into one line item.

3/ Training includes 4 p/m American consultants working as trainers.

4/ \$ 44,764 for the Coordinator's Office is normally shown as a "field operation" but here is at VI.

5/ USAID/Nepal hired a PSC Anthropologist from operating expenses to work on the Rapti Project.

Table 3 below provides a listing of input categories as described in the Design Project Grant Agreement and reflected in subsequent "Project Implementation Letters" (PILs).

TABLE 3: Activity A Components

	Funds Earmarked per Annex 1 of Grant Agreement	Accrued Expen- ditures as of Project Comple- tion date
A. Field Operations	\$ 400,000	\$ 265,228
B. Training	150,000	143,417
C. Design & Development	475,000	427,157
D. Design & Development Support	298,000	309,470
E. Contingency	50,000	0
	<hr/>	<hr/>
TOTALS	\$ 1,373,000	\$ 1,144,872

The following pages summarize accomplishments under each of the major components.

A. Field Operations

The "field operations" component represented the "obviously useful programmes" requested by HMG/N and agreed to by AID. In the Grant Agreement, only three were listed: 1) Small Rural Works, 2) Plant Nurseries; and 3) Cottage Industries. A fourth, support to the Rapti Project "Project Coordinator's Office", was added much later in response to organizational changes within HMG.^{1/} These activities are described below in order of their starting.

^{1/} It is interesting to note that early drafts of the Grant Agreement for the Design Project included, at Annex 1, Activity A, a statement that HMG/N would appoint a Project Coordinator at the earliest possible date. This statement was negotiated out by HMG/Ministry of Finance, on the grounds that HMG policy was as yet undecided about individual Project Coordinator's. One was finally assigned in January, 1980.

A. 1. Cottage Industries Development.

Relevant PILs : PIL 7, dated 4/26/79
 PIL 42, dated 1/08/81
 PIL 47, dated 5/12/81
 PIL 48, dated 6/11/81

Implementing Agency : Department of Cottage and Village
 Industries, with
 Cottage Industries and Handicrafts
 Emporium (P) Ltd.

Funds Earmarked : \$ 117,500 through PIL 7

Accrued Expenditures: \$ 66,470 as of 8/15/81

The primary objective of this activity was to support the Department of Cottage and Village Industries in the development of training, basic industrial services and marketing infrastructure in the Rapti Zone. A secondary, but equally important objective, was the training of relatively underprivileged groups in new or more productive income-generating opportunities.

A branch office of the Cottage Industries and Handicrafts Emporium (P) Ltd. was established in a rented building in Ghorahi, Dang District. Emporium sub-centers were established in Salyan and Rolpa Districts. The Emporium operations began selling acrylic yarn for knitting, cotton thread for weaving, and loom accessories in late 1980.

One-hundred-ninety-nine persons, forty percent of whom are women, were trained in cotton weaving on improved looms, sweater knitting on improved machine, carpentry, blacksmithing, dyeing and beekeeping in the five districts of the Zone.

The Department also undertook a marketing study which provided some useful information on targets of opportunity in the Zone. The Emporium was unable to procure a vehicle or construct a Branch Office. This latter activity was carried over to Project 367-0129.

A. 2. Plant Nurseries.

Relevant PILs : PIL 12, dated 6/18/79
 PIL 41, dated 1/08/81
 PIL 46, dated 4/29/81

Implementing Agency : Department of Forest

Funds Earmarked : \$ 42,000 through PIL 12

Accrued Expenditures : \$ 21,000 as of 8/15/81

The plant nurseries program was a "start-up" activity which would lay the foundation for further forestry and soil and water conservation activities for the people of the Zone. The initial funding of \$ 21,000 (an advance of 50% of the estimated cost, which proved adequate for all activities) was provided to support a limited program of nursery establishment, seed collection, and national forests plantation, with an anticipation that those activities would be expanded under the larger RAD - Rapti Zone Project.

Production of 23,000 saplings and planting of 10,764 plants on approximately 4.7 hectares in different locations in Libang, Rolpa District was completed. Temporary nurseries were established in Bagar and Makor Panchayats in Rolpa District as well. In Dang District, planting of 200 hectares was completed in Rampur, Laxmipur and Hekuli Panchayats. Nurseries were established and seedlings collected in Musikot and Chapa Danda Panchayats in Rukum District. Planting of 35,000 plants in different locations has been accomplished by the Salyan Forest Division.

Work in this component laid a solid framework for continuation under the RAD - Rapti Zone Project.

A. 3. Small Rural Works.

Relevant PILs : PIL 14, dated 7/18/79
 PIL 15, dated 7/20/79
 PIL 19, dated 12/13/79
 PIL 40, dated 6/04/81

Implementing Agency : Ministry of Local Development

Funds Earmarked : \$ 222,689 through PIL 14

Accrued Expenditures : \$ 132,994 as of 8/15/81

The Small Rural Works component was intended to produce useful local projects, increase labor productivity and increase local abilities to plan and sustain development efforts. The funds were originally earmarked for up to fifteen such local projects. Difficulties encountered with flow of funds, design of activities, and procurement of materials resulted in the following four drinking water systems being constructed:

Dang District - Dharna , Ward No. 2 & 3

Pyuthan District - Talla Bhingri, Ward No. 1 & 2

Rolpa District - Gajulkot, Ward No. 1

Rukum District - Arma, Timile, Ward No. 1 and
 Sarkimare, Ward No. 2 & 3

Each of the drinking water schemes constructed provided potable water for 125 - 200 households. The experience gained from this activity resulted in a much different organizational approach to small rural works under the RAD - Rapti Zone Project.

A. 4. Project Coordinator's Office.

Relevant PILs : PIL 22, dated 2/22/80
 PIL 39, dated 1/05/81
 PIL 50, dated 7/13/81

Implementing Agency : Ministry of Local Development

Funds Earmarked : \$ 49,050 through PIL 22

Accrued Expenditures: \$ 44,764 as of 8/15/81

The establishment of the Project Coordinator's Office (PCO) facilitated the implementation of the above-noted "field operations provided support and assistance to local officials and authorities implementing those activities; assisted in the development of capabilities within the Zone for contributing to design and subsequent implementation of expanded activities under the RAD - Rapti Zone Project. The establishment of the PCO during the design stage was also intended to facilitate initial HMG coordination of implementation of the larger Project.

The Office was established in rented quarters in Dang during February, 1980. The Project Liaison Office was also established and is now located in rented space in Dhobighat, Lalitpur. Four hectares of land were acquired in Dang so that design of a more permanent PCO complex could begin. Staffing levels were at 57 by the Design Project completion date, and a smooth transition to activities under the Rapti Project ensued.

B. Training.

Through PIL 16, dated July 27, 1979, and subsequent amendments, approximately \$ 150,000 was provided and \$ 144,000 spent under the Design Project for local and participant training related to the overall Project goals.^{1/} Table 4 reflects all training supported outside of Nepal, with the type of training and current position of the trainee noted. No long term or academic training was supported under this activity.

^{1/} In addition to the training supported through PIL 16, as previously noted 199 people from the Rapti Zone were trained in cottage industries. In addition, 5 local people were trained as water system technicians in collaboration with UNICEF under the "Small Rural Works" activity.

TABLE 4: THIRD-COUNTRY AND UNITED STATES TRAINING UNDER PROJECT NO. 367-0133

PARTICIPANT NAME	TRAINING TITLE	DATES	LOCATION	CURRENT POSTION PARTICIPANT
BANSKOTA, Kamal	AID Environmental Workshop	12/10/78 - 12/16/78	Bangkok, Thailand	Graduate Student University of Alberta Edmonton, Canada
SHRESTHA, Bihari K.	ESCAP Rural Dev. Workshop	12/10/79 - 12/20/79	Bangkok, Thailand	Joint Secretary Coordination Division Min. of Panchayat and Local Development, HMG/N
PARAJULI, Prabhu P.	MSDP - PCID Curriculum Development Workshop	01/03/80 - 01/23/80	U.P.L.B. Los Banos, Philippines	Regional Manager Agricultural Development Bank of Nepal
PRADHAN, Chandra Man	"	"	"	Training Director Agricultural Development Bank of Nepal
BAIDYA, Subhakar	"	"	"	Section Officer Coordination Division Min. of Panchayat and Local Development, HMG/N
SHAH, Rameshwor	International Procurement	03/24/80 - 04/31/80	Washington, D.C.	Project Coordinator Rapti IRD Project
KHANAL, Nutan Dev	Mgmt. & Organizational Change - An Organizational Development Approach	05/09/80 - 06/23/80	Washington, D.C.	Member Secretary Panchayat Policy and Scrutinizing Committee
GUPTA, Ram Chandra	USDA "Agriculture Trainer Development"	06/20/80 - 08/25/80	Virginia, U.S.A.	Chief, Extension & Training Division Dept. of Agriculture, HMG/N
KHADKA, Nayan Bahadur	"	"	"	Training & Communication Officer Mahakali IRD Project
SHARMA, Shambhu Prasad	"	"	"	Instructor, Training Ctr. Agricultural Development Bank of Nepal

(continued next page)

TABLE 4 Continued

PARTICIPANT NAME	TRAINING TITLE	DATES	LOCATION	CURRENT POSITION PARTICIPANT
SHRESTHA, Raj Bahadur	USDA "Agriculture Trainer Development"	06/20/80 - 08/25/80	Virginia, U.S.A.	Farm Manager Agricultural Farm Dept. of Agriculture, HMG/N
SUBEDI, Din Prasad	"	"	"	Senior Instructor Panchayat Development Training Center, HMG/N
SUBEDI, Sushil Kumar	"	"	"	Economist APROSC
PANT, Dhruva Raj	Asian Observation Tour	07/20/80 - 08/20/80	South Korea, Philippines, Sri Lanka	Section Officer Ministry of Panchayat & Local Development, HMG/N
SHAH, Keshab Bahadur	"	"	"	Fiscal Officer Min. of Agriculture, HMG/N
SHAH, Shree Govinda	"	"	"	Ass't. Livestock Officer Livestock Farm, HMG/N
SHARMA, Ram Hari	"	"	"	Regional Director Ministry of Agriculture, HMG/N
THAPA, Dorak Bahadur	"	"	"	Executive Engineer Dept. of Irrigation, HMG/N
THAPA, Indu Shumshere	"	"	"	Under Secretary Ministry of Industry, HMG/N
SHARMA, Chandra Kant	Geological Survey	03/25/81 - 05/25/81	Colorado, U.S.A.	Executive Director Water & Energy Commission HMG/N

In addition to the participants listed at Table 4, an in-country training program on "Agriculture Trainer Development" was conducted in Nepalgunj in January and February, 1981, by American contractors under a U.S. Department of Agriculture (PASA) agreement. This course was designed as a follow-on to one attended by six participants in the U.S. in 1980 (ref. Table 4); another follow-on for the Nepalgunj participants was subsequently held in Pokhara in November, 1981. Two of the original six participants were assigned as "Training Specialists" to assist in conducting the Pokhara course.

Approximately 60% of the trainees at the Nepalgunj course were and are still assigned to positions in the Rapti Zone. Twenty percent of the participants were women (unfortunately not assigned to Rapti Zone).

C. Design and Development.

This component was based on the premise that project design is a complex task requiring well planned and careful collaborative efforts between the host government, the donor agency and local and foreign consultants. Four activities were supported with the mutual efforts of HMG and AID.

1. Baseline Survey. The Baseline Survey was designed to: (a) assist in the delineation of the target population and potential project sites; (b) provide a basis for the quantitative evaluation of changes in selected indicators of project impact; and (c) provide a quantitative basis for project development and analysis. This survey was carried out by APROSC at a cost to AID of \$ 101,276 (PIL 10,21,31) between August, 1978 and September, 1980. The two volume report can be obtained at USAID/RAD and APROSC. All questionnaires, etc. are also available at USAID/RAD.

C. 2. Feasibility Study. The Feasibility Study carried out by APROSC provides the background and supporting analyses for the RAD - Rapti Zone Project. It represents the codification of existing knowledge on the Rapti Zone through analysis of secondary information, expert interviews with relevant technical personnel, fieldwork in Rapti Zone and the surrounding area, and further structural analysis balancing the needs in the Zone with the capabilities and policies of central level departments and agencies. The Feasibility Study was conducted between July, 1979 and September, 1980, with a total cost to AID of \$ 250,000 (PIL 32, 32 A. 1.).

The Feasibility Study was published in September, 1980, in five volumes. It was decided in December, 1979, that formulation of the project for discussion with IMG/Nepal and AID/Washington in the form of the AID Project Paper would utilize draft materials and analyses from the Feasibility Study in order to meet already delayed schedules. The final Project Paper was completed in May, 1980, together with selected Appendices. The Feasibility Study which appeared several months later presents a broader range of proposed activities and differs in project costs from the Project Paper and the Project Grant Agreement signed in August, 1980. The Feasibility Study is not a binding document for either IMG/N or USAID, but continues to be used as a source of detailed background and analysis for various project sectors and invaluable programming suggestions and proposals.

C. 3. Workshop on Small Farmer Development. A workshop on "Small Farmer Development and Credit Policy" was conducted by the Agricultural Development Bank of Nepal (ADB/N) in April, 1980.

The objective of the workshop was to provide a forum for the exchange of experiences in formulating and implementing small farmer development programs within the integrated rural development framework and to explore appropriate ways of bringing structural improvements that may be needed towards making small farmers self reliant. A total of sixty participants attended the workshop. Local participants came primarily from the central bank, commercial banks, the Department of Agriculture, APROSC, CEDA, the Ministry of Finance and the ADB/N. Bankers and credit specialists from India, Bangladesh, Thailand and the United States (Ohio State University, AID/Washington) also participated. The total expenditure under the Design Project for the five day workshop was \$ 9,078. Proceedings of this workshop were published in June, 1981, and the publication is available at the ADB/N.

C. 4. Information Systems. One of the stated outputs of the Design Project was to be an "information system" to provide timely data and information to both management and farmers under the larger Rapti Project. Through PIL 18, and in cooperation with a centrally-funded project under the DS/RAD office of AID/W, a consultant was provided for five months to assist APROSC and the Ministry of Home Panchayat. HMG/N, on the development of such a system. Although a fully operational system was not developed, the consultancy resulted in several key organizational changes which have had a positive impact on the larger Project. The total expenditure for the consultancy was \$ 46, 704. The consultant's reports are available at USAID/RAD.

D. Design and Development Support.

Under PIL 8, \$ 298,000 was initially earmarked and \$ 309,470 spent for support functions managed by AID in the implementation of

of the Design Project and in the design of the larger Rapti Project. The funding was utilized for local transportation costs to facilitate the movement of Design Project personnel, both HMG/N and AID, and for short and long term technical advisory and analytical services in the planning, implementation and evaluation of AID funded activities in the Rapti Zone.

1. Advisors/Consultants

- A Rural Development Advisor was hired under a Personal Services Contract (PSC) during August, 1978 - May, 1979 to provide specialized assistance to USAID and APROSC in planning, implementation and evaluation. The total expenditure was \$ 35,267. The Advisor converted to the U.S. Foreign Service in May, 1979 and became Chief of USAID/RAD.
- A Training Advisor was hired on a PSC for the design and pilot implementation of training programs from November, 1979 - September, 1980. The total expenditure was \$ 46,447. The Advisor converted to the U.S. Foreign Service in September, 1980 and became a Project Officer in USAID/RAD.
- A Procurement Consultant was contracted under a PSC for six weeks during January and February, 1980, to review and make recommendations on commodity procurement needs and procedures for carrying out all aspects of the Project. His recommendations can be found at Appendix C. Contracting & Procurement of the Rapti Project Paper. The total expenditure was \$ 10,383.

- A report was prepared on an "Initial Environmental Strategy" for the Rapti Project by a consultant in environmental planning in March, 1979. The total expenditure was \$ 1,750.
- Consultants were provided to carry out financial and economic analyses during November, 1979 - March, 1980. Their findings are presented in summary form in the Project Paper, and in more detail at Appendix A. Financial and Economic Analysis of the Project Paper. In addition, "A Report and Recommendations on Disbursal and Accounting Procedures for the USAID/N Rapti Zone Area Development Project" was produced by the financial consultant. This report formed much of the basis for the implementation planning under the Project. The total expenditure was \$ 58,961.
- A Nepalese Rural Works Monitor was hired under a PSC from December, 1979 to September, 1980 to provide primary liaison with HMG/N departments and agencies involved in rural works and construction aspects of the project and to provide technical and engineering advice and judgement. The Monitor was converted to permanent staff engineer at USAID/RAD in September, 1980. The total expenditure under the Design Project was \$ 6,124.
- Three purchase orders were made to obtain a technically sound, analytically useful and edited version of the final draft Baseline Study and Feasibility Study later published by APROSC. The total expenditure under the Design Project was \$ 2,913.

- A Joint Secretary of the Ministry of Local Development was sent to the United States to participate in the selection of contract advisors for the Rapti Project and to visit U.S. university personnel working in rural development between December, 1980 and January, 1981.

D. 2. Local Transportation. A sum of \$ 12,885 was expended for local transportation costs to facilitate the movement of Project personnel. Most of this money was for chartered aircraft in and out of Rapti Zone.

D. 3. Miscellaneous Support Costs.

- A sum of \$ 1,064 was expended for printing the Project Paper for the Rural Area Development - Rapti Zone Project (AID No. 367-0129).
- A contract was undertaken for the leasing and rehabilitation of housing in the Rapti Zone to be used by expatriate advisors to the Project Coordinator's Office. The total cost of the contract was \$ 99,500.
- Furniture for the PCO and Advisors' quarters was locally manufactured and procured at a cost of \$ 26,824.
- An inventory of the rented houses and furniture and supervision of furniture distribution was carried out in Tulsipur at a cost of \$ 1,614.

D. 4. Rural Area Development - Rapti Zone Project Paper.

The Project Paper, together with Annexes and Appendices, was completed in May, 1980. It was not a discretely funded output of the Design Project, but combined outputs from all aspects of that project, together with the efforts of a large number of officers and staff of HMG/N and staff and contractors of USAID/Nepal. In addition, the paper benefited from the contributions

of AID regional specialists, AID/Washington staff on temporary assignment in Nepal, and staff in AID/Washington during the implementation of the Design Project and during the review and approval of the larger Project Paper in May/June, 1980. Copies of the Project Paper, attached Annexes and separate Appendices are available in AID/Washington and at USAID/Nepal.

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