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END-OF-PROJECT EVALUATION OF THE INSTITUTIONAL SUPPORT AND STRENGTHENING PROGRAM (ISSP)

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End-of-Project Evaluation of the Institutional Support and Strengthening Program (ISSP)

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ACRONYMS

AFD	French Development Agency
AM	Asset Management
AM/MM	Asset Management and Maintenance Management
ASEZA	Aqaba Special Economic Zone
ASG	Assistant Secretary General
AW	Aqaba Water
AWC	Aqaba Water Company
BP	Business Plan
CEO	Chief Executive Officer
CMMS	Computer Maintenance Management System
CoP	Chief of Party
EC	European Commission
EU	European Union
GDA	Global Development Alliance
GIS	Geographic Information Systems
GIZ	German Society for International Cooperation
GOJ	Government of Jordan
GPS	Global Positioning System
FGD	Focus Group Discussion
HRH	His Royal Highness
IRG	International Resources Group
IRR	Institutional Reform and Restructuring
ISSP	Institutional Support and Strengthening Program
JD	Jordanian Dinar
JICA	Japan International Cooperation Agency
JVA	Jordan Valley Authority
KWh	Kilowatt Hour
LEMA	Lyonnaise des Eaux-Montgomery Watson-Arabtech Jardaneh
MOPIC	Ministry of Planning and International Cooperation
MWI	Ministry of Water and Irrigation
MYHN	Miyahuna
NGO	Non-Governmental Organization
NRW	Non-Revenue Water
NWS	National Water Strategy
PMU	Project Management Unit
PPP	Public-Private Partnership
PSP	Private Sector Participation
SG	Secretary General
SMS	Short Message Service (ie: Text Message)
SOW	Scope of Work
TL	Team Leader
TOR	Terms of Reference
USAID	United States Agency for International Development
WAJ	Water Authority of Jordan
WEAP	Water and Environmental Action Planning
WIS	Water Information System
WRE	Water Resources and Environment
WUA	Water User Association
WURC	Water Utility Regulatory Commission
WURU	Water Utility Regulatory Unit
WV	Water Valuation
YWC	Yarmouk Water Company

EXECUTIVE SUMMARY

EVALUATION PURPOSE

This is a report on the mid-term evaluation of the Institutional Support and Strengthening Program (ISSP) funded by the United States Agency for International Development (USAID) Mission in Jordan. ISSP is being implemented by the International Resources Group (IRG).

The evaluation of ISSP was conducted during the period of October – November, 2013, by a team assembled by Mendez England & Associates with headquarters in Bethesda, Maryland. The purpose of the evaluation was to assess the success of the ISSP *“in identifying and then implementing a range of institutional reforms to address key institutional constraints to more effective and efficient management of the water sector to enable Jordan to better manage demands on its water resources.”* The main goal of evaluating ISSP was *“to assess the impact of investments in improving governance and decision-making in the water sector, and help inform USAID management and stakeholders about similar future investments.”*

The main thrust of the evaluation was to: review ISSP’s implementation methodology in order to summarize the results achieved; identify lessons learned and what factors contributed the most to success and failure; assess strengths and weaknesses of program management and administration, and approaches and methods used in engagement with the Government of Jordan (GOJ); and provide recommendations to USAID on how best to improve impact, sustainability, and cost-effectiveness of similar projects in the future.

The evaluation covered the period November 2010 – 2013. The information uncovered will help assess the impact of investments in improving governance and decision-making in the water sector, and inform USAID management and stakeholders about similar future interventions. Since the ISSP has been granted a one-year extension, with the possibility of a further year’s extension, it is expected that the results of this evaluation will also inform the actions of the ISSP going forward.

FINDINGS

ISSP commenced with a detailed Institutional Assessment of the sector. This was carried out in a highly participatory manner and built on a large body of previous work. The Institutional Assessment Report provided a vision and implementation plan to achieve sector reform, and was well received by the sector stakeholders. This vision and implementation plan for the sector addressed the core restructuring and reform activities, such as: the need for legal reforms; the creation of new bodies; the separation of regulation and planning from bulk water delivery and retain; further corporatization of utilities, and; transfer of authorities such as licensing of wells.

However the implementation of the core reform agenda has been stalled by political factors and resulting changes in leadership positions within the Ministry of Water and Irrigation (MWI). Despite this, ISSP has been able to make progress on many other fronts, due to the flexibility inherent in the program, and the competent execution by ISSP management. As a result, ISSP has been able to continually re-assess the situation on the ground and adjust its implementation tasks accordingly.

ISSP has been commended for its professionalism, the quality of its reports and outputs, and for its openness and collaborative approach. Examples of high quality reports include: Water Valuation (WV) Study; Socio-Economic Study of Groundwater Uses in Jordan; Groundwater Valuation Study; Wastewater Master Plan; and Business Plans (BPs) for Miyahuna and Aqaba Water Company (AWC). A key achievement of the ISSP has been to introduce new concepts and ideas to the water sector in Jordan. Associated with high technical standards across all ISSP activities have been its recurring themes of transparency, inclusiveness and accountability.

ISSP has also delivered a number of important training courses, capacity building activities and study tours, which have improved understanding and helped to build capacity but are unlikely to result in lasting impact without regular follow-up training.

It is apparent that ISSP was not designed to achieve sustainable reform, but rather to advance the reform process sufficiently such that the momentum for reform becomes irreversible. From our interviews with informants from the various sector organizations, it is clear that there is a lack of understanding about the ISSP program, and considerable uncertainty about the progress and status of the reform agenda. Many senior staff have only a narrow understanding of ISSP, related only to their area of operation, and the level of understanding becomes weaker the lower down the hierarchy. Many respondents, while positive about the aims and objectives of ISSP, do not believe that it can achieve its restructuring and reform goals. This is exemplified by the relatively short duration of ISSP.¹

The flexibility of ISSP has meant that it has been able to make progress on multiple fronts, so that delays in one area do not significantly affect overall progress. This flexibility has enabled ISSP to accommodate requests from the Minister of Water and Irrigation (MWI), and the key stakeholder agencies. Therefore, as ISSP has faced some resistance to the reform concepts - resulting in stalled progress on some major reform activities - it has been able to continue work in its other non-core activities. In this way, ISSP has become surrogate capacity for the MWI/Water Authority of Jordan (WAJ)/Jordan Valley Authority (JVA) to address issues for which they themselves do not have the financial or technical capacity. By providing this surrogate capacity, which is also provided by other donors, the GOJ can continue to operate at a sub-optimal level in terms of water resources management.

ISSP was designed to be an instrument of serious sector reform, but has faced some opposition to the proposed reforms. This has delayed implementation and required ISSP to become engaged in other supportive activities to keep the project running. The results of the satisfaction survey undertaken by the Evaluation Team indicated that stakeholders are generally satisfied with ISSP, and find it to be an effective program. However, in discussions with respondents on the more contentious issues (e.g. WAJ as a bulk water provider, transfer of licensing of wells to MWI), respondents were much more divided in their opinions about the perceived impact of the reforms on their future roles and prospects. The overall levels of satisfaction with ISSP may discount serious sector reform, or assume a low probability that the sector reforms will occur any time soon.

LESSONS LEARNED

1. Broad-based sector reform in which multiple activities are taking place across several stakeholders has meant that ISSP has been able to move forward on several fronts. This has maintained the momentum of progress across the range of activities, and some activities have been 'dragged' along in the process.
2. ISSP has established good relations with the sector, across all stakeholders, and this has been a factor in the project's success.
3. ISSP has a clear vision, structure and framework of activities yet is not too rigid. It has sufficient flexibility to adjust to changed environment and circumstances. This has enabled it to navigate the challenging political environment. In this regard, ISSP has found the right balance.
4. Even though ISSP is an institutional strengthening project – dealing with restructuring, policy, legal issues, etc. – it has also been able to produce a number of practical tools (e.g. Utility BPs, WV Study, Wastewater Master Plan, the ongoing Socio Economic Study, etc.), that will help decision makers to make appropriate water management choices.
5. ISSP's approach and methodology have been well adapted to Jordanian context. ISSP has been patient, systematic (each step is agreed and based on previously agreed steps), and fully consultative.

¹ At the time of interview, respondents were not aware that ISSP would be extended beyond a 3 to 4 year period, or that USAID was considering a follow-on project to ISSP.

6. ISSP has actively encouraged participation and ownership. Initially this was achieved through formal and informal processes (meetings when required, regular consultation, use of Working Groups²) and sometimes this circumvented the established channels.³ The participatory process will be strengthened as a result of the recently established Steering Committee structure (an ISSP initiative), which is expected to formalize coordination and decision-making at a high level.
7. ISSP Team Mix. The ISSP team contains a good mix of Jordanian and international specialists⁴ and this has contributed to its sound understanding of local institutions and conditions, as well as its pragmatic approach.
8. Stakeholders have praised the performance and leadership of the ISSP Consultant Team, the high quality of their deliverables, and their adherence to high standards of transparency, accountability and inclusiveness.
9. ISSP has benefitted from good support and coordination with the USAID Mission. USAID has allowed ISSP to be flexible, and has given them the support and freedom to adapt to changed circumstances. USAID has also been prepared to provide higher level political influence when required.
10. A key achievement of ISSP has been to introduce new concepts and ideas to the water sector in Jordan. Associated with high technical standards across all ISSP activities have been its recurring themes of transparency and accountability. This has, inevitably with new ideas, resulted in a degree of 'push-back' from those wishing to maintain the status quo. New and progressive ideas will take time to be absorbed and owned. ISSP and USAID have been relatively patient in the promotion and implementation of much needed reforms. The GOJ has already committed to the reform agenda⁵ and needs to be resolute in pushing the reform process forward. The biggest risk to the water sector in Jordan would be for the GOJ to falter on this commitment.
11. ISSP is performing well on many of the program activities, but on the core fundamental issues, namely sector restructuring and associated legal reforms, there is still much uncertainty among stakeholders on the details and status of the proposed structural changes. There is a perception that on the core issues progress has been slow. This uncertainty is having an impact on the morale of stakeholders, and on their perceptions of ISSP.
12. There is an essential mismatch between the goal of ISSP program and its timeline. ISSP commenced with a grand vision for the structural reform of the water sector in Jordan, but was never intended to see this through to practical completion. Instead, the intention of ISSP is to advance the reform process sufficiently such that the momentum for reform becomes irreversible. ISSP was conceived as a five-year program, but USAID only committed to an initial three-year program. This has now been extended by one year, with the option of an additional year. The rationale for this seems to be a risk minimization strategy giving USAID an out after three years if progress was not achieved. This is a rational strategy given the history (and inherent risks) of political change affecting programs in Jordan. However, the key water sector stakeholders in Jordan view sector reform in a much longer timeline. The short duration of ISSP is undermining confidence in the reform process, and stakeholders would like to see a commitment from USAID to see the reform process through to its conclusion.
13. ISSP is a relatively complex program of many diverse activities implemented across the breadth of the water sector. The level of understanding of ISSP becomes weaker the lower down the hierarchy (from Director level down). Many senior staff (e.g. Director and ASG level) have only a narrow understanding (and level of interest) in ISSP, related only to their area of operation.

² Not all of the Working Groups were effective however.

³ Reportedly the Ministry Focal Point was not always kept in the loop.

⁴ Feedback from stakeholders has been complementary on the performance of the ISSP team.

⁵ Refer Jordan Water Strategy 'Water for Life', 2008 – 2022.

14. The GOJ needs to show greater leadership and commitment⁶ to the reform process. ISSP can only succeed if it works in partnership with the GOJ sector institutions. The sector institutions are strongly supportive of the ISSP agenda in terms of the (non-core) studies, outputs and assorted deliverables and have come to regard ISSP as a de-facto in-house consultant or preferred funding source for their various related and unrelated needs. However, on the core reform agenda, the sector institutions have shown variable levels of commitment and ownership.
15. Sustainability of the ISSP remains a concern. In general, the ISSP duration is too short to achieve lasting change. Since ISSP is not intended to see the reform process through, it needs to undertake a detailed forecast/assessment of the resources required to see the reforms through to practical completion, and recommend modalities for how this can be accomplished (e.g. by USAID⁷ or other donors).
16. Donor coordination is achieved through coordination meetings where information is shared in order to avoid overlaps and to achieve synergy where possible. ISSP has achieved some level of synergy with the German Society for International Cooperation (GiZ), but this could be taken further. GiZ has some 25 fulltime staff within MWI and has established a close working, long-term relationship with its senior level decision makers. The GiZ Water Program at the Ministry is willing to build a closer working alliance with ISSP and feels there is good potential for ISSP to: 1) make use of the GiZ staff and structures embedded at the Ministry; and 2) for the GiZ to be a partner, service provider, or co-financer of activities. GiZ's previous experience working with Water User Associations (WUAs), and its knowledge and contacts with farmers groups, is another area where ISSP could further pursue leverage opportunities.

ISSP's successes and weakness factors are presented in Figure 1, below:

Figure 1: ISSP Successes and Weakness Factors

ISSP Success Factors	
ISSP Flexibility & Adaptability	<ul style="list-style-type: none"> • Has enabled ISSP to adapt to and cope with political factors and changing circumstances
Broad Based Approach	<ul style="list-style-type: none"> • Multiple activities across several stakeholders • Working on several fronts, so progress always being made
ISSP built good relations with Sector Agencies	
Highly Participatory Approach	<ul style="list-style-type: none"> • Informal and formal approaches used
ISSP approach and methodology has been well adapted to Jordanian context	<ul style="list-style-type: none"> • ISSP has been patient, systematic (each step is agreed and based on previously agreed steps), and fully consultative
Professional team, good mix of international & Jordanian expertise	<ul style="list-style-type: none"> • Sound understanding of local institutions and conditions • Has built local capacity
Team Leadership & adherence to high standards of transparency, accountability and inclusiveness	
High quality of their deliverables	<ul style="list-style-type: none"> • ISSP has produced many high quality studies and reports, of practical application to the sector

⁶ GOJ commitment to reform should also include matters such as increasing water tariffs to reflect costs of production and scarcity, reducing free entitlements to groundwater for industrial/agricultural use etc.

⁷ The Evaluation Team was informed, at the USAID debriefing held at the end of the evaluation mission, that USAID is designing a follow on project to ISSP. Details of this are not yet available.

ISSP Success Factors	
Partnership with USAID	<ul style="list-style-type: none"> • Good support & coordination, USAID has allowed ISSP to be flexible and adaptable to circumstances
ISSP has introduced new concepts and ideas to the water sector in Jordan, associated with high technical standards	<ul style="list-style-type: none"> • ISSP has introduced 'best practice' • ISSP has positively challenged the sector • Some push-back as a result (some concepts will take time to be absorbed)
ISSP has been able to respond to requests from the Minister/Ministry	<ul style="list-style-type: none"> • This has fostered collaboration and increased ownership
Factors That Have Weakened ISSP Progress & Outcomes	
Lack of progress on core reform agenda	<ul style="list-style-type: none"> • Due factors beyond control of ISSP (Political influence)
Short duration of ISSP	<ul style="list-style-type: none"> • Initial 3-year program perceived as lack of commitment by USAID • Subsequently extended by one year, with option for further year (but stakeholders are not fully aware of this)
ISSP still not well understood	<ul style="list-style-type: none"> • Many respondents have only a narrow understanding of the ISSP • Program objective is to deliver sector reform, but in practice the ISSP has more limited objectives which are not clear to many
Commitment of the GoJ to Reform	<ul style="list-style-type: none"> • GOJ needs to show greater leadership and Commitment to the reform process • Good commitment to non core activities • Variable levels of commitment and ownership on the core reform agenda

RECOMMENDATIONS

1. The reform process needs to continue. The ISSP program has moved the process forward but follow-up is needed to see it through. To date, ISSP has been a pragmatic and flexible tool for achieving progress on the core agenda activities as well as on supporting and non-core activities. However, a more focused program based on the core reform agenda is required for the future, with clear steps and commitments from GOJ before proceeding to the next step. This could include milestones that are mutually agreed and initiate a project pause if not achieved. Working with Conditional Precedents (CPs) is not advisable in the socio-cultural context⁸ of Jordan.
2. Given that ISSP is not intended as the vehicle to fully implement the reform agenda for the water sector, by way of an exit strategy, ISSP should undertake a detailed forecast/assessment of the resources required to see the reforms through to practical completion, and recommend modalities for how this can be accomplished.⁹
3. Political influence has been a significant factor throughout the implementation of ISSP and the project has been reasonably adroit at adapting to this. This is a fact of life in Jordan. By all accounts USAID has been prepared to use its influence when required to remind the GOJ of its commitment to the reform process. ISSP, and USAID, will need to continue to find effective

⁸ While USAID has every right to establish CPs, many Jordanian respondents felt CPs to be rather a blunt instrument and that more subtle approaches would be more effective e.g. negotiated in private). This is a matter of cultural sensitivity rather than principle *per se*.

⁹ Refer footnote 7. Details of the follow on project are not available. However the ISSP or its successor will need to look at the longer term sector reform needs.

ways to exert influence at the political level. Jordanian senior government officials need to be fully informed about the project goals and objectives, and the longer-term benefits to Jordan that will be realized from the sector reform process. ISSP (and any successor project) needs strong advocates at the highest level in the GOJ.

4. ISSP should explore the benefits (to both sides) of establishing a stronger working relationship with the GiZ Water Program at the Ministry, including co-financing opportunities and the synergies that would result.
5. ISSP needs to improve its communications with the sector at all sector levels, to improve the level of understanding of ISSP. Communications can use a variety of media (e.g. regular newsletters in Arabic and English, web content in Arabic, seminars or workshops open to mid and lower levels of the Ministry).
6. The lack of progress on the critical reform agenda activities of ISSP threatens to derail the reform agenda. USAID can exercise its CP¹⁰ options or try to leverage influence at a higher level in order to move the reform process forward. Or USAID can reconsider its option to continue ISSP for an additional (fifth) year, with no commitment beyond that. Possible options include:
 - a. Stop (or pause) ISSP after end of Year 4 pending a firm commitment from GOJ to push through the needed reforms. Continue with an extra year if this commitment is given, with no commitment beyond that.
 - b. USAID gives a long-term commitment to see the reform process through to practical completion. ISSP will need to define the level of commitment and develop a strategy to complete the reform agenda. In other words stay engaged with GOJ.

¹⁰ As previously noted, CPs should be used with caution, due to cultural sensitivities.

I.0 INTRODUCTION

I.1 EVALUATION PURPOSE

This is the Final Report for the Mid-Term Evaluation of the Institutional Support and Strengthening Program (ISSP) funded by the United States Agency for International Development (USAID) in Jordan. The project is being implemented by the International Resources Group (IRG). The period of performance of the contract is November 24, 2010 – November 23, 2013. However, a recently awarded one-year contract extension will continue the program until November 23, 2014, with the option of a further one-year extension until November 23, 2015. The total project funding is \$11,270,252.

According to the Statement of Work (SOW), the purpose of the evaluation was to assess the success of ISSP *“in identifying and then implementing a range of institutional reforms to address key institutional constraints to more effective and efficient management of the water sector to enable Jordan to better manage demands on its water resources.”* The main goal of evaluating ISSP is *“to assess the impact of investments in improving governance and decision-making in the water sector, and help inform USAID management and stakeholders about similar future investments.”*

The main thrust of the Evaluation Team’s mission was to: 1) review ISSP’s implementation methodology in order to summarize the results achieved; 2) identify lessons learned and what factors contributed the most to success and failure; 3) assess strengths and weaknesses of program management and administration, and approaches and methods used in engagement with the Government of Jordan (GOJ); and 4) provide recommendations to USAID on how best to improve impact, sustainability, and cost-effectiveness of similar projects in the future.

The ISSP’s evaluation covered the period November 2010 – November 2013. The information uncovered will help assess the impact of investments in improving governance and decision-making in the water sector, and inform USAID management and stakeholders about similar future interventions. Since ISSP has been granted a one-year extension, with the possibility of a further year’s extension, it is expected that the results of this evaluation will also inform the actions of ISSP going forward.

The evaluation of ISSP was conducted by a team assembled by Mendez England & Associates with headquarters in Bethesda, Maryland. The Team consisted of two international experts, Tom Ryan (Team Leader) and Ele Jan Saaf (Water Sector Specialist), and two Jordanian water sector experts, Dr. Bassim Abbassi and Dr. Naser Almanaseer.

I.2 EVALUATION QUESTIONS

The evaluation was guided by specific questions contained in the SOW, found in Annex I of this report. These questions include:

1. What have been the results to date of ISSP project? What is the impact of the various tasks and sub-tasks implemented by ISSP? What worked, what did not work and why? Which tasks are fully instituted and which critical tasks require further investment?
2. How have political conditions affected the implementation of project activities?
3. Was the project’s strategy appropriate for the achievement of the anticipated tasks? Did the project’s management approach enhance or weaken achievement of the anticipated tasks? Did the project’s implementation approach enhance or weaken achievement of the anticipated tasks? Define the approaches – from strategy, management and implementation – that enhanced the project and identify the ones that can be replicated in the future. Also identify lessons learned that weakened the program and how these can be alleviated in future programs.
4. Determine the level of satisfaction of the counterpart institutions and the stakeholders with the program. Specify what satisfied them and what did not and why.

5. Are the processes, innovations, institutions, partnerships, and linkages introduced sustainable?

Based on the above core questions from the SOW, the Evaluation Team derived further sub-questions in order to further elaborate the information needs. The complete list of evaluation questions and sub-questions can be found in the Evaluation Design Matrix (Annex 2), which was used as a tool by the Team to conduct the evaluation.

2.0 PROJECT BACKGROUND

ISSP is a policy reform and capacity building program that aims to identify and address significant institutional weaknesses and key constraints for water sector management in Jordan. The program aims to increase the ability and resilience of key institutions to adapt to and manage chronic water scarcity and to enhance sustainable, consistent and competent management of Jordan’s critical water resources.

ISSP is a key part of USAID’s long-standing support to the water sector in Jordan and was developed under the USAID Water Resources and Environment (WRE) Office 2008 – 2012 Strategy in coordination with the Ministry of Water and Irrigation (MWI) and the Water Authority of Jordan (WAJ). It is being implemented in accordance with the National Water Strategy (NWS) and in close collaboration with the wide range of complementary USAID and other donor activities.

ISSP supports the GOJ’s efforts to significantly improve management of the entire water sector. The program is being implemented in close partnership with the MWI, WAJ, JVA, Jordan’s retail water utilities, and other key stakeholders. ISSP addresses key institutional and capacity constraints in planning, policy, water supply, groundwater management, regulation, utility management, utility operations, irrigation, and legal reform.

ISSP was designed to directly contribute to the following Strategic Objectives:

- Improved Environmental Protection
- Optimization of Water Resources
- Strengthened Water Policies and Systems
- Improved Resources Allocation

The program is implemented through two components complemented by cross-cutting thematic areas. Component 1, Institutional Development, consists of an Institutional Assessment and WV Study, followed by an Institutional Reform and Restructuring activity to execute a series of initial steps in transitioning the water management institutions based on the priorities and recommendations arising from the assessment.

Component 2, Institutional Strengthening, deals with the range of additional activities that have been identified by ISSP, USAID and the GOJ to address specific capacity gaps and/or areas of institutional weakness in Jordan’s water sector institutions. These activities are intended to be consistent with ISSP’s overall scope but are not specifically tied to the Institutional Reform and Restructuring (IRR) agenda, which is ISSP’s main focus. Component 2 gives ISSP the flexibility to address a range of identified needs and requests from stakeholder institutions consistent with the overall goal and objectives of the program.

ISSP’s components and activities are outlined in the figure below.

Figure 2: ISSP Components and Activities

Component 1: Institutional Development	
Activity 1	Institutional Assessment
Activity 2	Water Valuation Study
Activity 3	Socio-Economic Study – new activity

Institutional Reform and Restructuring	
Activity 1	Policy Advisory Council Development
Activity 2	Strengthen & Consolidate Water Resource Planning and Management in the MWI
Activity 3	Improvement of Water Delivery Management
Activity 4	Jordan Valley Water User Association Strengthening
Activity 5	Legal Advisory and Support
Component 2: Institutional Strengthening	
Activity 1	Groundwater Valuation Study – completed
Activity 2	Update to the National Water Strategy
Activity 3	Miyahuna Strengthening
Activity 4	Tariff Study
Activity 5	Miyahuna Asset Management and Maintenance (AMM) Support – separated from COMP 2 Activity 3 as scope has increased
Activity 6	Aqaba Water Company Strategic Support
Activity 7	Public-Private Partnerships (PPPs) Assessment and Capacity Building
Activity 8	Regulatory Commission Assessment
Activity 9	Targets of Opportunity
Cross-Cutting Thematic Approaches	
	Public-Private Partnerships (PPPs) – see Component 2, Activity 7
	Global Development Alliances (GDAs) Potential
	Gender Activities

3.0 EVALUATION METHODS AND LIMITATIONS

3.1 EVALUATION METHODOLOGY

The ISSP evaluation was conducted over two phases. Phase I consisted of a home-based desktop review of key documents, reports and data related to the program activities, including Annual Work Plans, Progress Reports, monitoring and evaluation reports, and deliverables (e.g. technical reports and studies etc.). The Team's analysis during Phase I formed the basis for the development of detailed evaluation questions and tools, as well as the Work Plan, which was submitted to USAID/Jordan on October 18, 2013.

Phase 2 comprised the field component of the evaluation, and took place in Jordan over the period October 19 to November 15, 2013. The purpose of this phase was to collect data and information from key stakeholders and beneficiaries and visit a range of locations to get an overview of water sector activities and assets.

The evaluation collected both qualitative and quantitative data to assess program performance and achievements. Since a questionnaire survey was deemed the most suitable approach to collect feedback on 'level of satisfaction',¹¹ it was decided to expand the questionnaire to collect feedback on the major program activities. Questionnaires (see Annex 5) were structured for each stakeholder, listing the core activities implemented by ISSP. The questionnaire also enabled respondents to rate the overall effectiveness of ISSP.

¹¹ One of the core questions in the SOW.

Qualitative data was collected from interviews and focus group discussions (FGDs). The following main sources of evidence were used:

- **Key informant interviews** with partners, beneficiaries and stakeholders, including:
 - USAID/Jordan Program Officer and Project Advisers
 - ISSP Chief of Party (CoP) and Program Team
 - Key Stakeholders: MWI, WAJ, JVA, PMU, and Miyahuna and AWC water utilities
 - Donor organization German Society for International Development (GIZ)
 - ISSP sub-contractor
- **Focus Group Discussions** with
 - Water User Associations (WUA) farmers in the Jordan Valley
 - WAJ Trainees (Treatment Plant Operators)
- **Survey Questionnaires**
 - Distributed to a sample of the key stakeholders (MWI, WAJ, JVA, PMU and Water Utilities)
- **Site Visits** to
 - Jordan Valley

To the extent possible the evaluation was conducted in an independent manner. In his introductions, and discussions with stakeholders, the evaluation Team Leader at all times made it clear that:

- The Evaluation Team members were independent consultants and not employees of USAID.
- The purpose of the evaluation is to provide an independent perspective on ISSP so that lessons can be learned, and recommendation made for the benefit of the ISSP Program (or other similar programs) in the future.

3.2 EVALUATION LIMITATIONS

No limitations have been identified. The Evaluation Team has had excellent access to all stakeholders, who have willingly cooperated with the Team members and have freely expressed their opinions. Throughout the field phase, the Evaluation Team had no restrictions placed on planning or scheduling of meetings or visits.

4.0 FINDINGS & CONCLUSIONS

This section presents the collated response from the evaluation's enquiries, consultations, field visits, document review, and analysis. The analysis and interpretations offered are based on a variety of sources, and have been used to justify the conclusions, lessons learned and recommendations. The section is structured around the core evaluation themes/questions.

4.1 QUESTION 1: IMPACT AND EFFECTIVENESS

“What have been the results to date of ISSP program? What is the impact of the various tasks and sub-tasks implemented by ISSP? What worked, what did not work and why? Which tasks are fully instituted and which critical tasks require further investment?”

This section looks at the progress achieved against targets (Figure 3 below) and then considers the effectiveness and impact of the tasks and activities carried out (assessed for each key counterpart institution). The assessment draws on the results of the questionnaire survey in which respondents provided feedback on each of the major activities carried out, and rated the overall effectiveness of the ISSP Program.

Figure 3, next page, shows that most activities have experienced some delays but are substantially on track. On the key restructure and reform activities,¹² progress has been significantly delayed, or is on

¹² IRR Activity 2, Activity 3 and Activity 5.

hold due to the slow pace of decision-making. As a result, ISSP has shifted its focus to issues that can be implemented within the timescales available.

4.1.1 MWI

MWI was created in 1988 as an umbrella organization to develop and implement water policies and strategic plans at the sector level and to manage the nation's water resources. This decision was made after a number of single water purpose organizations were merged into two new authorities – the JVA in 1977 and the WAJ in 1983. The merge was initiated in order to streamline the administrative structure and improve coordination among the newly consolidated activities within each authority. Because both authorities were established as financially and administratively independent organizations, there was no structure for coordinating between them or for strategic planning and management of the water sector as a whole. As a result, the governance arrangements of the two authorities were adjusted to link them administratively to the MWI. Within the MWI, there are seven directorates under the direction of the Assistant Secretary Generals (ASG) for Finance and Administration and Technical Affairs, as well as two units for Legal Affairs and Project Finances, directly subordinate to the Secretary General (SG). All of them fulfill the functions according to the current MWI organizational structure.

The Institutional Assessment (IA) study of the ISSP revealed the following two main problems resulting from the current MWI structure and function:

1. The legislation creating MWI assigned to it a number of water resource planning and management functions, which had previously been assigned to WAJ in its earlier law.
2. MWI was established under WAJ by-law while the two authorities were both created through laws passed by Parliament. Because a law has greater authority than a by-law, this difference created ambiguity in the locus of responsibility for duplicated functions in WAJ and MWI.

According to ISSP quarterly reports and the presentation of Project Management Specialist/USAID Water Resources and Environment Office (WRE), the following are the major ISSP achievements within the MWI entity:

1. MWI restructuring options.
2. MWI by-law amendment cleared by the Ministry of Public Sector Development.
3. Private wells licenses archival database.
4. Geographic Information Systems (GIS) database for MWI and applications to connect Basins Offices groundwater data.
5. Economic Impacts of Groundwater Drawdowns in Jordan Report.

Other relevant achievements, at which MWI is interrelated, are:

1. Creation of National Water Policy Advisory Council.
2. WV Study.
3. Training courses in GIS, regulation, and technical regulation.
4. Workshops and working sessions covering institutional reform, regulation, legal reform, WV, tariff index considerations, and groundwater management/monitoring.
5. Working group meetings to develop, discuss, and agree on ISSP implementation plans, policy papers, and technical approaches for implementation.

Figure 3: Status of Main Activities and Outputs

Status of Activities and Outputs		
Project Component/Activity/Task	Details/Outputs	Current Status
Component I Institutional Development		
Activity 1: Institutional Assessment (IA)	Key initial activity of ISSP. IA report completed in 2011. IA Results Workshop held in June 2011. IA Working Session to review and approve changes/inputs from Ministry Review held in September 2011.	The Final Report was finalized in October 2011 and officially approved in August 2012. The report was printed and disseminated between August and September 2012
Activity 2: Water Valuation Study	Core Activity for Year 1 (but postponed at MWI request). Study completed in April 2012, approved in September 2012. Major outcome of the study revealed that the cost of water in the Jordan valley represents about 1 – 1.5 % of the agricultural cultivation cost, however in the Highlands it is about 8 %. The low water cost encourages excessive water (especially in the Jordan Valley). The study concluded that price of water for industries can be increased without significant effect on marginal profit.	Activity completed. Associated Study outreach activities have taken place (March 2013). IRG subcontracted Dr. Imad Karablieh, a professor of agricultural economics at the University of Jordan, to undertake the study.
Activity 3: Socio-Economic Study of Groundwater Uses in Jordan	A new activity included under Component I. The aim is to document and investigate socio-economic impacts of groundwater use in all sectors in order to improve monitoring and management of groundwater abstractions, including potential policy impacts. The study also collects data on the impact of groundwater use on gender.	Ongoing. The study has finalized the Azraq and Mafraq basins. It is currently taking place in the Amman-Zarqa Basin. The study is expected to complete the whole country by December 2013. The target date for delivery of Draft Report is October 2013 (Year 3 Work Plan), therefore the Study is behind schedule.
Institutional Reform and Restructuring (IRR)		
Activity 1: Policy Advisory Council Development	NWPAC By-law was enacted in January 2012. Included 10 members from GOJ and 5 private sector members MWI is the Secretariat for the Council.	NWPAC established by a By-law (January 2012). Developed rules and procedures (March 2012). Initial meeting convened (April 2012) but government dissolved the following day. National Water Strategy Update presented for review and approval at initial Council meeting (April 2012). National Water Strategy Update has not been approved, due to Minister changes, awaiting final version from new Minister.
Activity 2: Strengthen and Consolidate Water Resources Management and Planning In MWI	<ul style="list-style-type: none"> i. Facilitate and integrate the functions transferred from WAJ to MWI. ii. Strengthen MWI abilities to better address groundwater management issues iii. Strengthen and improve the Ministry's capabilities to meet 	(i) This is focused on licensing of well and socio-economic survey. Deliverables include: functional database for licensing (March 2013); Improved licensing SOPs; capacity building plan (July 2013); training in GIS for data management; Monitoring and Inspection Procedures (SOPs).

Status of Activities and Outputs		
Project Component/Activity/Task	Details/Outputs	Current Status
	<ul style="list-style-type: none"> its new role v. Develop planning & decision-making tools 	<ul style="list-style-type: none"> (ii) Verified and updated well coordinates & databases (iii) Updated SOPs and staff training. Status: ongoing; Implemented capacity building plan (September 2013) Status: almost complete. (iv) Trained employees on building and managing geo-databases; Functioning Geo-database; training in use of GPS. Status: complete. <p>The tasks for this core activity will support the transfer of functions from WAJ to MWI.</p>
Activity 3: Improve Water Delivery Management:	<ul style="list-style-type: none"> i. Reorganization of WAJ to focus on bulk water supply ii. Corporatization of utilities iii. Establish independent regulator 	<ul style="list-style-type: none"> (i) WAJ approved the establishment of a bulk water supply unit within WAJ, although a date for implementation has not yet been confirmed. Further support and training is therefore awaiting progress on this. Status: No progress has been possible on creating the BWS Unit blocked by WAJ, but training component of Implementation Plan, Phase I has been completed for the personnel who will staff the pending Unit (ii) Timetable for implementation of corporatization of water utilities remains unclear. Status: No progress has been possible, blocked by WAJ. (iii) Establishment of independent water utility regulator (WURC) has been approved by the Minister. Water Regulatory Unit has not been established yet, pending hiring of new staff. Capacity building program in place and on target. Governance structures: complete and in place, to be fully adopted when new unit created with new staff. Progress on this core issue is uncertain.
Activity 4: Strengthen Water User Associations (WUAs) in the Jordan Valley	<ul style="list-style-type: none"> i. Existing conditions survey and assessment of WUAs ii. Operational, institutional, and financial assessment of the JVA iii. Pilot area to receive all the functions of water management iv. Capacity building for WUAs and technical training in cooperation with JVA 	<ul style="list-style-type: none"> (i) Draft Report due Mar 2013. Report now completed and approved. (ii) Draft Reports due Mar – May 2013. JVA IA contains 5 independent assessments then collected into final IA. 2 of 5 complete, 3 in draft. WUA Survey and WUA Assessment completed and approved. Functional Assessment draft completed; Ability to Pay study draft completed. Financial Assessment being updated. Overall IA Report delayed. Findings/Briefings completed (Nov 2013). (iii) Pilot Project Analysis Final Report due Oct 2013. Status: Delayed at request of JVA, pending completion of JVA IA. (iv) 24 WUAs formed and 16 WUAs achieved task transfer for retail water distribution. Status: Delayed at request of JVA, pending completion of JVA IA; no training carried out of WUAs to date.

Status of Activities and Outputs		
Project Component/Activity/Task	Details/Outputs	Current Status
Activity 5: Legal Advisory Services	<p>Legal Assessment for the overall reform and restructuring (transferring functions from WAJ to MWI). Capacity building needs for legal reform.</p> <ul style="list-style-type: none"> i. Water Law Training Study Tour ii. Policy development iii. Legislative development iv. Capacity building on compliance and enforcement 	<ul style="list-style-type: none"> (i) Study Tour carried out. Completed-Phase I (Jan 2013) and Phase II (May 2013) (ii) Policy papers drafted. Status: expected to be delivered soon to WAJ/MWI for review and approval by Minister. Draft of necessary components of Water Law (Apr 2013). Status: Delayed due to political upheaval. Focus shifted to practical legal reform issues such as compliance and enforcement (iii) Draft Water Law developed (Oct 2013). No progress on hold. (iv) ELI to hold at least one 2-3 day training for MWI and WAJ officials on compliance and enforcement. Status: To be held Dec 2013. Enforcement tools developed. Status: delayed
Component 2: Institutional Strengthening		
Activity 1: Groundwater Valuation Study	Groundwater valuation study assessed the economic impacts of ground water drawdown on water utilization in agriculture. This supplemented the ongoing ISSP WV Study.	“Economic Impacts of Groundwater Drawdown in Jordan” Final Report delivered in January 2012. Status: completed.
Activity 2: Update The National Water Strategy	National Water Strategy Update document prepared, plus a new Investment Plan Model and Action Plan. Investment Plan included a financial and economic analysis tool to enable MWI to prioritize projects based on financial and economic considerations.	Status: NWS Strategy Update completed and presented to National Water Policy Advisory Council; new Minister requested additional modifications before submitting to Cabinet. Investment Plan Model completed in Aug 2012. Capacity building and training has been carried out.
Activity 3: Miyahuna Strengthening:	<p>Support/Adviser to Miyahuna CEO and management team on strategic planning, monitoring, operational efficiency, financial management, etc.</p> <ul style="list-style-type: none"> i. Business planning ii. Improve tendering process. iii. Executive development. iv. Planning for Disi Water v. Management accounting. vi. Improving internal communications 	<ul style="list-style-type: none"> (i) Business Plan developed and in use. (ii) Review and document the current tendering process and report to improve efficiency (February 2013). Report prepared and currently being formatted (October 2013). Delay due to MYHN staff being overloaded. (iii) Status: A series of workshops/training sessions for project managers has been on-going in MYHN over the past 6 months. (iv) Planning for Disi Water. Status: This was not required by MYHN Management. (v) Management Accounting status: Discussions held with MYHN management but they did not want to proceed at this stage. (vi) Internal communications status: Internal SMS system for all staff completed and in use by MYHN. Internal Communications Strategy is in preparation (almost complete).

Status of Activities and Outputs		
Project Component/Activity/Task	Details/Outputs	Current Status
Activity 4: Tariff Study	The Tariff Index and Bulk Water Cost Study began in December 2012. The study is proposing revised tariff regime, taking into account ability to pay.	Main deliverable is the Tariff Options Final Report due Jul 2013. Status: Delivered on time.
Activity 5: Miyahuna Asset Management and Maintenance Management Support	Recommendations for Computer Maintenance Management System (CMMS) and implementation of a new AM/MM system.	A specification for a CMMS system has been prepared and offers invited for supply and installation. Status: completed. Implementation of CMMS system at Zara Ma'in, Zai and Abu Nusseir (June 2013). Status: Implemented at end of September 2013. 25% of fixed asset survey data entered into GIS system (Oct. 2013). Status: On-going
Activity 6: Aqaba Water Business Plan	Request from Aqaba Water (AW) CEO for ISSP to support AW to develop its business plan (BP) for 2013-2017, based on the BP process developed with Miyahuna.	Draft Business Plan due April 2013. Status: Aqaba requested ISSP support to establish new process and structure for Business Plan but no support in drafting. Business Plan reviewed, side-by-side technical assistance and training completed. Business Plan being finalized by Aqaba Water with the support of ISSP.
Activity 7: Public-Private Partnerships (PPPs) Study	ISSP is working with Miyahuna, the Aqaba Water Company and WAJ, to assess potential for PPP activities.	Deliverables include: Report on PPP options for extension of Wastewater Treatment Plant in Aqaba; Documentation for three PPP schemes in Miyahuna; Final report (May 2013). Status: Report was provided internally in June. Currently being revised for submittal.
Activity 8: Study on establishing a multi-sector regulator	Request from MOPIC to assess the viability of merging the existing regulatory bodies into a multi-sector regulatory agency. ISSP is developing the TOR for this work to be finalized and implemented in 2013.	Deliverables include: Workshop (Q2, 2013), Final report and recommendations. Status: Meeting (not workshop) held and Final Report received.
Cross Cutting Support		
Gender	The Socio-Economic Study will explicitly survey and assess the impact of groundwater use by gender as a key component of the analysis. Gender taken into account in training and establishing Working Groups.	Program focus on Institutional Reform and Restructuring provides few interfaces to impact on gender. Activities at community level have greater implications and potential to influence gender. Hence the socio economic study will collect gender data.

4.1.1.1 Findings

The Evaluation Team has had several opportunities to meet with different levels in the MWI hierarchy. At the Secretary General (SG) and Assistant Secretary General (ASG) levels, the common denominator in their feedback was the fact that ISSP has started the work with a strong vision. The continuous turn over in the Ministry hierarchy in the last three years (five Ministers and two SGs), however, has impeded the development of the program and the achievement of some crucial tasks as envisaged in ISSP's project design. Nevertheless, as a result of ISSP's management approach and the inherent flexibility of the program, ISSP has been largely successful in overcoming this handicap. For most of the MWI respondents, ISSP's executed activities and tasks were considered to be related to the mandate of the project. However, some respondents described ISSP as purely theoretical with redundant marginal activities such as the workshops. In addition, some senior level respondents were concerned that ISSP represented a shift of USAID funding modality from infrastructure/hardware to capacity building/software.

According to most MWI respondents, the communication between ISSP and the Ministry (at all levels) is good and the project team is always open to their comments and feedback, and endeavors to comply with MWI requirements. A good example of the flexibility and responsiveness of ISSP is the ISSP-prepared "Wastewater Master Plan," which was the result of a request from the MWI and is considered an important output of ISSP, although one not directly related to ISSP core mandate. In addition, MWI employees have been effectively involved in all meetings, workshops, training programs and working groups. The participation of the MWI in ISSP is clearly evident in the representation of MWI employees in all ISSP working packages. Nonetheless, and according to a senior level respondent, ISSP should engage more effectively with the middle level of the Ministry (the think tank) in order to bridge the gap between decision makers and operators.

More than 20 MWI employees have received training under ISSP. Another three employees have participated in both study tours to the USA and South Africa (a total of 8 participants in each tour). Senior level MWI staff has praised these activities, yet training and capacity building was always part of the MWI mandate. Some respondents of medium-level seniority, however, complained about the selection criteria for participation in the training activities and study tours. Though this might be considered purely a Ministry internal issue, 'the ISSP should have intervened,' claimed one interviewee. Future capacity building and training programs should include greater awareness of the legal aspects of the proposed reforms as so far this has not been sufficiently covered in ISSP technical oriented capacity building activities. In the context of the legal reform agenda, according to a senior engineer at MWI, ISSP also needs to engage with the Ministry of Agriculture and the MoEnv to resolve areas of conflict between them.

The Evaluation Team explored the possible impact of the MWI restructuring and the potential for enacting the Water Law. During the discussion, it was obvious that MWI restructuring is fundamental and necessary to the attainment of the goal of ISSP. The newly submitted MWI By-law and the proposed restructuring of MWI will avoid, to a large extent, the current duplication of effort, unclear responsibility for decisions, and poor levels of accountability. For this to progress, a new Water Law needs to be enacted. The consensus of all of the MWI respondents was that the existing WAJ law is the main obstacle delaying progress with a new Water Law. However, the water sector in Jordan is currently structured in such a way that essential water-related functions continue to be spread among WAJ, MWI and JVA. Due to the way in which MWI was created (through a By-law rather than a dedicated law), it lacks sufficient authority to effectively carry out its water management responsibilities (e.g. ground water licensing). Therefore, for a proper restructuring of the water sector, legal crosscutting issues, especially with respect to the Water Law, necessitate professional intervention.

Socio- Economic Impact Assessment of Groundwater Wells in Jordan

The Socio-Economic Impact Assessment of Groundwater Wells in Jordan was started in early 2013 with fieldwork commencing in the fall of 2013. It is intended to be finalized by December 2013. The study will carry out a national survey to collect socio-economic as well as technical data associated with groundwater abstraction and use, and analyze this data to identify the key issues and impacts of groundwater use across sectors and regions. This study directly supports the objectives and implementation of Activity 2 of the ISSP project: **Strengthen and Consolidate Authority for Water Resources Planning and Management in the MWI.**

The main objectives of the assessment are:

- To better address the socio-economic situation of farmers, the challenges and needs they face, and the management issues for groundwater abstraction.
- To provide essential data and knowledge for building analytical and policy tools to manage groundwater resources and restore aquifers safe yield in ways that consider the implications of policy decisions on the users and on social and economic activities that depend on groundwater abstractions.

Additional objectives of the survey are:

- To enable the GOJ to determine the future of licensed, permitted and illegal groundwater wells in the framework of the different farming systems which the survey will delineate in a collective manner rather than individual wells or farms. This determination also extends to wells that provide water for domestic and other uses.
- To enable the GOJ to make amendments to existing legislation and revisit permitting, licensing, and abstraction fees according to the local socio-economic context.

Implementation of the survey is proceeding. Two basins have been finalized to date: the Mafraq basin and the Aqraq basin. The assessment has developed a detailed communications action plan for this work to ensure farmers are on board and to facilitate cooperation with the basin organizations of the MWI.

Brief Conclusions

The data generated by the assessment will be extremely useful for decision-making on capping groundwater abstractions and closing illegal wells. There is however an inherent risk of reduced utility of the data base if it is not maintained and updated after ISSP completion.

4.1.1.2 Conclusions

- ISSP has delivered some high quality outputs (studies, training and restructuring recommendations); however, the political factors have largely stalled the major reform agenda of ISSP.
- Coordination and communication between the ISSP and MWI has been effective at the senior levels but less effective at the middle and lower levels. In order to bridge the gap between decision-makers and operators, ISSP should engage more effectively with all levels of the Ministry.
- ISSP has successfully conducted several training programs. However, more emphasis on legal issues in the coming training and capacity building program is required, especially in the restructuring and reform related topics.

4.1.2 WAJ

WAJ is responsible for planning, construction, operation and maintenance of public water supply and wastewater services. This is done either directly or indirectly through its subsidiaries. WAJ was established as an autonomous corporate body, with financial and administrative independence linked to the MWI.

WAJ has a number of subsidiary companies:

1. The AWC, a public company established in August 2004 as Jordan's first semi-autonomous water utility. It is owned by WAJ (85%) and ASEZA (15%).
2. The Jordan Water Company (Miyahuna) was set up in 2006 for the Governorate of Amman. The company, which was created to take over service responsibility from a private operator, is a 100% subsidiary of WAJ.
3. The Yarmouk Water Company (YWC), has been set up in 2010, serving the four Northern Governorates of Jordan. YWC is also a 100% subsidiary of WAJ.

WAJ is a powerful member of the Jordanian water family and amongst others also has the responsibility for granting licenses for groundwater wells.

4.1.2.1 Findings

ISSP has been very active within WAJ and its subsidiary companies. The findings and conclusions for activities of ISSP for the Project Management Unit (PMU) and the utility companies are presented in sections 4.1.4 and 4.1.5. This section deals specifically with the findings and conclusions of WAJ proper. These activities are:

1. PPP Assessment and Capacity Building
2. Regulatory Commission Assessment

One of the core thrusts of ISSP has been to provide support to the reorganization of WAJ as a bulk water supplier and to establish the Water Utility Regulatory Commission (WURC). The establishment of the regulatory commission is addressed mainly in the PMU section (4.1.4) but it should be noted that this is closely linked to the operations of WAJ in the present and the future.

The support to the reorganization of WAJ as a bulk water supplier aims to eliminate conflicts of interest presented by having WAJ responsible for both water resources protection and extraction.

From the interviews conducted and the reports reviewed it has become clear that ISSP has been able to generate large amounts of data and insights into the possible role of WAJ as a bulk water service provider. This has been linked to tariff studies and proposals for reform within the whole Ministry. ISSP has also actively assisted WAJ with streamlining its licensing data management and procedures. More details on this work are captured in the GIS textbox presented in the next page.

4.1.2.2 Conclusions

Overall it can be concluded that the support to WAJ was successful in terms of satisfying the counterpart. One of the strong achievements of ISSP was the Wastewater Master Plan.

However, on the more substantive and core issues of sector restructuring and reform, and on bulk water policy, little progress and impact has been achieved.

Other departments within WAJ that did not receive the attention that they should have are the procurement, asset and warehouse departments and the ICTU Directorate.

4.1.3 JVA

JVA is a government agency tasked with carrying out socioeconomic development of Jordan's side of the Jordan Valley. JVA was established in 1977. It was a replacement of the Jordanian Valley Authority, the Jordan River Tributaries Regional Cooperation and several other government departments. Since its establishment, JVA's SOW has changed considerably. Initially, it was responsible for all infrastructure development in the Jordan Valley including roads, bridges, canals, pumping stations, etc. More recently it has had to relinquish many of these tasks. It is still responsible for all water services within the Jordan Valley. As such, it is the key agency for irrigation in the Jordan Valley.

The GIS and database work of ISSP

Within the task to “Strengthen MWI Abilities to Better Address Groundwater Management Issues,” ISSP has developed a licensing database for WAJ. In parallel with this activity, ISSP has also developed a GIS database for spatial data. Proposals were developed to establish a unit within the MWI to manage this GIS database. This unit has not yet been formalized. Yet staff of this department-to-be has been trained in its pre-assigned tasks and responsibilities. These activities were developed and implemented without the involvement of the ICTU department of the MWI. This work directly supports the objectives and implementation of Activity 2 of the ISSP project: **Strengthen and Consolidate Authority for Water Resources Planning and Management in the MWI.**

The main objectives of the work are unclear, but presumably aim to contribute to improving the operations of WAJ and MWI in terms of data management as a support service to decision making.

The ISSP expert has been actively meeting and liaising with MWI staff to develop the databases, collect relevant data and train the operators of the new system. Initial efforts to work directly with the basin organizations failed, which has led to an increased focus on the Ministry itself.

Conclusions

The MWI/WAJ/JVA has had support for data management, development of groundwater models and GIS/WEAP for more than 2 decennia. At the outset of ISSP, a functional GIS unit existed within the Ministry/WAJ. Furthermore the National Water Information System (WIS) and the WEAP for the Highland Water Forum were also in existence or being developed. It is not clear to the evaluation team why ISSP chose to bypass existing systems and structures such as the ICTU and the existing GIS unit. It is furthermore not clear why ISSP supported the development of a second groundwater database, when the WIS database was already in existence. From respondents it is understood that the two databases are now “competing” for data, which is to the detriment of the validity and completeness of data. ISSP has seemingly chosen to develop parallel systems rather than strengthen the existing systems, and this has apparently institutionally undermined the existing GIS structures, and resulted in unnecessary duplication of some activities.

The IA of ISSP identified in its report the need to “Build and Empower Jordan Valley Water User Associations (WUAs).” This indicates that support to JVA and WUAs was already part of the project plan from the inception phase of the project. This activity intended to build upon the experience of the German Development Cooperation (GiZ) with the establishment and development of WUAs. Since 2001, GiZ has been actively supporting participatory irrigation management in the Jordan Valley.

4.1.3.1 Findings

Under Activity 4 of the IRR Component, ISSP has implemented the following activities:

1. Existing Conditions Survey.
2. Operational, institutional and financial assessment of JVA.
3. Pilot area to receive all the functions of water management.
4. Capacity building for WUAs and technical training in cooperation with JVA.

For each of these activities the following documents were produced or are being produced:

1. Existing conditions survey of WUAs in the Jordan Valley.
2. Institutional, operational and financial assessment of the JVA (not ready).
3. JV WUAs: Future Roles and Responsibilities Assessment Report.
4. Functional Assessment (only a draft).

From interviews with WUA members in the Jordan Valley it became clear that ISSP is currently still working at a more abstract and removed level from day-to-day WUA activities. During a FGD with five heads of WUAs none indicated that they had been directly involved with ISSP activities. They were aware of the fact that ISSP was conducting studies but it was not clear to any of them what the added value of this work would be. On the basis of FGD and meetings with JVA respondents in

Amman, it has become clear that the impact of ISSP is not (yet) significant. At higher management level, they have convinced most of the management team of JVA that Irrigation Management



Top: Focus Group Discussion with WUA Members
Bottom: Sign pointing to WUA No 55 headquarters in the Jordan Valley

Transfer is a good idea (which was already clear to them from the 10 years of GiZ work). However, they have also provided support to JVA that allows the management team to see how they can transfer further tasks to

the WUAs and how the process should continue. This is especially relevant in light of the fact that GiZ is reducing its involvement in the Jordan Valley and with WUAs. It is therefore to be expected that there will be more impact of the activities focused on the WUAs.

4.1.3.2 Conclusions

The impact and effectiveness of the work of ISSP on the WUAs is (as yet) limited. Since the work is not finished and many of the studies still have to be finalized, it is likely that more impact of ISSP's work on WUAs will occur. An important element in this is the effort that ISSP is putting on addressing the legal issue of WUAs.

ISSP has not yet established a working relationship with WUA members in the Jordan Valley, and it is likely that this will take some time. The objectives of ISSP are not understood at the WUA level. These issues are to be addressed during the coming phase of ISSP. Since GiZ has established good working relationships with WUAs, and WUA Heads, there is potential for ISSP to use the GiZ contacts and relationships in a synergistic manner to expedite ISSP objectives.

4.1.4 PMU

The origin of the Performance Management Unit (PMU) dates back to the commencement of the Lyonnaise des Eaux-Montgomery Watson-Arabtech Jardaneh (LEMA) contract.¹³ The PMU was established within WAJ to monitor this contract and to oversee the capital investment program for the Amman area. The PMU exists as an organizational unit with its own Board of Directors, which reports to the MWI, but its role is not legislatively defined. Over time, the PMU capacity has strengthened and it has assumed a stronger role in Jordan's water sector, particularly during its recent European Union (EU) supported phase under Al Meyyah.¹⁴ The Al Meyyah project continued to finance the PMU until June 2011. Since the end of the Al-Meyyah project, the PMU has been financed from water tariff collections, under a special arrangement between the Prime Ministry and the MWI.¹⁵

The IA of ISSP has recommended the formation of an independent regulator to monitor the operation of individual water utilities and to provide operational oversight and regulation of the proposed Bulk Water Supply Authority (which will originate from the existing WAJ). The regulator would become a critical institution in ensuring separation of roles between sector policy and management and bulk water and retail operations. The regulator would eliminate conflicts of interest and ensure transparency and accountability of operations. One of the roles of the proposed

¹³ A management contract in which a private operator, LEMA, in a joint venture with Suez and Montgomery Watson Arabtech (1999), managed Amman's water and sewerage system.

¹⁴ Final Evaluation of the project: The Programme Management Unit (PMU) of the Greater Amman Water Sector Improvement Programme. Project No. 2012/284938. HTSPE Limited & S.A. Sopex N.V. October 2012.

¹⁵ ibid

regulator would be to set water tariffs. Under the proposed restructuring agenda, it has been suggested that the PMU will assume the role of interim regulator. It is intended that the PMU will eventually become the Water Utility Regulatory Unit (WURU).

4.1.4.1 Findings

ISSP tasks related to the PMU fall under Activity 3: Improve Water Delivery Management. Under this activity, ISSP achievements to date include:

- Regulatory Framework agreed (Apr 2012).
- Rules and Procedures developed.
- Staffing and Structures Proposed.
- Training (ongoing).
- Regulatory Training Modules produced (March 2013) and training delivered (ongoing).
- On-the job Technical Assistance and mentoring provided by Senior Regulatory Advisor.
- Technical activities / studies as capacity building.
- Regulatory capacity building (ongoing).
- Close Cooperation with Director PMU.



King Abdullah Canal, bulk water provision to the Jordan Valley

The above tasks aim to support the capacity development of the PMU so that it can eventually assume the role of WURU and its required responsibilities and duties as agreed in the regulatory framework, and prepare for the necessary transfer to independent status following enactment of the new Water Law. Capacity building has therefore been a key focus of ISSP's assistance.

ISSP has provided a Technical Regulatory Expert and an Economic Regulatory Expert to support the ISSP Regulatory Expert in specialized training areas and in aspects of actual implementation of the PMU regulatory roles. The focus of ISSP efforts more recently has been on improving the capacity of PMU to meet all existing regulatory roles and responsibilities under the Assignment Agreements with the utility organizations Miyahuna and Aqaba.

The PMU staff complement comprises 20 personnel, half of whom are engineers, and the remainder is administrative and support staff.

4.1.4.2 Conclusions

Some PMU respondents have complained that the training provided has been too theoretical and classroom-based, and lacked outreach components. This may reflect the trainees' engineering background and preferences, whereas the regulatory role and duties will also entail legal and administrative duties. A senior level respondent noted that the PMU still lacked a 'roadmap' that charts its long-term development, and felt that this should be undertaken by ISSP. The respondent opined that ISSP lacked a strategic direction. It is noteworthy that the PMU has been the recipient of substantial previous capacity building assistance under the EC funded Greater Amman Water Sector Improvement Programme.¹⁶ The PMU has been well funded and supported at various times over the years, from many projects, and is accustomed to the role of beneficiary. The issue of sustainability of the interventions is discussed in more detail in Section 4.5 and is pertinent to the support given to the PMU by ISSP.

4.1.5 Utilities

One of the major sets of recommendations resulting from ISSP's IA (and Report) is for the water utility reform to:

- I. Complete the process of corporatizing utilities.

¹⁶ Known as (GAWSIP). It ended in 2006 and had a duration of 6.5 years.

2. Improve governance and management.
3. Create an independent WURC to oversee the economic and customer service aspects of fully corporatized utilities.

Under ISSP, Miyahuna and the AWC were identified for technical assistance in order to continue the reform process and realize further management and operational efficiencies.

Miyahuna is the water utility responsible for water and wastewater operations within the Amman Governorate. It is a corporatized government-owned company, operating under an Assignment Agreement with WAJ, meant to operate as a financially viable, self-sustaining entity managed under modern commercial principles and private sector practices. In 2012 Miyahuna had 532,221 metered customer accounts, serving approximately 2.5 million people.

Miyahuna was established in 2007 as an independent corporatized water and sewerage utility operator. Its transition from a government-owned water and sewerage company to a corporatized entity took many phases:

- Established as government-owned water and sewerage company in Amman (1973).
- Incorporated under WAJ (1983).
- Operates under a management contract with a private operator, LEMA, a joint venture consisting mainly of Suez and Montgomery Watson Arabtech (1999).
- Established as a corporatized government-owned company, operating under an Assignment Agreement with WAJ (2007).

The LEMA management contract was the first of its kind in Jordan's water and wastewater sector, and was not altogether successful. LEMA was unable to achieve any improvements under the contract in several areas including: quality of customer service; cash flow; intermittent water supply. LEMA's shortfalls in meeting its targets were largely explained by weaknesses in its management contract with WAJ. However, the LEMA period is credited with establishing a sound organizational structure and implementing important training programs. Miyahuna is still subject to a high level of government control and is best characterized as a partly-corporatized government agency. As neither a private company nor government agency, it suffers the disadvantages of both with limited benefits of either.¹⁷

Figure 4: Miyahuna Operational Performance Pre and Post LEMA Period

	2005	2006	2007	2008	2009	2010	2011	2012
Total water production (millions of m3)	126	128	133	138	140	147	144	155
Average % NRW	45.7%	42.1%	39.8%	36.8%	35.3%	34.3%	??	??
Volume of NRW (millions of m3)	58	54	53	51	49	51	??	??
Average hours of service/week	66	51	47	44	38	36	33	??
	LEMA	LEMA	MYHN	MYHN	MYHN	MYHN	MYHN	MYHN

Source: ISSP Institutional Assessment Report, Annex 9 - Miyahuna Profile, updated from Miyahuna Business Plan (2013 – 2017).

Figure 4 shows an increasing trend in water production and decreasing (although flattening) trend in non-revenue water (NRW). According to the latest available (2009) Annual Monitoring Report compiled by the PMU, Miyahuna's performance for some indicators is better than the final year's performance by LEMA, but worse in other ways. Miyahuna does not yet have in place an extensive set of industry standard key performance (benchmark) indicators to monitor its operational, administrative and financial performance. However it is considered by many within the water sector to be a well-managed utility, although one that is not yet achieving to the level expected of the largest utility in Jordan serving the capital city. Miyahuna is regarded by many within WAJ and JVA as

¹⁷ :ISSP Institutional Assessment Report, Annex 9 - Miyahuna Profile.

an example of the benefits of privatization¹⁸ and corporatization. Miyahuna, therefore, is seen as a model for what WAJ and JVA could become as a result of the reform and restructuring process.

The process of transformation of Miyahuna from a traditional government-owned water and sewerage company to an accountable, performance driven corporatized utility has taken 14 years and long pre-dates the ISSP Program.

The AWC is a public company established in August 2004 as Jordan's first semi-autonomous water utility. It is owned by WAJ (85%) and ASEZA (15%). Unlike Miyahuna, the AWC owns all of its assets¹⁹ and has much greater level of independence from WAJ. AWC is regarded as the best performing utility in Jordan. Prior to its involvement with ISSP, the AWC has benefitted from substantial amounts of funding from USAID (from its establishment, through to the current time). The AWC supplies a population of approximately 130,000 with a continuous 24-hour water supply.²⁰ AWC has also been successful in reducing its water losses from 37% in 2004 to 21% today.

It is noted that the Institutional Assessment Report contains a significant analysis and profile of Miyahuna water utility,²¹ but lacks a similar profile of AWC.

4.1.5.1 Findings

Resulting from the needs identified in the Institutional Assessment process a package of capacity building assistance was proposed for Miyahuna in the areas of: business planning, executive development, and communications and asset management. The Miyahuna CEO reports that as a result of their participation in the business planning process, they are able to utilize it as a planning and management tool, and now have the skills to update it in the future. ISSP has also assisted Miyahuna to improve their internal communications. This has included:

- Developing an internal short message service (SMS) system and protocol to notify staff of major water distribution disruptions.
- Supporting EMT in improved presentation skills
- Ongoing advice to the Communications Unit on internal communications, use of survey instruments such as SurveyMonkey, improving daily staff newsletter and other issues.
- Developing a BP and materials (poster, fact sheets, and "BP Brief" document).



Lack of a 24-hour supply in many parts of the network means consumers must invest in water storage.

Miyahuna already has a well-developed GIS database and asset register. ISSP's assistance will complement this with a state of the art Asset Management and Maintenance Management (AM/MM) system. The assistance is still at the early stages, where tenders are being advertised for appropriate software, which will then be procured, installed and necessary training provided. The overall package of assistance provided to Miyahuna under ISSP to date has been well targeted to areas of critical need. The assistance has also been effective, and is likely to have a positive impact in operations in the medium to long term, with good prospects for sustainability. The Miyahuna CEO expressed high levels of satisfaction with the assistance provided by ISSP.

ISSP's assistance to AWC has been limited to updating their BP. ISSP has offered further assistance but this offer has not been taken up. The assistance provided has been described as useful in that it

¹⁸ In the case of Miyahuna, partial privatization.

¹⁹ The assets were transferred to AWC from WAJ.

²⁰ AWC is the only water utility that provides a continuous 24-hour water supply to its customers.

²¹ ISSP Institutional Assessment Report, Annex 9 - Miyahuna Profile

has standardized business planning approaches between Miyahuna and AWC.²² However, ISSP provided a service which AWC themselves would have otherwise procured. AWC were at the stage of looking for consultants to update their existing BP when the offer of assistance from ISSP was made known to them, and they availed accordingly. In the opinion of the AWC CEO, the main benefit of ISSP has been their participation in the sector dialogue, and being given a voice in the mapping of the future of the sector. The AWC is an otherwise well-run and sustainable utility, operating to best practices, and is able to address its own needs.

4.1.5.2 Conclusions

ISSP's assistance to Miyahuna has been effective and will contribute to its improved performance in the future. As such, it satisfies a key objective of ISSP. As a water utility, Miyahuna is still at the developing stage. It also lacks the level of autonomy of its smaller but more efficient sister utility (the AWC). For Miyahuna, ISSP's assistance has therefore been a timely intervention, which has instilled new ideas and concepts of best practices in terms of business planning, communications, preventive maintenance, and executive development. Miyahuna already has good caliber and motivated management and staff who are able to adopt and sustain the skills transferred. The relationship between Miyahuna and ISSP has the hallmarks of a successful partnership and working relationship.

The AWC is already a successful water utility, by regional if not world standards. This has been achieved in no small measure due to long term USAID assistance. Its involvement in ISSP can be considered a strategic one, which has come with offers of assistance. So far AWC has only requested assistance in the updating of their business plan. The impact of ISSP on AWC operations is minor, but their participation in ISSP is crucial.

4.2 QUESTION 2: POLITICAL INFLUENCES

Political context and impact on ISSP activities

Throughout the implementation of the program, there have been many changes in leadership positions within the MWI and the counterpart organizations. During the performance period of December 2010 to the present, the Minister of Water and Irrigation has been changed five times, the SG of the Ministry once, the SG of WAJ four times, the SG of JVA three times, and the CEO of Aqaba Water Authority once. In Figure 5 on the next page, the changes are presented in a timeline format.

From the outset, the political intransigence and constant cabinet re-shuffles were known to USAID. These shifts have been a hallmark of Jordanian governance for many decades. It is arguable whether these political conditions were sufficiently taken into account during the program design because, from project documentation, no specific tools or approaches can be identified to indicate that they were.

Nonetheless, the program responded in a very effective way to these changes during implementation. The program was able to continue working on parts of its mandate, through its multi-layered structure, while the required counterpart and leadership issues for other parts of its mandate were being worked through. As a result, it was able to minimize the impacts on its performance of the constant changes in leadership. Even so, there have been delays that are directly attributable to these constant changes, e.g. the finalization of the bylaw amendments for the MWI.

For this evaluation we have operationalized "political uncertainty" into three concrete events:

1. Changes in leadership.
2. Changes in policies due to the Arab Spring ("don't rock the boat" policy and refugees).
3. Changes in policies and political sentiments due to failures with private sector participation (PSP) projects in the Jordanian water sector (Micro-PSPs and Yarmouk).

²² There has been some efficiency achieved since the business planning approach developed for Miyahuna has also been used for AWC.

the operations of water administrations throughout the country. Energy prices for pumping water have increased exponentially, with the resulting liquidity crisis at WAJ and the water administrations.

Changes in policies and political sentiments due to failures with PSP projects in the Jordanian water sector

Over the past two decades, the MWI has been actively pursuing a policy of involving the private sector in water supply provision and wastewater management. The tools that the MWI worked with ranged from small (micro) PSPs for segments of the water business, such as revenue collection or NRW management, through various formats of management contracts and corporatization processes to full-scale concessions.

One of the last “experiments” was the management consultancy contract for the Yarmouk Water Authority in Irbid, which was won and managed by the French company Veolia. The contract was suspended a few months ago due to various reasons (including WAJ’s liquidity crisis) and the resulting court cases, fines, administrative havoc, and conflicts have created weariness within the MWI and WAJ to continue working with the private sector. As a result, plans to continue developing PSP-based tools, for example the Water Authority of Azraq, and to corporatize Madaba through a management contract with Miyahuna have been reviewed and/or delayed.

Longer-term impacts on the sector

Water in the Middle East, and especially in Jordan, will always be a political issue, and as such, will always be subject to political factors and influences. The increasing scarcity of the commodity will force the GOJ to price water at its real value in due course, with all the political implications that entails. Therefore political factors and influences will most likely have a long-term impact on the sector.

Some concrete examples are the vested interests of large landowners in the Jordan Valley and the agreements with tribes in the highlands on land and water resources (e.g. Jafr farms) that continue to slow down changes and improvements in water resources allocation, water pricing, and hence water demand management.

In terms of water pricing and valuation, ISSP has developed a very detailed WV study that, to a large extent, focuses on agriculture. The added value of specific crops is detailed in this report. One of the overall conclusions from the report is that only some crops (e.g. tomatoes, as long as they are not exported to neighboring countries) add value from water to the Jordanian economy. Other crops, such as olives, field crops, and citrus, produce relatively low water values so their production should be discouraged. Nonetheless, political influence will ensure that citrus and bananas will continue to be grown in the Jordan Valley, thereby affecting water demand and water allocations. More details on this work are captured in the WV Study textbox presented on the next page.

It is generally accepted that important decisions about water in Jordan are taken by the ‘shadow state,’ where policy is in some cases influenced by forces from outside the formal branches of government. Policy setting can be a one or two-person show, with the Minister of Water and Irrigation influenced by the Prime Minister and these both being indirectly influenced by their constituents. The arguments of the Minister of Water and Irrigation may be opposed and ignored if they are judged as not responding to international and national political imperatives.

The influence of individuals in the ‘shadow state’ should not be under-estimated. The power vested in these decision-makers derives primarily from the Prime Minister himself and can shift with the appointment of a new PM. Ministers often seek advisors who are close to the PM in order to gain his favor.

The Royal Committee is amongst the most powerful bodies in water policy-setting in Jordan. Established by Royal decree, it is a standalone body headed by His Royal Highness (HRH) Prince Faisal. The Minister of Agriculture has little direct influence on the Committee. Its current composition is comprised of technocrats that draw upon research results and strategies of the MWI and donors. The Committee does not include marginalized groups such as Bedouins, women’s groups, farmer’s groups, non-governmental organizations (NGOs), or environmentalists. Established

to deal with crises, it does not have a major role in planning, though it may be premature to judge the merits of the policies it sets.

Water Valuation Study

The Water Valuation (WV) Study is the most comprehensive study to date of the value of water used across different sectors in Jordan. In particular, it was focused on the agricultural sector, disaggregated in several new ways. The WV Study Report was approved for publication in September 2012.

The major outcome of the study revealed that the cost of water in the Jordan Valley represents about 1 – 1.5% of the cost of agricultural cultivation. However, the contribution of the water cost is about 8% in the highlands due to the cost of water abstraction from artisan wells. This has contributed to excessive water consumption in the Jordan Valley compared to the highlands and also resulted in a higher marginal profit in the Jordan Valley compared to the highlands (e.g. Madaba).

The cost of water used in industry (industry that uses water as a primary input such as the food industry) is relatively low. However, their marginal profits are high and they are willing to pay even if a cost increase is to be foreseen.

Water prices relative to agricultural water value are very low in both the Jordan Valley and the highlands. In the Jordan Valley, farmers pay a water price of JD 0.012/m³, while in the highlands pumping costs alone run around JD 0.25/m³, with effectively no resource fee charged. This encourages overdevelopment of groundwater-based irrigation in the highlands and provides no incentive for efficient water use in the Jordan Valley.

The low water cost might lead to excessive water use and accordingly, farmers do not deem it a scarce resource. If the cost of water continues to be low, the study suggested a cost increase in electricity (currently 0.066 JD/KWh) in order to indirectly rationalize the agricultural water consumption, especially in the highlands.

The study also revealed that a water cost increase is possible and that MWI and JVA started to discuss increasing the water tariff with main stakeholders and Water Users Associations. The farmers might accept the increase if they have better water quality as well as a continual reliable water supply. However, Disi water should guarantee these two conditions due to an increase in water supply and a consequent increase in the wastewater generation flowing eventually to wastewater treatment plants. Nevertheless, it is expected that some influential farmers might oppose the water cost increase primarily due to some personal political reasons (dominant farmers are claiming to defend the poor farmers to gain some political support from the public).

The WV Study determined the value of water across the various sectors in which it is used in order to enable policy-makers and sector managers to make more informed and sound decisions about efficient water utilization, allocation, reallocation, and water pricing mechanisms.

Brief Conclusions

The WV Study is an example of a high quality output by ISSP and has been well received by the sector. The Study provides an excellent basis to value water (especially for industrial/agricultural use) in the future, and for policy decisions regarding water pricing and allocations. However, the evaluation team has found that 'ownership' of the Study is lacking, and it is largely regarded as an ISSP Study. There is little evidence so far that the Study is being used as intended.

One of the major implications of the confirmation that political factors and influences are likely to have a long-term impact on the sector is that any new project or any project that is extended should take into account in their design and management the fact that the sector is likely to become more politically influenced rather than less. One main reason for water becoming more political is the country's ever-increasing water scarcity, which will make water a very expensive commodity and will make its allocation to any sector an issue of national importance. Project designs should, therefore, take into account the following impacts:

- Longer timeframes for implementation.

- A need for continued support of USAID and the US Embassy in case projects become bogged down in political issues.
- Careful selection of project staff, especially project management, to ensure that there is sufficient political sensitivity to these circumstances.
- Continued and intensified donor coordination.

It should also be taken into account that project interventions for which there is little political support are very likely to fail and should first be vetted before they are brought to market and implemented.

4.3 QUESTION 3: PROJECT DESIGN AND MANAGEMENT

“Was the project’s strategy appropriate for the achievement of the anticipated tasks? Did the project’s management approach enhance or weaken achievement of the anticipated tasks? Did the project’s implementation approach enhance or weaken achievement of the anticipated tasks? Define the approaches – from strategy, management and implementation – that enhanced the project and identify the ones that can be replicated in the future. Also identify lessons learned that weakened the program and how these can be alleviated in future programs.”

4.3.1 Findings

As mentioned in other sections of the report, specifically that on sustainability, the timeline of the ISSP was too short to effect significant change or to achieve sustainable impacts. What was considered achievable within the original design timeline was to provide impetus and drive towards change by providing a large array of ideas and concepts to promote change.

The project funds available were more than adequate and ISSP has been able to make very good use of its funds. By funding a plethora of studies, reviews, surveys and data management exercises, ISSP provided much insight and information to the MWI. From the financial figures of the program (see Figure 6 below) it can be seen that the expenditure process follows an expected pattern of cautious spending in the first year and an increase in expenditures as the project came on line and gained traction. The bulk of the studies and reviews were implemented by subcontractors, for which almost 50% of the budget has been allocated.

The number of fulltime staff in the project office in Amman is 11. The project has a main office close to the MWI and two small offices within the MWI (one within the PMU and one within JVA). The large and professional team in the project office, and an array of short-termers, has enabled ISSP to respond effectively, efficiently, and with high quality outputs to requests and demands of the counterparts.

Figure 6 Expenditure Report September 2013

Budget Summary		Realigned Budget Total Years 1-4	Total Spent Year 1	Total Spent Year 2	Total Spent Year 3 (till Sep 2013)	Total Spent To Date	Balance Remaining in Contract
I.	Employee/Consultant Labor	\$2,164,196.30	\$361,885.76	\$431,764.48	\$558,491.46	\$1,352,141.70	\$812,054.60
V.	Travel and Per Diem	\$717,619.62	\$181,274.61	\$126,665.25	\$159,006.94	\$466,946.80	\$250,744.82
VI.	Other Direct Costs	\$729,393.42	\$63,004.28	\$111,817.41	\$122,808.27	\$297,629.96	\$431,763.46
VII.	Participant Training	\$287,606.26	\$15,513.63	\$28,687.75	\$215,473.81	\$259,375.19	\$27,931.07
VIII.	Overseas Allowances	\$387,335.82	\$63,602.98	\$88,654.82	\$95,923.60	\$248,181.40	\$139,154.42
IX.	Non-Expendable Property (\$500 and up)	\$82,280.66	\$60,902.30	\$4,492.40	\$1,710.08	\$67,104.78	\$15,175.88
XI.	Subcontracts	\$6,948,674.15	\$835,209.91	\$1,510,976.40	\$1,629,172.98	\$3,975,359.29	\$2,973,314.86
XII.	Plug Figure for Commodity Procurement or Equipment Installation and/or Small Grants	\$239,701.13	\$0.00	\$1321.39	\$84,550.69	\$85,872.08	\$153,829.05
XIII.	Indirect Costs (Overhead, Fringe, G&A, and Subcontract Handling Fee)	\$1,881,043.74	\$413,987.90	\$351,393.23	\$443,382.25	\$1,208,763.38	\$672,280.36

Figure 6 Expenditure Report September 2013

Budget Summary		Realigned Budget Total Years 1-4	Total Spent Year 1	Total Spent Year 2	Total Spent Year 3 (till Sep 2013)	Total Spent To Date	Balance Remaining in Contract
	Total Estimated Cost (I. – XIII.)	\$13,437,923.10	\$1,995,387.37	\$2,655,773.13	\$3,310,520.08	\$7,961,674.85	\$5,476,248.52
XIV.	FIXED FEE	\$586,450.17	\$89,792.14	\$119,509.76	\$148,973.37	\$358,275.27	\$228,174.90
XV.	Total Budget	\$14,024,373.28	\$2,085,173.51	\$2,775,282.89	\$3,459,493.45	\$8,319,949.85	\$5,704,423.43

ISSP lacks a formal risk management strategy that details key risks, assumptions, and mitigating strategies. As noted above, there were considerable risks that could have been foreseen at the design and inception phases, but they were not specifically addressed. To support this contention, it can be noted that a number of the respondents the Evaluation Team spoke to, indicated that the project came in with a series of very ambitious and unlikely²³ notions for institutional reform within the MWI that were not accepted at the time. In fact, when ISSP began, the MWI was not aware of it.

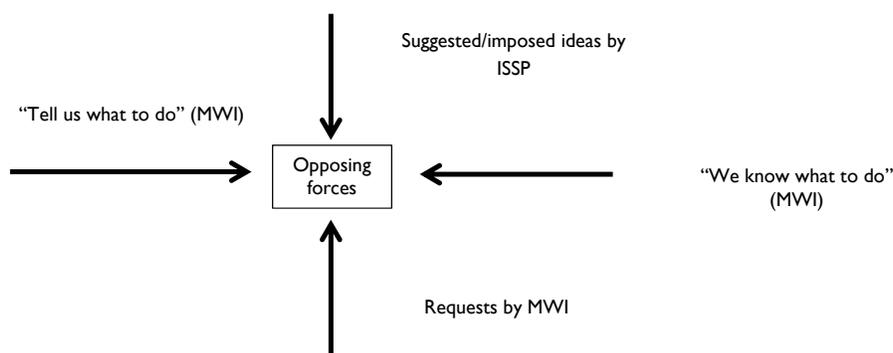
However, during implementation ISSP exhibited remarkable resilience, flexibility, and adaptability that can be construed as its *de facto* risk management approach/strategy. This was supported by the provision in the project design for an initial detailed Institutional Assessment to be undertaken at ISSP's commencement. As a result, the project was able to reassess the situation on the ground and formulate its implementation tasks accordingly.

By working on several tasks simultaneously with different counterparts (WAJ/JVA/MWI/Miyahuna, etc.), ISSP was able to spread the risk of not being able to make progress on parts of its work. Such adaptability and resilience have allowed ISSP to respond to the difficult political circumstances previously described.²⁴ Therefore, the project's management approach ensured that progress would always be achieved on multiple fronts even if some tasks were experiencing resistance.

What can be seen here is that the original design and the lead-up to the implementation phase were deficient in the sense that no identifiable risk analysis was made and that the time lapse between project formulation and implementation was too long.²⁵ ISSP was faced with difficulties when it started due to this situation. However, despite the absence of a formal risk strategy and some delays in implementation at start-up, ISSP's pragmatic management strategy subsequently allowed the program to make progress.

What is of concern to some respondents²⁶ is that ISSP seems to have lost track of its original mandate and has instead become a surrogate capacity supplier for the MWI. The flexible approach adopted by ISSP has created opposing forces within the Ministry. Figure 7 below seeks to illustrate this.

Figure 7: Perspectives on ISSP



²³ in their opinion

²⁴ ibid

²⁵ The time from conceptualization to when the project was signed, was several years.

²⁶ Interviewed during the course of the evaluation.

One of the consequences of this is that the responses and feedback received by the Evaluation Team have been extremely varied. Some respondents lauded ISSP while others indicated that so far there were no tangible benefit as a result of the project. Although there were also some respondents that were disappointed that the program did not try harder to stick to its original mandate and concepts, some praised its flexibility and responsiveness. There was also, among respondents, disagreement about the importance of individual ISSP activities and achievements.

In terms of program management, there was an issue of communication. The Evaluation Team found that many people had heard something about ISSP but that very few had any kind of essential grasp of what it was really trying to accomplish. This extended to consultants and staff of other donors in the MWI, who are usually well informed and have a solid understanding of the reform ambitions of ISSP. The common denominator seems to be a lack of coherent and continued communication of the project to the counterparts. This is understandable in part as ISSP has had to constantly adapt to changing circumstances and shifting goalposts. Nonetheless, there does seem to be a shortcoming in this sense, the result of which is that the ISSP program has a vague image for most people.

4.3.2 Conclusions

From the above findings, the following can be concluded:

1. Program design did not include a risk analysis that addressed the specific in-country circumstances that the project was likely to encounter. The program design did, however, include a provision for a six-month institutional assessment that allowed the team to assess the circumstances and to design activities accordingly.
2. Program implementation was highly effective and efficient. The adaptability of the team and the multi-layered approach to the tasks allowed the program to move ahead even if some components were delayed.
3. There is a concern regarding the dichotomy between the principles and concepts that the program introduced at the beginning and the current great flexibility in terms of accepting to implement studies and tasks for the MWI on-demand.
4. There is also a concern in terms of the communication of the project towards the counterparts-at-large, e.g. the mid-level management. There is vagueness about the program that needs to be addressed.

4.4 QUESTION 4: LEVEL OF SATISFACTION

Level of satisfaction was assessed using a survey approach in which a sample of respondents from the counterpart institutions²⁷ was asked to rate their overall level of satisfaction with ISSP on a scale of 1 to 4 as follows:

4. Highly Satisfactory
3. Satisfactory
2. Less Than Satisfactory
1. Highly unsatisfactory

The survey respondents comprised senior management (at level ASG, Directors and Manager) in the counterpart institutions and were given the option of anonymity. The survey question on satisfaction formed part of a larger questionnaire to assess overall effectiveness of the main activities implemented under ISSP.

The survey provides a quantitative rating on the level of satisfaction, but the opinions expressed are qualitative and subjective. Level of satisfaction is likely to be influenced by many factors, of which the timing of the survey will have a key influence. In a typical project timeline, satisfaction levels start off high, matching the expectations about the project outcomes. Satisfaction levels will then decline as the project proceeds when expectations are dampened as project variations and amendments are made and project delays and problems encountered (an altogether normal occurrence in project

²⁷ MWI, WAJ, JVA, PMU, Miyahuna water utility.

implementation). Satisfaction levels then usually rise towards the end of a project as the outputs are delivered and (some) expectations are met, and may continue to rise after the project ends as the longer-term ‘outcomes’ are realized. From a beneficiary perspective, shown in the textbox below, expectations are heightened by the presence of a donor (or one who is perceived as offering solutions or resources). Even the presence of an evaluation team²⁸ will influence perspectives by raising them and providing an opportunity for respondents to ‘download’ frustrations. It is often only at the end of the project, when donor’s representatives and consultants have departed, that beneficiaries have a more balanced and objective perspective of what the project provided. For a more meaningful assessment of satisfaction, a survey should be repeated after the end of the project.

Beneficiary perspectives and perceptions

In assessing and interpreting beneficiary perspectives, such as level of satisfaction, the following methodological philosophy has been adopted.

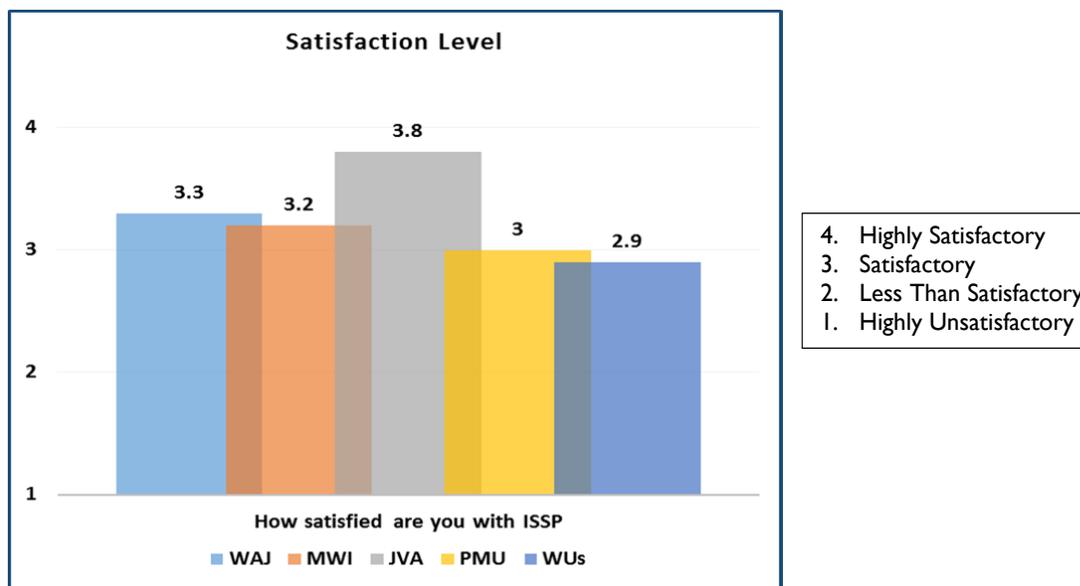
- Any beneficiary perspective expressed is a snapshot of his/her perception at the time of asking;
- It is most likely to be based on a wide range of observations, impressions, and influences, both rational and, in particular, emotional. It is a highly subjective, qualitative, indicator;
- A perception is a perception and, as such, it can never be said to be “right” or “wrong”.

“Everyone’s perception is their own reality”

4.4.1 Survey Results

Respondents were asked to rate their overall level of satisfaction with the ISSP program, on a scale of 1 – 4, with a score of 4 being the highest level of satisfaction.

Figure 8: Stakeholder Level of Satisfaction with ISSP



JVA respondents registered the highest level of satisfaction (just below the maximum rating of highly satisfactory). The other stakeholders are clustered around the ‘satisfactory’ level. The results indicate that WAJ, MWI, and JVA respondents were more than satisfied with the ISSP Program to

²⁸ Even when the independence from the donor is declared

date. The WUs (Miyahuna only) rated ISSP marginally below ‘satisfactory.’²⁹ Respondents were given the opportunity to justify their rating assessment but the majority declined to add details.

Section 5.0 contains more detailed assessments of level of satisfaction for individual ISSP activities.

4.4.2 Conclusions

The results of the Satisfaction Survey indicate that, overall, the key counterpart agencies are satisfied with the ISSP program’s performance to date.

4.5 QUESTION 5: SUSTAINABILITY

4.5.1 ISSP Timeline

The ISSP commenced with a grand vision for the structural reform of Jordan’s water sector but was never given the resources to carry it through to conclusion. ISSP was conceived as a five-year program but USAID only committed to an initial three-year program that has now been extended by one year, with the option of an additional year. The key water sector stakeholders in Jordan view sector reform in a much longer timeline. The corporatization of Miyahuna, for example, has taken 14 years to date, and is still not complete. Jordan also has a long experience with reform and privatization of other sectors of its economy. Hence, many respondents have been critical of ISSP’s relatively short duration³⁰ in the context of its original vision.

ISSP’s SOW called for an ‘End of Project’ evaluation of the three-year program, ending November 2013. At the three-year mark, ISSP is a long way from realizing the core IRR agenda envisaged at the completion of the Institutional Assessment. This, however, is largely attributable to factors beyond the implementer’s control. It is clear that there is a contradiction between ISSP’s reform agenda and its original timeline. The program was never intended to ‘finish the job’ of sector restructuring and reform but rather to significantly advance the reform agenda such that the momentum for reform becomes irreversible. This is the unstated intention of USAID and, accordingly, of the program implementers.

Given that ISSP is not intended to see the reform process through, it has so far not expressed a vision for how serious sector reform will be accomplished beyond its life. By way of an exit strategy, ISSP needs to undertake a detailed forecast/assessment of the resources required to see the reforms through to practical completion, and recommend modalities for how they can be accomplished (e.g. by USAID or other donors).

4.5.2 Other Findings

It could be said that ISSP seems to have become surrogate capacity for the MWI/WAJ/JVA to address issues for which they themselves do not have the financial or technical capacity. The highest levels of satisfaction of respondents were noted for activities that ISSP implemented on behalf and on demand of counterparts. By utilizing this surrogate capacity, which is also provided by other donors, the GOJ can continue to operate at a sub-optimal level in terms of water resources management. This sub-optimization refers to both the funding of Jordan’s water sector at large and the latitude the sector receives to actually implement meaningful reforms. Whereas it is understood that many of the studies implemented provide valuable and meaningful data and insights, the administrative context within which these insights and this data should be used is weak.

The program has been very effective in steering through the political and administrative turmoil and the resulting uncertainties and lack of decision-making at the counterpart level by engaging in studies and reviews (keeping busy). However, it might have been more effective if the program’s milestones that indicated serious and necessary institutional reforms had been adhered to more strictly. In

²⁹ In their satisfaction rating of individual ISSP activities, Miyahuna rated the activity “Rotating Assets CMMS Systems” the lowest, at less than satisfactory, and all other activities were rated satisfactory or better. Performance of this one activity has likely lowered the overall score. Refer Section 5.5

³⁰ Most respondents were not aware that ISSP has an option to extend beyond 4 years.

other words, rather than continuing to provide support to counterparts, the project could have considered pausing activities pending decisions that would provide the enabling environment for serious implementation of reform. Specifically this refers to the reform proposals such as the transfer of licensing authority from WAJ to the MWI, formal introduction of the new organizational structure, and legal reform. The Evaluation Team realizes that there are a number of legal impediments to some of the proposals, but these can be overcome with the proper political and administrative will.

4.5.3 Conclusions

It is apparent that ISSP was not designed to achieve sustainable reform. When measured against the timelines needed to reform water utilities (still ongoing), it is clear that ISSP's relatively short duration is incompatible with notions of sustainability.

At the task and activity levels, ISSP has undertaken many significant studies and produced landmark reports that will be of great importance to the sector for many years to come. However, in terms of changing practices, it is concluded that very few of ISSP's activities are sustainable at present. This lack of sustainability is, however, only marginally attributable to ISSP itself.

Nonetheless, if ISSP, together with USAID and the US Mission, does not commit to consistent application of the core elements of the reform, the program risks ending as many projects for the MWI have ended over the past 20 years: as a pleasant memory of study tours and workshops.

ISSP, together with USAID and the US Mission, needs to clearly define a strategy (including resources) for how serious sector reform will be accomplished in Jordan.

4.6 QUESTION 6: CROSS CUTTING ISSUES

4.6.1 Gender

The ISSP Program does not have a specific gender strategy or focus. The ISSP team and management, however, do have an awareness of the key role of gender in the water sector and have identified activities with gender implications. Examples include:

- Where possible, ISSP strives to achieve a gender mix in all of its training activities and in the formation of working groups etc.
- Gender disaggregated data is collected, where possible and relevant. An example is the Socio-Economic Impact Assessment of Groundwater in Jordan, which will explicitly survey and assess the impact of groundwater use by gender as a key component of the analysis.

As an IRR program that is dealing with Jordanian legal and institutional structures and norms, ISSP recognizes that its ability to influence gender at the institutional level is somewhat limited.

4.6.2 Other Cross Cutting Issues

Other cross-cutting thematic areas are:

- Public-Private Partnerships (PPP)
- Global Development Alliances (GDAs)

These are not usually considered cross cutting issues and their inclusion as such appears to be a legacy of the original ISSP RFP. PPP has since been fully integrated into the ISSP program as a full activity under Component 2. As a cross cutting issue, GDAs refer to the program's intentions to seek thematic and/or direct linkages with other donor activities.

Although not specifically identified as cross cutting themes for ISSP, but central to how it is promoted and implemented, are the issues (or values) of transparency, accountability, and participation that could, in their own right, be labelled as cross-cutting themes. These themes have been consistently and favourably reported by stakeholders as having a significant influence on the reform process and in the way ISSP is perceived.

5.0 SURVEY RESULTS

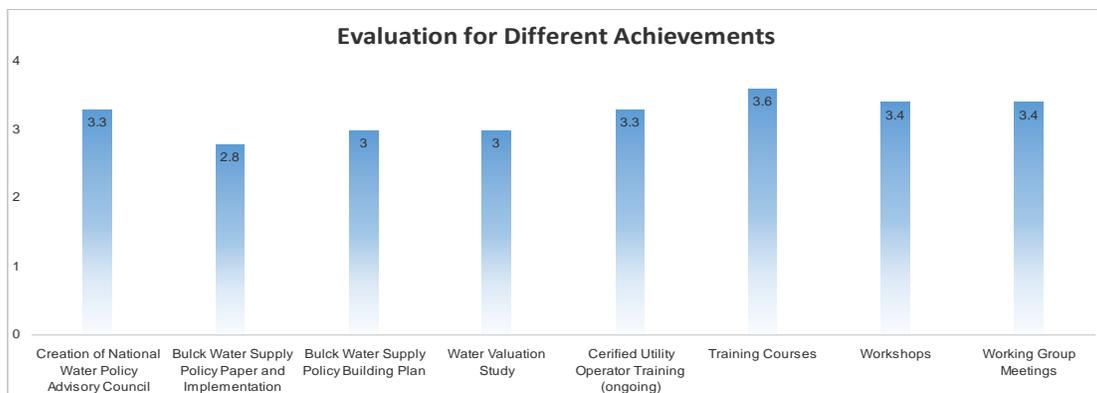
The results of the stakeholder survey are presented below for each institution. Respondents were asked to rate their level of satisfaction for each of the relevant activities of the ISSP Program pertaining to their institution. As before (Section 4.4.1), the rating uses a scale of 1 – 4, with a score of 4 being the highest level of satisfaction.

4. Highly Satisfactory
3. Satisfactory
2. Less Than Satisfactory
1. Highly unsatisfactory

5.1 WAJ

Figure 9, below, represents the survey campaign results at WAJ. It is clearly seen that WAJ respondents were satisfied with all ISSP’s achievements. However, training received the highest score among the different WAJ-related achievements. The lowest score was given to the Bulk Water Supply and the associated policy and legal issues. This was clearly noticed during the evaluation meetings with the respondents and already described in Section 4.

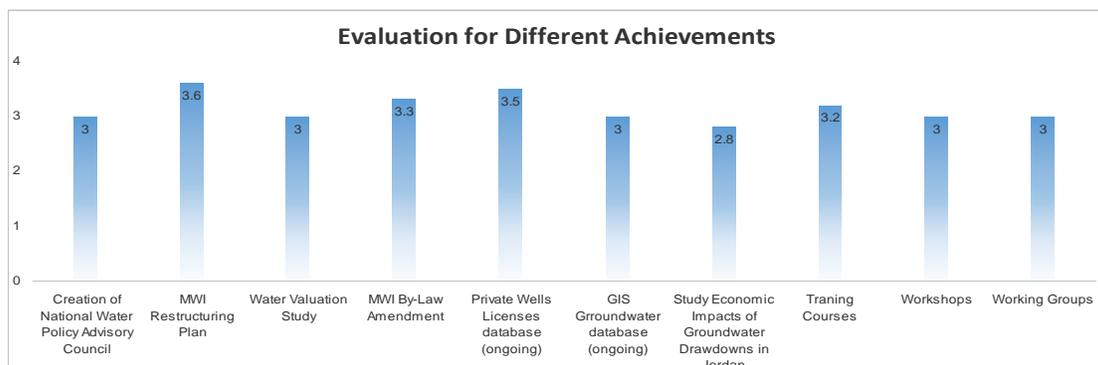
Figure 9 Satisfaction Levels for WAJ Related ISSP Achievements.



5.2 MWI

The results of the survey for MWI-related ISSP achievements are presented in Figure 10. The figure shows that MWI respondents are satisfied with ISSP, especially with the achievements related to the restructuring plan and private well licensing. The Evaluation Team also perceived this during meetings with MWI employees. The lowest score was given to the Study of the Economic Impact of Groundwater Drawdown. However, the score remains close to satisfaction.

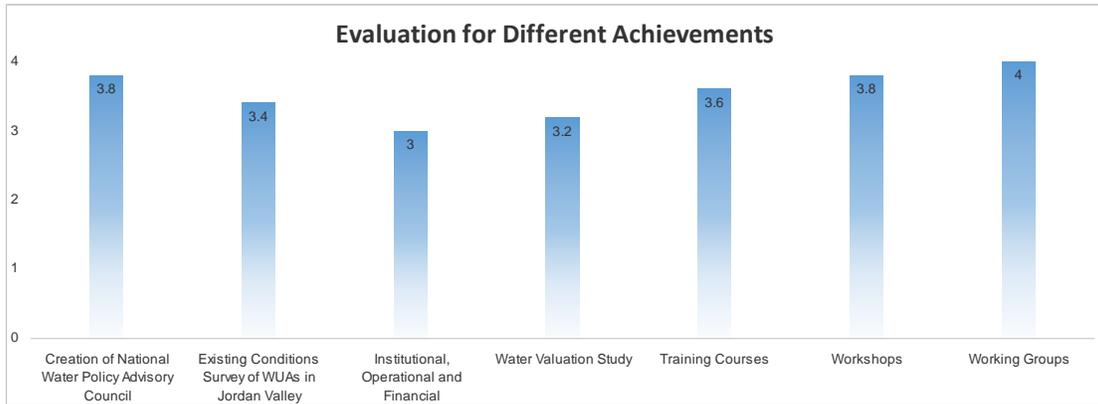
Figure 10: Satisfaction Levels for MWI Related ISSP Achievements



5.3 JVA

Figure 11 shows the survey results of JVA respondents regarding the different ISSP achievements within JVA. The results show that JVA employees are highly satisfied with most ISSP achievements. All achievements scored between highly satisfactory and satisfactory. This was also clearly comprehended during evaluation meetings with the JVA respondents at all hierarchy levels.

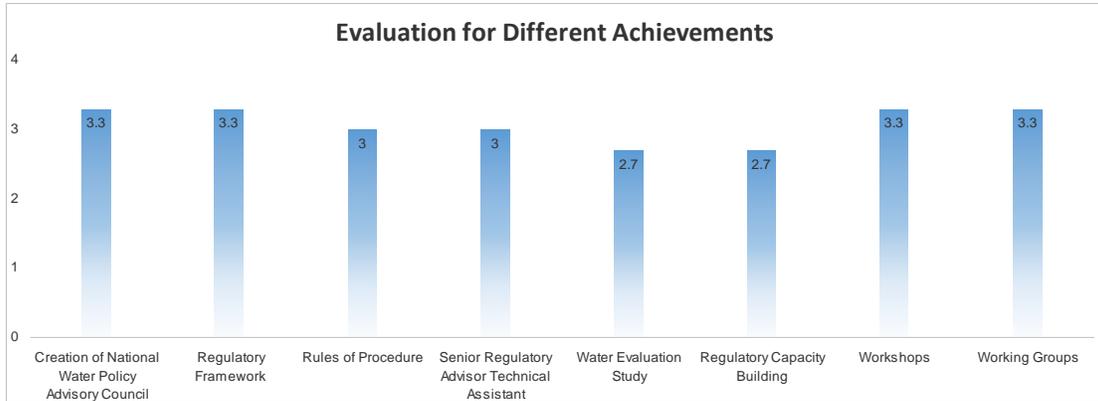
Figure 11: Satisfaction Levels for JVA Related ISSP Achievements.



5.4 PMU

PMU survey results are presented in Figure 12. Most of the ISSP achievements were scored high on satisfactory. The PMU respondents rated the WV Study and Regulatory Capacity Building as less than satisfactory.

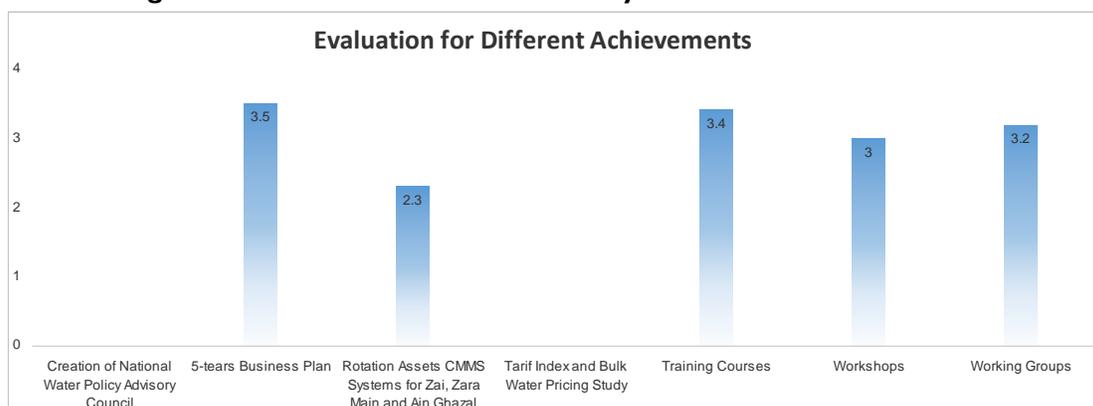
Figure 12: Satisfaction Levels for PMU Related ISSP Achievements.



5.5 UTILITY

For the Utility/Miyahuna, the survey results of ISSP achievements are presented in Figure 13. The results revealed that the evaluated achievements were scored as satisfactory or better, with the exception of the Rotation Asset CMMS Systems for Zai, Zara Main and Ain Ghazal. The non-scored achievements were those that were perceived as irrelevant to the respondents. The Evaluation Team attributes this to probable miscommunication between the ISSP team and utility employees.

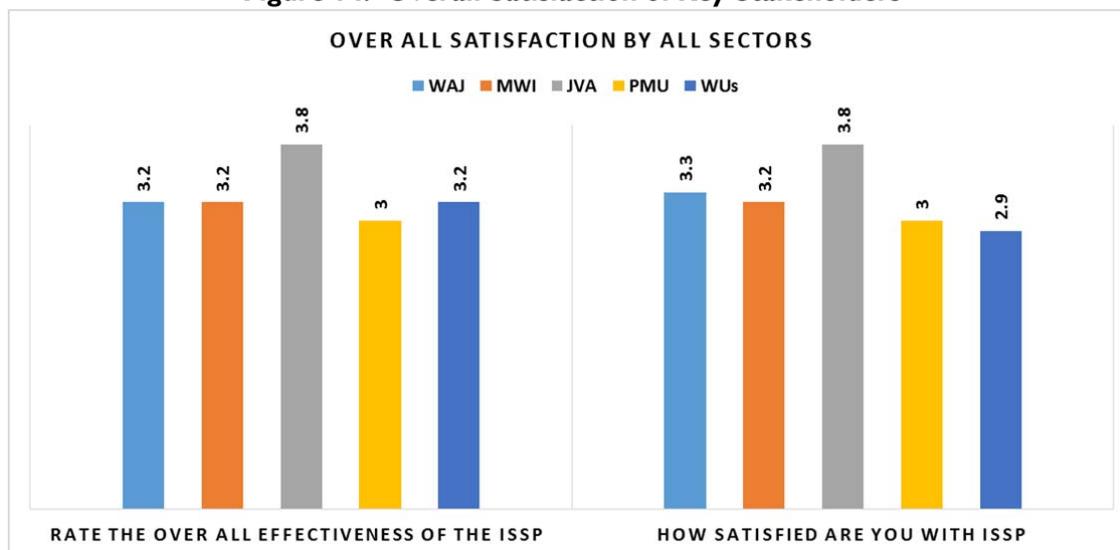
Figure 13: Satisfaction Levels for Utility Related ISSP Achievements.



5.6 OVERALL EFFECTIVENESS

In addition to the satisfaction rating given to individual ISSP achievements above, respondents were asked to rate the 'overall level of satisfaction with ISSP' and the 'overall effectiveness of ISSP'. The results are presented in Figure 14. Clearly, there is a close association between the perceived effectiveness of the program and the level of satisfaction of respondents. Only in the case of the PMU is there some divergence. The PMU's lower scoring for 'overall level of satisfaction' appears to be due some discontent related to the CMMS activity.

Figure 14: Overall Satisfaction of Key Stakeholders



5.7 CONCLUSIONS

In general, the survey results indicate that stakeholders are satisfied with ISSP and find it to be an effective program. However, JVA respondents showed the highest satisfaction among all stakeholders.

6.0 OVERALL CONCLUSIONS

ISSP commenced with a detailed Institutional Assessment of the sector. This was carried out in a highly participatory manner and built on a large body of previous work. The Institutional Assessment Report provided a vision and implementation plan to achieve sector reform and was well received by sector stakeholders. This vision and implementation plan for the sector addressed the core restructuring and reform activities, such as the need for legal reforms, the creation of new bodies, the separation of regulation and planning from bulk water delivery and retail, further corporatization of utilities, and transfer of authorities such as licensing of wells.

However, the implementation of the core reform agenda has been stalled by political factors and resulting changes in leadership positions within the Ministry. Despite these hurdles, ISSP has been able to make progress on many other fronts due to the flexibility and adaptability inherent in its program design and the competent execution by ISSP management. As a result, ISSP has been able to continually re-assess the situation on the ground and adjust its implementation tasks accordingly.

ISSP has been commended for its professionalism, the quality of its reports and outputs, and for its openness and collaborative approach. Examples of high quality reports include: WV Study; Socio-Economic Study of Groundwater Uses in Jordan; Groundwater Valuation Study; Wastewater Master Plan; and BPs for Miyahuna and AWC. A key achievement of ISSP has been to introduce new concepts and ideas to Jordan's water sector. Associated with high technical standards across all ISSP activities have been its recurring themes of transparency and accountability.

ISSP has also delivered a number of important training courses, capacity building activities, and study tours that have improved understanding and helped to build capacity but are unlikely to result in a lasting impact.

It is apparent that ISSP was not designed to achieve sustainable reform but rather to advance the reform process sufficiently such that the momentum for reform becomes irreversible. From our interviews with respondents from various sector organizations, it is clear that there is a lack of understanding about the ISSP Program, and considerable uncertainty about the progress and status of the reform agenda. Many senior staff have only a narrow understanding (and level of interest) of ISSP, related only to their area of operation, and the level of understanding becomes weaker the lower down the hierarchy. Many respondents do not believe that ISSP can achieve its restructuring and reform goals. This is exemplified by ISSP's relatively short duration, which signals to respondents a lack of commitment.

ISSP's flexibility has meant that it has been able to make progress on multiple fronts so that delays in one area do not significantly affect overall progress. This flexibility has enabled ISSP to accommodate requests from the Minister and key stakeholder agencies. Therefore, as ISSP has faced some resistance to the reform concepts, resulting in stalled progress on some major reform activities, it has been able to continue work on its other non-core activities. In this way, ISSP has become a provider of surrogate capacity for the MWI/WAJ/JVA to address issues for which they themselves do not have the financial or technical capacity. By providing such capacity, which is also provided by other donors, the GOJ can continue to operate at a sub-optimal level in terms of water resources management.

ISSP was designed to be an instrument of serious sector reform but has faced some opposition to proposed reforms, which delayed implementation and required ISSP to become engaged in other supportive activities to keep the project running. The results of the satisfaction survey indicate that stakeholders are generally satisfied with ISSP and find it to be an effective program. However, in discussions with respondents on the more contentious issues (e.g. WAJ as a bulk water provider and transfer of licensing of wells to MWI) respondents are much more divided in their opinions according to the perceived impact of the reforms on their future roles and prospects. The overall levels of satisfaction with ISSP may discount serious sector reform or assume a low probability that the sector reforms will occur any time soon.

7.0 LESSONS LEARNED

1. Broad-based sector reform, in which multiple activities are taking place across several stakeholders, has meant that ISSP has been able to move forward on several fronts. This has maintained the momentum of progress across the range of activities, and some activities have been ‘dragged’ along in the process.
2. ISSP has established good relations with the sector, across all stakeholders, and this has been a factor in the project’s success.
3. Flexibility. ISSP has a clear vision, structure, and framework of activities yet is not too rigid. It has sufficient flexibility to adjust to a changing environment and circumstances. This has enabled it to navigate the challenging political environment. In this regard, ISSP has found the right balance.
4. Even though ISSP is an institutional strengthening project, dealing with restructuring, policy, legal issues etc., it has also been able to produce a number of practical tools (e.g. utility BPs, WV study, wastewater master plan, the ongoing socio-economic study, etc.) that will help decision makers to make appropriate water management choices.
5. ISSP’s approach and methodology have been well adapted to the Jordanian context. ISSP has been patient, systematic (each step is agreed and based on previously agreed steps), and fully consultative.
6. Highly Participatory Approach. ISSP has actively encouraged participation and ownership. Initially, this was achieved through formal and informal processes (meetings when required, regular consultation, use of working groups³¹) that sometimes circumvented established channels.³² The participatory process will be strengthened as a result of the recently established Steering Committee structure (an ISSP initiative) which is expected to formalize coordination and decision-making at a high level.
7. ISSP Team Mix. The ISSP team contains a good mix of Jordanian and international specialists³³ which has contributed to its sound understanding of local institutions and conditions, and its pragmatic approach.
8. Stakeholders have praised the performance and leadership of the ISSP Consultant Team, the high quality of their deliverables, and their adherence to high standards of transparency, accountability, and inclusiveness.
9. Partnership with USAID. ISSP has benefitted from good support and coordination with the USAID Mission. USAID has allowed ISSP to be flexible and has given it the support and freedom to adapt to changing circumstances. USAID has also been prepared to provide higher-level political influence when required.
10. A key achievement of ISSP has been to introduce new concepts and ideas to Jordan’s water sector. Associated with high technical standards across all ISSP activities have been its recurring themes of transparency and accountability. This has, inevitably with new ideas, resulted in a degree of ‘push-back’ from those wishing to maintain the status quo. New and progressive ideas will take time to be absorbed and owned. ISSP and USAID have been relatively patient in the promotion and implementation of much needed reforms. The GOJ has already committed to the reform agenda³⁴ and needs to be resolute in pushing the reform

³¹ Not all of the Working Groups were effective however.

³² Reportedly the Ministry Focal Point was not always kept in the loop.

³³ Feedback from stakeholders has been complementary on the performance of the ISSP team.

³⁴ Refer Jordan Water Strategy ‘Water for Life’, 2008 – 2022 and Project Implementation Letter signed between USAID and MWI on March 2012

process forward. The biggest risk to the water sector in Jordan would be for the GOJ to falter on this commitment.

11. ISSP is performing well on many program activities but on the core fundamental issues, namely sector restructuring and associated legal reforms, there is still much uncertainty among stakeholders on the details and status of the proposed structural changes. There is a perception that progress on the core issues has been slow. This uncertainty is having an impact on the morale of stakeholders and on their perceptions of ISSP.
12. ISSP Program Duration. There is an essential mismatch between the goal of the ISSP Program and its timeline. ISSP commenced with a big vision for the structural reform of the water sector in Jordan but was never intended to see this through to practical completion. Instead, ISSP's intention was to advance the reform process sufficiently such that the momentum for reform becomes irreversible. ISSP was conceived as a five-year program but USAID only initially committed to three years. ISSP has now been extended by one year, with the option of an additional year. The rationale for this seems to be a risk minimization strategy giving USAID an out after three years if progress was not achieved. This is a rational strategy given the history (and inherent risks) of political change affecting programs in Jordan. However, key water sector stakeholders in Jordan view sector reform on a much longer timeline. The short duration of ISSP is undermining confidence in the reform process and stakeholders would like to see a commitment from USAID to see the reform process through to its conclusion.
13. ISSP is a relatively complex program of many diverse activities implemented across the breadth of the water sector. The level of understanding of ISSP becomes weaker the lower down the hierarchy (from Director level down). Many senior staff members (e.g. Director and ASG level) only have a narrow understanding (and level of interest) in ISSP, related only to their area of operation.
14. Commitment of the GOJ to ISSP. The GOJ needs to show greater leadership and commitment³⁵ to the reform process. ISSP can only succeed if it works in partnership with GOJ sector institutions. The sector institutions are strongly supportive of ISSP's agenda in terms of the (non-core) studies, outputs, and assorted deliverables and have come to regard ISSP as a de-facto in-house consultant or preferred funding source for their various related and unrelated needs. On the core reform agenda, the sector institutions have shown variable levels of commitment and ownership.
15. Sustainability of the ISSP remains a concern. In general, the ISSP duration is too short to achieve lasting change. Since ISSP is not intended to see the reform process through, it needs to undertake a detailed forecast/assessment of the resources required to see the reforms through to practical completion, and recommend modalities for how this can be accomplished (e.g. by USAID³⁶ or other donors).
16. Donor coordination is achieved through coordination meetings where information is shared in order to avoid overlaps and to achieve synergy where possible. ISSP has achieved some level of synergy with GiZ but this could be taken further. GiZ has some 25 fulltime staff within the Ministry and has established a close working, long-term relationship with its senior level decision makers. The GiZ Water Program at the Ministry is willing to build a closer working alliance with ISSP and feels there is good potential for ISSP to make use of the GiZ staff and structures embedded at the Ministry, and for GiZ to be a partner, service provider or co-financer of activities. GiZ's previous experience working with WUAs and its knowledge and contacts with farmers groups is another area where ISSP could further pursue leverage opportunities.

³⁵ GOJ commitment to reform should also include matters such as increasing water tariffs to reflect costs of production and scarcity, reducing free entitlements to groundwater for industrial/agricultural use etc.

³⁶ The evaluation team was informed, at the USAID debriefing held at the end of the evaluation mission, that USAID is designing a follow on project to ISSP. Details of this are not yet available.

8.0 RECOMMENDATIONS

1. The reform process needs to continue. The ISSP Program has moved the process forward but follow up is needed to see it through. To date, ISSP has been a pragmatic and flexible tool that has enabled progress to be achieved on multiple fronts, in the process facilitating engagement with all stakeholders and ownership of outputs and outcomes. Under this risk-averse approach, slow progress on the core reform agenda has been offset to an extent by solid achievement on the many supporting and non-core activities. However, a more focused program based on the core reform agenda is required for the future, with clear steps and commitments from GOJ before proceeding to the next step. This could include milestones that are mutually agreed and initiate a project pause if not achieved. Working with Conditional Precedents (CPs) is not advisable in Jordan's socio-cultural context.³⁷
2. Given that ISSP is not intended as the vehicle to fully implement the reform agenda for Jordan's water sector, by way of an exit strategy, ISSP should undertake a detailed forecast/assessment of the resources required to see the reforms through to practical completion, and recommend modalities for how this can be accomplished.³⁸
3. Political influence has been a significant factor throughout the implementation of ISSP and the project has been reasonably adroit at adapting to this. This is a fact of life in Jordan. By all accounts, USAID has been prepared to use its influence when required to remind the GOJ of its commitment to the reform process. ISSP and USAID will need to continue to find effective ways to exert influence at the political level. Jordanian senior government officials need to be fully informed about the project goals and objectives and the longer-term benefits to Jordan that will be realized from the sector reform process. ISSP (and any successor project) needs strong advocates at the highest level in the GOJ.
4. ISSP should explore the benefits (to both sides) of establishing a stronger working relationship with the GiZ Water Program at the Ministry, including co-financing opportunities, and the synergies that would result
5. ISSP needs to improve its communications with the sector at all levels, to improve the level of understanding of ISSP. Communications can use a variety of media (e.g. regular newsletters in Arabic and English, Web content in Arabic, seminars or workshops open to mid and lower levels of the Ministry).
6. The lack of progress on the critical reform agenda activities of ISSP threatens to derail the reform agenda. USAID can exercise its CP options or try to leverage influence at a higher level in order to move the reform process forward. Or, USAID can reconsider its option to continue ISSP for an additional (e.g. fifth) year, with no commitment beyond that. Possible options include:
 - a. Stop (or pause) ISSP after end of Year 4 pending a firm commitment from GOJ to push through the needed reforms. Continue with an extra year if this commitment is given, with no commitment beyond that.
 - b. USAID gives a long-term commitment to see the reform process through to practical completion. ISSP will need to define the level of commitment and develop a strategy to achieve complete the reform agenda, in other words to stay engaged with GOJ.

³⁷ While USAID has every right to establish CPs, many Jordanian respondents felt CPs to be rather a blunt instrument and that a subtler approach would be more effective (e.g. negotiated in private). This is a matter of cultural sensitivity rather than principle *per se*.

³⁸ Refer footnote 34. Details of the follow on project are not available. However the ISSP or its successor will need to look at the longer term sector reform needs.

ANNEXES

ANNEXE I: SCOPE OF WORK

STATEMENT OF WORK

Performance Evaluation of Access to Mechanization Project

Summary

Name of the Project: (ISSP)	Institutional Support and Strengthening Program
Project Dates:	November 24, 2010 – November 23, 2013
Project Funding:	\$11,270,252
Implementing Partner:	International Resources Group (IRG)

USAID/ Jordan wishes to carry out a final evaluation of the Institutional Support and Strengthening Program (ISSP). The objective of the evaluation is to evaluate the performance of the project and identify the areas and tasks pertaining to Institutional Development and Strengthening that remain to be addressed during the remainder of the ISSP and in potential future projects.

I. BACKGROUND

Although a relatively modern and contemporary country by regional standards, many of Jordan's governmental institutions find it increasingly difficult to keep pace with the essential water and environmental needs of the country. These greater demands, for the most part, have been complex and difficult to anticipate. Jordan's water sector institutions have been obliged to react to events, precluding forecasting and planning to overcome operational challenges. Sound forward planning and clear-cut strategic development and implementation are not being fully achieved. Some broadly defined long-range planning has been announced, yet measurable activity has not been evident. Much of this distraction is due to preoccupation with addressing everyday emergencies and unforeseen predicaments.

The water sector in Jordan touches on many inter-related institutions. Support to these will act synergistically to optimize results. These institutions include, but are not limited to:

- Ministry of Environment (MoE)
- Ministry of Finance (MoF)
- Ministry of Agriculture (MoA)
- Ministry of Water and Irrigation (MWI)
- Aqaba Water Company (AWC)
- Aqaba Special Economic Zone Authority (ASEZA)
- Miyahuna –Amman Water/Wastewater Utility
- Northern Governorates Water Agency (NGWA)
- Water Authority of Jordan (WAJ)
- Jordan Valley Authority (JVA)
- Greater Amman Municipality (GAM)
- Arab Countries Water Utilities Association (ACWUA)

Over the last five years, there has been significant and increasing growth in Jordan's population (growth rate at 2.2% versus 1.4% for the U.S and 1.2% for the world average rates). Jordan has become home for millions of displaced persons from neighboring and regional countries, further straining limited natural resources. Years of donor aid has focused on infrastructure projects, including rehabilitation and construction of new water and wastewater treatment plants, collection and distribution lines and related smaller projects.

At the same time, *the need for institutional support* has grown geometrically at all levels within the sector. Rapid, large-scale expansion of water sector needs and demands exacerbated the already present deficit of qualified and motivated staff. This has grown even more evident as the systems became characterized by management and operational shortcomings. Typical donor institutional assistance, including USAID, has concentrated on the central core management layer of these organizations. The greater need, in light of the GOJ's strategy to decentralize operations, focuses support and strengthening on the existing independent operating entities such as Miyahuna, AWC and Yarmouk (and those yet to be established). Successful transition and sustainable operations cannot be accomplished without significant restructuring and reform adaptable at several core institutional functional units.

Well-founded strategic planning, followed by implementation, is required to meet the rapidly evolving environment in the water sector. The United States Agency for International Development (USAID), in collaboration with water sector stakeholders and donors, intended to craft a broad programmatic approach that is flexible to address rapidly changing scenarios and needs. Assistance provided under this program will address the key institutional weaknesses and needs of the sector. The program will support the Royal Water Committee's (RWC) National Water Strategy (NWS) and MWI Action Plan for Implementation of NSW.

The program was proposed in the USAID Water Resources and Environment (WRE) Office 2008 – 2012 Strategy as one of four major programs that were developed in coordination with the Ministry of Water and Irrigation (MWI) and the Water Authority of Jordan (WAJ) leadership. It is anticipated to assist in reversing the decline of institutional capacity in Jordan's water sector institutions, thereby increasing their resilience and ability to adapt to changing resource availability and to enhance sustainable, consistent and competent management of Jordan's scarce water resources. This program has as its core activity the strengthening and support of Jordan's water sector institutions and other related bodies. The Institutional Strengthening and Support Program (ISSP) will contribute directly to all four Strategic Objective Intermediate Results:

- Improved Environmental Protection
- Optimization of Water Resources
- Strengthened Water Policies and Systems
- Improved Resources Allocation

These objectives will be realized by improving the ability of the Government of Jordan's (GOJ) institutions and the private sector to effectively manage diminishing water resources. These objectives align closely with, and fully support, the RWC National Water Strategy.

The program was intended to provide a very wide-ranging programmatic approach to Jordan's entire water sector. It was intended to be adaptable to meet evolving needs. The program addressed institutional needs and weaknesses to meet stated objectives. The contractor was directed to consult with key water sector institutions (MWI, WAJ, Jordan Valley Authority (JVA), and others) to solicit input on defining needs and areas requiring support and strengthening. The contractor was required to provide technical assistance and advice only, working closely with institutional counterparts of the water sector as advisors to build their capacity to manage effectively.

A key priority activity was the urgent need for a complete water valuation study. A second larger and more encompassing project was to define and implement the steps needed to restructure and strengthen water sector institutions with components including but not limited to:

- Human resource management to retain and incentivize staff
- Financial management, planning and accounting training
- Facility management and operations advisory and training support

The objective of this program was to identify and then implement a range of institutional reforms to address key institutional constraints to more effective and efficient management of the water sector. The aim was to enable Jordan to better manage demands on its water sector.

On November 28, 2010, USAID/Jordan competitively awarded a three-year Cost-Plus-Fixed-Fee term contract for the USAID/Institutional Support and Strengthening Program (ISSP) for a total of US\$ 11,270,252 to International Resources Group (IRG). This task order was designed to provide technical assistance to support implementation, focusing on the following major activities:

Component 1: Institutional Development

- Institutional Assessment to examine institutional arrangements, governance structures and systems, and critical underlying factors that materially affect strategic choices and policy as well as water sector management effectiveness, and recommend a package of restructuring and reforms to address key constraints and issues.
- Water Valuation Study to update water value estimates across industries, with a detailed analysis of agriculture, and conduct analysis of opportunities to optimize water utilization targeting issues related to water productivity in different sectors and within sub-sectors. The ultimate goal is to optimize water allocation and increase value to the nation, economically and socially.

Institutional Reform and Restructuring (IRR)

- Strengthen and consolidate authority for water resources planning and management in MWI through capacity building, legal reforms and institutional restructuring to better meet its obligations as the lead organization in the water sector, responsible for all technical and strategic aspects of management of the water cycle, particularly for water resource management and planning.
- Establish and support the National Water Advisory Council to provide greater transparency, accountability and shared responsibility for water policy.
- Improve water delivery management.
 - ✓ Reorganize WAJ to focus on bulk water source development and supply through institutional restructuring, capacity building, and legal reform, to remove conflicts of interest between bulk water supply and utility oversight, and to improve operational efficiency and simplify government subsidies to the water sector.
 - ✓ Continue the process to more fully corporatize state-owned water utilities.
 - ✓ Establish an Independent Water Utility Regulator to oversee the financial and technical performance of corporatized water utilities.
- Build and Empower Jordan Valley Water Users Associations (WUAs) to cover the entire irrigated area of the Jordan Valley to function as independent irrigation utilities.
- Enact a National Water Law to institutionalize the improved structure of the water sector and resolve gaps and conflicts that exist in the current legislative framework.

Component 2: Institutional Strengthening

- Support MWI to update the national water strategy.
- Provide strategic governance support to Miyahuna.
- Conduct a study to review and assess viable tariff index options to meet revenue needs balanced with socio-economic protections for the poor and disadvantaged consumers of Amman.

USAID/Jordan's Institutional Support and Strengthening Program (ISSP) is supporting the Government of Jordan's efforts to significantly improve management of the entire water sector. A comprehensive package of sector reforms and institutional restructuring is being implemented through ISSP, in close partnership with MWI, WAJ, JVA, Jordan's retail water utilities, and key stakeholders. The program is addressing key institutional and capacity constraints in planning, policy, water supply, groundwater management, regulation, utility management, utility operations, irrigation, and legal reform.

Water is one of the most critical natural resource challenges facing Jordan.

The Kingdom is among the most water-stressed countries in the world with very limited renewable water resources and ever increasing demand. Groundwater is already being used well above sustainable limits and there is decreasing annual rainfall totals. In addition, new water supply options are very expensive. This makes the efficient management of existing water resources essential and effective planning for future needs crucial.

The Institutional Assessment resulted in various recommendations. Progress is being made on all recommendations through cooperation with the counterpart Working Groups, which have been established by the Minister.

ISSP is addressing these needs through an integrated water sector reform program addressing key constraints at every stage of water resources management. Further, this program has been developed and agreed to in close consultation and collaboration with Jordan's water authorities. The Ministry of Water and Irrigation has committed to work with ISSP to carry out the following sector restructuring program through ISSP:

- Strengthen Policy Setting through support to the Newly-Established National Water Policies Council to provide greater transparency, accountability and shared responsibility for water policy.
- Strengthen and Consolidate Authority for Water Resources Planning and Management in MWI to better meet its obligations as the lead organization in the water sector, responsible for technical and strategic management of water resource management and planning.
- Improve Water Delivery Management through the following reform actions:
 1. Reorganize WAJ to Focus on Bulk Water Source Development and Supply to remove conflicts of interest between bulk water supply and utility oversight, and to improve operational efficiency and simplify government subsidies to the water sector.
 2. Continue the Process to More Fully Corporatize State-owned Water Utilities to create needed management, fiscal and operational independence.
 3. Establish an Independent Water Utility Regulator to oversee the financial and technical performance of the corporatized water utilities.
- Build and Empower Jordan Valley Water Users Associations (WUAs) to move toward coverage of the entire irrigated area of the Jordan Valley and to determine whether they can function as independent irrigation utilities, pending further study.
- Enact National Water Legislation to institutionalize the improved structure of the water sector and resolve gaps and conflicts in the current legislative framework.

The Challenges

The main criticism of past USAID projects, and those of most other donors, is that they have been, or are being, undertaken in an environment of 1) a financially weak and poorly organized national

water sector organization and 2) in the absence of a current and comprehensive national water strategy providing goals, objectives, and an action plan on how to plan, develop, and manage the sector and to efficiently operate already existing facilities. The RWC issued a national water strategy with action plans. The focus of this program will be to provide additional institutional strengthening and support to address critical skill and human resource deficiencies in both the private and public sectors.

The institutional structures of the MWI, WAJ, and JVA, remain basically unchanged since their inception in their administration of water resources. Consequently, with existing resources and technical expertise they have been unable to fully address resource issues especially regarding long-term-planning and implementation. This weakness has caused institutional weaknesses and inability to confront the constant barrage of crises and issues which contribute to ineffective and inefficient business management of water and financial resources. The impact of these limitations ripples throughout Jordan with discernible detrimental effects on economic growth and the human condition. There is a need for change to meet the rapidly changing environment and take advantage of technological advances in the increasingly complex water sector in Jordan.

Effecting the much-needed change has been the historical objective of both the donor community and the GOJ at large. Years of donor activity have achieved significant, though narrowly defined, successes. Much more needs to be accomplished if Jordan is to appreciably meet its needs and become a regional model for durable water sector sustainability, and judicious stewardship of this rapidly diminishing resource.

Need and U.S. foreign policy considerations are not, in and of themselves, sufficient for lasting impact. The host country government must have prioritized planning and funding for the water sector, as well as an enabling environment through policy and regulatory reform, reduced and targeted subsidies and appropriate pricing structures, in order to ensure that long-term impact and sustainability are likely. Water and sanitation issues are fundamentally local challenges that require commitment, leadership, investments and action by national, regional and local governments, along with civil society.

Generally speaking, inadequate cooperation and/or unavailability of counterpart staff and limited user acceptance of new reforms were envisioned as main challenges for the implementation of the project.

II. PURPOSE OF THE EVALUATION

The purpose of this external participatory evaluation is to assess the success of the Institutional Support and Strengthening Program (ISSP) in identifying and then implementing range of institutional reforms to address key institutional constraints to more effective and efficient management of the water sector to enable Jordan to better manage demands on its water resources.

The contractor shall review the project's implementation methodology and to the degree possible verify the results achieved in order to:

- Summarize the results achieved by implementing project activities.
- Identify lessons learned and what factors contributed most to success.
- Specifically assess the strengths and weaknesses of:
 - Project management and administration
 - Approaches and methods used, especially in engagement with the Government of Jordan

- Provide recommendations to USAID on how best to improve impact, sustainability, and cost-effectiveness of similar projects with aim of improving future projects approaches and work plans in the water sector.

This information will help assess the impact of investments in improving governance and decision-making in the water sector, and will help inform USAID management and stakeholders about similar future interventions.

III. EVALUATION QUESTIONS

The evaluation must provide detailed answers for the following questions:

1. What have been the results to date of ISSP project? What is the impact of the various tasks and sub-tasks implemented by ISSP? What worked, what did not work and why? Which tasks are fully instituted and which critical tasks require further investment?
2. How have political conditions affected the implementation of project activities?
3. Was the project's strategy appropriate for the achievement of the anticipated tasks? Did the project's management approach enhance or weaken achievement of the anticipated tasks? Did the project's implementation approach enhance or weaken achievement of the anticipated tasks? Define the approaches – from strategy, management and implementation – that enhanced the project and identify the ones that can be replicated in the future. Also identify lessons learned that weakened the program and how these can be alleviated in future programs.
4. Determine the level of satisfaction of the counterpart institutions and the stakeholders with the program. Specify what satisfied them and what did not and why.
5. Are the processes, innovations, institutions, partnerships, and linkages introduced sustainable?

IV. IMPLEMENTATION

A. EVALUATION METHODOLOGY

The Evaluation Team may utilize both qualitative and quantitative methodologies to address evaluation questions. In consultation with USAID, the Evaluation Team shall perform the following tasks:

1. Preparation & Planning:
 - a. Review all relevant information and additional materials that may be necessary to support drafting of the evaluation report. The following documents will be provided to the Evaluation Team:
 - i. National Water Strategy and Action Plan.
 - ii. ISSP Project scope of work and PMP
 - iii. ISSP Project annual reports
 - iv. Others as appropriate
 - b. Meet with USAID and ISSP project staff upon arrival in-country to discuss the work plan and evaluation methodology.
 - c. Update work plan based on kick-off meeting and literature review and present to USAID for approval by close of the 3rd working day after arrival in-country. This should include an updated questionnaire to be addressed during the evaluation.
2. Interviews and Site Visits:
 - a. Conduct interviews with the appropriate staff of USAID/Jordan, Jordanian Government, stakeholders and beneficiaries of the project, including water utilities. USAID will provide initial list of in-country contacts prior to Evaluation Team arrival as well as assist in logistics of setting meetings if and when needed.

- b. Perform field trips as needed to interview project beneficiaries, business associates, and local government representatives.
3. Reporting:
- a. Conduct weekly progress meetings with USAID while in-country to update USAID on evaluation progress and findings, verify and clarify information, and address any logistical issues.
 - b. Present a draft report outline to USAID within 8 working days of arrival in-country.
 - c. Conduct a debriefing presentation to USAID management on evaluation findings, initial conclusions and recommendations within 18 working days of arrival in-country.
 - d. Submit a draft evaluation report detailing the findings from the evaluation, lessons learned and recommendations for future interventions within 20 working days of arrival in-country. The draft report should incorporate comments from the debriefings. USAID will provide written comments on the draft report within 5 working days after receipt of draft report.
 - e. Submit final evaluation report together with supporting materials detailing the findings from the evaluation, lessons learned and concrete recommendations for future interventions within 5 working days of receiving USAID comments on the draft report. The final report must include an executive summary, table of contents, body and appendices, and must not exceed 40 pages (excluding the appendices). All evaluation questions must be answered, recommendations must be stated in an actionable way, with defined responsibility for the action and supported by a specific set of findings. Limitations (on data and in general) must be clearly stated. Copies of the evaluation scope of work, sources of information, and all data collection instruments and results must be included as appendices in the final report.
 - f. Submit the final report to the Development Experience Clearinghouse (DEC) at <http://dec.usaid.gov> within three months from completing the final report and after obtaining final clearance from USAID.

B. PERFORMANCE PERIOD

The evaluation is expected to start first week of July , 2013 ending in August , 2013. A draft final report must be submitted before the Evaluation Team departs post.

USAID anticipates that approximately 35 working days are needed to conduct the evaluation. The Evaluation Team will spend at least 4 weeks in Jordan to complete the necessary analysis and draft reports. The following schedule is envisioned:

- Preparation work and document review: Up to 5 working days, in home country
- Interviews, field work, debriefings, and report writing: Up to 25 working days, in Jordan
- Finalizing evaluation report: Up to 5 working days, in home country

The Evaluation Team needs to make arrangements for a 6-day workweek although the formal working week in Jordan is Sunday through Thursday. The Evaluation Team needs to budget for travel within Jordan as needed, one trip to Aqaba in the total of two days and 5-6 days trips in the various part of Jordan (North, south, middle and Jordan Valley). The Evaluation Team is expected to arrange all logistics needed for the evaluation.

The Evaluation Team shall provide a detailed work plan for conducting the evaluation. This shall include a list of tasks to be completed, the level of effort for each task, and the deliverables upon the completion of each task.

C. TEAM COMPOSITION

USAID envisions that a three-member team is required to conduct the evaluation. The Evaluation Team will be composed of 2 expats and one local with significant knowledge on water sector reform in developing countries.

The Evaluation Team must be qualified and be sufficiently respected so that its recommendations will be authoritative and influential. The Team should have expertise in water reform, decision-making and evaluations, with particular focus on:

- Academic background in business administration, political science, business law, management, water related engineering, or related field.
- Experience in the design and implementation of projects related to institutional development, and institutional strengthening programs, especially in government-related agencies/utilities.
- Experience in conducting monitoring and evaluation of institutional development and institutional strengthening projects in water sector.
- Experience in the Middle East region or similar development environments. Experience with USAID projects is a plus.
- Writing and communication skills with experience in producing team-based reports.
- Experience in water sector or/and water utilities is a plus.

D. MANAGEMENT

The Evaluation Team will report to the Office of Program Management at USAID/Jordan, and will work closely with the Contracting Officer Representative (COR) of the ISSP project. The team can get the help of the ISSP/COR project to determine plans, methods of action and timelines. USAID staff will join the Evaluation Team on some of their meetings with stakeholders and partners.

The Team will provide debriefings to USAID prior to commencing the evaluation, on a regular weekly basis while in Jordan, and prior to the submittal of the draft report.

The Evaluation will be implemented in Jordan. Travel throughout Jordan may be required.

VI. PERFORMANCE MONITORING PLAN

The contractor's performance shall be evaluated based on the completion of specific tasks as outlined in the Task Order, adherence to the work plan, and reports submitted to the Task Order Contracting Officer's Representative (TOCOR).

VII. BRANDING STRATEGY

The Contractor is required to submit a Branding and Marking Strategy for each part of this this RFTOP. This Branding and Marking Strategy shall be an annex to the Cost Proposal.

VIII. GENDER CONSIDERATION

It is essential that the contractor be cognizant and considerate to gender specific issues, priorities and norms.

ANNEXE 2: EVALUATION DESIGN MATRIX

Sub-Questions	Data Collection Method(s)	Data Source(s)	Sampling or Selection Criteria	Data Analysis Method(s)
Impact and Effectiveness				
SOW Question 1 – What have been the results to date of ISSP project? What is the impact of the various tasks and sub-tasks implemented by ISSP? What worked, what did not work and why? Which tasks are fully instituted and which critical tasks require further investment?				
1a. What are the key achievements against the project's overall objectives?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence & Stakeholder Judgment	Qualitative and Quantitative
1b. Is the project on target to achieve is overall objective?	Interviews Document Analysis	Implementer, Project reports	Documented evidence	Quantitative
1c. Are there any unexpected results, positive or negative?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence	Qualitative and Quantitative
1d. What is the level of Government support for ISSP?	Interviews Document Analysis	Implementer, Government Officials	Judgment	Qualitative
1e. Is there evidence of ISSP concepts and practices being adopted into national strategies?	Interviews Document Analysis National Strategy.	Stakeholders, Implementer, Government Officials	Documented evidence, judgment	Quantitative
1f. Is there evidence of measurable improvement in beneficiary institution performance resulting from ISSP?	Interviews Document Analysis	Implementer, Institution Management Government Officials	Documented evidence (Institution Performance Data), Inspections & judgment	Qualitative and Quantitative
1g. What is the level of synergy between ISSP and other (current or planned) Donor programs?	Interviews Document Analysis (including Donor Reports)	Stakeholders, Implementer, Government Officials	Judgment	Qualitative (content and triangulation)
Political Influences				
SOW Question 2 – How have political conditions affected the implementation of project activities?				
2a. Was the political context sufficiently taken into account?	Interviews	Stakeholders, Implementer, Government Officials	Judgment	Qualitative
2b. Have political uncertainties affected the implementation of project activities? How?	Interviews	Stakeholders, Implementer, Government Officials	Judgment	Qualitative

Sub-Questions	Data Collection Method(s)	Data Source(s)	Sampling or Selection Criteria	Data Analysis Method(s)
2c. Are political factors & influences likely to have a long term impact on the sector? What are the implications of this?	Interviews	Stakeholders, Implementer, Government Officials	Judgment	Qualitative
Project Design & Management				
SOW Question 3 – Was the project’s strategy appropriate for the achievement of the anticipated tasks? Did the project’s management approach enhance or weaken achievement of the anticipated tasks? Did the project’s implementation approach enhance or weaken achievement of the anticipated tasks? Define the approaches – from strategy, management and implementation – that enhanced the project and identify the ones that can be replicated in the future. Also identify lessons learned that weakened the program and how these can be alleviated in future programs.				
3a. Was the overall project design realistic (timeline, funds, human resources, targets) to achieve the expected outcomes and impact?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative and Quantitative
3b. Have Project risks and assumptions been taken into account in the Project design and implementation?	Interviews Document Analysis	Implementer, Project reports	Documented evidence, judgment	Qualitative
3c. Was the country context sufficiently taken into account?	Interviews Document Analysis	Implementer, government officials. Project reports	Judgment	Qualitative
3d. Has the project demonstrated sufficient flexibility to adjust to changing circumstances and conditions?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative
3e. Is the Project monitoring and reporting effective in identifying project successes and areas of weakness?	Interviews Document Analysis	Implementer, Project monitoring reports	Documented evidence,	Qualitative and Quantitative
3f. What were/are the main reasons for project success (if any) and can they be replicated?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative
3g. What were/are the main challenges or obstacles in terms of achieving project outcomes, and how have they been addressed?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative
Level of Satisfaction?				
SOW Question 4 – Determine the level of satisfaction of the counterpart institutions and the stakeholders with the program. Specify what satisfied them and what did not and why.				

Sub-Questions	Data Collection Method(s)	Data Source(s)	Sampling or Selection Criteria	Data Analysis Method(s)
4a. What is the level of stakeholder satisfaction resulting from ISSP activities?	Interviews Focus Group Discussions	Stakeholders, Government Officials	Survey Judgment	Qualitative (Triangulation)
4b. What evidence is there of beneficiary satisfaction resulting from ISSP activities?	Interviews Focus Group Discussions	Beneficiaries	Survey Judgment	Qualitative (Triangulation)
Sustainability?				
SOW Question 5 – Are the processes, innovations, institutions, partnerships, and linkages introduced sustainable?				
5a. What is the level of ownership of the project outputs/ outcomes achieved (for different stakeholders)?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative
5b. To what extent did the project provide capacity building/transfer of knowledge and practices to beneficiaries and has this achieved the desired outcomes?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative and Quantitative
5c. Do stakeholders have the technical skills and administrative capacity to maintain and operate/ administer the assets or project activities once external assistance ends?	Interviews Document Analysis	Implementer, government officials. Project reports	Documented evidence, judgment	Qualitative
Cross Cutting Issues				
6a. To what extent has the project taken account of gender equity?	Interviews Document Analysis Disaggregated Data	Implementer, Stakeholders, Beneficiaries. Project reports	Documented evidence, judgment	Qualitative and Quantitative
6b. To what extent has the project taken account of other cross-cutting areas of 'communication and outreach', and 'monitoring and evaluation'?	Interviews Document Analysis Disaggregated Data	Implementer, Stakeholders, Beneficiaries. Project reports	Documented evidence, judgment	Qualitative and Quantitative

ANNEX 3: LIST OF PERSONS INTERVIEWED

Final List of Respondents (MWI, PMU, WAJ, JVA and utilities)

Meeting #	Name	Entity	Position	Date
1	Eng. Iyad Dahayat	PMU	PMU director	21 Oct.
2	Eng. Ali Subuh	MWI	Assistant Secretary General (ASG)	21 Oct.
3	Eng. Ibrahim Obada	WAJ	ISSP Coordinator	22 Oct.
4	Eng. Susan Kilani	MWI	Minister Office - Advisor	23 Oct.
5	Eng. Tawfiq Habashneh Dr. Imad Momany Eng. Ibrahim Obada	WAJ	Secretary General (SG) ASG ISSP Coordinator	23 Oct
6	Ziad Haddadin	WAJ	Asset Affairs Director	23 Oct.
7	Mr. Majed Qteshat	MWI	Minister Office - Advisor	23 Oct.
8	Dr. Imad Momany	WAJ	ASG Administrative Affairs	23 Oct.
9	Mr. Mr. Mahmmoud Shloul	WAJ	ICTU Director	23 Oct.
10	Eng. Basem Telfah	MWI	Secretary General	24 Oct.
	USAID/ Embassy			24 Oct.
11	Dr. Khalil Alabsi Eng. Qais Owais	JVA JVA	Planning and Regional Water Director Assistant Secretary General	27 Oct.
12	Mrs. Janseat Houboush	MWI	Legal Advisor	27 Oct.
13	Mr. Mohammad Abu Gabesh Mr. Tareq Soliman	MWI MWI	Administrative Affairs – Director Human Resources - Head	27 Oct.
14	FGD	WUA	Directors and technical staff of WUAs	28 Oct.
15	Eng. Malek Rawashdeh	WAJ	ASG Technical Affairs	29 Oct.
16	Eng. Munir Oweis	Miyahuna	Chief Executive Officer	29 Oct.
17	Mr. Nasr Bataineh and his team	Miyahuna	IT director	29 Oct.
18	ISSB team	IRG		31 Oct.
19	Eng. Ibrahim Obada	WAJ	ISSP Coordinator	3 Nov.
20	Dr. Khair Hadidi	WAJ	ASG Water Production and Transfer	3 Nov.
21	Mr. Yazeed Tarawneh	WAJ	Water Basin Director	5 Nov.
22	Mudar Abady	WAJ	Section Head at Water Basin Directorate	5 Nov.
23	Eng. Sameer Sukkar	WAJ	Water Shed Protection Directorate	5 Nov.
24	FGD	WAJ	WAJ operators (five trainees)	5 Nov.

25	Eng. Saed Abu Hammour Dr. Khalil Alabsi Eng. Qais Owais Eng. Ibrahim Obada	JVA WAJ	SG JVA Planning and Regional Water Director Assistant Secretary General ISSP Coordinator	5 Nov.
26	Dr. Emad Karablieh	Jordan University	Author of the Water Valuation Study	5 Nov.
27	Mr. Daniel Busche	GIZ	Water Program Coordinator	7 Nov.
28	Eng. Ibrahim Obada	WAJ	ISSP Coordinator	10 Nov.
29	Eng. Naeem Saleh	Aqaba Water Company	Acting COO	10 Nov.

ANNEX 4: FOCUS GROUP DISCUSSIONS (SUMMARY RESULTS)

FOCUS GROUP DISCUSSIONS - TRAINEES

Q1. WHAT TRAINING HAVE YOU RECEIVED SPECIFIC TO ISSP? Maybe homogenous group (identical training) or mixed group. Who provided training? Duration of training?

Q2. (SITUATION BEFORE) DID YOU HAVE OPPORTUNITIES FOR TRAINING BEFORE? Who provided/funded this? Duration?

Q3. WAS TRAINING RECEIVED (UNDER ISSP) RELEVANT TO YOUR NEEDS? This may be obvious so may leave out

Q4. RATE HOW EFFECTIVE/USEFUL WAS THE TRAINING RECEIVED?:

1. *Highly Satisfactory*
2. *Satisfactory*
3. *Less Than Satisfactory*
4. *Highly unsatisfactory*

Q5. WHAT WAS GOOD/DISAPPOINTING ABOUT THE TRAINING?? Based on the rating given, get details

Q6. HAVE YOU BEEN ABLE TO PUT INTO PRACTICE SOME ASPECTS OF THE TRAINING RECEIVED? Tangible evidence of improved performance due to training?

Q7. HOW COULD TRAINING BE IMPROVED NEXT TIME?

Q8. ANY OTHER FEEDBACK? Explore maybe there are other issues (not training) where their needs are not being met eg lack equipment, transport/funding etc

FGD with WAJ Trainees – Plant Operators 5/11/2013 11.00AM

Present: 5 Operators (male):

Mr. Hashem Ali, foreman and operator of groundwater wells at Al-Koridor and Hallabat

Mr. Imad Ab-Dail, foreman and operator of Azraq station

Mr. Dhifallah Faleh Alkhalf, foreman and operator of groundwater wells at Al-Koridor and Hallabat

Mr. Mohammed Husni Alali, elector-technician at Azraq station

Mr. Radi Al Sahoury, foreman of groundwater wells at Al-Koridor

Q1: “Water Distribution Operator Level 1 & 2” completed and passed. They hope to do Level 3 next but numbers may be limited. There were 30 trainees. L3 will take 15. They are afraid that selection for L3 training will not be transparent. L1 & L2 training was basic, mostly they already knew this information was not new. They expect L3 to be more advanced and useful. L1 (39 hrs training); L2 (53 hrs training).

Q2: For all except one, this is the first time they have had the chance to do proper training (in over 20 yrs of working). Usually training opportunities are given to others, due to connections (the ‘Jordanian way’). This process was fair and transparent in selection of trainees.

Q3: Yes. Training was theoretical and practical.

Q4: SCORE

Score Ratings

4	3	2	1	
		√		Training Content
	√			Venue
			√	Duration
		√		Trainer
			√	ISSP QA/organisation
√				Exam

When asked for overall satisfaction level, they scored it 2 (satisfactory)

Q5:

- Some mistakes in the exam paper
- Content: translation into Arabic not good (it was not a technical translation) and had many mistakes
- Venue: hotel was in busy location, noisy/traffic
- Trainer: good in some aspects (his area of expertise) but weak in other areas (civil, structural). More than one trainer needed to cover all the specialist areas.

Q6: Yes. Training received has led to some improvements eg in the area of safety. One person (electrical tech) said he is better understands civil aspects. However they feel L3 training will be much more useful for them.

Q7:

- Improved translation
- use of more than one trainer (so they have expertise in all the discipline areas)
- Exam should be online to avoid any influence (transparency)

Q8: no other comments.

WUAs "focus group discussion" on Monday, October 28, 2013

Q1. What are your main functions (as WUAs)? List the functions

Answer:

Name	Position/function
Walid Al Faqeer	Head of WUA 55 & Farmer
Zaki Rababaa	Head of WUA 41 & Farmer
Eng. Ali Al Omari	Association Unit Director of WUA / JVA (coordinator between JVA and WUAs)
Eng. Anwar Al Edwan	Head of the Department of WUAs Follow Up / JVA
Eng. Soliman Abu Elfawares	Water responsible WUA 55 & 50
Saleh Al Adi	WUA 55 board member and Farmer
Wasfi Abdel Kareem	Maintenance technician WUA 55 and 50

Q2. Do you experience any difficulties / challenges in carrying out your function/tasks?

Answers:

Walid Al Faqeer: There is no law or even by-law that protect or give the WUSs their rights in social security and medical insurance.. In addition, not all farmers within the area of an association are member in the association, though they are receiving the services as other members. Moreover, JVA gives no incentives to those associations that their performance indicators (PI) show that their work is efficient.

Eng. Ali Al Omari: As WAJ employee, my work is to follow up the WUAs and monitor their performance. I have just 7 employees in my unit that is coordinating all activities between JVA and WUS. Accordingly, we are confronting with some logistic problems. One of the main difficulties I am confronting within my task is the unclearness of the key performance indicators (KPIs). In addition, and as mention before, there is no by-law designated for the WUAs.

Wasfi Abdel Kareem: Most important difficulty in my work is the lack of medical insurance. In addition, my territory is large and I am using my own car to carry out my work, however, the salary is very low. Moreover, I have no assistant to carry out the maintenance tasks. In the time when I am sick, nobody can do the work and the farmers should execute the work themselves or wait until I am back.

Saleh Al Adi: WUA administration is responsible for solving all farmers problems, regardless if they are members or not. This is posing huge burden on the associations (WUAs). The money allocated to the WUAs within the framework of the contract between JVA and WUA is our great challenge. From this money, we pay salaries, association registration, and many other expenditures.

Eng. Soliman Abu Elfawares: What we urgently need is a law. Like any other institutions in Jordan, we need to be included in the Labor law. One important challenge or difficulty in our work is the money allocated for each WUA. JVA distributes the money based on the are served by the WUA. This is totally unfair because in many WUA, the farmers use water for irrigation in few months of the year, while in other WUAs, the farmers are using water all over the year. Therefore, we need JVA to revise their money allocation to be based on are and the irrigation months.

Zaki Rababaa: In addition to what has been mentioned before, we are confronting with spare parts problems. In most cases, spare parts for the uptake structure are not available.

Q3. What assistance have you received from ISSP? From other aorganization?

Answer

We have participated in some meetings, where ISSP collected data and information. In these meetings, ISSP sat with the farmers and WUAs representatives without the presence of JVA employees. Some of us (just WUAs directors) have participated in a workshop that was carried out in Amman. In the workshop, the collected data were presented.

Nevertheless, we all believe that JVA has benefited a lot from ISSP but not WUAs.

However, GIZ is the most organization that has intensively worked with the WUAs and farmers. Most of the available infrastructures are because of the GIZ assistance. In addition, GIZ conducted several training programs for the farmers in different topics.

Q4. Has the ISSP assistance been useful? Have you been able to put it into practice?

Answer:

There was no assistance to talk about...

Q5. Are you satisfied with ISSP level of assistance received to date? Rate the level of satisfaction. Why?

Answer:

WUAs are highly unsatisfied

JVA employees, we are highly satisfied, as the project might lead to better management and planning for the next period. In addition, the project has evaluated the last 10 years projects in the Jordan valley.

For questions 6 and 7, the focus group was split into two groups (WUAs and JVA) to discuss and respond to the questions. The results are as follows:

Group A (WUAs)

Q6. How could ISSP support be improved in future? List?

Answer:

- Enacting a special law or by-law that tackles the different activities of WUAs within a legal framework in order to protect and safeguard the associations as well as to develop the work and ensure the continuation of the services provided by the WUAs.
- Providing technical and logistical support for the WUAs squad and exposure to other experiences in other countries that have successful stories of WUAs.
- Conducting training programs to the WUAs squads like maintenance, language, and computer courses.
- Providing technical assistance like motorcycles, as they have proven to be more efficient than small cars.
- Providing buildings (small one) to those WUAs that have no.

- Providing maintenance to all WUAs buildings.

Q7. What are your priority needs now?

Answer:

- Providing proper financial support, so that WUAs are able to accomplish their tasks and activities in acceptable manner.
- Providing financial support to cover the registration and licensing fees as well as to enable the WUAs to pay for the social security and medical insurance for the WUAs squads. In this care WUAs worker would feel more secure in their jobs.
- Enabling the WUAs to practice more responsibilities like operation, fees collection, and issuance of irrigation orders.

Group B (JVA)

Q6. How could ISSP support be improved in future? List?

Answer:

- Planning of future policies regarding the WUAs
- Expanding the WUAs responsibilities horizontally as well as vertically, so that tasks from JVA should be transferred to WUAs.
- Designing a criteria to evaluate the performance of WUAs
- Connecting the WUAs within an internet homepage to facilitate the communication among each other and the exposure to the outer world.

Q7. What are your priority needs now?

Answer:

- Building the capacity of the WUAs squad as well as the JVA employees who are working in the WUAs.
- Enacting a WUAs by-law as soon as possible.
- Conducting training courses, workshops and exchange visits (inside Jordan as well as outside Jordan).
- Improving the work of the WUAs directorate (Unit) at the JVA.
- Providing technical assistance and technical infrastructure to the WUAs directorate (Unit) as it is the main source of information to all WUAs (databank).
- Providing the WUAs directorate (Unit) with transportation vehicle to enable them to follow up the work even after the official working hours.

ANNEX 5: SURVEY FORMS AND RESULTS

Mid-Term Project Evaluation of ISSP, Jordan

ISSP Performance Score Sheet

Date:
Name (or Anonymous if preferred):
Position of Person Undertaking Assessment:
<input type="checkbox"/> SG/ASG <input type="checkbox"/> Director <input type="checkbox"/> Department head <input type="checkbox"/> Engineer/employee <input type="checkbox"/> Other

Please score the activities accomplished according to the following score rating scale

Score Rating Scale

A	Highly satisfactory
B	Satisfactory
C	Less than satisfactory
D	Highly unsatisfactory
U	Unable to Rate/not relevant

I. Assessment of ISSP activities

Major Achievement	Score	Justification or Comment
Creation of National Water Policy Advisory Council		
Existing Conditions Survey of WUAs in the Jordan Valley		
Institutional, Operational and Financial Assessment of the Jordan Valley Authority (ongoing)		
Water valuation study		
Training courses in: GIS, regulation, technical regulation, and utility operation		
Workshops and Working Sessions covering institutional reform, regulation, legal reform, water valuation, tariff index, considerations, groundwater management/monitoring (ongoing)		
Working Group meetings to develop, discuss and agree on ISSP implementation plans, policy papers and technical approaches for		

Major Achievement	Score	Justification or Comment
implementation		

2. Summary Assessment of ISSP

Question	Score
Rate the overall effectiveness of the ISSP project	
How satisfied are you with the ISSP Project	

PLEASE GO TO NEXT PAGE

Question

What have been the main achievements or successes to date of the ISSP Project?

1.

2.

3.

Has the ISSP Project achieved the expected results (Yes/No)? If not why not?

How could ISSP be improved?

Please return to the ISSP Evaluation Team, or call 079 560 2866

JVA Survey Results	
Achievement	Score
Creation of National Water Policy Advisory Council	3.8
Existing Conditions Survey of WUAs in Jordan Valley	3.4
Institutional, Operational and Financial Assessment of JVA (ongoing)	3
Water Valuation Study	3.2
Training Courses	3.6
Workshops	3.8
Working Groups	4

Mid-Term Project Evaluation of ISSP, Jordan

ISSP Performance Score Sheet

Date:
Name (or Anonymous if preferred):
Position of Person Undertaking Assessment: <input type="checkbox"/> SG/ASG <input type="checkbox"/> Director <input type="checkbox"/> Department head <input type="checkbox"/> Engineer/employee <input type="checkbox"/> Other

Please score the activities accomplished according to the following score rating scale

Score Rating Scale

A	Highly satisfactory
B	Satisfactory
C	Less than satisfactory
D	Highly unsatisfactory
U	Unable to Rate/not relevant

I. Assessment of ISSP activities

Major Achievement	Score	Justification
Creation of National Water Policy Advisory Council		
Regulatory Framework		
Rules of Procedure		
Senior Regulatory Advisor technical assistance		
Water valuation study		
Regulatory capacity building: principles of effective regulation, technical regulation, economic regulation, quality of service (ongoing)		
Workshops and Working Sessions covering institutional reform, regulation, legal reform, water valuation, tariff index, considerations, groundwater management/monitoring (ongoing)		
Working Group meetings to develop, discuss and agree on ISSP implementation plans,		

Major Achievement	Score	Justification
policy papers and technical approaches for implementation		

2. Summary Assessment of ISSP

Question	Score
Rate the overall effectiveness of the ISSP project	
How satisfied are you with the ISSP Project	

PLEASE GO TO NEXT PAGE

Question
<i>What have been the main achievements or successes to date of the ISSP Project?</i> 1. 2. 3.
<i>Has the ISSP Project achieved the expected results (Yes/No)? If not why not?</i>
<i>How could ISSP be improved?</i>

Please return to the ISSP Evaluation Team, or call 079 560 2866

PMU Survey Results	
Achievement	Score
Creation of National Water Policy Advisory Council	3.3
Regulatory Framework	3.3
Rules of Procedure	3
Senior Regulatory Advisor Technical Assistant	3
Water Evaluation Study	2.7
Regulatory Capacity Building	2.7
Workshops	3.3
Working Groups	3.3

Mid-Term Project Evaluation of ISSP, Jordan

ISSP Performance Score Sheet

Organization: Date:
Name (or Anonymous if preferred): Position of Person Undertaking Assessment: <input type="checkbox"/> SG/ASG <input type="checkbox"/> Director <input type="checkbox"/> Department head <input type="checkbox"/> Engineer/employee <input type="checkbox"/> Other

Please score the activities accomplished according to the following score rating scale

Score Rating Scale

A	Highly satisfactory
B	Satisfactory
C	Less than satisfactory
D	Highly unsatisfactory
U	Unable to Rate/not relevant

I. Assessment of ISSP activities

Major Achievement	Score	Justification
Creation of National Water Policy Advisory Council		
5-Year Business Plan		
Rotating Assets CMMS Systems installed and operational for Zai, Zara Main and Ain Ghazal (MYHN)		
Tariff Index and Bulk Water Pricing Study		
Training courses in: GIS, regulation, technical regulation, utility operation, business and project management (MYHN)		
Workshops and Working Sessions covering institutional reform, regulation, legal reform, water valuation, tariff index, considerations, groundwater management/monitoring (ongoing)		
Working Group meetings to develop, discuss and agree on ISSP implementation plans,		

Major Achievement	Score	Justification
policy papers and technical approaches for implementation		

2. Summary Assessment of ISSP

Question	Score
Rate the overall effectiveness of the ISSP project	
How satisfied are you with the ISSP Project	

PLEASE GO TO NEXT PAGE

Question

What have been the main achievements or successes to date of the ISSP Project?

- 1.
- 2.
- 3.

Has the ISSP Project achieved the expected results (Yes/No)? If not why not?

How could ISSP be improved?

Please return to the ISSP Evaluation Team, or call 079 560 2866

Utility Survey Results	
Achievement	Score
Creation of National Water Policy Advisory Council	
5-years Business Plan	3.5
Rotation Assets CMMS Systems for Zai, Zara Main and Ain Ghazal	2.3
Tarif Index and Bulk Water Pricing Study	
Training Courses	3.4
Workshops	3
Working Groups	3.2

Mid-Term Project Evaluation of ISSP, Jordan

ISSP Performance Score Sheet

Date:
Name (or Anonymous if preferred):
Position of Person Undertaking Assessment:
<input type="checkbox"/> SG/ASG <input type="checkbox"/> Director <input type="checkbox"/> Department head <input type="checkbox"/> Engineer/employee <input type="checkbox"/> Other

Please score the activities accomplished according to the following score rating scale

Score Rating Scale

A	Highly satisfactory
B	Satisfactory
C	Less than satisfactory
D	Highly unsatisfactory
U	Unable to Rate/not relevant

I. Assessment of ISSP activities

Achievement	Score	Justification
Creation of National Water Policy Advisory Council		
Bulk Water Supply Policy Paper and Implementation Plan		
Bulk Water Supply Capacity Building Plan		
Water valuation study		
Certified Utility Operator Training (ongoing)		
Training courses in: GIS, regulation, technical regulation, utility operation, business and project management (MYHN)		
Workshops and Working Sessions covering institutional reform, regulation, legal reform, water valuation, tariff index, considerations, groundwater management/monitoring (ongoing)		

Achievement	Score	Justification
Working Group meetings to develop, discuss and agree on ISSP implementation plans, policy papers and technical approaches for implementation		

2. Summary Assessment of ISSP

Question	Score
Rate the overall effectiveness of the ISSP project	
How satisfied are you with the ISSP Project	

PLEASE GO TO NEXT PAGE

Question

What have been the main achievements or successes to date of the ISSP Project?

1.

2.

3.

Has the ISSP Project achieved the expected results (Yes/No)? If not why not?

How could ISSP be improved?

Please return to the ISSP Evaluation Team, or call 079 560 2866

WAJ Survey Results	
Achievement	Score
Creation of National Water Policy Advisory Council	3.3
Bulck Water Supply Policy Paper and Implementation Plan	2.8
Bulck Water Supply Policy Building Plan	3
Water Valuation Study	3
Cerified Utility Operator Training (ongoing)	3.3
Training Courses	3.6
Workshops	3.4
Working Group Meetings	3.4

ANNEX 6: LIST OF DOCUMENTS REVIEWED

List of Documents Reviewed

ISSP YEAR 3 WORK PLAN, JANUARY 1, 2013 – NOVEMBER 23, 2013

ISSP YEAR 2 ANNUAL REPORT, JANUARY 1, 2012 – DECEMBER 31, 2012

ISSP INSTITUTIONAL ASSESSMENT REPORT, October 2011

ISSP INSTITUTIONAL ASSESSMENT REPORT ANNEXES VOLUME, October 2011

ISSP PERFORMANCE MONITORING PLAN, YEAR 2 (OCTOBER 2011 – OCTOBER 2012)

ISSP Water Valuation Study – Disaggregated Economic Value of Water in Industry and Irrigated Agriculture in Jordan, May 2012

ISSP Economic Impact of Groundwater Drawdown in Jordan, January 2012

ISSP Interim Tariff Factor Analysis Report, July 2013

ISSP Quarterly Report No 10, April – June 2013

ISSP Quarterly Report No 9, January– March 2013

ISSP Newsletters (Nos 14, 15 & 16)

Water For Life: Jordan's Water Strategy, 2008 - 2022

Miyahuna Business Plan (2013 – 2017)

Final Evaluation of the project: The Programme Management Unit (PMU) of the Greater Amman Water Sector Improvement Programme. Project No. 2012/284938. HTSPE Limited & S.A. Sopex N.V. October 2012.