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FROM - AMMAN

SUBJECT - Non-Capital Project Paper (PROP)- Vegetable Research and Production

REFERENCE -

NON-CAPITAL PROJECT PAPER (PROP)

Country: Jordan Project No.: 278-11-110-140

Submission Date: 11/27/1968 Original: X Revision No.: ____

Project Title: Vegetable Research and Production

U.S. Obligation Span: FY 1970 through FY 1974

Physical Implementation Span: FY 1970 through FY 1974

Gross life-of-project financial requirements:

U.S. Dollars	529,000
U.S.-owned local currency	-0-
Cooperating country cash contribution (in $ equivalent)	465,000
Other donor	-0-
Total:	994,000

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DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
CRHorton:kw	Agriculture		11/27/68	DIR: John Funari

AID AND OTHER CLEARANCES

PRC:JLCrane
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I. SUMMARY

The GOJ has requested U.S. technical assistance for a new project designed to double the income derived from growing vegetables on irrigated lands in Jordan, and to greatly increase the yields of vegetables grown on unirrigated land. Coupled with this request is one to recycle the vegetable production operations to allow Jordan to have quality vegetables to supply to the export markets of adjacent Arab States and selected European countries, especially during those "off-seasons" when most vegetables are scarce and so command premium prices.

Project targets include establishment of competent directorates and departments in the GOJ ministries; training key personnel as participants to enable them to more adequately carry out their duties; increase acre yields of the most important vegetables; produce the varieties of vegetables, especially tomatoes needed for processing thus insuring a constant supply of quality fruit; develop suitable quality standards for export markets as well as assist in developing grading and packing procedures; make economic studies on the vegetable enterprise to enable planners to arrive at sound decisions regarding production and export; and to develop a vegetable production enterprise capable of a 10% increase in value of product per year over the next ten years minimum. Progress towards these goals is to be measured against baseline studies to be made shortly after inauguration of this project by the Agricultural Economic Directorate of the Ministry of Agriculture.

While this project is dependent upon the use of the irrigated land in the Jordan Valley to reach its goals at the soonest possible point in time, the temporary inability to farm in the Valley does not lessen the need for this project. We assume the Valley will be in full production again. Furthermore, the project is needed for the ongoing vegetable enterprise on the highlands and their valleys. Moreover, additional land is being brought under irrigation in the desert area by the National Resources Authority and vegetables of high value will need to be grown on this relatively costly land and irrigation water.

Achievement of the project objectives of 10% per year would have a significant effect on Jordan's balance of trade. Production income would be increased by approximately JD 7,500,000 (equivalent to $21,000,000) with roughly $15,000,000 going into yearly exports. It is anticipated that a sizeable but undeterminable import substitution would be effected.

Initial emphasis is to be placed upon inputs such as seed, fertilizer, plant protection, planting, harvesting and other management practices, and also including development of standards, grading and packing for selected export markets. While there is need for expanded research in vegetable production, there already exists a large reservoir of known technology that can be quickly disseminated to local farmers.

In view of the importance of vegetables to agricultural income and exports and the sizeable gains that can be achieved, vegetable crops appear to provide one of the best opportunities for increasing food production and income in Jordan in the shortest time interval.

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TABLE I

NON-CAPITAL PROJECT FUNDING (OBLIGATIONS IN $ 000)

PROP Date: November 27, 1968
Original: X
Project No.: 372-11-110-140
Project Title: Vegetable
Research & Production

Fiscal Years	AP	Total	Personal Services AID	Personal Services FAPA	Personal Services CONT	Participants U.S. Agencies	Participants CONT	Commodities DIR	Commodities U.S.	Other Costs
Prior through Actual FY										
Oper. FY 1970		148	30.0 a/		50.0 b/	38.0			30.0	
Budget FY 71		124	30.0		50.0	14.0			30.0	
B+1 FY 72		100	60.0		20.0	14.0			15.0	
B+2 FY 73		94	60.0		20.0	14.0			0	
B.3 FY 74		54	0		40.0	14.0			0	
		529	180.0		180.0	94.0			75.0	

a/ Full time
b/ TDY consultants

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TABLE II

Fiscal Years	AID-Controlled Local Currency U.S.-Owned	AID-Controlled Local Currency Country Owned	Other Cash Contributions Cooperating Country (000 of $ Equiv.)a/
Prior through Actual FY			
Oper. FY 70			75
Budget FY 71			80
B+1 FY 72			90
B+2 FY 73			100
B+3 FY 74			120
Total life			465

a/ These are estimates of costs for salaries, day laborers, operational equipment and supplies, fuels, oils and greases, and other operational expenses. Experiment stations, office space, laboratory facilities, and vehicles are also GOJ responsibilities.

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II. Setting

Vegetables are a leading agricultural crop in Jordan in terms of agricultural income and export value with almost all exports going to nearby Arab countries. Melons are included with vegetables in this project since they are produced by vegetable growers and their culture is similar to that of other vegetables such as cucumbers, squashes and other vines. This term, vegetables, is the collective term used to include all of the many varieties of vegetables and melons, but tomatoes are perhaps the most important vegetable grown, both for local consumption and export.

GROSS AGRICULTURAL INCOME a/

COMMODITY	VALUE JD	%
1. Livestock and poultry	10,550,000	31.2
2. Cereals	8,380,000	24.7
3. Vegetable	7,770,000	22.8
4. Fruits, grapes and olives	7,030,000	20.8
5. Forestry	140,000	0.5
Total:	33,870,000	100.0

LEADING EXPORTS b/

COMMODITY	VALUE JD	%
Vegetables	2,678,000	34.1
Phosphates	2,641,000 c/	33.7
Fruits, grapes and olives	478,000	6.1
Cigarettes	443,000	5.7
All Others	1,602,000	20.4
Total:	7,842,000	100.0

a/ Three year average, 1964-66, The National Accounts, 1959-66, p.27
b/ Three year average, 1964-66
c/ Current value likely to be much higher

To increase the amount of land available for vegetable production, irrigation development has begun on the East Bank using ground water from wells drilled. Increased planting of vegetables has also been observed on the East Bank in those areas receiving more than 300 mm of rainfall per year, where vegetables are rotated with wheat, increased importance is now given to the river valleys flowing into the Jordan Valley where stream flow is diverted and used on fields of vegetables. These valleys, being somewhat lower than the plains of the East Bank, enjoy the benefit of milder temperatures and are able to produce vegetables most of the winters, except when occasional frosts hit.

Varieties of vegetables grown are mostly those which are liked by the Jordanians and which have been found feasible to ship via trucks to the adjacent Arab countries. Little attempt has been made to fully exploit this export market, but there is an increasing feeling among governmental officials that more effort must be expended to grow vegetables for the export market even though this may entail new varieties not wholly acceptable to the local market as well as new methods of production and timing of cultural operations.

Research on vegetable varieties and production methods have been underway by the Agricultural Research Directorate for the past sixteen years, most of it being centered at Wadi Far'a, now under Israeli occupation. USAID/J cooperated in this research effort in the early days by providing a Research Advisor and seed of many vegetable varieities. While most of the original data remained at the experiment station in 1967, some of the prior results had been published and so are now available for an expanded production program. Additional research has been carried out in experiment stations on the East Bank and these stations are to be centers of improved seed and practices for this project. A vegetable seed production feasibility study is under consideration which might lead to additional efforts on producing quality seed both for Jordan and for export.

In general, average yields of all vegetables have been low. National averages are much below those of other countries. This is due largely to varieties, use of minimal amounts of fertilizer, improper preparation of land for irrigation, improper use of irrigation water, prevalence of nematodes on much irrigated land in the Jordan Valley and other cultural factors and the inclusion of yields of the dry-farmed vegetables grown with only the precipitation which falls during the winter season. Agricultural Research Directorate personnel are convinced that they have information which could lead to an increase in overall yields and this information will be made available to the Extension Service for dissemination to the farmers. Some of the more progressive farmers in the Jordan Valley are producing vegetables with yields as much as five times greater than the national averages, and it is planned to use these farmers as key growers in the new production system under this project.

In cooperation with the UNDP team of consultants, a Marketing Center was established and a large number of individual studies were completed prior to the 1967 June war. While some basic data has been accumulated and published, some additional work will have to be done on establishing standards of quality for each

of the varieties produced, as well as more work on containers for shipment to export markets and equipment for grading, sorting and preparing the fresh vegetables for shipment. Preliminary studies have been made on the possibilities of increasing exports to the Arab States and selected European markets. These studies have indicated a rather large market during some seasons for Jordanian vegetables, but additional in-depth studies are needed to ascertain the extent of this market and the relationship of Jordan's produce to that of its exporting neighbors. These studies did show that transport by air freight is economical for some vegetables at certain times of the year and the Marketing Department has been making trial shipments to Qatar and other nearby Trucial States.

Two vegetable packing plants have been established, one on the West Bank at Arroub under U.N. auspices and one in the Jordan Valley at Wadi Yabes assisted by USAID/J. The latter was brought into production early in 1967 and a few trial runs were made before hostilities prevented its further use. Many difficulties were encountered which hindered efficient operation. It is anticipated that this facility will be brought back into operation as soon as working conditions return to normal.

During the month of October, 1968, an Agricultural Marketing Cooperation was established within the Ministry of National Economy whose role is to encourage the export of fresh vegetables. Six hundred thousand shares at one JD each have been sold for initial capitalization. The Corporation is to purchase quality vegetables, grade and pack them and then export them. In the early stages the Corporation will actually create the facilities for marketing the vegetables.

At present time, the facilities for grading and packing vegetables for export are inadequate. However, adequate transport for shipment to the neighboring Arab countries and Gulf States via trucks or air do exist. Standards for the various varieties of vegetables will evolve when the producers and shippers become conscious of the standars required in the various export markets. The Corporation will take a lead in setting up these standards and in seeing that the export trade conforms to them.

Taking into consideration the favorable climate of parts of Jordan for the production of winter vegetables, the development of expanded markets in the Arab States and Europe, and the desire of the Government of Jordan to double vegetable yields on irrigated lands aimed at a greatly expanded export program and increased foreign exchange earnings, complete cooperation is being obtained from the Agricultural Research Directorate personnel as well as other GOJ officials and many of the leading vegetable growers.

III. STRATEGY

The work in this project will be focused on the most important vegetables currently being grown or which may be introduced as a result of this project. Two major lines of research will be carried out: (1) to increase yields per acre through the use of improved seed, better cultural practices, more efficient use of irrigation water, increased use of fertilizers and pesticides; and (2) to determine through date of planting trials the optimum planting dates that will produce vegetables to coincide with the various markets chosen to supply, for vegetables grown under irrigation both in the Jordan Valley and the uplands, and for vegetables grown under dry farming conditions, using summer-fallow techniques now being worked out in the Wheat Research and Production project as well as under the UNDP Dryland Farming project.

In order to carry out this research and extend the findings to the vegetable farmers, the U.S. will supply experts to work with the Agricultural Research Directorate personnel and with the Agricultural Extension Directorate. If the UNDP Marketing project should terminate, in the near future, there may be a requirement for a marketing consultant in this project. He would work with both the Ministry of Agriculture personnel, and the officials in the Ministry of National Economy responsible for the marketing of vegetables for export.

At the termination of this project at the end of the five year period, it is anticipated that production and export values of vegetables will have increased by at least 50%. A more competent vegetable research institution in the GOJ will have been established through the work of the U.S experts as well as through the GOJ personnel trained as participants. Direct economic benefits will be obtained through increased foreign exchange earnings and increased income of the farmers through greater yields per acre and better synchronization of production for export markets.

This project will be located primarily within the Ministry of Agriculture since the major problems are those dealing with vegetable production and the extension of findings to the growers. However, work with the Ministry of National Economy will not be neglected but carries somewhat less urgency because of the work already done in Marketing by the UNDP which has been underway for as long as five years and the Marketing Corporation. Both of these Ministries have expressed great interest in this project and enthusiastic support is anticipated.

This project will be related to all of the other USAID/J projects in agriculture in various ways. The information gathered concerning climate-water summer fallow relations under the Wheat Research and Production project will be utilized to increase vegetable yields under dry land conditions dependent upon only normal winter precipitation. Economic studies related to vegetable production and export will be conducted by the GOJ institution strengthened under the Agricultural Economics and Planning project. Basic soil conservation methods will be used where vegetables are grown on steep slopes where erosion may be a problem.

Vegetable production will also be related to the work of the National Resrouces Authority which has a close working relationship with the USAID/J Engineering Division. They are embarking on ground water exploration and development projects in the eastern desert region of the country and it is expected that vegetable production will be a major enterprise in the utilization of this land and water.

Vegetable research and production will be very closely tied into any expanded Vegetable Processing Industry which might emerge from a current feasibility study being contemplated. The current practice is to process only the excess crop. This type of operation results in a relatively low quality end product due to lack of uniformity and quality in the raw product going into the processing plant. Work will be done to interest certain vegetable producers in producing specifically for processing. While currently only tomatoes are processed, it is expected that other vegetables will be processed as local and foreign markets develop.

This project will be tied in very closely with any seed production industry which might result from the proposed feasibility study. The seed industry would have as one of its major goals the production of seed varieties especially suited for processing, local consumption and export markets.

IV. PLANNED TARGETS, RESULTS AND OUTPUTS

The long range goal of this project is to establish a more competent vegetable research section in the Agricultural Research Directorate and more competent vegetable section in the Agricultural Extension Directorate. The UNDP project complements this with its work to form a more competent Marketing Department in the Ministry of National Economy.

Progress toward this end will be measured in several ways. Better trained key personnel will be available through participant and on-the-job training by project experts. Per acre yields of vegetables will have been increased through improved practices developed by the Agricultural Research Directorate and extended to the farmers. Tomatoes and other vegetables will be grown specifically for processing plants. Vegetables will be sorted, graded and packed according to improved standards developed for local as well as export markets. Economic studies of the vegetable enterprise will be available to guide the GOJ as well as the growers and exporters in their decisions on export policy and timing of major production cycles. Finally, income from vegetables is expected to rise by 10% per year, doubling in value by 1979. Since it is expected that little increase in value will be experienced during the first two years, an even higher rate of increase of 12½% will have to be maintained during the majority of the project's life.

Since progress will be difficult to measure, the Agricultural Economics Directorate of the Ministry of Agriculture will make baseline studies of the points enumerated above against which future studies can be compared. Should this Directorate not be sufficiently developed to make these baseline studies at the outset of this project, then it is anticipated that the Extension Agents of the Agricultural Extension Directorate under the guidance of the U.S. project experts will make the necessary studies. Where studies have already been made, such as that by Mr. Abdul Wahhab Awwad, USAID/J, on the "Agricultural Production and Income of the East Ghor Irrigation Project" in 1967, they may be used as baseline references.

Packing plants will be built in strategic locations dependent upon the vegetable to be packed. In addition to those built by the Marketing Corporation (see page 7) others will be built by cooperatives through loans from the Agricultural Credit Corporation. Consideration will also be given to small-sized farm-located grading tables which can be moved about depending upon availability of vegetables.

In order to encourage vegetable farmers to re-cycle their production to meet the most favorable export markets, a program of crop insurance and additional sources of production credit are being considered.

V. COURSE OF ACTION

Ongoing U.S. assistance is planned to start in U.S. Fiscal Year 1970. Prior to that time, there are a number of things that should be done beginning in USFY 1969.

A. USFY 1969

GOJ

a. The Ministry of Agriculture will designate a project manager and in consultation with USAID/J, develop a staffing pattern and begin identifying GOJ technicians. The Ministry of Agriculture, Agricultural Research Directorate, will provide all land required for this project at the different research stations in the country.

b. The Research Directorate will accumulate all reports, studies, etc., dealing with vegetable production in Jordan, and in cooperation with the Agricultural Extension Directorate, prepare information bulletins on improved cultural practices for those important vegetables holding the greatest chance for success through expanded development. Research on these selected varieties will begin during calendar year 1969.

d. The Minister of Agriculture will appoint a coordinating committee with representatives from the Research, Extension, and Economics Directorate of the Ministry of Agriculture, the Marketing Department of the Ministry of National Economy, the Natural Resources Authority and the Jordan Development Board, to advise and assist in the implementation of this project.

e. The Marketing Department of the Ministry of National Economy will collect all of the information and data on the marketing of vegetables, will analyze this information, and will set up areas of research which should be continued or entered into by the UNDP Marketing Center or other group.

f. The Ministries of Agriculture and National Economy will prepare budgets for their fiscal year 1969 which begins on January 1, 1969.

USA

a. With funding under the East Ghor Rural Development Project, the U.S. shall recruit a short-term consultant for a period up to four months to make a preliminary study of the vegetable production industry in Jordan, review this document, assess possibilities for achieving project objectives, and advise as to the kind and nature of assistance needed to support this project. This consultant is scheduled to arrive in November, 1968. $7,500

b. With funding under the East Ghor Rural Development Project, the U.S. shall provide funds for sending a team of vegetable farmers and GOJ officials to the U.S. for study of the production of winter vegetables $20,000

B. USFY 1970

GOJ

a. The Research Directorate will expand its research on vegetable varieties and production and in consultation with the Agricultural Extension Directorate produce additional bulletins for the farmers. These will be coupled with demonstrations and field days for vegetable farmers at which new or improved varieties of vegetables will be shown and improved production techniques demonstrated.

b. The Research Directorate will commence work on the new experiment stations selected during the previous fiscal year and will assign personnel to fill vacant positions in the staffing pattern.

c. The Minister of Agriculture will regularly schedule and hold meetings of the coordinating committee. The committee, in consultation with USAID/J, the farmers participant group of the previous fiscal year, and other key personnel, shall develop a long-range vegetable production plan to cover the next ten years, taking into consideration trained manpower needs of the various ministries, departments and directorates, revised targets for the project in the light of accomplishments and the need for specialized imported equipment, should such need arise.

d. The Marketing Department will continue its work on export standards, extending its work to surrounding countries where studies will be made in depth.

USA

a. The U.S. will provide the services of a full time Vegetable Advisor who will have competency in research and extension and who will work with the Research Directorate personnel in all phases of vegetable research and production. His work, and that of the Research Directorate, shall also include the production of flowers.

b. The U.S. will provide the services of short-term consultants who will spend from one to three months each in Jordan to advise on single or related vegetables, i.e., tomatoe expert, melon expert, potato expert, etc. The kind of expert needed and his length of stay will be determined by the coordinat committee, the Research Directorate and USAID/J. Twenty-five man-months $50,000

c. The U.S. will provide funds for farmer and GOJ official participants to visit the rain-fed vegetable producing areas of the U.S. for a period of about six weeks. $24,000

d. The U.S. will provide funds for giving degree training to two participants in the general field of vegetable production and marketing $14,000

e. The U.S. will provide funds for the purchase of pilot-demonstration equipment useful in the production and/or marketing of vegetables. This shall include implements for field work as well as laboratory equipment of various kinds. $30,000

C. USFY 1971

GOJ

a. The various ministries, departments and directorates will continue and expand the activities begun in FY 1970.

b. The coordination committee will continue to meet and direct the activities of the project.

USA

a. The U.S. will continue the services of the one advisor. $30,000

b. The U.S. will provide funds for additional short-term consultants who might be needed to work on specific crops. Twenty-five man-months $50,000

c. The U.S. will provide additional funds for participant training for degrees. $14,000

d. The U.S. will provide additional funds for demonstration equipment. $30,000

D. USFY 1972

GOI

a. The various ministries, departments and directorates and other organizations will continue the work begun in FY 1971.

b. The coordinating committee will continue to direct the activities of the project.

USA

a. The U.S. will provide the services of two full-time advisors in either the same fields as before or in new fields to be determined by the coordinating committee. $60,000

b. The U.S. will provide the services of short-term consultants as needed, up to 10 man-months. $20,000

c. The U.S. will provide funds for participants training for two man years. $14,000

d. The U.S. will provide funds for commodities for demonstration purposes not heretofore demonstrated. $15,000

E. USFY 1973

GOI

The GOI will continue its activities and the coordinating committee will continue its direction of the project.

USA

a. The U.S. will continue to provide the services of two full-time advisors, and 10 man-months of short-term consultant services. $80,000

b. The U.S. will continue to provide funds for two man-years of participant training. $14,000

F. [illegible] 1974

GOJ

The GOJ will continue its activities and the coordinating committee will continue its direction of the project.

USA

a. The U.S. will provide the services of short-term consultants up to 20 man-months. $40,000

b. The U.S. will provide funds for two man-years of participant training. $14,000

G. It is recommended that the U.S. Government contributions listed above be made through the use of a contract with a suitable U.S. University. Should adequate training facilities be available in Near East Universities or colleges of agriculture under existing or foreseeable contracts at no cost to this project, they should be investigated and utilized, thus reducing the dollar participant training component.

SYMMES.

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FROM - AID/W

SUBJECT - PPP's, PROP Vegetable Research and Production Project

REFERENCE - (A) TOAID A-332 (B) AIDTO A-250 (C) TOAID A-583
(D) TOAID A-621 (E, STATE 265984

In response to the Mission request that AID/W accept refs (A) and (C) as the PROP for the subject project, AID/W reviewed these documents plus separate papers on marketing and the GK report on the Organization of the Ministry of Agriculture. While the two PPP's contain a great deal of the necessary information, we feel it important to have one complete document (PROP) which provides all the essential details for the life of the project as called for in M.O. 1025.1. We request that the Mission forward a completed PROP to arrive in AID/W no later than December 6, 1968. There follows a discussion of the areas where additional data or your further evaluation is required. In making these comments we are following the PROP format.

1. Setting - Since we do not have an AID agricultural sector study we feel the paper should include information on any analysis made to date by others such as the recent AUB/FAO report or background agricultural economic papers prepared by the Attaché in Beirut. We need to have a better understanding of GOJ priorities in Agriculture and of reasons for the selection of this project. Basic problems should be discussed including what progress has been made to overcome problems such as those noted in the GK report on the Ministry of Agriculture (i.e. confusion between operating supporting function within the Ministry and recommendation for transferring the Division of Horticulture and Olericulture to the Department of Agriculture).

PAGE 1 OF PAGES 2

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Reference (C) provides some background on marketing, but does not follow through to indicate if all aspects of marketing will develop at a rate equal to planned production. It is indicated that it will probably be necessary for the GOJ to build other processing and packing facilities outside the Ghor. However, there is no indication who will do this. It is not clear how production will relate to the GOJ's ability to build up adequate packing, selecting, and distributing services either for the domestic or foreign market.

Since the project is directed primarily toward increased production on irrigated lands, we will need the rationale on how/why the Mission plans to go ahead with this project in the East Ghor area under present conditions. If the project involves only lands outside the Ghor, there may be some question as to whether production can be increased sufficiently to warrant a substantial investment.

2. Strategy - This section should include an indication of GOJ efforts in the past and of the commitment of the government to mount this and other planned project activities in agriculture. There is no discussion of how this project relates to other AID or GOJ activities, particularly our other proposed new agricultural projects and the seed feasibility study nor is there any evaluation of our past AID efforts in this area or explanation of how this project is a part of a GOJ total strategy to increase agricultural production. We feel it would be most useful to bring the Awwad report on the East Ghor (August 1967) up to date and expand it to include some estimate of the benefits received from the investment to date.

3. Planned Targets, Results and Outputs - This section should include some statement on the overall effects of Jordan's balance of payments.

4. Course of Action - We assume the TDY Agricultural Economist required under this project is required to undertake specific studies and does not overlap or duplicate efforts proposed under the Agricultural Economics, and Statistics project. We are not sure that the Mission's projections for commodity assistance is related to demonstrational needs. If not, we believe the GOJ should furnish this assistance.

KATZENBACH

BEST AVAILABLE COPY