

Annual Budget Submission

FY 1984

JORDAN



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FY 1982

ANNUAL BUDGET SUBMISSION

USAID/JORDAN

May 1982

FY 1984 ANNUAL BUDGET SUBMISSION

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TABLE I - LONG RANGE PLAN BY APPROPRIATION ACCOUNT (\$ Thousands)

Country/Office USAID/JORDAN

Economic Support Fund	FY 1982 EST	FY 1983 EST	FY 1984 REQUEST	PLANNING PERIOD		
				1985	1986	1987
Core Program	15,000	20,000	20,000	20,000	15,000	15,000
1. Grants	10,000	10,000	13,000	10,000	15,000	15,000
2. Loans	5,000	10,000	7,000	10,000		
Maqarin Dam Loan				40,000	40,000	40,000
PL 480 (non-add) Title II	600	150	150	300	300	400
Housing Guaranties						
Workforce* (work years)						
USDH	14.6	18	17	14	11	10
FSN	19	19	19	16	15	13

* Excludes 1 USDH JAO/GSO and 1 OE funded PASA, includes 1 Regional Legal Advisor and 1 Regional Economist (in FY 83).

USAID/Jordan

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Program Rationale and Funding Levels

Jordan's economy has grown rapidly in recent years, reflecting its open, market orientation and its adoption of policies consonant with sound, broad-based development. In successfully carrying out these policies and achieving middle-income status Jordan has benefitted from sizable foreign exchange earnings from worker remittances and from Arab aid under the 1978 Baghdad agreements.

Even so, Jordan still faces major development problems which, if not addressed, can affect continued development and economic stability. These include persistent poverty, the severity of the constraint posed by limited water availabilities, gaps in development of Jordan's human resources, and the continued priority for the economy of raising productive capabilities.

As the FY 1984 CDSS emphasizes, Jordan remains a country of key political priority for the U.S. Jordan is a stable and progressive Middle East state, a leading moderate in the region, and one which has consistently advocated a negotiated settlement to Arab-Israeli disputes. Given the benefits to both the USG and GOJ of maintaining close and practical ties, the Country Team believes that AID's highly effective ESF program should be continued at an appropriate level. The minimum amount judged necessary by the Ambassador and Country Team to meet the political and other requirements of the bilateral relationship is \$20 million annually during FY 1982 through FY 1984 per Ambassador Viets' letter transmitting the FY 1984 CDSS and per the CDSS pp. 20-23 and 32-41. (See also State 101038, State 68499, and Amman 2716.) Provision of an assured level of \$20 million in FY 1983 and FY 1984 is especially important given the abnormally low total of \$10 million in FY 1981 and the unexpected, but probable, \$5 million reduction in the FY 1982 level to only \$15 million. Maintaining the \$20 million level for FY 83 and 84 may also soften somewhat the transition to hardened loan terms proposed for FY 1983. A \$20 million program in both FY 1983-84 will enable a contribution toward the GOJ's 1981-85 Development Plan which will be responsive to the GOJ's needs. It will facilitate continuing AID's role as a catalyst in attracting other donors to support key GOJ development activities in which the U.S. is an increas-

ingly smaller donor. Finally, such a level will provide a credible expression of broader U.S. concern for Jordan's continued economic progress, social advance and overall well-being. Jordan could use much larger amounts of ESF assistance, and the history of AID's assistance program as well as the success of Jordanian development to date support the conclusion that such funding would be used effectively and well.

Therefore, Table I in the FY 1984 Annual Budget Submission shows a \$20 million proposed program level in FY 1984 of which \$7 million would be loans for construction and hardware. Thirteen million dollars in grant financing for activities proposed in FY 1984 conform with AID's traditional criteria for such funding and involve technical assistance and training directed toward institution building and technology transfer.

Table V's priority listing of projects proposed for funding in FY 1984 shows both a \$16 million level and a \$20 million level per State 128271. At the lower level USAID would be able only to provide the second and final increment of funding for the FY 1983 Water Sector project, to approve a new Technical Services and Feasibility Studies project, and to initiate support for an Executive Management Institute. As indicated above, however, the USAID believes this lower assistance figure would be inadequate and inappropriate. With the full \$20 million the USAID could also contribute to the launching of a pioneering community development effort, involving both the public and private sectors and directed toward extending development benefits to the residents of Jordan's most disadvantaged areas.

FY 1983 and FY 1984, the budget and planning years with which this ABS is directly concerned, will be years of some significance for the USAID/Jordan program. First, beginning in FY 1983, the Mission will, in response to the Administrator's December 1981 initiative, reorient its water sector efforts to give greater emphasis to developing Jordan's institutional capabilities, both public and private, for addressing the water constraint. One consequence is a change in the projects proposed for FY 1983 funding from those listed in the FY 1983 Congressional Presentation. The change in the CP is also the result 1) of the unexpected reduction in the total ESF program for FY 1982, thereby necessitating incremental funding of the Zarqa-Ruseifa water-sewage project over FY 1982-FY 1983, and 2) of a possible requirement for supplemental funding for the Health Planning and Services Development activity in order for it to reach currently defined project objectives.

Second, beginning also in FY 1982-83, the USAID is seeking to involve the private sector along with the public sector in its development efforts, witness the proposed management institute and community development projects as well as the proposed water sector project. Narratives for these are included in this ABS.

To be able to carry out all of the above, however, the program must be funded at the requested level.

Because of the overall reduction in the Jordan ESF program and the reorientation in the water sector approach described above, the water sector project, proposed for approval in FY 1983, is planned to be funded incrementally over FY 1983 and FY 1984. Fully funding this project in FY 1983 is not possible due to the need to meet other requirements in that year as described above, especially the necessity to complete funding for the Zarqa-Ruseifa project owing to the unexpected reduction of the FY 1982 program by \$5 million. Funding the water sector project in two tranches will bring us "on line" as quickly as possible with Bureau policy to fully fund projects to the maximum extent possible. USAID does not anticipate any unusual delays in drawing down the project pipeline.

USAID JORDAN
PERSONNEL NARRATIVE

USAID/Jordan Staffing requirements during the coming years will be shaped by three factors. One is the planned re-orientation of its program in response to the new policy initiatives of the current administration. In responding to these new initiatives both the number and type of personnel required to implement the USAID program may be affected, as the Director observed during the CDSS review (para 10, State 101038). Projects emphasizing institution building and technology transfer are more personnel intensive than the projects with large physical infrastructure components which have been implemented in the recent past. FY 1983 and 1984 will serve as the transition years until the program is substantially reoriented. Table V shows that by 1984, 50 percent of the Mission's new projects, (Executive Management Institute and Institutional Support for Community Development) will mainly involve technical assistance. The USAID plans to achieve this transition as much as possible within existing personnel ceilings and using current staff capabilities. The Mission will in accordance with the CDSS replace the staff competence in education/human resources development embodied in the former General Development Officer position.

The second factor is that despite the reduction since 1980 in the dollar program level for Jordan, 20 projects funded in previous years, representing an active pipeline of well over \$100 million, will continue to be implemented. Staffing levels proposed in the ABS guidance represent the minimum personnel resources needed to implement and evaluate these on-going projects and at the same time to design a portfolio of new projects in full conformance with Agency criteria.

Mission personnel take part in all three major components of project management, namely, design, implementation, and evaluation. As is mentioned in the Mission's evaluation plan, all evaluations will be conducted with Mission personnel. No assistance is anticipated of this time from AID/W for evaluation activities; however, personnel assistance will be required to assist in project design.

The third factor is the current composition and length of service of the majority of AID's foreign national personnel. As of this date there have been no major problems encountered in reducing the number of FSN direct-hire personnel. As FSN direct-hire clerical and C&R personnel have resigned,

replacements have been recruited on a contract basis. Any further reductions in such FSN personnel can be accommodated through normal attrition. However, should we be required to reduce FSN positions beyond these, a serious problem would exist. Most of the FSN personnel now on direct-hire status have from 20-30 years service, and the majority of these fill professional positions. Attempting to convert any or all of these personnel to contract status would be strongly resisted by the Jordanian employees association and would adversely affect the Mission's ability to manage on-going activities and develop new ones.

As indicated in the Workforce Requirements Table as part of this ABS, the "lapse factor" should not adversely affect project planning and implementation over the next several years. The USAID underwent a major turnover in U.S. staff last summer and these "new" personnel should stay for two tours each.

In light of the above, USAID believes that the personnel levels given in the ABS guidance and utilized in the ABS work force table are the minimum required to undertake a program that fully incorporates the new policy initiatives and to enable us to carry out responsibly project management and implementation. At the same time, USAID believes that any changes in the mix of personnel can be achieved through normal transfers and internal Mission adjustments.

PROJECT		ESTIMATED U.S. DOLLAR COST (\$000)										Country/Office		ITEM #		
TITLE		OBLIGATION DATE		LIFE OF PROJECT COST		FY 1982		FY 1983		FY OBLIGATIONS		USAID/JORDAN				
NUMBER	GL	INITIAL	FINAL	AUTO	PLAS	OBL	EXP	OBL	EXP	1984 AAPL	FUNDED TO MO/YR	1985	1986	1987	FUTURE YEAR	
278-0136		FY 78	FY 78													
	Economic Support Fund															
78-0192	G	FY 77	FY 79	1.3	1.3	-	300	-	265	-	-	-	-	-	-	-
278-0205	L	FY 78	FY 78	8.0	8.0	-	2,257	-	-	-	-	-	-	-	-	-
278-0206	L	FY 79	FY 79	7.5	7.5	-	500	-	4,000	-	-	-	-	-	-	-
*273-0209	G	FY 77	FY 83	1.9	2.4	-	500	500	300	-	-	-	-	-	-	-
278-0219	L	FY 77	FY 77	9.0	9.0	-	1,695	-	1,000	-	-	-	-	-	-	-
278-0210	L	FY 78	FY 79	38.0	38.0	-	7,000	-	2,314	-	-	-	-	-	-	-
278-0214	G	FY 79	FY 80	2.0	2.0	-	680	-	428	-	-	-	-	-	-	-
278-0220	L	FY 78	FY 79	39.0	39.0	-	10,000	-	14,500	-	-	-	-	-	-	-
278-0221	L	FY 79	FY 79	7.0	7.0	-	6,098	-	595	-	-	-	-	-	-	-
278-0224	G	FY 79	FY 80	5.7	5.7	-	2,000	-	852	-	-	-	-	-	-	-
278-0229	L	FY 78	FY 78	5.0	5.0	-	1,886	-	93	-	-	-	-	-	-	-
278-0232	G	FY 80	FY 80	6.7	6.7	-	4,000	-	833	-	-	-	-	-	-	-
278-0233	G	FY 80	FY 80	2.5	2.5	-	-	-	500	-	-	-	-	-	-	-
*278-0234	L	FY 80	FY 80	21.0	21.0	-	-	-	2,500	-	-	-	-	-	-	-
278-0233	G	FY 82	FY 83	5.0	5.0	-	300	5,000	1,000	-	-	-	-	-	-	-
	Zarqa Ruseifa Water and Waste-water	L	FY 82	10.0	10.0	-	-	5,000	3,000	-	-	-	-	-	-	-
278-0233	G	FY 79	FY 80	2.1	2.1	-	1,050	-	446	-	-	-	-	-	-	-
	Vocational Training															

** Based on project evaluation, project may be extended and funding increased.
 * Final Obligation date changed from CP.

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PROJECT		ESTIMATED U.S. DOLLAR COST (\$'000)										Country/Office				
		OBLIGATION DATE		LIFE OF PROJECT COST		FY 1982		FY 1983		FY OBLIGATIONS		FUTURE YEAR	ITEM #			
		INITIAL	FINAL	DATE	PLANS	OBL	EXP	OBL	EXP	1984 AAPL	1985			1986	1987	
Q/L																
778-0241	Jordan Valley Agri. Services	G	FY 81	FY 81	5.6	5.6	5,620	-	500	-	1,400	-	-	-	-	5077
778-0243	Groundwater Resources Invest-	G	FY 81	FY 81	5.0	5.0	5,000	-	250	-	3,000	-	-	-	-	5078
778-0245	Health Education	G	FY 80	FY 80	1.0	1.0	980	-	100	-	250	-	-	-	-	5079
778-0247	Income Tax Assistance	G	FY 81	FY 81	1.0	1.0	989	-	400	-	520	-	-	-	-	5080
778-0255	Institutional Support for	L	FY 84	FY 84	-	2.0	-	-	-	-	-	2,000	03/87	-	-	5086
	Community Development	G	FY 84	FY 84	-	2.0	-	-	-	-	-	2,000	03/87	-	-	5086
778-0257	Development Admin. Training III	G	FY 83	FY 83	-	5.0	-	-	-	-	300	-	-	-	-	5088
778-0258	Tech. Services and Feasibility	G	FY 82	FY 82	5.0	5.0	-	5,000	400	-	1,550	-	-	-	-	5089
	Studies III	G	FY 83	FY 83	-	5.5	-	-	-	-	500	1,000	12/87	-	-	5089
778-0259	Water Sector	L	FY 83	FY 83	-	10.0	-	-	-	-	500	5,000	-	-	-	5089
778-0260	Tech. Services and Feasibility	G	FY 84	FY 84	-	5.0	-	-	-	-	-	5,000	06/86	-	-	5089
778-0261	Executive Management Institute	G	FY 84	FY 84	-	5.0	-	-	-	-	-	5,000	09/86	-	-	5089
	Appropriation: Total				175.5	225.5	111,859	15,000	40,066	20,000	40,806	20,000				
	Grant				41.0	69.0	27,610	10,000	10,630	10,000	12,304	10,000	13,000			
	Loan				134.5	156.5	84,249	5,000	29,436	10,000	28,502	10,000	7,000			
	Program Total				175.5	225.5	111,859	15,000	40,066	20,000	40,806	20,000				
	Grant				41.0	69.0	27,610	10,000	10,630	10,000	12,304	10,000	13,000			
	Loan				134.5	156.5	84,249	5,000	29,436	10,000	28,502	10,000	7,000			

ATTACHMENT A

SUBPROJECT DETAIL FOR PROJECTS WITH A PIPELINE AS OF 9/30/81

278-0224 Technical Services and Feasibility Studies II

<u>Activity</u>	<u>ALLOCATION</u>	<u>UNEXPENDED ALLOCATION</u>
- Stanley Consultants, Inc. (Second Segment)	190,000	5,024
- Malcolm Pirnie, Inc.	1,000,000	160,638
- Identification, Distribution and Ecology of the Snail Fauna of Jordan	187,741	130,384
- JMM-DMJM Consulting Engineers	375,000	107,643
- Reconnaissance Study of Attractiveness of a Second Dam on the Zerka River (Harza)	85,800	7,430
- Income Tax - Savoca and Osburn	31,000	5,860
- Study "Health Status of the Jordanian Population	80,800	12,525
- RSS Upgrading the Health Manpower Inventory	24,400	24,400
- Technical Advisor to AWSA (H. Gustafson)	204,000	65,226
- University Program in Health Admin. (AUPHA)	60,300	60,300
- Income Tax - Jimmie R. Osburn	12,661	51
- Invitational Travel (Dr. I. Khubeis)	600	91
- Study-Water and Wastewater for Four Southern Cities	500,000	289,160
- Baseline Health Survey, Urban Areas	27,877	27,877
- Experts in Medical Laboratory for MOH (Adams & Miller)	6,500	680
- Raising King Talal Dam: Study by Harza Engineering Co.	298,700	298,700
- Financial Advisor to AWSA, E.F. Smith	83,000	79,00
- Health Administration: Phase III	15,450	15,450

<u>ACTIVITIES</u>	<u>ALLOCATION</u>	<u>UNEXPENDED ALLOCATION</u>
- Study Irbid Water & Sewerage: Weston International	375,006	210,789
- Invitational Travel: Dr. Shadfan	6,500	6,500
- Procurement of Apple II Computer and Accessories for NPC	8,580	<u>5,580</u>
Sub-Total		1,513,308
Unallocated Balance		1,123,614
- Mission Costs	300,000	<u>214,546</u>
TOTAL PIPELINE		<u>2,851,468</u>

TABLE IV
ATTACHMENT B
CHANGES IN PROJECT BUDGET DATA

<u>PROJECT NUMBER</u>	<u>T I T L E</u>	<u>CHANGE</u>
278-0208	Health Planning and Services Development	Final Obligation Date and Planned LOP costs
278-0234	Zarqa Ruseifa Water and Wastewater	LOP Costs and split of funds between Grant and Loan
278-0248	Karak Water and Sewerage	Deletion of Project
278-0249	Water Resources Management	Deletion of Project
278-0252	Ma'an Water and Sewerage	Deletion of Project
278-0255	Institutional Support for Community Development	Project Title, LOP Costs and split of funds between Grant and Loan
278-0257	Development Admin Training III	Planned LOP costs
278-0258	Technical Services and Feasibility Studies III	Authorized
278-0259	Water Sector	Inclusion of Project
278-0260	Technical Services and Feasibility Studies IV	Inclusion of Project
278-0261	Executive Management Institute	Inclusion of Project
<p>FY 82 and FY 83 Expenditures have been revised for all projects with exception of the following:</p>		
1- 278-0205	Village Development II	No Change
2- 278-0208	Health Planning and Services Development	No Change in FY 82 expenditures
3- 278-0220	Amman Water and Sewerage	No change in FY 82 expenditures
4- 278-0238	Vocational Training	No change

TABLE IV
ATTACHMENT C

FY 1983

TDY PROJECTED REQUIREMENTS*

ACTIVITY	PURPOSE	ESTIMATED NO. OF PERSONS	LENGTH OF TDY	QUARTER	PD & S			AID/W OFFICE REQUESTED
					ESF	DA	FA	
1) 278-0259 Water Sector	Assist in preparing PP	4 persons	3 weeks	2nd	-	-	-	NE/PD
2) 278-0261 Executive Management Institute	Assist in preparing PP	3 persons	4 weeks	1st, 2nd, 3rd	-	-	-	NE/PD NE/TECH
3) 278-0241 Jordan Valley Agricultural Services	Assist in project imple- mentation	1 person	2 weeks	2nd, 4th,	-	-	-	NE/TECH/ AD
4) Private Sector	Advisory group	3 persons	3 weeks	2nd, 3rd, 4th-	-	-	-	PRE

* Requirements for assistance based on current estimations.

PROPOSED FY 1984 PROJECT

Project No./Title : 278-0255 Institutional Support
for Community Development

Appropriation Account : ESF

Proposed Funding : Initial Obligation FY 84
Final Obligation FY 84

Life of Project Funding : \$2,000,000 Grant
\$2,000,000 Loan

Project Purpose: To broaden the geographic distribution of the benefits of development through public and private sector efforts aimed at providing opportunities for generating income in rural communities.

Description of Problem to Date: The economic base of small towns and villages suffers from two major problems, according to a 1978 study of basic needs in rural Jordan by Dajani and Murdock. One problem is the difficulty faced by farmers and herders in trying to earn an adequate income from agriculture in areas, especially the South and Northeast, which are arid and chronically subject to drought. The second difficulty is the lack of opportunity for earning non-farm income in their villages and the surrounding areas. Consequently, the economic base of such small towns and villages consists of a diminishing agricultural or pastoral sector and increasing out-of-village employment as the residents, especially males, leave to take advantage of better income opportunities in urban areas, the Army, or outside Jordan. For those who stay, access to education, health and similar services remains limited. A principal factor is that provision of such basic services depends on the ability of the villagers to raise local funds, to tap central government resources, and to compete for limited funds available to central "service" ministries. While Jordan has experienced very rapid growth in recent years, the benefits of such growth have not been evenly distributed but have accrued primarily to Jordan's rapidly growing large urban centers, such as Amman. Disbenefits may have accrued to such smaller settlements as a result of the pull of the more developed urban regions, and by comparison, the relative deterioration of the quality of life and level of opportunity in these smaller centers.

Means of Dealing with Problem:

This project will be based upon an initial study funded under the Technical Services and Feasibility Studies III project and

carried out during FY 1982 and 1983. The initial study will be of one micro-region of Jordan and will collect and generate data on the demographic and human resource base of the area; the economic base of the community, including traditional and potential new sources of income and means of livelihood; employment and migration patterns and their underlying determinants; household income and expenditure patterns; social networks; the structure and roles of local governments and other indigenous institutions; and availability of physical and social infrastructure. Once the data has been collected, analysis will focus on identifying the potential for the growth and development of the private sector and of income-generating activities, and for the attraction and retention of capital and productive manpower in the selected micro regions. Under the proposed project, the grant component of \$2,000,000 will finance technical assistance and implementation of the activities identified in the selected micro-region and further feasibility studies for design and development of projects for further implementation in other regions. Emphasis will be on formulating income-generating sub-projects for communities in less developed areas of the country, encouraging private sector development in these areas, and further development of local institutions. The loan component of this project, together with funding from the GOJ, will establish a loan fund for implementing recommendations of the feasibility studies. Community development consultants and/or PVOs will assist in implementing this project, working with local institutions and private sector groups, in identifying potential sub-projects, designing sub-project proposals, obtaining financing from the loan fund and other sources (both private and public), and implementing activities.

Host Country Entities Involved

It is currently envisioned that the National Planning Council (NPC) will review and approve feasibility studies funded under the grant component of this project. The loan fund will be managed by the City and Village Development Bank (CVDB), but a board consisting of representatives of the NPC, other governmental agencies, CVDB, and AID will set lending policies and approve loan applications. The Board will accept such applications from local private, public, and non-profit organizations identified by and involved in the feasibility studies.

Major Issues: The initial study will result in the better definition of issues to be addressed in project design. At present, major issues include identification of eligible institutions and sub-projects, the study and design of proposed income-generating activities, and follow-up in implementation and operation. Outreach in the form of technical assistance will be needed to to work closely with eligible public and private entities to ensure that viable sub-projects develop enough momentum to assure their continuity.

Target Groups: The target group of this project will be the inhabitants of less developed areas of the country in which project activities are designed and implemented.

PROPOSED FY 1984 PROJECT

Project No./Title : 278-0259 Water Sector Project
Appropriation Account : ESF
Proposed Funding : Initial Obligation FY 83
Final Obligation FY 84
Life of Project Funding : \$5,600,000 Grant
\$10,000,000 Loan

Project Purpose: To develop and institutionalize within responsible public and private entities involved in Jordan's water sector the capabilities 1) to protect, conserve and manage effectively the country's known water resources; 2) to identify and develop additional water resources to the extent possible, and 3) to extend and improve the distribution of water, the collection and treatment of wastewater and other related services.

Description of Problem to Date:

Problems associated with water are Jordan's most significant constraint to continued economic growth and raising the population's standard of living. Surface and groundwater resources are limited in amount and by the year 2000 may be inadequate to meet rising demands for water for household use, agriculture and industry. Additionally, known water resources are largely unprotected from contamination by human and industrial waste, and unabated contamination further reduces the effective quantity of available water by limiting the re-usability of this already scarce resource.

The above problems of basic resource availability are exacerbated by problems related to Jordan's rapid development in recent years and the growing population. Rapid urban expansion has outpaced or preceded design and construction of wastewater collection and treatment facilities, thereby heightening contamination and related health problems. Even though about 90 percent of the population has access to a piped water distribution system, the supply of water available in the system often is insufficient, which can and does lead to its contamination. A significant quantity of water is lost through faulty distribution networks, often attributable to inadequate pressurization of the system and to use of inappropriate construction methods and/or faulty materials. How much water is lost from the system is unknown due to the age of water meters and faulty metering.

In spite of concerted efforts by both the GOJ and USAID, Government still lacks the technical capacity to cope fully with its water problems. Responsible GOJ organizations do not have the internal capacity to design, construct, manage, and maintain required water and wastewater facilities. Institutional capabilities for monitoring water resources and wastewater quality are inadequate as is any feedback system to permit a response to problems as these may be identified. The capacity to identify, adapt, and apply new or more sophisticated technologies to Jordan's water sector is limited. Finally, coordination between and among the various public agencies involved in the water sector is lacking, at best ad hoc, especially in setting national policies and priorities.

Similarly, the private sector lacks the technical and physical capacity to support and implement Government sponsored and financed water-wastewater programs. Private consulting/engineering firms at present have neither the experience nor technical expertise to recommend, design and supervise construction of such facilities. Construction contractors are equally lacking in experience and expertise. Both types of firms have not been associated with projects of the technical sophistication and complexity comparable to projects underway and proposed for Jordan. Finally, Jordanian manufacturers of materials and equipment often fail to meet required quality standards while local agents, representing foreign manufacturers, do not have the technical expertise to support the products and technologies they sell.

Means of Dealing With Problems: The Government of Jordan and USAID are fully aware of the above critical problems. Identification and development of Jordan's water supplies, development of irrigation facilities, construction of water and sewage systems for Jordan's principal urban centers (Aqaba, Amman, Irbid, and Zarqa-Ruseifa), and developing staff capabilities to operate and manage these urban systems have all been activities carried out as part of the USAID's ongoing water sector program. This sector has been for years the USAID's top priority and has received the major share of country program funding. In addition, using Technical Services and Feasibility Studies and AID/W funds the Mission has, for example, provided technical experts for GOJ agencies; developed a plan for training water sector personnel; established a cooperative relationship for training and information-management between the Amman Water and Sewerage Authority and the Washington Suburban Sanitary Commission and sponsored a seminar to expand appreciation of, and knowledge about, water conservation and management among GOJ mid-level officials.

The proposed water sector project represents a major redirection of past USAID activities to develop water resources. First, the project will have a broader scope of activity and will encompass a wider variety of approaches to resolving critical problems constraining sectoral development. As such it will support directly

the Government's ambitious \$1,500 million program for this sector in its 1981-85 Development Plan. Second, this sector-wide project will extend USAID efforts to develop institutional capacities for dealing with water problems to the private sector in addition to the Mission's on-going activities in the public sector.

Specifically, the project will implement a water and wastewater manpower training program designed under AID/W's WASH project to provide appropriately skilled personnel for the effective management, operation and maintenance of existing and future facilities. The project will include assistance to institutionalize methods for monitoring Jordan's water quality and will develop a public health-oriented, nation-wide, water quality monitoring system. This system largely will utilize existing Ministry of Health facilities and personnel, but it will also make possible more complete and timely reporting to permit a response to health hazards. The project will enhance the capacity of water and wastewater utilities to monitor the quality of their products. Such a broad system of water quality monitoring is common practice in the U.S. and is highly desirable, particularly for Jordan given its limited water supply. The project will, in addition, support a continuing program of seminars addressing the many facets of Jordan's water sector problems and bringing together international, governmental, private, and academic expertise to recommend solutions.

The proposed sector project will include funding for specific studies and basic research, to be conducted primarily by Jordanian institutions, such as in the management and uses of treated wastewater and sludge by-product and in problems of industrial pollution. The project will also finance feasibility studies on additional reservoir capacity and on proposed water and wastewater facilities in Jordan's smaller cities and towns.

The sector project will include partial financing of the design of particular cities' water and wastewater systems with several design contracts being restricted to private sector Jordanian consultants. Such consultants will be required to obtain needed technical expertise from the U.S., the cost of which will be project funded. These consultants will also supervise the construction of the designed water-sewage system, again with U.S. technical support. Being fully responsible for design and supervision of relatively sophisticated systems will enable such private Jordanian firms to participate in and contribute to the Government's Development Plan.

The project will adopt a similar approach, in financing construction services for the water and wastewater systems as designed by private Jordanian firms. The project will fund U.S. technical assistance for pre-selected contractors to help them in the preparation of bid documents. The awardee will have to obtain technical and managerial expertise from the U.S., the cost of which

will be funded under this project but separately from the bid price for construction, part of which will also be eligible for project support. Restricting competition to Jordanian contractors and providing technical assistance during bidding will enhance these private firms' ability to successfully compete for future projects. Obtaining and performing the contract will give them the necessary experience, capability and capacity to carry out similar future contracts. Project-supported access to U.S. technical and managerial expertise should result in the permanent transfer of technology, benefitting not only the individual firm but also the national pool of knowledge.

Host Country Entities Involved:

The implementing and coordinating Government entity will be the National Planning Council (NPC). The NPC will delegate implementation responsibilities for the various project elements to the appropriate ministries or agencies including the Water Supply Corporation, the Amman Water and Sewerage Authority, the Jordan Valley Authority, the Natural Resources Authority, the Royal Scientific Society, the Ministry of Health, and the University of Jordan.

Major Issues:

The restriction of contracts to Jordanian firms may not be completely feasible given their number and present level of experience and expertise. Every effort will be made during project development to ensure compliance with Section 611(c) of the FAA which concerns competition for construction contracts outside of the U.S. Another major project issue concerns the possible creation of a GOJ National Water Authority which may mean that this organization also will be highly involved in project implementation.

Target Group:

Public and private institutions involved in water resources development, i.e., utilities, consultants, contractors, will benefit from this project. The general population will also have access to better water supply and wastewater disposal facilities.

PROPOSED FY 1984 PROJECT

Project No./Title : 278-0260 Technical Services
and Feasibility Studies IV

Appropriation Account : ESF

Proposed Funding : Initial Obligation FY 84
Final Obligation FY 84

Life of Project Funding : \$5,000,000 Grant

Project Purpose: To assist the GOJ with the identification, development, appraisal and execution of priority development projects associated with Jordan's Five-Year Development Plan.

Description of Problem to Date: Increasingly, the GOJ is financing its development programs and projects from its own resources and those provided by other Arab countries. The GOJ must generate adequate technical, social, economic, environmental, and financial information on a timely basis to attract and support the allocation to, and investment of these funds in, priority economic and social development programs and projects.

Means of Dealing With Problem

Through three similar previous projects, TSFS I, II and III, USAID has assisted the GOJ in determining whether various projects and programs would be wise and beneficial investments. This has been done, first, by providing immediate resources for technicians to conduct studies covering such areas as technical, economic, social, financial, environmental and administrative feasibility and design. Second, TSFS has financed project design and evaluation and provided technical assistance needed to enhance project implementation. A major portion of the resources used under these projects is allocated for technical assistance in such areas as schistosomiasis prevention, management training for Ministry of Health, and financial management assistance to the Amman Water and Sewerage Authority. TSFS IV is intended to continue similar efforts as conducted under its three predecessor projects with limited financing of water sector activities. Possible areas of activity include science and technology, energy, environment, family health care, and nutrition.

The present low level of USAID assistance increases TSFS IV's importance. As program resources become more scarce, the flexibility offered by TSFS IV will enable the Mission to address a number of development constraints which cannot be dealt with by full projects because of limited program levels. This project will provide a mechanism for USAID/Jordan to continue to promote the transfer of appropriate technology to Jordan and to encourage the GOJ to allocate larger amounts of financial resources to areas of mutual concern. It will also be used for activities involving the private sector such as pre-feasibility studies for productive industries (possibly to be further developed by TDP) and to encourage U.S. - Jordanian private sector joint ventures, and to provide seed money to establish relationships between U.S. institutions and GOJ agencies. A detailed GOJ proposal, approved by the Mission, and a written agreement with the Government would be the requirement for activating such small activities.

Host Country Entities Involved

The National Planning Council will be the primary government entity involved in this project. However, it is anticipated that most government departments/agencies will also become involved with the project either directly or indirectly.

Major Issues

TSFS I already has been fully expended. By the end of FY 1982, TSFS II is expected to be fully allocated, and TSFS III should be over 50 percent allocated, signifying the importance of and need for design and approval of TSFS IV in FY 1984. Development of the proposed TSFS IV project will be accelerated if projected allocations under TSFS II and III are exceeded.

Target Groups

As this project will cover a broad range of activities, a target group cannot be readily defined.

PROPOSED FY 1984 PROJECT

Project No./Title : 278-0261 Executive Management Institute
Appropriation Account : ESF
Proposed Funding : Initial Obligation FY 84
Final Obligation FY 84
Life of Project Funding : \$5,000,000 Grant

Project Purpose: To develop management-administrative capabilities, especially at the senior level, among public and private sector executives.

Description of Problem to Date: Rapid growth since 1975 has made Jordan's economy more advanced but also more sophisticated and complex, thereby heightening the importance of good management. While Jordan's labor force is possibly the most highly trained and most capable in the Middle East, its best professional and managerial talent has migrated to Saudi Arabia and the Gulf oil states where their skills and Arabic language capabilities are in great demand and command higher salaries than are offered by either the private or public sectors in Jordan. Although the local private sector is more successful than the public sector in attracting the available, but still limited, management talent, the number of suitably qualified personnel for both sectors is constrained by rising, overall local demand for modern management-administrative skills and technologies, by changing and more complex requirements placed on such senior-level personnel, and by limited opportunities in Jordan for formal training in executive management techniques. The sectors particularly affected by this problem are banking, contracting, and engineering. For Jordan to continue the growth of its open, market-oriented economy and for it to meet ambitious development plan targets, the bottleneck created by lack of qualified managers must be overcome and indigenous management capability must increase markedly.

Means of Dealing With the Problem:

In May 1981, USAID financed the TDY of a team led by Jordan Baruch to do a preliminary review of Jordan's needs for management skills and to recommend possible solutions. The team concluded that Jordan needed to train managers to meet the needs of its public and private sectors. They also determined 1) that Jordan should develop a training institution able to provide such training for managers from other Arab countries as well and 2) that Jordan should establish a cadre of management consultants able to work with Jordanian and other Arab

administrative-managerial personnel to address specific problems which might exceed the ability of local personnel to handle.

Accordingly, USAID proposes to assist the GOJ to develop an executive management institute, modelled along lines similar to the Asian Management Institute in Manila. The Institute may be located on the campus of Yarmouk University in Irbid and would provide short-and long-term training to executives drawn from Government entities and private enterprises principally from Jordan but from other Arab states as well. Staff of the Institute would also be available for specific problem-solving assignments in Jordan or elsewhere in the region. Grant AID assistance will finance technical assistance advisors to help establish the Institute and to serve as faculty members, plus consultants to run special, short-term seminars. TA funding will also train Jordanian staff for the Institute and buy needed supporting commodities and equipment. The GOJ as part of its contribution will provide the necessary physical facilities to house the Institute.

Host Country Entities Involved: The National Planning Council will coordinate project activities with AID. It is envisioned that the Institute will be created as a separate, autonomous entity overseen by a board of trustees composed of representatives of both the public and private sectors.

Major Issues: At present USAID has identified two major issues affecting project design and implementation. First, success of the Institute depends highly on the level of cooperation developed between this facility and the public and private sector entities which it is designed to serve. Close links must be developed early in the planning stage between the Institute and its prospective clientels, especially those from the private sector, to ensure close collaboration during implementation.

Second, project designers from AID and the GOJ must give careful attention to participation of non-Jordanians in Institute training programs. Pertinent questions include selection of trainees from other Arab states, the proportion of Institute students to come from outside Jordan, who shall be responsible for such trainees costs and/or what level of financial or other support for the Institute might come from other Arab governments, and at what point in the life of the Institute it might incorporate non-Jordanians in its teaching program and consulting services.

Target Groups: This project will benefit Jordanian, and eventually other countries', entrepreneurs and executives. Individuals trained at the Institute will contribute to Jordan's economic development through the application of improved management practices.

FY 1984 ANNUAL BUDGET SUBMISSION

TABLE V - FY 1984 PROPOSED PROGRAM RANKING *						Country/Office	USAID/JORDAN
RANK	PROGRAM ACTIVITY		EXCISE/REV	LOAN/ GRANT	APPRO. ACCT.	PROGRAM FUNDING (\$000)	
	DESCRIPTION					INCR	CUM
	<u>New and Continuing Projects</u>						
1	278-0259	Water Sector	O	L G	ESF ESF	5,000 1,000	5,000 6,000
2	278-0260	Tech. Services and Feasibility Studies IV	N	G	ESF	5,000	11,000
3	278-0261	Executive Management Institute	N	G	ESF	5,000	16,000
		Sub Total					16,000
4	278-0255	Institutional Support for Community Development	N	L G	ESF ESF	2,000 2,000	18,000 20,000
5	PL 480	Title II (Non Add)				.300	20,000

*Narrative Comments relating to Table V included in Table I Narrative.

WORKFORCE REQUIREMENTS

U.S. DIRECT HIRE STAFFING PATTERN

POS. NO	POSITION <u>1/</u>	TITLE	FY 82	FY 83	FY 84	FY 85	FY 86	REMARKS <u>2/</u>
<u>OFFICE OF DIRECTOR</u>								
0113	Mission Director		X	X	X	X	X	A
0114	Dep. Mission Director		X	X				A (Position to be eliminated in FY 95)
0127	Exec. Assistant		X	X	X	X	X	A
0130	Secretary		X	X	X			A (Position to be eliminated in FY 95)
0135	Reg. Legal Adv.		X	X	X	X	X	D
<u>PROGRAM</u>								
2012	Program Officer		X	X	X	X	X	B
2020	Asst. Program Off. <u>3/</u>		5	X	X	X		B (Position to be eliminated in FY 96)
	Reg. Economist <u>4/</u>			X	X	X	X	B
<u>ENGINEERING OFFICE</u>								
3005	Gen. Eng. Off.		X	X	X	X		D (Position to be eliminated in FY 96)
3026	Gen. Eng. Adv. <u>5/</u>		2	X	X	X	X	D

POS. NO	POSITION <u>1/</u>	TITLE	FY 82	FY 83	FY 84	FY 85	FY 86	REMARKS <u>2/</u>
<u>PROJECTS OFFICE</u>								
4005	Proj. Dv. Off.		X	X	X	X	X	D
4010	Hlth. Dvl. Off.		X	X	X			D (Position to be eliminated in FY 85)
4015	Asst. Proj. Dvl. Off.			X	X	X	X	D
4020	Asst. Proj. Dvl. Off.		X	X	X	X	X	C <u>6/</u>
4025	Asst. Proj. Dvl. Off.		X	X	X			D (Position to be eliminated in FY 86)
4030	Population Off. <u>7/</u>		X	X	X	X	X	D
<u>OFFICE OF THE CONTROLLER</u>								
1013	Controller		X	X	X	X	X	E
1018	Dep. Controller		X	X	X	X		E
<u>JAO DETAIL STAFF</u>								
9906	Gen. Serv. Off.		(X)	(X)	(X)	(X)	(X)	F
USDH Subtotal <u>8/</u>			17	18	18	15	12	
Positions			14.6	18	17	14	11	
Workyears								

FSN DIRECT HIRE STAFFING PATTERN

POSITION 9/	TITLE	FY 82	FY 83	FY 84	FY 85	FY 86	REMARKS 2/
<u>OFFICE OF DIRECTOR</u>							
	Chauffer	X	X	X	X	X	F
<u>PROGRAM</u>							
	Program Spec. (Gen)	X	X	X	X	X	B
	Partic. Training Asst.	X	X	X	X	X	D
	Secretary	X	X	X	X	X	B
<u>ENGINEERING OFFICE</u>							
	Engineer (Civil)	X	X	X	X	X	D
	Engineer (Civil)	X	X	X	X	X	D (Position to be eliminated in FY 85)
	Engineer (Civil)	X	X	X	X	X	D
<u>PROJECTS OFFICE</u>							
	Prog. Spec. (Agric)	X	X	X	X	X	D
	Clerk-Steno	X	X	X	X	X	D
	Secretary	X	X	X	X	X	D
	Clerk-Steno	X	X	X	X	X	D

POSITION 9/ TITLE FY 82 FY 83 FY 84 FY 85 FY 86 REMARKS 2/

OFFICE OF THE CONTROLLER

B & F Spec. X X X X X X E
 Budget & Accts. Specialist X X X X X E
 Accts. Analyst X X X X X E (Position to be eliminated in FY 85).
 Admin. Asst. X X X X X E
 Acct. Techn. X X X X X E

TRANSPORTATION

Chauffeur X X X X X F
 Chauffeur X X X X X F
 Chauffeur X X X X

FSN Subtotal

Positions 10/

Workyears

TOTAL Workyears

USDH

FSN

19 19 19 17 17
 19 19 19 16 15
 14.6 18 17 14 11
 19 19 19 16 15

POS. NO	POSITION	TITLE	FY 82	FY 83	FY 84	FY 85	FY 86	REMARKS 2/
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FY 83 ABS & STATE 128271 Workyears

USDH	19	18	17	14	11			
FSN	22	22	20	16	15			

FOOTNOTES

- 1) Positions per April 30, 1982 staffing pattern: does not include PSC Sanitary Engineer and Social Scientist, and PASA Agricultural Officer.
- 2) Position Purpose Codes per State 132817: A= Executive Direction, B=Program Planning, C=Project Design, D=Project Implementation, E= Financial Management/Controller, and F= Administrative Support.
- 3) Program IDI who arrived at post 3/10/81, completed 2 year internship 5/12/82. Asst. Program Officer position erroneously deleted from April 30, 1982 staffing pattern.
- 4) Per State 128271, USAID/Jordan workforce is to include 1 Regional Economist. Mission assumes this position to be established and candidate selected in FY 83.
- 5) Candidate identified and expected to arrive at post 8/82.
- 6) For illustrative purposes only. In reality, projects office staff time is divided between implementation and design, with the majority of staff time devoted to project implementation.
- 7) Will be responsible for Health and Population activities in FY 1985-86.
- 8) Does not include PASA and JAO/GSO positions and workyears.
- 9) Positions per April 30, 1982 Staffing Pattern
- 10) Does not include FSN contract positions and workyears.

FY 1984 ANNUAL BUDGET SUBMISSION

TABLE VIII

FY 1983 1/ 2/

FY 1982

	TOTAL (000's)	TRUST FUNDS	AID/W FUNDED	UNITS	TOTAL (000's)	TRUST FUNDS	AID/W FUNDED	UNITS
U.S. DIRECT HIRE	1055.0		852.3	17.3	1115.3		870.1	18.0
F.N. DIRECT HIRE	367.2			20.0	426.8			19.0
CONTRACT PERSONNEL	71.7			XXXXX	170.0			XXXXX
HOUSING EXPENSES	381.4			19.0	332.0			17.0
OFFICE OPERATIONS	611.0		354.0	XXXXX	757.2		375.0	XXXXX
TOTAL	2486.3		1,206.3	XXXXX	2801.6		1245.1	XXXXX
RECONCILIATION	1206.3			XXXXX	1245.1			XXXXX
MISSION ALLOWANCE	1280.0			XXXXX	1556.5			XXXXX

1/ Dollar funded local currency costs - \$ 1146.4 in local currency

Exchange Rate - 1 \$ = JD. 0.3333

2/ Travel - \$154.1
 Official Residence Expenses \$ 6.0
 Representation \$ 2.0

FY 1984 ANNUAL BUDGET SUBMISSION

TABLE VIII

	FY 1984 MINIMUM				FY 1984 CURRENT			
	TOTAL (000's)	TRUST FUNDS	AID/W FUNDED	UNITS	TOTAL (000's)	TRUST FUNDS	AID/W FUNDED	UNITS
U.S. DIRECT HIRE	1078.4		828.7	17.0	1078.4		928.7	17.0
F.N. DIRECT HIRE	452.6			19.0	452.6			19.0
CONTRACT PERSONNEL	130.0			XXXXX	130.0			XXXXX
HOUSING EXPENSES	339.5			17.0	339.5			17.0
OFFICE OPERATIONS	714.0		350.0	XXXXX	714.0		350.0	XXXXX
TOTAL	2714.5			XXXXX	2714.5			XXXXX
RECONCILIATION	1178.7			XXXXX	1178.7			XXXXX
MISSION ALLOWANCE	1535.8			XXXXX	1535.8			XXXXX

FY 1984 ANNUAL BUDGET SUBMISSION

TABLE VIII

FY 1984 PROPOSED				
	TOTAL ('00's)	TRUST FUNDS	AID/W FUNDED	UNITS
U.S. DIRECT HIRE	1078.4		828.7	17.0
F.N. DIRECT HIRE	452.6			19.0
CONTRACT PERSONNEL	130.0			XXXXX
HOUSING EXPENSES	339.5			17.0
OFFICE OPERATIONS	714.0		350.0	XXXXX
TOTAL	2714.5			XXXXX
RECONCILIATION	1178.7	XXXXX	XXXXX	XXXXX
MISSION ALLOWANCE	1535.8	XXXXX	XXXXX	XXXXX

DATA ON ACQUISITION, OPERATIONS AND USE OF
AUTOMATIC DATA PROCESSING (ADP) AND WORD PROCESSING (WP)
EQUIPMENT SERVICES AND SYSTEMS

ADP and WP Narrative

As stated in the FY 1983 ABS, the Mission proposed to procure an Apple II microcomputer and possibly a WP-5 system in FY 1982. Due to the Mission's immediate need and because funds were available, the Apple II was procured in FY 1981, and the equipment is currently in operation. Procurement of a word processing system was dependent upon negotiations with State and other agencies at post over the possibility of a joint systems procurement of an Office Information System (OIS). However, USAID involvement in a joint procurement of an OIS has been negated by the decision to move USAID out of the Embassy building and into offices several blocks distant. Therefore, the Mission intends to procure its own word processing system and has budgeted \$10,000 for this purchase in FY 1982, as the present Embassy-based system has already proven to be insufficient in meeting all USAID needs and use of it would become unfeasible after the move to another location.

The Mission has budgeted \$5,000 in the FY 1983 for the procurement of additional software for the Apple II computer and WP-5 equipment. Procurement of additional ADP equipment is not envisioned in FY 1983 or 1984.

TABLE VIII (b)
OBLIGATIONS FOR WP SYSTEMS
(\$000)

	FISCAL YEAR		
	<u>1982</u>	<u>1983</u>	<u>1984</u>
A. Capital Investments in W/P equipment	\$10,000	-	-
B. W/P Equipment Rental and Supplies	-	\$5,000*/	-
C. Other W/P Costs	-	-	-
Total	\$10,000	\$5,000	-

*/ Includes budget for Apple II software.

PL 480

CARE-JORDAN
ANNUAL PROGRAM PLAN
FY 1983 and FY 1984

I. ELEMENTS OF OPERATIONS

A. IDENTIFICATION

1. CARE (Cooperative for American Relief Everywhere, Inc.)
2. Hashemite Kingdom of Jordan
3. April 15, 1982
4. Ministry of Social Development, Amman, Jordan
5. Joseph Steele, a citizen of the United States, is Country Director for CARE in Jordan. He devotes 50% of his time to the Title II PL480 Nutrition Education Program.

6. National Staff - Title II Program

Mr. Farouk Shleeff	Nutrition Educ. Prog. Officer/Office Manager
Ms. Rima Abu Rous	Nutrition Educ. Prog. Nutritionist
Mr. Omar Jadallah	Nutrition Educ. Title II Field Supervisor
Mr. Ibrahim Abulhawa	Title II Warehouseman/Driver
Mr. Mohamad Salah	Title II Liaison/Messenger/Driver

Program administrative support is provided by additional National Staff covering accounting, secretarial and office support services.

7. Agency Agreements

According to the terms of the written basic Agreement between CARE and the Government of Jordan (GOJ), the Ministry of Social Development has been designated as the coordinating governmental agency with whom CARE is to work. The Agreement and working relationship provides for the following:

- a. Duty free entry of Title II and/or other relief supplies.
- b. GOJ to pay costs of distribution such as unloading of cargo, port fees, inland transportation and handling, warehousing, and issuance to participating institutions and end-use centers. Each recipient institution and end-use center in turn assumes all costs of food preparation and distribution to the end-use recipient under its jurisdiction.

- c. CARE has complete and independent freedom of action to carry out supervisory responsibilities.
- d. The GOJ has enacted a law which provides for the confiscation of food appearing in unauthorized channels and its return to CARE.
- e. Recipients are not requested to pay directly or indirectly for Title II foods.
- f. The GOJ freely permits inspection of foods in storage, examination of records relating to Title II foods, audits and end-use checks by U.S. Government and CARE personnel concerned.
- g. Adequate program publicity as to the source of the foods is maintained in the community and institutions through announcements by local governments and by verbal information to individual recipients by institution/distribution center staff and CARE personnel.

B. AREA-SCOPE-CONDITIONS OF OPERATIONS

1.1. Statement of Problem for MCH Nutrition Education Category:

Based on a number of earlier surveys and studies of nutritional/health status in Jordan, and the sub-governorate of Mafraq in particular, a number of nutritional problems have been identified and are listed below:

- a. Child mortality rate in children aged (1-4) in Jordan is 46/thousand according to a recent study prepared by M.H. Darwish and S. Ghawi (UNICEF) titled "Situation Analysis of Children and Women in Jordan", Nov. 1981. Of the 0-4 age group the mortality rate accounted for (34.3/thousand) - a fact that the authors state is "likely to be associated with factors such as improper feeding and weaning practices, impure drinking water, and a low level of health education". The authors point out that although data on urban/rural differentials are not available, an educated guess is that child mortality is higher in rural areas than urban.

Related to the above findings is the CARE (Holson) Mafraq report which states that the mortality rate in children 0-5 is 100/thousand due to high parity and high morbidity. When mortality rates vary between 30 to 40/thousand it is considered "high" whereas at less than 10/thousand it is "low". High morbidity is a result of cold stress, poor medical and health facilities combined with parental ignorance, and poor sanitation.

b. HIGH DEGREE OF HEIGHT DEFICIT - (C. Adelman/AID Nutritionist)

At time of survey 28% of all Mafraq children studied were in the 2nd and 3rd degree categories of height deficit. This figure is also mentioned by Dr. Saad Hijazi in his study of lower income Amman children. By international comparison 28% of height deficit is considered a high degree of stunting. An interesting finding in this report, according to Adelman, is that severely stunted children had higher morbidity. Adelman, also states that it is possible that younger children (6-24 mos.) have higher wasting due to respiratory illness, diarrhea, and the late introduction of supplemental foods to breastmilk (Holson finding). It is in this age group that program efforts in screening and surveillance should be introduced.

c. SIGNIFICANT ASSOCIATIONS WITH MALNUTRITION (Adelman)

Nutritional status could possibly be influenced by beliefs and practices. Listed below are views now commonly held in Jordan as reported in CARE's project on "Beliefs and Practices That Affect Food Habits in Rural Jordan".

- Pregnant women should eat less than normal or only normal amounts of food.
- A pregnant women should eat less than normal when she is ill.
- A lactating mother's food intake should be normal (not more than usual).
- Food intake of nursing mothers should be reduced when their children are ill.

- The newly born infant should not be breast fed for 1-3 days.
- Breast feeding should stop when the nursing mother is ill.
- Mothers are not to be given food for 8 to 24 hours after giving birth.
- Purging children regularly or during illness is practiced.
- Interrelation between malnutrition and late introduction of supplemental foods (indicating need for education and possibly improved food quality).
- Interrelation between malnutrition and number of diseases (namely diarrhea and colds).

1.2. Response to Problem Stated in B.1.1. Above.

The only entity, Governmental or private, presently capable of providing appropriate information and advice to the rural mothers of 0-5 year old children, who mirror the problems and practices stated above, is the Ministry of Health's Rural Health Clinic network. This capability is presently being enhanced by a program of re-training and skill improvement for all Rural Health Clinic Personnel.

However, the ability of the MOH/MCH program is limited in its geographic coverage of rural Jordan by the fact that there is a total of only 70 MCH clinics in the country and not all are in disadvantaged rural areas. It is expected that it will be several years before the program will expand to the 200 plus MCH Clinics presently needed to serve rural needs.

There are other efforts being made to improve nutrition practices and knowledge but they are limited to clients of Government-approved private MCH centers and a nutrition education program in a limited number of primary schools.

CARE, through its earlier Mafrag Pilot Nutrition Program addressed itself to pre-schoolers aged 2-6. CARE now proposes to expand its previous efforts to reach pregnant/lactating women and mothers of 0-5 children through a nutrition education program with a supplemental feeding component. The target group would be in selected "disadvantaged" areas not directly served by MOH/MCH facilities or as a component of an MCH facility where appropriate. The proposed program is described as follows:

a. Overall Objective

Improve the nutritional status of pregnant/lactating women and children 0-5 years in selected, disadvantaged rural areas of Jordan.

To attain the objective, it is planned to introduce a program of nutrition education for mothers and pregnant/lactating women and provide PL480 commodities as an incentive to participation and as a dietary intervention.

b. Education Objectives

Instruct participants about:

Wrong food practices and beliefs
Nutritive value of food and food groups
Nutrition during different ages with emphasis on

- 1.) hygienic aspects of breastfeeding
- 2.) weaning foods
- 3.) introduction of new foods.

Dehydration - prevention and treatment
Nutrition during pregnancy and lactation
Water/Food hygiene and sanitation

c. Participant Selection

Selection of participant children based on assessment of nutritional status through physical examination and anthropometric measurement (height/weight/age/head and mid-arm circumference).

Assessment of nutritional state of pregnant/lactating women will be made at time of enrollment. Enrollment per center to be limited to approximately 40 participants with those at greatest nutritional risk receiving priority consideration.

Enrollment exceeding one year based on reassessment of nutrition/health status.

d. Nutrition Center Activities

Maintenance of growth charts for each participant child through quarterly measurement over a one year enrollment period. Evaluation of weight gain during pregnancy.

Nutrition classes provided for pregnant women and mothers of participant children totalling 15 multi-hour instruction sessions over a 12 month period. Enrollment of child in program makes class attendance by mother obligatory.

Depending on circumstances peculiar to each center, distribute dry rations of PL480 food on a monthly to quarterly basis to mothers of participant children and pregnant women.

e. Food Rations

Each participant child would receive rations for 4 family members to offset effects of sharing within family. Pregnant women would receive a similar ration. See ATTACHMENT No. 2* for ration description.

f. Site Selection for Program

Program would be re-introduced to dry distribution centers under previous pilot nutrition project in Sub-Governorate of Mafraq with expansion as possible to other disadvantaged areas as mentioned in paragraph B.5 below.

g. Nutrition Education Program Personnel

Ministry of Social Development to provide up to six candidates for training as Nutrition Assistants. Two candidates are presently assigned to Mafraq in connection with original Pilot Nutrition Project. CARE would organize a two week training period for Nutrition Assistant candidates.

* Attachments to PP are being submitted with the AER and are not included in ABS.

1.3 Evaluation

Project evaluation will include monitoring project activities such as number of nutrition talks, number of subjects covered, attendance number of nutrition demonstrations and active participation by mothers.

An additional way of evaluating program progress would be to make a subjective assessment of modification in food beliefs and practices.

However, the major indicator of project progress and impact will be the results indicated by the growth charts maintained for enrolled children and the weight gain for pregnant women.

1.4 Assumptions Related to Program Achievement

- a. To reach those at greatest risk among the target group, the program assumes that a policy of recipient selectivity can be employed.
- b. The program assumes that the female Nutrition Assistants of the Ministry of Social Development will be able to carry out their program responsibilities in rural villages.
- c. It is assumed that community leadership will support the objectives of the program and cooperate with the program representatives of MSD and CARE.

B.2 Statement of Problem and Response for Pre-School Feeding Category:

Pre-School Feeding has been a long standing component of the Title II program. PL480 commodities have provided valuable budgetary support for the day-care centers, kindergardens and social institutions that provided a cooked meal for enrolled pre-school children. However, it has been established by CARE that the Pre-School Feeding Center program, as traditionally constituted, has had no nutritional impact.

In consideration of reduced availability of PL480 and concurrent adjustment in priorities to place emphasis on improved nutritional status among infants, pre-school children and mothers, it is not sufficient to provide food only as a budgetary support device.

It is therefore mandatory that a long planned phase-down of the Pre-School distribution program be implemented.

In consideration of the adverse repercussions on the Ministry of Social Development of a too abrupt phase-down of a well entrenched food subsidy program, it is planned to reduce total pre-school recipient levels and limit distribution of the bulk of reduced pre-school commodities to pre-school centers in "disadvantaged" areas.

In those "disadvantaged" areas where both the MCH Nutrition Education Program and the Pre-School Feeding Program are in operation, the Pre-School Centers will be encouraged to make their facilities available for a series of Nutrition Education Classes for mothers of children enrolled in the Pre-School Center. The Nutrition Education classes would be conducted by the MCH Nutrition Education Program's Nutrition Assistants. Cooperation of the pre-School Center and mothers of enrolled children would weigh heavily in determining Center's eligibility for continued PL480 support.

B.3 Statement of Problem and Response for MCH Center - Dry Distribution Category:

CARE's support of MCH Center dry distributions has been limited in recent years to support of two orders of Catholic Sisters whose MCH programs have served the urban poor. Heretofore support was not selective but included all mothers registered. In recognition of improved economic conditions among portions of MCH Center clientele, one center plans to practice selectivity in respect to distribution or eliminate distribution entirely. CARE encourages this policy as it is planned to reduce MCH Center beneficiaries to 2000 in FY 83.

B.4 Statement of Problem and Response for Other Child Feeding (OCF) Category:

CARE's long standing support for the OCF category has been based on assisting participating institutions meet their food requirements in support of children of all ages. The institutions have included boarding schools for the needy and handicapped, orphanages, and hospitals. Title II foods have provided valuable budget support for institutions serving this category but, in consideration of revised priorities and a decreased Title II food supply, it is planned to phase out this category.

As any reduction in longstanding institutional support will be bound to adversely reflect on our counterpart, the Ministry of Social Development, CARE plans to reduce beneficiaries over a two year period from 2000 to 600 beneficiaries in FY 83 and from 600 to 300 in FY 84. There would be no OCF category thereafter.

B.5 Geographical Area:

The Title II Program operated by CARE/Jordan is confined to all of the East Bank of the Jordan River. Programmatic considerations will cause the program to apply the bulk of its Title II support to geographical areas which are "disadvantaged" in terms of natural and economic resources. These areas may include, but not be limited to, the Governorates of Mafraq, Ma'an, Kerak and the area of Diban.

B.6 Method of Distribution

Pre-School distribution is through one cooked meal per child per day, 25 days per month, prepared and consumed at the Pre-School center.

MCH Center rations are distributed monthly or quarterly, depending on practice, in dry form to women enrolled at the MCH Centers.

Other Child Feeding rations are cooked and consumed at the Institution attended by or lived in by the recipients.

MCH Nutrition Education Program commodities are to be distributed in dry form on a monthly to quarterly basis depending on schedule of nutrition education classes and season of year.

B.7 Special Conditions

There are no special conditions established by the host country relative to admission, transport, storage, distribution or use of commodities. Administrative cooperation by counterpart has remained good but participation in logistics of program should improve if a phaseover to counterpart of total program is to eventually occur.

B.8 Duplication

WFP provides commodities to MCH recipients. CARE monitors dry ration distributions to Nutrition Education Program recipients to avoid duplication where an MCH center served by WFP could conceivably serve the same clientele.

C. CONTROL RECEIPT - RECORDS, PROCEDURES AND AUDITS

Upon arrival of Title II Commodities at the port of Aqaba, a representative of CARE is present to observe the temporary storage of commodities by the port authorities. The commodities are subsequently released to CARE by the port authorities through a representative of the Ministry of Social Development in accordance with a numbered inland convoy note. The convoy note indicates total number of pieces with corresponding weight and damaged pieces with true weights of damages.

At the point of temporary storage the CARE representative observes loading of commodities on trucks for transport to CARE's warehouse in Amman where a CARE employee receives the commodities and checks number of pieces and weights of damages against inland convoy note. The total number of pieces with corresponding net weight is then checked against the total number of pieces and net weight given on the ocean Bill of Lading.

Receipts of shipments are reported to CARE/New York Hdqts. monthly. Regardless of whether or not a loss occurred, a Loss Advice Report is prepared. In case of loss, a claim is filed. Marine Advices of Loss were supported by independent surveys over the period 1965 to the present. However, it has been established that reports of the independent surveyors are based on the same documentation available to CARE. Therefore, it is contemplated that the requirement for independent survey of commodities upon arrival at Aqaba port will be waived prior to FY 83. CARE would retain the right to request a survey whenever it was determined that circumstances required further verification of anticipated loss.

Commodities are released from the CARE warehouse by authorization of an American CARE representative to the end-use institutions, or to distribution sites for distribution to individual beneficiaries, by a numbered CARE receipt. The receipt indicates name of institution/distribution site, number of recipients, and total number of pieces delivered with corresponding net weights.

If received at the CARE warehouse, an official of institution/distribution site signs the delivery receipt, retaining a copy for recipient files. If a Ministry of Social Development representative responsible for a certain geographical area receives the commodities allocated to sites in that area, the Ministry representative certifies receipt of the commodities and supervises distribution to those sites.

Upon receipt of the commodities at the institution or distribution site, an authorized representative of the final distribution site/institution signs for delivery and returns delivery receipt to CARE/Amman. A record of dry distributions to recipients at distribution sites is maintained at the site or responsible Government office.

The following statement in Arabic and English is present on the receipt: "I, the undersigned, acknowledge receipt of the quantity of CARE commodities detailed below. I understand that these commodities are a gift of the People of the United States through CARE and that they are to be used only by authorized personnel of this institution and are not, under any condition, to be sold or exchanged or otherwise diverted."

CARE requests a written monthly inventory report from each recipient institution and a recipient distribution list from dry distribution sites. Unannounced, periodic visits by CARE personnel are made to institutions/sites to verify monthly reports. Findings are entered on a CARE site visitation report.

CARE Hdqts. sends Ernst and Ernst/Whinney Murray & Co. auditors to Jordan bi-annually for audits of all CARE/Jordan programs. CARE/Jordan prepares annual self-audits and semi-annual commodity status and recipient reports. As indicated above, Marine losses are reported to CARE/N.Y. Hdqts. Interior losses are reported to USAID/Jordan and claims filed against responsible parties. Funds collected from interior claims are transmitted to the U.S. Embassy, Amman after withholding amounts allowed to cover costs of recovery.

D. PORT FACILITIES - PRACTICES

1. Facilities at the Port of Aqaba are congested at times but are adequate to handle commodities. Surveys by CARE or independent survey organizations are not possible at end of ship's tackle. However, CARE can observe cargo within Port facilities and observe loading of commodities into trucks for shipment out of Aqaba Port. Surveys can be conducted at temporary storage point in Port facility.
2. Duty free entry requirements present no problem and port charges do not apply to CARE shipments or are paid by the Government of Jordan.

E. IN-COUNTRY STORAGE AND TRANSPORTATION

1. The Ministry of Social Development provides three separate but adjacent storage rooms of concrete construction and located in Amman. All commodities are stored on wood pallets provided by the Ministry.
2. Storage facilities for all commodities are adequate and are under the complete control of CARE.
3. All commodities are transported by truck from Aqaba Port to CARE's warehouse in Amman at the expense of the Ministry of Social Development. From Amman the commodities are shipped by truck to end-use center, institutions and dry distribution sites by truck. No transport problems have been encountered.

F. PROCESSING-REPROCESSING-REPACKING

While CARE does not process, reprocess or repack PL480 commodities, a number of recipient institutions contract with a local baker to make bread for the institution from PL480 flour. Possession by the institution of a proper contract with a baker is a condition of receiving PL480 flour when such flour is used in baking.

G. FINANCING

Operational costs for feeding at institutions and pre-school centers are met by those entities from their own resources. MCH distribution costs are met by the MCH Centers. Ministry of Social Development (MSD) meets all transport and portorage costs to CARE warehouses and all storage costs prior to end-use distribution. MSD is also responsible for transport and storage at MCH Nutrition Education Center level prior to distribution to recipients.

Note: Empty commodity containers are not collected for sale.

H. ACCEPTABILITY OF AVAILABLE FOOD - COMPUTATION OF FOOD REQUIREMENTS

1. No whole grain wheat or corn is to be used.
2. Flour, vegetable oil, bulgur wheat, and non-fat dry milk have all been successfully programmed in prior years and have proven acceptability.
3. Rations for Other Child Feeding, MCH Center and Pre-School feeding have been adjusted from previous years to reflect unavailability of rice and unacceptability of CSM. No CSM is

being programmed in any category due to its limited application to daily menus and limited acceptability. Rations for the above categories are not intended to have a direct nutritional impact but are intended to provide budgetary assistance in respect to OCF centers and a combination of family budgetary support, nutritional supplement and incentive for center attendance in respect to MCH distributions. Pre-School distributions are intended to provide much needed budgetary support for centers in "disadvantaged" areas and serve as an incentive to gather mothers of enrolled children for a series of nutrition/health messages under the Nutrition Education Program. Dry, take-home rations for the MCH Nutrition Education Program provide supplemental food each day for the enrolled child or pregnant woman and three other family members. The provision of 4 rations/day per enrolled child or pregnant woman is to counter the inevitable sharing within the family and help to ensure that the target child or woman receives the intended supplemental food support. Apart from the difficult to ensure nutritional support for the target child or women, the ration is intended to provide sufficient incentive for the enrolled woman, or mother of enrolled child, to regularly attend nutrition education talks and demonstrations under the MCH Nutrition Education Program.

I. PROGRAM PUBLICITY

1. While program publicity could prove helpful in developing interest in and acceptance of nutrition education efforts, it is not planned to emphasize use of Title II commodities. As the beneficiary level in all categories except dry, take-home feeding is being arbitrarily reduced - and the reductions affect traditional programs of long-standing, it is best for our counterpart and CARE to treat these program adjustments with considerable sensitivity.

II. CONTRIBUTION TO PROGRAM

A. Financial

- | | | |
|---|-------------|------------|
| 1. OCF costs @ JD 0.2/child-day/yr.
covered by recipient institution | (JD 36,000) | \$ 104,347 |
| 2. MCH Center costs @ JD 1/recipient/yr.
covered by recipient center | (JD 2,000) | \$ 5,797 |
| 3. Pre-School Feeding @ JD 40/center/
month covered by recipient Charitable
Society | (JD 20,400) | \$ 59,130 |

- 4. MCH Nutrition Educ. Program covered by counterpart (MSD) budget (JD 10,000) \$ 28,985
- 5. Transport and Warehousing of Title II commodities met by counterpart (MSD) (JD 50,000) \$ 144,927
- 6. Admin/management cost covered by CARE - \$ 130,000

B. Human Resources

- 1. Personnel of recipient institutions, MCH Centers and Pre-School Centers provide food preparation and management services. Pre-School administrators will help to arrange and house Nutrition Education classes for mothers of enrolled children.
- 2. The Ministry of Social Development will provide up to six (6) Nutrition Assistants and logistical support needed to conduct Nutrition Education classes and manage dry ration distributions. Ministry counterpart section is the Dept. of Community Development and is staffed as follows:-

Faysal Khatib - Department Head
Miss Hala Abu Dayeh
Miss Maha El Hamed

- 3. CARE will provide one Nutritionist as a trainer/consultant and logistical/management support staff as indicated in section 1.A.6. above.
- 4. Mrs. Roche of the Near East Foundation, currently assigned to the Dept. of Women's Affairs of MSD as a consultant, provides advice in program planning and design.

C. Commodities

PL480 Title II Commodities will be provided by FFP in the following quantities:

<u>FY 83</u>	<u>KILOGRAMS</u>	<u>Value</u>
Flour	273,456	73,833
Bulgur	112,759	30,445
NFDM	67,601	10,672
Oil	28,651	<u>25,528</u>
	Total Value	<u>\$140,478</u>

LOGICAL FRAMEWORK

Project Title & Number

APPARATIVE SUMMARY

Program or Sector Goal: The broader objective is to improve health conditions in Jordan

To improve health conditions in Jordan

OBJECTIVELY MEASURABLE INDICATORS

Measures of Goal Achievement

Nutrition/Health Education Programs in place.

MEANS OF VERIFICATION

Pregnant/lactating mothers are participating in classes. Children are being measured and weighed. Food is being distributed and properly used.

IMPORTANT ASSUMPTIONS

Assumptions for achieving goal targets:

MSD committed to the program by providing necessary funds, personnel and logistics.

Purpose

To improve nutrition/health status of pregnant/lactating women and children 0-5 years of age in rural Jordan

Conditions that will indicate purpose has been achieved: End of project status.

Improved nutrition/health status among project participants and improved food habits

Assumptions for achieving purpose:

MSD able to supervise the Program and assign adequate qualified Nutrition Asst. Acceptance of program by communities and adequate participation by the population.

Outputs

MSD personnel have received nutrition/health education training - Adequate lessons have been prepared and classes are on-going. Mothers attending classes and children being weighed regularly.

Magnitude of Outputs:

MSD provide 6 Nutrition assistants. CARE developed adequate training lessons and approximately 14,200 persons participate in the program, 483 M.F. of food distributed.

Assumptions for achieving outputs:

Selection of qualified nutrition assistants. Ability of nutrition assistants to teach. Mothers bring their children to the centers for measuring and weighing on regular basis.

Results

USAID provides Title II commodities. CARE assigns Nutritionist and provides required advise and logistical support. MSD provides adequate funds, personnel logistical support, storage facilities and appropriate sites for the Program

Implementation Target Type and Calendar

Signing of MOU with MSD by June 30, 82. Nutrition assistants selected by August 1, 82. Lessons developed by 9/30/82. Centers begin operation on October 1st, 82.

Assumptions for providing inputs:

Availability of MSD funds. Availability of PL 480 Title II commodities. Availability of trained personnel and proper sites.

App BE, Ch 3, H 15 (M 15)

PL 480 TITLE II NARRATIVE

As stated in the 1984 CDSS CARE/J has been in the process of redesigning its pilot nutrition project so that it will show evidence of nutritional impact. The redesign was delayed for a number of reasons. Among them, two were very significant: the change in CARE/J Directors and the reorganization of the Ministry of Social Development (MSD). Now that these changes have occurred renewed efforts have been made to alter the Title II program in an attempt to improve and increase its overall developmental impact.

The draft guidance message for Title II programs contained in State 134910 and dated May 18, 1982 has provided both USAID and CARE/J with some new ideas for incorporation in an improved program. The possibility of an OPG to supplement the Title II effort is very appealing and will be discussed with CARE/J in detail.

The Title II submission, in the form of the Program Plan (PP), represents a shift from earlier program objectives. The PP clearly demonstrates that the program will focus on improved nutrition and health education. In the course of reviewing the proposed PP, meetings were held within the Mission and also with the Director of CARE/J. Program issues were discussed in length. The Project Committee wanted to ensure that the issues and problems presented in the evaluation of February 24, 1981 (PES 81-1) of the Pilot nutrition project at Mafrag were incorporated in the new proposed project. The PP does so as suggested. The PP represents a targeted program to improve the nutritional status of pregnant/lactating women, and children 0-5 years in selected disadvantaged areas. The plan also emphasizes nutrition and health education programs in an attempt to change food beliefs and practices. Interest in the program is represented by the fact MSD will have to contribute approximately \$174,000 (Page 46) for transportation, warehousing and salaries while the value of commodities is less than \$150,000.

To ensure the MSD fully recognizes its obligations under the Plan, USAID has recommended, and CARE/J has agreed, that CARE/J prepare a memorandum of understanding (MOU) with MSD. The MOU will be co-signed by MSD and CARE/J and will receive USAID concurrence. It will then become a part of the PP. The MOU is currently being prepared and will include the following points:

- Specific criteria for participant selection.
- Roles and responsibilities of participating agencies will be defined in detail.
- Assurance from MSD that the program will continue, should US assistance terminate.

- Specific baseline data identified against which progress can be measured.

The FY 1984 program will depend on CARE/J and MSD's ability to implement the FY 1983 program in accordance with the provisions of the PP and the MOU. The PP for FY 1983 will remain in effect through the end of FY 1984. Fiscal year 1984 commodity and recipient levels are expected to increase slightly over those of FY 1983. In FY 1983, CARE/J is requesting 483 metric tons of commodities for 14,200 recipients (29,500) approved for FY 1982. The value of the FY 1983 program is only 23 percent of the \$610,000 approved program for FY 1982.

The 1984 levels shown in Table XIII represent a modest increase (less than 1 percent) over the FY 1983 as indicated in the following table:

	<u>FY 1984 Levels</u>	<u>FY 1983 Levels</u>	<u>Increase (1984-1983)</u>
Program Value (U.S.\$)	145,200	140,500	4,700
Commodities (M.T.)	505,300	483,000	22,300
Recipients (Persons)	14,800	14,200	600

The above levels for both FY 1983 and 1984 are lower than those proposed by AID/W.

CARE/J has programmed flour instead of CSM due to the fact that flour has much higher acceptability than CSM. In the absence of rice USAID/J believes that this substitution is justified because it provides a better incentive for recipients.

USAID believes that this small proposed project will result in a meaningful and effective nutrition effort. Therefore, it is recommended the program be approved for FY 1983 and 1984.

FY 1984 Annual Budget Submission

Table XIII

PL 480 Title II.

Country Jordan

Sponsor's Name CARE - JORDAN

No. of Recipients by Commodity	Name of Commodity	(THOUSANDS)	
		KGS	Dollars
<u>A. Material and Child Health-----</u>		<u>Total Recipients-----</u>	
			<u>10.0</u>
10,000	Flour	201.6	54.4
10,000	Bulgur	81.7	23.9
10,000	NFDM	55.2	6.1
10,000	Veg. Oil	15.5	13.8
	TOTAL MCH	<u>354.0</u>	<u>98.2</u>
<u>B. Pre-School Feeding-----</u>		<u>Total Recipients-----</u>	
			<u>4.5</u>
4,500	Flour	75.6	20.4
4,500	Bulgur	30.7	8.3
4,500	NFDM	16.8	1.9
4,500	Veg. Oil	10.4	9.3
	TOTAL SCHOOL FEEDING	<u>133.5</u>	<u>39.9</u>
<u>C. Other Child Feeding-----</u>		<u>Total Recipients-----</u>	
			<u>300</u>
300	Flour	9.7	2.6
300	Bulgur	4.9	1.3
300	NFDM	1.6	1.8
300	Veg. Oil	1.6	1.4
	TOTAL OTHER CHILD FEEDING	<u>17.8</u>	<u>7.1</u>
<u>TOTAL FOR ALL CATEGORIES-----</u>		<u>Total Recipients-----</u>	
			<u>14.8</u>
14.8	Flour	286.9	77.4
14.8	Bulgur	117.3	33.5
14.8	NFDN	73.6	9.8
14.8	Veg. Oil	27.5	24.5
	TOTAL FOR ALL CATEGORIES	<u>505.3</u>	<u>145.2</u>

USAID/JORDAN

FY 1983 EVALUATION PLAN

During FY 1981 the USAID completed five evaluations of the P.L. 480, Title II, CARE pilot nutrition program; the Rum Junction-Ras en Naqb Highway; Water Management Technology; Minerals Development, and Vocational Training projects. To date in FY 1982 two evaluations have been completed and submitted to AID/W - on Village Development II and III and on Credit for the Jordan Valley Farmers Association - with a third - Health Planning and Services Development - being readied for submission in May. With two more evaluations planned for FY 1982 the Mission now expects not only to meet, but to exceed by one, the total of four evaluations originally scheduled for FY 1982 in the FY 1983 ABS evaluation plan.

A. FY 1983 - Evaluation Schedule

This evaluation plan for FY 1983, which also projects evaluation requirements as now foreseen into FY 1984-85, shows a slight increase in evaluation workload in FY 1983-84. The increase reflects, first, the conclusion during those years of a large number of capital infrastructure projects which the Mission has felt cannot reasonably be assessed until after completion of construction and an appropriate period of operation. A second contributing factor is implementation slippage, for example in the Health Education and Vocational Training projects, which has meant deferral of reviews from the dates originally envisaged in the PP's. To facilitate the carrying out of necessary evaluations despite the increased workload USAID has continued in several instances to schedule two projects similar in nature for review together in one "joint evaluation." These are identified in the "Comments" column of the evaluation schedule. The USAID's experience to date with this technique has been highly successful.

In all cases the Mission plans to conduct evaluations using its own USDH and FSN staff resources, assuming continuation of adequate staff personnel to do so. Should we feel, however, that outside supplementation of USAID staff expertise is warranted and necessary, we would expect to utilize Technical Services and Feasibility Studies III or AID/W central project funds for this purpose.

USAID/JORDAN

MISSION EVALUATION SCHEDULE FOR FY 1983-85

Project No., Title and Primary Tech. Field Code	No. and Date of Last Evaluation Submitted	Proposed Quarter of Next Evaluation, Period Covered, and Quarter Submitted to AID/W	Purpose of Evaluations	Comments
1. 0186 - Jordan Valley Farmers Association I-031	80-4 12/16/80	84-3, 3rd, FY 81-84, 4th-T	Terminal to assess achievements and lessons learned	Joint evaluation with Project 0192
2. 0192 - Water Mgt. Technology -- 022	81-3, 6/2/81	84-3, 3rd, FY 82-84, 4th-T	Terminal	Joint evaluation with Project 0186
3. 0200 - Maqarin Dam Design 2/	1/	-	-	-
4. 0205 - Village Development II-210	82-1, 2/4/82	84-1, 1st, FY 82-84, 2nd-T	Terminal	Joint evaluation with Project 0221
5. 0206 - Aqaba Sewage - 541	-	85-2, 3rd, FY 79-85, 4th-T	Terminal	-
6. 0207 - Credit for JVFA - 040	82-2, 2/11/82-T	-	-	-
7. 0208 - Health Planning and Services Development - 510	82-3, 5/82	84-2, 2nd, FY 82-84, 3rd-T	Terminal	-
8. 0209 - Rural & Urban Electrification - 252	3/	83-6, 4th, FY 77-83, 4th-T	Terminal	-

USAID/JORDAN

MISSION EVALUATION SCHEDULE FOR FY 1983-85 CONT.

Project No., Title and Primary Tech. Field Code	No. and Date of Last Evaluation Submitted	Proposed Quarter of Next Evaluation, Period Covered, and Quarter Submitted to AID/W	Purpose of Evaluations	Comments
9. 0210 - Potash Plant - 833	3/	84-4, 4th, FY-78-84, 4th-T	Terminal	-
10. 0220 - Amman Water and Sewage - 826	3/	85-3, 4th, FY 78-85, 4th-T	Terminal	Joint evaluation with Project 0233
11. 0221 - Village Development III - 210	82-1, 2/4/82	84-1, 1st, FY 82-84, 2nd-T	Terminal	Joint evaluation with Project 0205
12. 0228 - Community Development (CARE) 4/	80-2, 5/10/80	82-4, 3rd, FY 80-82, 3rd-T	Terminal	-
13. 0229 - Rift Valley Water Resources - 876	-	83-2, 2nd, FY 78-83, 3rd-T	Terminal	Joint evaluation with Project 0243
14. 0232 - Schools Construction II - 636	3/	83-4, 3rd, FY 80-83, 4th-T	Terminal	-
15. 0233 - Irbid Water and Sewage - 820	-	85-3, 4th, FY 80-85, 4th-T	Terminal	Joint evaluation with Project 0220
16. 0234 - Zarqa-Ruseifa Water and Wastewater - 820	-	85-1, 1st, FY 82-84, 2nd	Interim	-
17. 0238 - Vocational Training - 610	81-5, 9/28/81	83-3, 3rd, FY 81-83, 3rd-T	Terminal	-

MISSION EVALUATION SCHEDULE FOR FY 1983-85 CONT.

Project No., Title and Primary Tech. Field Code	No. and Date of Last Evaluation Submitted	Proposed Quarter of Next Evaluation, Period Covered, and Quarter Submitted to AID/W	Purpose of Evaluations	Comments
18. 0241 - Jordan Valley Agriculture Services - 120	-	83-1, 1st, FY 81-82, 2nd	Interim to assess project status, problems & actions	-
19. 0243 - Groundwater Resources Investigation - 876	-	83-2, 2nd, FY 80-83, 3rd	Interim	Joint evaluation with Project 0229
20. 0245 - Health Education - 560	-	83-5, 3rd, FY 80-83, 4th	Interim	-
21. 0247 - Income Tax Assistance - 810	-	82-5, 4th, FY 81-82, 4th	Interim	-
22. 0257 - Development Administration Training III	5/1	-	-	-
23. 0258 - Technical Services and Feasibility Studies III - 790	1/	-	-	-
24. 0259 - Water Sector	5/	-	-	-

1/ Project whose nature, i.e. engineering design and feasibility studies or general training, is such that it is considered unsuitable for evaluation.

2/ Project which was approved before primary technical codes were assigned.

3/ Capital infrastructure project for which only project evaluation to be carried out during IOP will occur sufficiently after project conclusion to enable assessment of project achievements.

4/ Grant to PVO.

USAID/JORDAN

MISSION EVALUATION SCHEDULE FOR FY 1983-85 CONT.

- 5/ Proposed new project. Evaluation to be scheduled in pp's.
- 6/ Schedule omits Technical Services Feasibility Studies II (project 278-0224) and Development Administration Training I and II (0146 and 0214) per footnote 1 above. It also does not show Ram Junction-Ras en Naqib Highway (278-0187) for which terminal PES 81-2 was submitted to AID/W on 5/24/81; Minerals Development (278-0202), terminal PES 81-4, 9/22/81, and P.L. 480, Title II, CARE Pilot Nutrition Project, terminal PES 81-1, 2/24/81.

B. Key FY 1983-84 Evaluation Issues

Looking ahead to FY 1983, USAID now feels the most significant evaluations during that year will be the first review of the new Jordan Valley Agriculture Services Project (JVASP) and that on the Health Education project, implementation of which have been delayed. The review of JVASP has been timed to occur one year after project approval, nine months after appointment of the Jordanian Project director and initiation of commodity procurement, and five months after the proposed arrival of the U.S. contract Senior Advisor. (Delays already experienced per Amman 4431 in signing the AID-direct contract with WSU, required under the Title XII collaborative assistance mode, assure late arrival of the WSU Chief of Party.) This evaluation, accordingly, is to focus on GOJ satisfaction of CP's and project administrative arrangements, including contracting. It should provide the USAID, GOJ and WSU early on an opportunity to identify administrative problems requiring early attention and alert them to the potential effect of such problems on the project's duration and on its institutional development and technical, i.e. agriculture research and extension, objectives.

The Health Education project has experienced serious delays in implementation since its authorization in FY 1980. The proposed FY 1983 evaluation must review with some care the PP's implementation planning, the appropriateness of the project's institution-building objectives, the project's originally scheduled duration, the need for project revision and/or extension, and additional financing requirements. The Agency's recently announced policy on institutional development (State 128710) is timely in relation to both this and the JVASP evaluations. But also, together they should give useful guidance to USAID's project designers regarding implementation planning for technical assistance, institution-building projects with GOJ ministries, such as Health and Agriculture, to whom USAID has not provided bilateral assistance until recently. Such information will be crucial during the next several years when USAID will reorient its water sector program and give more attention to institution building (see the FY 1984 CDSS and the FY 1984 ABS program narrative).

The joint evaluation of the nearly concluded Rift Valley Water Resources and the Groundwater Resources Investigation projects should also, in connection with the latter, contribute to USAID's overall review of implementation planning. Although both projects involve groundwater investigations, they are at different stages in project life and involve different GOJ agencies. The Groundwater project with the Natural Resources Authority approved in FY 1980 is also an institution-building effort has been USAID's belief that the Jordan Valley Authority is far more capable, experienced (certainly in its

relationship with AID), and less in need of support for developing its institutional capabilities.

C. Mission Utilization of Evaluation Findings

When scheduling and/or conducting project evaluations the USAID tries, to the degree possible, to time Mission reviews in accord with major events in the project's life or with needed decisions affecting the project. This procedure has facilitated both Mission decision-making and use of evaluations as a management tool. An example is the scheduling of USAID's FY 1982 evaluation of the Health Planning and Services Development project in April at the project's midpoint and just before the annual review of the project by the Ministry of Health, Westinghouse, and USAID. This PES, being readied for submission in May, focussed on weaknesses in one project component, the considerable success of the other sub-activity, and a time constraint for achieving original project objectives attributable to the PP's proposing only a three-year life of project for what is an institution-building activity. The outcome has been USAID's conclusion that a project extension and additional funding are essential and the related decision to pursue this with the Ministry of Health and the contractor.

In virtually all cases evaluation findings are shared with the GOJ prior to the PES submission to AID/W. The draft FY 1981 Vocational Training PES was actually given to the Vocational Training Corporation for review and comment and as a precursor to USAID's proposing a VTC-Mission meeting with the construction contractor on the slow progress of work and construction delays in completing the Yajouz Trade Training Center. In other cases project status and problems or issues are discussed with GOJ officials and agreement reached on proposed solutions and future actions as part of the overall evaluation process. The FY 1982 Village Development evaluation called attention to a problem with village health clinics. USAID has subsequently undertaken a number of efforts to focus MOH and JVA attention on the matter well in advance of the PACD.

The USAID's FY 1980 "An Interim Evaluation of the Jordan Valley Development Effort: 1973-1980" (PES 80-5, submitted to AID/W in December 1980) has been in great demand. After distribution by JVA and USAID of the initial printing of 50 copies, another 150 were printed at USAID expense, in response to a direct request from JVA. That agency has found the report extraordinarily useful in presenting its case to donors and others. It is a tangible example of one way in which the AID program in Jordan has served as a catalyst for other donor support. Various donors have obtained copies of the report either from JVA or USAID for use in designing new assistance efforts in the Jordan Valley or for assessing on-going ones. Donors who have requested

copies from USAID include the IBRD, UNDP and West Germany. The report is also widely regarded as a basic authoritative reference on Valley development with copies having been obtained by, among others, the UN's Economic Commission for West Asia (ECWA), university students in Jordan for their graduate-level research, and by Rami Khoury for his 1981 book, The Jordan Valley, published by Longmans.

D. AID's Evaluation Process

Since FY 1980 USAID has cooperated with AID/W on two impact evaluations, i.e. of assistance to develop Jordan Valley irrigation (to be based on PES 80-5 mentioned above) and Jordan's education system. Regrettably in our view, neither has yet been completed. While USAID believed the Jordan experience in both cases had valuable lessons for AID and might offer additional insights for the GOJ and others as well, the delays in completing drafts which can be reviewed with the Jordanians have made questionable the two evaluations' utility. USAID, therefore, suggests further work on them be suspended.