

PD-ABB-979

6/1/85

ANNUAL ACTION PLAN

FY 1987

USAID/JORDAN

MAY 1985

FY 1987 ANNUAL ACTION PLAN FOR JORDAN

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FY 1987 ACTION PLAN
USAID/AMMAN

I. PROGRAM DESCRIPTION

A. Overview

The Country Team's Annual Integrated Assessment for Supporting Assistance for FY 1987-1991 stated that Jordan's continued survival as a moderate, pro-western nation is of vital political interest to the United States. Given the Kingdom's intrinsic importance within the Middle East, it is clear that Jordan will continue to play a key role in any negotiated resolution of the Arab-Israeli conflict that is to be both equitable and lasting.

For the past 33 years, our economic assistance efforts, including ESF programs in recent years, have assisted in the building of both the physical and human infrastructure which have fostered Jordan's remarkable long-term economic and social growth. These U.S. economic and food assistance programs, which are expected to reach a cumulative total of \$1.5 billion this year, have nurtured long-term U.S.-Jordanian relationships of mutual interest and trust and helped to strengthen the confidence and security of the GOJ. There is no doubt that these large capital and technical assistance efforts have generated much good will towards the U.S. and provided visible evidence of the substantial role the U.S. has played in furthering Jordanian economic progress.

The U.S. has for many years enjoyed a most-favored donor status in Jordan based on our highly successful U.S. development efforts in almost every sector of Jordan's economy, from water, sewerage and irrigation projects, to education, health, agriculture and transportation efforts. For example, U.S. economic aid has been instrumental in the extremely successful development of the Jordan Valley.

Nevertheless, the basic credibility of the United States as a development partner has been damaged by the drastically reduced levels of A.I.D. in recent years. Key Jordanian officials constantly point to the comparatively massive amounts of U.S. aid going to Israel (\$1.2 billion in ESF in FY 1985) and to Egypt (\$815 million in ESF in FY 1985), while Jordan, the only nation in the region that has been strongly supportive of President Reagan's Middle East peace initiative since its inception, will receive only \$20 million in 1985.

The Administration has stated numerous times that Jordan's survival as a moderate, pro-western nation is of "vital interest" to the U.S., but there is little evidence of this vital interest that Jordanian leaders can see in an ESF level of \$20 million per year. Even so, our A.I.D. program is highly valued by most of the Jordanian counterparts with whom we work.

From an economic standpoint the climate in Jordan has changed drastically since the end of the oil boom in 1981. The ensuing years have seen a 50 percent decline in the level of Arab support, a levelling off in the inflow of wage earner remittances - Jordan's most important foreign exchange source, by far - and an actual decline in exports (before a rebound in 1984 that could prove temporary). Faced with a situation that could very easily have led to balance of payments crisis and high level inflation, the GOJ resolved instead to maintain financial and economic equilibrium, and to accept a reduced rate of economic growth. Real GDP increases which averaged 9 to 10 percent p.a. during 1975-1981, were about 5.5 percent in 1982 and 1983, and an estimated 4 percent in 1984. The 1984 growth rate was barely in excess of the rate of increase in the population, estimated at 3.5 percent per annum.

(Current economic statistics, released too late to be reported here, reflect a further deterioration in the economic/financial situation, i.e. there has been a sharp decline in Jordan's foreign exchange reserves. This information will be provided by separate telegram).

The following are a few measures of the government's success in adapting to the changed situation.

- Second Five Year Plan (1981-1985) expenditures have been reduced by a third from planned levels;
- Current budgetary expenditures increased during 1981-1984 by only 2.0 percent per annum in real terms, and the 1985 budget calls for an increase of only 0.8 percent (in nominal terms).
- Domestic tax revenues increased by 6.5 percent p.a. in real terms during 1981-1984.
- Imports, which had risen at an annual rate of 28 percent (in dollar terms) during 1975-1981, actually declined by 15 percent during 1981-1984.
- Borrowing on foreign capital markets, to maintain even the reduced import level, has been held to a maximum of \$200 million a year, leaving Jordan with a moderate debt service ratio, by developing country standards.
- Inflation has been held to very moderate levels. The Amman cost of living index declined during 1981-1983 before moving up slightly in 1984. Even then, the increase in the index for the twelve months ending February 1985 was only 4.4 percent.

Apart from the austerity measures implied in these indicators, the Government has pursued a generally liberal, pro-private investment course, which has been instrumental in the economy's continued, if much reduced, rate of growth. Recent announcements by the Prime Minister of the newly inaugurated cabinet indicate a firm intention to further the liberalization process.

Unfortunately, given the problems confronting Jordan, the GOJ's economic successes to date do not assure continued growth in the near to intermediate term. Given the country's narrow export base, the stagnant tendency of worker remittances, and a rising foreign debt repayment burden, the balance of payments constraint will remain in full force for the foreseeable future. Indeed, it would become more binding to the extent worker remittances were to turn downward.

The outlook, in short, is for continued financial strain. By helping to finance infrastructure development that the country would otherwise have to provide for from its own resources, an enhanced aid level would significantly help to alleviate the situation, freeing resources for imports of capital goods and raw materials needed to reestablish the growth momentum.

USAID/Jordan's currently approved FY 1986 CDSS (January, 1984) lists the following three objectives:

1. "To help Jordan sustain the social and economic progress of recent years, despite the economic downturn and continuing regional instability, by strengthening the capacity and outreach of key sectoral institutions and by reducing regional disparities;
2. "To strengthen the generation of domestic revenues through technical advice and training in such areas as tax administration, utility management and financial markets and the growth of the productive sectors by identifying and supporting opportunities for export expansion and import substitution;
3. "To assist the public and private sectors in improving Jordan's technical, managerial, and institutional capabilities for coping with the country's more complex economic and social structure through such means as training, data analysis, and automation". (FY 86 CDSS, pp 9-10).

Jordan has utilized past U.S. economic assistance wisely and has been a "good steward" of the resources provided, and the Jordanian economy has grown at a rapid pace during the past decade. The GOJ has repeatedly demonstrated its ability as a prudent financial manager by curtailing budgetary spending and lowering previously planned investment targets wherever this has been needed to maintain a stable, financially sound economy.

Nevertheless, the absence of tangible evidence (physical projects) of U.S. support to Jordan's continuing development during this economic slowdown will have negative economic as well a political

consequences. Thus, the AIASA stated that a substantially enhanced ESF program is essential to achieve U.S. objectives in Jordan. Additionally, the Europe and Middle East subcommittee of the House Foreign Relations Committee recently has recommended increased assistance levels for Jordan. This Action Plan strongly supports an enhanced level of ESF resources for Jordan and provides supporting argumentation at the macro-economic, sector and project level.

B. SECTORS

1. AGRICULTURE

A. STRATEGY:

Jordan has a rapidly increasing population and limited land and water resources for agricultural production. Jordan produces less than 50% of its food requirements and is heavily dependent on imported agricultural commodities. In an attempt to increase agricultural production, the GOJ has given high priority to intensive irrigated production, especially in the Jordan Valley. Now emphasis is being shifted toward potentially productive rainfed areas (highlands).

The AID agricultural strategy is, therefore, to exploit, in an economic manner, Jordan's agricultural potential. This includes:

1. Increase agricultural production in the highlands, which in the context of Jordan includes transitional rangelands.
2. Sustain agricultural production in the Jordan Valley.
3. Strengthen agricultural policies and institutional structures, e.g., marketing.
4. Increase involvement of private sector input and support services.

Increased agricultural productivity will impact significantly on three major objectives of Jordan's "Balanced Growth Strategy": reduction of the trade deficit; improved food security; and reduction of income disparities between the urban and rural areas.

B. MILESTONES:

- While the target for increased production in 1984 of fruits and vegetables was 5 % over 1983, actual increase, according to preliminary data was approximately 10 %. This increased production has led to oversupply of some vegetables and caused temporary marketing problems.
- USAID has reached agreement with GOJ on strategies and priorities to increase highland agricultural production.

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OBJECTIVES:

- USAID and GOJ completed design of a project to increase agricultural productivity in the rainfed areas.
- The research and extension center in the Jordan Valley 90% staffed and 75% trained or undergoing training.
- USAID and GOJ completed design of a project directed at agricultural marketing research and information.
- Continue current ongoing policy dialogue relating to agricultural production and marketing, especially those policy issues relating to pricing, import and export controls, and agricultural credit.

STATUS:

Highland Agricultural Development Project design completed and obligation planned for June 85.

Staff in place and training completed or initiated.

Two initial studies completed August 85. Near East Regional study on export marketing potentials to EEC completed in November 85. Project design delayed due to re-organization of MOA and GOJ.

Dialogue on agricultural policies credit is active, i.e. credit analysis for highlands has formed the basis for technical discussions on agricultural credit.

C. OBJECTIVES FOR FY 1986-1987

- Create an institutional structure to develop, plan and coordinate research and extension activities for agriculture in Jordan.
- Develop formal linkages for the GOJ and other institutions to obtain relevant research and extension information on dryland rainfed agriculture from universities, and regional and international institutions.
- Increase farmer adoption of available improved agricultural technologies to increase highland cereal and pulse production.

- Determine the socio-economic and technical potentials of the desert region for improved range and irrigation activities.
- Improve the handling and processing, pricing, and distribution of the food-marketing system.
- Strengthen the agricultural credit structure to meet future credit needs and improve the economic viability of the agencies involved.

D. SUPPORTING NARRATIVE

After years of working in the Jordan Valley, AID's focus is turning to the highlands and possibly in later years to the Southern Ghors. The Highlands Project is large and will represent AID's centerpiece project in agriculture for years to come. Its major objective is to increase cereal, pulses, and fruit production in order to help reduce the growing food deficit of Jordan. The Highlands Project is being fully coordinated with other donors working in the highlands as well as with Jordan's regional neighbors. The Southern Ghors project is a shelf project for FY 1987 contingent on AID funding levels to Jordan. AID assistance to the Valley under the Jordan Valley Agricultural Services Project is scheduled to end in August 1986. Additionally, AID plans to remain involved in the critical sectoral issues of agricultural marketing and credit which influence the country's agriculture development and to provide technical assistance on range and desert agriculture under the Technical Services and Feasibility Studies Project. An update to the 1978 Agriculture Sector Assessment is planned prior to development of the new CDSS, due for completion in early 1986. A major emphasis in all of AID's agriculture projects is that of improving managerial, technical and analytical capabilities.

USAID policy dialogue in the agricultural sector has focused on several topics such as institutional reform, credit, and marketing. With respect to institutional reform the Mission has been successful in encouraging the Ministry of Agriculture to integrate its research and extension activities to meet farmers needs and to establish an Agricultural Development Council to serve as a planning and coordinating body. Policy dialogue with the GOJ on agricultural credit has and continues to focus on structural issues relating to establishment of suitable rates of interest, repayment performance, savings mobilization, internal management operations and institutional viability. The Mission is committed to assisting the GOJ in strengthening the agricultural

credit system to meet future credit needs of the highlands. Marketing policy dialogue has not yet been successful in addressing the issues of improving the distribution and processing system, establishment of grades and standards, and the development of the proper institutional framework for addressing these needs; however, this is currently a high priority of the GOJ.

E. SCHEDULE OF ACTIONS (FY 1986-FY 1987)

1. FY 1986:

- Establishment of a National Agricultural Development Council.
- Establishment of the National Center for Agricultural Research and Technology Transfer and four Regional Highland Agricultural Service Centers. Construction of these five facilities 60% complete.
- Procurement of major T.A. contract for Highland Project completed and equipment procurement underway.
- Agricultural Development Fund which will focus resources on the highlands established under the National Agricultural Development Council.
- Training of Ministry of Agriculture highlands personnel underway.
- Development of linkages between MOA, UOJ, and other regional institutions through the Rainfed Agricultural Information Network.
- Desert range and water survey study completed.
- Feasibility study of off-farm highland infrastructure started.
- Agricultural Sector Assessment study completed.
- In-service extension course on improving management, programming, and planning skills conducted for JVASP staff.
- Evaluation of Jordan Valley development completed.

2. FY 1987:

- National Center for Agricultural Research and Technology and four highland Regional Agriculture Centers constructed and fully operational.
- Strengthened research and extension capabilities in multi-disciplinary activities directed at family farm needs.
- Complete final evaluation of Jordan Valley Agricultural Service Project.
- Improved crop/livestock technologies extended to highland farmers.
- Completion of detailed marketing and farm credit studies.
- Feasibility study of Southern Ghor Development Project completed and project design underway (subject to funding availability).

2. WATER AND WASTEWATER

A. STRATEGY

A major constraint to Jordan's development is water. This resource is extremely limited, and coupled with inadequate treatment and distribution systems to convey available water to the domestic, industrial and agricultural consumers, water problems become compounded. The lack of wastewater collection and treatment facilities exacerbates an already serious situation. The consequences of this situation are reflected in serious health problems, a less than adequate quality of life, and constrained agricultural production. Water availability also limits industrial development, including exploitation of natural resources.

The World Health Organization (WHO) recommends a minimum domestic water consumption of 80 liters per capita per day (LCD). It is reported that Jordan's daily average domestic water consumption is as low as 30-40 LCD in many areas. This low water consumption contributes to serious enteric diseases and which be responsible for as much as 10 percent of all deaths in Jordan. Inadequate water distribution and wastewater collection and treatment systems have contributed to the spread of disease; for example, the 1981 cholera outbreak. Thus, Jordan must make major expenditures to meet increased domestic requirements while increasing and maintaining its water supply for agriculture and industry.

In response to these water and wastewater constraints, USAID/Jordan's FY 1986 CDSS outlined the following as areas of primary concern for USAID efforts:

1. To assist the GOJ in developing its capacity for improved water use planning and management;
2. To help the GOJ to more effectively use its water resources, including production, distribution, disposal and conservation;
3. To assist the GOJ to improve the economic utilization of its water resources by linking consumption to the establishment of equitable water tariffs.

The strategy calls for USAID to direct efforts through a continuing policy dialogue with the recently established Water Authority of Jordan (WAJ) and through specific project interventions that support the further development

of key Jordanian institutions with sectoral responsibilities. USAID projects are providing training, technical and capital assistance and limited commodities to implement this sector strategy.

B. MILESTONES

OBJECTIVES:

STATUS:

1. SHORT RANGE OBJECTIVES,
1984-1986

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|--|---|
| a. Upgrade public and private institutions through technology transfer trained manpower in the water sector. | Three private Jordanian engineering and firms assisted by U.S. counterparts have completed wastewater designs for ten cities. 45 Water Authority staff members are either undergoing or have completed water orientated training programs in the U.S. |
| b. Increase water distribution systems and wastewater collection and treatment facilities in Jordan. | Five projects in progress will provide water/wastewater facilities to seven cities. These projects range from the design/tender stage to 95 percent complete. |
| c. Improve water conservation programs with increased re-use of treated wastewater. | Reuse of treated effluent for silvaculture is included in Aqaba facility design and scheduled for completion in October. WAJ is currently considering effluent quality standards for limited agricultural use. |

- d. Improve the quality of water for human consumption and correspondingly, reduce the prevalence of water-borne diseases.
- Treated potable water from AID financed Zai treatment plant scheduled for delivery in Amman during June. Ain Ghazal sewage treatment plant remodeling completed and operational. Four additional water and sewerage projects are either under construction or scheduled for tender within next six months.

(2) PLANNED MANAGEMENT STEPS

- a. Strengthen the recently established National Water Authority and improve the conservation and management of water resources.
- AID funded management seminar for WAJ staff completed in April. North Jordan Ground water Investigation to determine aquifer characteristics 65 percent complete.
- b. Through the Mission's established project review system and scheduled evaluations, ensure the progress benchmarks are met and/or corrective action taken.
- Individual project reviews scheduled biannually. Both reviews and evaluations routinely used to identify problems and recommend remedial actions.

(3) BENCHMARKS OF PROGRESS THROUGH MID FY 1985

- a. Sector-wide training activities underway.
- Water Systems and Services Management project draft training RFP under review. Anticipate CBD advertising within next 120 days.
- b. Kingdom-wide tariff study underway. with AID financing.
- Request for contractor prequalification published in CBD on April 6th. Study scheduled to begin within next 90 days.
- c. Construction of sewerage and wastewater treatment facilities in the city of Aqaba completed.
- All facilities approximately 75 percent complete. System scheduled to be inaugurated in October.

- d. Construction underway on water/wastewater systems in Karak and Tafila. Tenders issued in February/March, construction scheduled to start in July-August.
- e. Construction underway of Water distribution system and wastewater collection and treatment facility in the city of Irbid. Treatment plant 35% complete. First of six sewerage contracts let and construction started. Construction of remaining sewerage contracts scheduled to begin by August. Water system contracts scheduled to be tendered in July.
- f. Construction underway on the treatment plant in Zarqa-Ruseifa and water distribution and sewerage systems being installed. Treatment process changed and site relocated to Es-Samra. First phase of Es-Samra facility completed and operational testing begun. Two of five water and sewerage contracts tendered in April, remaining three contracts in final design stage.
- g. Quality control units effectively monitoring water quality, testing for impurities and investigating sources of contamination. WAJ Water Quality Laboratory staffed and operational; routine testing schedule established and in use. Groundwater monitoring program at Aqaba and Es-Samra to be implemented by WAJ when facilities begin operation.
- h. Groundwater Investigation Project data fully computerized. Computer installed and operational. Data available to date entered and modeling exercises scheduled to begin later this year.

C. OBJECTIVES FOR FYS 1986-1987

(1) POLICY DIALOGUE OBJECTIVES:

- To encourage the newly established Water Authority of Jordan (WAJ) to become fully operational and effective so that it can systematically develop and allocate water resources and the people of Jordan can be assured of a safe, adequate and affordable water supply. Achievement of this objective will, in part, be evidenced by:
 - a. Completion of the WAJ Water Tariff Study and the adoption of the study results in formulating an equitable water tariff structure for Jordan;
 - b. Completion of an intensive assessment of WAJ training needs and the issuance and implementation of an in-depth training program for WAJ staff;
 - c. Completion and implementation of the WAJ management study.

2. OTHER OBJECTIVES:

- To provide improved water and wastewater facilities in Jordan. This can be evidenced by:
 - a. Completion of the Amman Water and Sewerage project so that additional safe, potable water is being provided from the Zai Water Treatment Plant to the Amman water supply network.
 - b. Completion of Aqaba wastewater project;
 - c. Completion of the Zarqa-Ruseifa water and wastewater network;
 - d. Completion of the Karak water and wastewater distribution network and wastewater treatment plant;
 - e. Completion of the Tafila water and wastewater distribution network and wastewater treatment plant.
 - f. Completion of the Irbid Water and Wastewater I project;

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g. Completion of the designs for wastewater treatment plants under the Irbid Water and Wastewater II project.

-- To improve the GOJ's basic knowledge of its ground water resources. This will be evidenced by:

a. Completion of the North Jordan Groundwater Investigation;

b. Completion of the design of the Water Resources Project and project implementation begun.

D. SUPPORTING NARRATIVE

Based upon available data, it is estimated that Jordan has only 765 million cubic meters (MCM) of safe water available for total annual consumption. Other estimates indicate that 490 MCM of water were consumed during 1982 (domestic, industrial and agricultural uses) and that 795 MCM will be required by the end of 1985. This 1985 projection is based upon, inter alia, increasing per capita domestic consumption levels and efficiency improvements in the agricultural uses of water.

The GOJ is acutely aware of its water shortage problems and, with assistance from A.I.D. and other donors, is continuing studies, reorganizing institutions, completing project designs and actively implementing a wide range of development efforts to alleviate these major development constraints.

One element of our policy dialogue for several years has been to assist the GOJ in establishing the Water Authority of Jordan (WAJ) which has responsibility for the identification, allocation, protection, conservation and overall management of Jordan's water resources. This institution has now become a reality and USAID will devote major attention and provide necessary technical assistance to ensure that this new governmental body becomes fully operational and effective. The FY 1986 CDSS noted that:

"Water resource identification and use information is not yet adequate to permit effective water use planning and management. Present delivery systems are insufficient to satisfy demand, and wastewater collection and treatment systems fall far short of that required to meet

minimal health and environmental needs. Better management of existing water and wastewater systems is badly needed and capabilities of Jordanian engineering and construction firms working on water projects also need to be improved."

USAID will continue its focus on this set of issues and will use our project framework in furthering these goals which include providing assistance to WAJ in the systematic development and allocation of its scarce water resources in a manner that will assure a safe, adequate and affordable water supply to the people of Jordan. This includes the production of only the renewable portion of groundwater, distribution, conservation to the greatest extent possible, planned safe disposal/re-use and the maximum utilization of available surface water coupled with the establishment of equitable rates, fees and taxes sufficient to recover the costs of investment, operation and maintenance.

Effective water use planning and management is also being addressed through the Agaba, Zarqa-Ruseifa, Irbid and WSSM projects. WAJ has been assisted by the TA services of both technical and financial advisors. Contracts have and are being carefully scrutinized by USAID prior to approval and tendering. Contractor qualification criteria are being emphasized. Technical assistance in design and supervision funded by AID is being provided by qualified U.S. consulting firms. A management seminar financed by AID was recently concluded. Currently, USAID is working closely with the WAJ Director of Training to identify areas where additional assistance is needed to enhance WAJ's management capabilities, ranging from the operation and maintenance of facilities to senior staff management training. The effective utilization of water resources is being addressed through the AID Groundwater Project. USGS-PASA services have been utilized over the past five years to assist WAJ in identifying and defining aquifers, determining safe yields and water quality in North Jordan and to enter the relevant data into an AID supplied computerized data analysis and retrieval system. This assistance is planned to continue for another five years to allow the expansion of this project to the remainder of Jordan.

AID has provided and is continuing to provide training opportunities in all aspects of project management to WAJ staff. An overall water training plan will be promulgated in the near future with U.S. technical assistance as an integral part of the WSSM project.

Treated wastewater effluent from the AID funded Aqaba wastewater treatment plant and the Amman facilities will be monitored to assure quality for agricultural reuse. Likewise, treated effluent from the Irbid plant will be impounded in the Wadi Arab dam and later used for agriculture in the Jordan Valley.

The establishment of equitable water rates is a covenant in all AID water projects. AID and the GOJ, are currently prequalifying U.S. firms to conduct a tariff study that will provide a reliable basis and recommend equitable water rates.

Several other AID policy areas are affected by specific USAID projects. Potable water supply and proper disposal involving sewerage and wastewater treatment directly relate to the Health Sector. The re-use of treated wastewater effluent relates to conservation, the environment and agriculture. Water sector management programs benefit from other AID supported training and institution building projects, e.g., the DAT and Management Development Projects. Additionally, under the WSSM Project three private Jordanian engineering firms assisted by experienced U.S. counterparts have completed the planning and design for water and wastewater facilities to be constructed in ten smaller Jordanian cities. These same three firms have now been selected by WAJ to provide construction supervision for their projects. A similar AID supported exercise to enhance the capabilities of private Jordanian water sector contractors to properly construct water and wastewater facilities in Jordan is now in progress.

The above activities are either a result of or in support of our continuing policy dialogue.

No additions to or changes in composition of the USAID staff appear to be required to carry out the USAID's objectives in the Water and Wastewater Sector.

E. SCHEDULE OF ACTIONS

1. FY 1986

- WAJ Financial Advisor services extended.
- WAJ Operations Advisor replacement recruited and on board.
- WAJ Water Tariff Study underway.

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- Facilities construction completed for Water Systems and Services Management project (278-0259)
 - "Institutional and Human Resources Development" subproject underway.
 - Irbid Water and Wastewater II project (0278-0271) design completed.
 - Groundwater Resources Investigation project (278-0243) completed.
 - Water Resources project (278-0268) design completed and Project Paper approved.

2. FY 1987

- WAJ Water Tarrif Study report approved and its recommendations being implemented by WAJ.
- Irbid Water and Wastewater project II (278-0271) construction underway.
- Water Resources project (278-0268) underway and field investigation commenced.
- "Institutional and Human Resources Development" subproject completed and WAJ implementing its recommendations.
- Project evaluations for all terminated water and wastewater projects completed and the recommendations being considered by WAJ.

3. POPULATION AND HEALTH

A. STRATEGY:

- To encourage the GOJ to more effectively address its population growth experience and prospects.
- To supply health activities that improve primary health care services and complement population family planning objectives.

The population growth rate remains high (3.5%) in Jordan, based on the continuing high fertility pattern and lowered mortality rate. Reduction of the growth rate is considered an important strategic objective of USAID's assistance program to Jordan's development efforts.

Family planning is a politically charged issue in Jordan and one that until recently the Government had been unwilling to formally endorse. Although this lack of Government support to family planning is a partial explanation, it does not interfere with population and family planning activities and the continuing high natural population growth rate is somewhat of an enigma. The country is urbanized (70%) and enjoys relatively high literacy (82% male, 58% female), life expectancy is 65 years, -- all factors that generally help to bring down fertility. Yet the Total Fertility Rate remains high at 6.6 births for women (1983), having declined only slightly over the last decade. The fairly high level (compared to other countries in the region) of contraceptive use -- 26% of married women -- indicates an effective demand for family planning services, but use is practiced by women relatively late in their child-bearing years after family formation is nearly complete. The demand for services, thus far, has been satisfied primarily through the private sector by physicians, pharmacies and to a lesser degree, the private Jordan Family Planning and Protection Association (JFPPA).

In the face of this complex problem, while USAID is not discouraged it has not been possible to apply bilateral resources to population activities because of the Government's unwillingness to request assistance in this field. However there are good indications that the GOJ position on population is in transition toward more openness, to date, the USAID has depended on AID central and regional funding to support these local initiatives.

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In 1986-1987 the USAID plans to continue following a strategy of promoting family planning information and services expansion, within the Ministry of Health (MOH) and private agencies, and supporting governmental policy development through assistance to the National Population Commission. In this effort, the USAID will be responsive to any GOJ request for bilateral assistance in population and will continue to make our interest in this development problem known at appropriate times.

On the health side, many Jordanians, even in urban areas where 70 percent of the population lives, do not enjoy acceptable standards of health due to illnesses rooted in poor sanitation practices and climatic conditions conducive to the spread of disease. Most of these diseases are related to contaminated water use, poor environmental sanitation or un-hygienic food-handling practices. At the same time, Jordan's middle income status and highly urbanized population have brought on a second generation of health care problems. These include the need for improving traumatic health care and for focusing on problems of hypertension, cardiac disease and cancer. Prior GOJ health investment has emphasized the expansion of health facilities, per se, which has led to an improved system of curative medicine, but at the expense of preventive health care programs. Consequently, the Ministry of Health, although institutionally fairly responsive as a curative medical provider, has just recently begun to assume the role of public health educator.

Cognizant of these problems, AID has been supporting two projects in the health sector both focusing on Primary Health Care (PHC) and institutional development. These two bilaterally-funded projects with the MOH are in their final years of implementation. The Health Management and Services Project, with contractor assistance from Westinghouse, has succeeded in developing a viable planning, training and research unit in the Ministry. Its utility has been demonstrated by the leading role it has taken in training over 700 PHC workers and in developing a \$13 million loan proposal for the World Bank to expand health care services.

Our second project, Health Education, has been slower in developing staff capability and production of educational materials and media campaigns because of a relative lack of MOH priority on preventive care. The implementation plan for the final project year has been revised and a joint MOH/AID project committee is now evaluating the project to decide whether to extend project activities or adhere to the PACD of Dec. 31, 1985.

Discussions have progressed with the MOH on AID support to a Nursing Project to address the serious deficiency in the training of nurses and midwives in Jordan. This concept is being developed and the NPD for Nursing Training is included in this Annual Action Plan.

Our health strategy during 1986-1987 will be to maximize the primary health care components promoted in AID sponsored paramedical training or by technical advisors provided by USAID and to institutionalize the Health Education unit within the Ministry of Health.

B. MILESTONES:

- There is now greater openness on the part of the Government of Jordan and the private agencies to expanded plans for family planning information and services.
- The planning capability of Ministry of Health has been improved and the National Health Education program is underway.
- The private sector is more involved in meeting health needs of Jordanians.
- The expansion of primary health care (PHC) coverage is underway.

OBJECTIVES:

STATUS:

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| <ul style="list-style-type: none"> - Conference on Population Policies and Development in the Arab World. | <p>Convened March 1985 by Labor Ministry/National Population Commission; change in Minister of Labor and Social Development (Chairman of Commission) has delayed Conference follow-up.</p> |
| <ul style="list-style-type: none"> - Update of "RAPID" (Population Economic) Model. | <p>Research conducted and presentation made to Population Conference attendees and other GOJ policy makers. 25 copies distributed to prominent Jordanians.</p> |
| <ul style="list-style-type: none"> - Fertility and Family Health Survey. | <p>Completed and findings disseminated at Seminar, August 1984.</p> |

- Reactivation of National Population Commission. Reestablishment of the Commission was approved by the GOJ Cabinet in 1984; Commission is now meeting monthly.
- Third year of centrally-funded support to private Women InDevelopment/Family Planning Center in Zarqa. Approved by USAID and local counterpart agency for PATHFINDER funding.
- National training course in family planning for pharmacists. In design stage by private family planning association.
- Improved overall planning capability of MOH. Significant contribution to the Five Year Plan provided by MOH Planning Unit; also developed Health Care Expansion Plan as successful proposal for World Bank funding.
- Health Education mass media campaigns. Two child immunization campaigns conducted, 11/84 and 4/85.
- Analysis of primary health role of nurses. TDY of Nursing Advisors 11/84 and report prepared for Health Ministry. Design of Nurse Training Project underway.
- MOH policy change to provide child-spacing services. Accepted as part of official maternal child health program in expansion plan presented to World Bank.
- Increased use of private sector to meet health needs. Dialogue ongoing with local company on production of oral rehydration salts.

C. OBJECTIVES FOR FYS 1986-1987:

- To strengthen the National Population Commission role as policy maker and coordinator of population activities.
- To enhance the Ministry of Health's promotional program for child spacing practices and information in its clinics.

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- To increase the service capability of the Jordan Family Planning Association.
 - To expand the health education program generated by MOH on primary health care issues and institutionalize the MOH Health Education Unit.
 - To assist the Nurse Training Institutes to produce a larger and better trained nursing corps (RN's, midwives, assistant nurses).
 - To conduct demographic research on male fertility and its implications for family planning.
 - To enhance private sector role in delivering health services at reasonable costs.

D. SUPPORTING NARRATIVE

The USAID for some years has promoted more explicit recognition and effective action by the GOJ relative to its population growth experience and prospects. This effort came to partial fruition in 1984 when the Government reconstituted the National Population Commission, inoperative since 1979. Under the leadership of the Ministry of Labor and Social Development, the Commission holds the greatest potential for translating the developing awareness of Jordan's emerging population problem and family planning service deficiency into positive governmental action. USAID/Jordan will follow up on the Population Policy and Development Conference it financed in March 1985 by attempting to convince the GOJ to form a permanent Secretariat to the Commission. Further coordination with the United Nations Fund for Population Activities (UNFPA) may bring in assistance to the GOJ in its staffing needs. USAID would then consider providing support for technical advisors, specialized equipment, research materials, study tours and training to the Secretariat personnel appointed by the GOJ.

The USAID will also continue its policy dialogue efforts to assist the Ministry of Health to expand its contraceptive services for the obvious health benefits of family planning, with an initial emphasis on the promotion of birth-spacing practices, rather than on family size reduction. Policy shifts have been observed since 1984, in great part from the coordinated effort between USAID and the World Bank. The IBRD has insisted that child-spacing advice and services be freely offered to the Ministry's Maternal and Child Health (MCH) clientele as one of the pre-conditions for a service expansion loan.

During 1986-1987 USAID proposes to provide advisors to teach courses in primary health care to maximize the technical content and rationale of birth-spacing practices as an essential part of MCH. If the Health Education Project is extended, even greater opportunities will exist to add family planning technologies into staff training and public information campaigns. It should be recognized that the USAID, for direct population/family planning activities, relies extensively on AID's Regional Population Project (298-0048) and the centrally-funded PVO's, as there are no bilateral projects available in the program (except for small amounts of TSFS financing). However, USAID places high priority on the establishment of a bilaterally-funded project and will undertake it if attitudes change on the part of the GOJ. Until that time, support from these regional and central funds will be provided to assist the Family Planning Association (JFPPA) and other private agencies in their service expansion plans. A new project, Nursing Training, will focus on improving the ability of nurses, as PHC service providers on the front line of the public health system, to care for the high risk mothers and children. This project will augment the family planning promotional and service content of nursing school curricula.

In all the health/population activities planned, USAID will pursue targets of opportunity in the private and commercial sectors regarding possible implementing counterparts. For example, we intend to broaden the commercial contacts already established with pharmaceutical firms for the local production of oral rehydration salts. USAID will foster additional private initiatives in family planning, such as those with the Zarga WID Center, the JFPPA, and the new project with a private clinic in Jerash offering fertility termination services under the auspices of the Association for Voluntary Sterilization (AVS).

Full achievement of many of the objectives set will depend upon the USAID's adding a professional assistant Health and Population Development Officer.

E. SCHEDULE OF ACTIONS (FY 1986-1987)

1. FY 1986

- Health and Population Development Officer Assistant on board by 1st quarter.

- Establish agreement with GOJ for support to National Population Commission by 1st quarter and assist with follow-up of Population Policy and Development Conference.
- Complete fiscal review of and authorize grant to Jordan Family Planning and Protection Association by 2nd quarter.
- Analyze Husbands Fertility Survey data and conduct follow-up seminar on findings by 4th quarter.
- Finalize design of Nursing Training Project by 4th quarter.
- Complete eight mass media public health campaigns and a public knowledge survey in health education awareness.
- Continue the dialogue with Jordanian leaders and international donors on population matters.
- Conduct a final evaluation of the Health Management and Services Development project (278-0208).

2. FY 1987

- Continue USAID support to the National Population Commission and the Jordan Family Planning Association.
- Continue USAID's policy dialogue on population matters with the GOJ and the international donors.
- Coordinate the activities of the AID Regional Population Project and centrally-funded PVO assistance in family planning to local private entities.
- Recruit and bring on board contract advisors for the Nursing Training Project.
- Explore ways to provide technical assistance to private sector entities on health product promotion and low-cost health services.

4. RESOURCES PLANNING AND DEVELOPMENT MANAGEMENT

This is a crosscutting theme, rather than a sector, which provides a focus for USAID in addressing important development issues and constraints.

A. STRATEGY:

To strengthen human and institutional capabilities to plan and manage developmental resources, in both the public and private sectors, to more adequately address urbanization, employment and efficiency considerations.

B. MILESTONES:

- Increased quantity and improved quality of Jordan's public and private sector managerial and technical manpower in areas critical to Jordan's continued development.
- Strengthened public and private sector institutional capacity to plan and manage Jordan's development resources.

OBJECTIVES

STATUS

- | | |
|--|--|
| - Undertake an assessment of major urban development problems | A contract for an urban development assessment has been executed which will focus on services sector employment and local government finance. |
| - Improve the industrial performance of Jordan's private sector e.g., productivity, exports, investments etc., and engage in private sector oriented development projects. | USAID's Management Development Project is beginning to be implemented. Consultants have recently completed an industry sector survey. The industrial Development Project is scheduled for FY 85 obligation and a major emphasis will be on improving institutional support services. USAID also plans to implement a private sector HIG in late FY 85. |
| - Improve the efficiency of Jordan's capital markets. | Fourteen participants received USAID-funded training and a financial markets specialist assisted the Amman Financial Market. |

- Integrate the role of the private sector into agriculture health and population services.

The private sector will play a central role in the Highlands Agriculture Project; AID regional funds have been provided to a private sector firm to develop local ORS production; and private health clinics are being supported to deliver family planning services.

- Improve energy planning, conservation and use of local energy resources.

USAID is currently contracting for a conservation advisor; a load management study and several activities involving renewable (domestic) energy resources are being implemented; a geothermal study has been completed. The USAID Solar Ponds project has been dropped for the time being due to feasibility questions. The European Economic Community (EEC) is financing some energy planning assistance. Significant training is being supported by the USAID on conventional, as well as non-conventional, energy management and technology.

- Provide Jordanian institutions access to U.S. expertise and technology to address selective development problems.

Through the USAID's Technical Services and Feasibility Studies Projects, studies and technical assistance have been provided in several key areas, including regional planning, analysis of public and private sector management needs, and an industrial sector survey. USAID has also provided funding to the International Executive Service Corps (IESC) to enable it to provide technical assistance to Jordanian firms and agencies.

- Provide training support to achieve USAID objectives in all sectors. USAID's Development Administration Training projects are on target. In FY 1984, 108 new participants were selected and financed.

C. OBJECTIVES FOR FY 1986-1987:

- To gain a better understanding of the relationship of urbanization to economic growth and to integrate this knowledge into the design of urban related projects and activities.
- To better direct housing programs at Jordanian low income housing problems.
- To assist the GOJ in restructuring its industry support agencies and to improve Jordan's industry support service.
- To improve the quality of industrial extension services being provided to private sector firms.
- To improve the business teaching capabilities of Jordanian business education institutions.
- To increase the priority given to rural enterprises in GOJ policies and programs.
- To improve the GOJ's institutional capability to administer non-conventional energy and conservation programs and to analyze policies in this area.

D. SUPPORTING NARRATIVE

This sector addresses Jordan's requirements in the broad areas of resources planning and management. The assistance requirements of the sector are principally for TA and training, i.e., they are human resource based. Jordan regards its people and institutions as its most valuable natural resources and AID generally concurs in this assessment. USAID's program in Resource Planning and Development Management will continue to focus heavily in this broad cross cutting area consistent with Jordan's developmental needs and the sectoral objectives of the Jordan CDSS: Urban development and shelter, industry, energy, private sector development and human resources.

The Government of Jordan's programs and policies in education, training and institutional development to better plan and manage its resources are considered

generally sound. When problems surface, they are generally confronted and resolved, as is the case of the current work being done to reform Jordan's civil service laws and its receptivity to identified requirements for altering the approach of the Ministry of Industry and Trade from one emphasizing regulation to one emphasizing promotion. Nevertheless, there is room for policy dialogue and change in certain areas, e.g. industrial and urban development policies. AID is pursuing these within a project context through improved policy analysis, projects to support change and, of course, direct policy dialogue. For example, in industry, policy areas include investment incentives, export promotion and institutional reform.

E. SCHEDULE OF ACTIONS

1. FY 1986:

- Urban Development Assessment completed.
- Assistance to the Municipality of Amman Transportation Department completed.
- Housing strategy TA to develop a Housing Planning Unit in the Ministry of Planning started.
- Construction under HIG project started by the second quarter and technical assistance being provided.
- Implementation of the USAID Industrial Development Project started by the second quarter.
- TA under the Management Development Project started by the second quarter.
- Master plan for tourism study completed.
- Funding for the Town and Village Enterprise Project obligated by the third quarter.
- Several energy studies completed; and training and TA being provided.
- Funding for the Development Administration Training IV (DAT) Project obligated in the second quarter and 120 new participants selected and financed under previous DAT projects.
- Funding for the Technical Services and Feasibility Studies V Project obligated in third quarter.

2. FY 1987:

- Seven hundred low income housing units constructed by private sector developers under the HIG program.
- The methodology for providing industrial extension, relying primarily on the private sector, selected and in place.
- New business courses actively underway at University of Jordan and Jordan Institute of Management (JIM).
- Five non-conventional and energy conservation studies will be completed with training and TA to help institutionalize Jordan's capacity to continue these types of efforts and to better administer their programs.
- Education administration and vocational training assistance being provided under the Development Administration Training IV project to the Ministry of Education by the fourth quarter.
- Arabic Television Literacy series production will be completed and marketing activities will be underway.

TOWN AND VILLAGE ENTERPRISE DEVELOPMENT
(278-0255)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

Although Jordan experienced relatively high economic growth over the past decade, the benefits of growth have tended to be concentrated in the capital city, Amman, and the larger urban areas. The smaller towns and villages have been largely by-passed by the development process, particularly in terms of growth of new employment opportunities. Overall economic growth has slowed since 1982 yet more and more jobs need to be created to keep up with Jordan's expanding labor force and fast growing population and the Government of Jordan is increasingly concerned with redressing the imbalance in resource flows which have favored the larger urban areas and the Jordan Valley. Employment generation through the expansion of small and medium scale enterprises in the smaller towns will be a priority GOJ objective in the upcoming 1986-1990 Five Year Economic and Social Development Plan.

The GOJ has adopted a policy of strengthening local communities by extending basic infrastructure and public services. Such a policy is intended to provide the minimum infrastructure investments necessary to meet basic human needs. The GOJ is also exploring methods that would assist local governments and the rural private sector to identify revenue and income generating opportunities which might be realized through judicious investments in local facilities and by providing for small private enterprise development.

B. RELATIONSHIP OF PROJECT TO RELEVANT A.I.D. POLICIES:

In accordance with USAID/Jordan's approved CDSS, this project is in line with the objectives of:

- a. Assisting the country in sustaining the social and economic progress of recent years,
- b. Strengthening the capacity and outreach of key sectoral institutions,
- c. Reducing regional disparities, and
- d. Assisting the public and private sectors in improving Jordan's technical, managerial and institutional capabilities for coping with the country's evermore complex economic and social structure.

The Near East Bureau strategy places heavy emphasis on the problems associated with the urbanization process and encourages USAIDs to focus on interventions in urban areas. This project supports this strategy by addressing the problem of job creation in Jordan's smaller towns to make them more attractive centers of economic opportunity. The Town and Village Enterprise Development project also supports AID's policy to utilize economic assistance in bolstering and expanding the development of the local private sector.

C. MAJOR PROJECT COMPONENTS:

With funds made available to the Ministry of Planning (MOP) from the USAID's TSFS III project, a team of experts from Clark University/Institute of Development Anthropology (through the SARSA Cooperative Agreement) has been working with the MOP in collecting and analyzing the National Village Inventory (NVI). This data was designed to provide the GOJ with comprehensive information on rural areas for the up-coming Five Year Plan. The inventory will assist the GOJ in developing a strategy for public sector investment in smaller urban areas as well as a framework for stimulating and encouraging private sector investment in income-generating activities.

While a series of meetings held with the MOP, the Industrial Development Bank (IDB), the Cities and Villages Development Bank (CVDB), the EEC, the IBRD and Jordan's Central Bank has not yet resulted in a final, viable framework for a USAID project, the development problems, outlined above remain unsolved. These meetings with the local lending institutions did not, for example, demonstrate that there was a lack of credit available for private entrepreneurs interested in establishing small business ventures in Jordan's small towns.

Ideas which emerged from these meetings did, however, identify a basic lack of skills among local government officials in town management, profit-making project identification and management, and private investment opportunities promotion.

These ideas appear to be worth pursuing as possible areas of technical assistance and training for this proposed project. Since the results of the MOP's NVI are still not yet completed and the data expected from the USAID-funded Urban Development Assessment (UDA) are not expected to be ready till August 1985, the USAID has delayed the design and initial implementation of this project from FY 1985 to FY 1986. The UDA and SARSA teams' efforts should provide more information on possible technical assistance and training needs.

The project design that is expected to emerge after these data are in may include the funding of long and short term technical assistance to the GOJ in small scale enterprise identification and analysis. Training in entrepreneurship development will also be an important component.

An implementing agency has not yet been selected for this project. However, it is expected that the Ministry of Planning along with the Cities and Villages Development Bank and the Industrial Development Bank will play major roles in project design and implementation.

Emphasis will be on formulating income-generating activities for communities in less developed areas of the country, encouraging private sector development in these areas, and development of local institutions. The loan component of this project, together with funding from the GOJ, might be used to establish a loan fund for implementing recommendations of the feasibility studies. Loan "seed money" would be provided under this project in order to initially fund small or medium scale enterprises as demonstration projects as part of a pilot program. Community development consultants and/or PVOs may be enlisted to assist in implementing this project, working with local institutions and private sector groups, in identifying potential subprojects, designing sub-project proposals, obtaining financing from the loan fund and other sources (both private and public), and implementing activities.

D. USAID CAPACITY TO DEVELOP PROJECT:

Drawing upon the results of the SARSA and UDA study efforts, USAID/Jordan primarily will use its own project development staff to design and implement this proposed project. In-house staff resources also include a Regional Economist and a Regional Legal Advisor, a Regional Controller and program generalists in the Projects and Program Offices. USAID will utilize outside short-term technical advice, probably from an IQC firm in the credit area, if needed. USAID requests the delegation of PID approval authority for this project.

E. RESOURCE REQUIREMENTS:

While the resource requirements for this proposed project cannot be clearly determined at this time it is expected that the AID input will be approximately \$3.0 million over the life of the project and that about \$2.0 million in ESF loan funds and \$1.0 million in ESF grant funds will be required. This proposed project is now planned for implementation in FY 1986. The GOJ is expected to make a contribution to the project of not less than 25%.

TECHNICAL SERVICES AND FEASIBILITY STUDIES V
(278-0266)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

Despite Jordan's well-developed human resources, the GOJ often requires outside technical expertise to conduct feasibility studies and to develop financial and administrative information for the successful design, implementation and evaluation of development projects. Special expertise is also required from time-to-time to assist in the resolution of specific, complex development problems or short-term technology transfer needs. To implement the new Five Year Development Plan for 1986-1990, currently being prepared, external technical advisory services will be needed to augment GOJ resources and to identify, develop, appraise and execute a number of small scale priority development activities. In order to achieve plan objectives, the GOJ must:

1. Develop and strengthen the technical, managerial and administrative capacity of its institutions;
2. Obtain appropriate technology; and
3. Reinforce its development policies to encourage more participation by the private sector.

In the past USAID/Jordan has assisted the GOJ by providing needed U.S. technical expertise and by funding a wide range of studies on select development development problems through a series of Technical Services and Feasibility Studies (TSFS) Projects. For the new Plan period, the GOJ has requested continued USAID TSFS assistance in order to maximize the achievement of Plan objectives. The GOJ sees TSFS resources as extremely valuable in addressing special problems/opportunities which will arise and in strengthening GOJ capabilities in project feasibility, design, implementation and evaluation.

B. RELATIONSHIP OF PROJECT TO RELEVANT A.I.D. POLICIES:

The overall goals of USAID's assistance program as stated in the approved CDSS, are:

1. To help Jordan sustain its social and economic development and maintain internal stability by meeting equitably the basic needs of its population; .

2. To increase Jordan's capability for self-sustaining growth by strengthening generation of domestic revenues and export earnings, and, concomitantly, gradually reducing dependence on foreign aid;
3. To assist the public and private sectors in developing Jordan's technical, managerial and institutional capabilities for coping with the country's evermore complex economic and social structure.

The CDSS identifies the proposed TSFS project as one of the key supporting activities that will be used to reach USAID's development goals presented above. TSFS V will directly support and emphasize AID's initiatives in policy reform, institution building, technology transfer and private sector development. Thus, it will serve as an important means to reach GOJ/USAID development goals.

C. MAJOR PROJECT COMPONENTS:

The purpose of TSFS V is to assist the GOJ with the identification, development, appraisal and execution of priority development projects and/or the addressing of key development problems.

The TSFS V project, is the fifth project in this series to be implemented in the past ten years. The proposed project will provide additional resources to the Government of Jordan to finance pre-feasibility, feasibility, pre-investment and technical studies; prepare project proposals, designs, tender documents, and environmental and social assessments; provide the technical advisory services of consultants and experts from the United States and Jordan; and procure needed supporting commodities.

Activities eligible for financing through this project are those which are both consistent with the GOJ's development objectives and with AID's development strategy in Jordan involving institution building and transfers of technology in areas such as energy conservation, environment, housing, urbanization, family health care, nutrition and management training in both public and private sectors. The project will also fund PVO and minority contractors whenever it is practical and appropriate. On occasion TSFS funds have allow the GOJ to "buy into" AID centrally funded activities, or to participate in regional activities and conferences. TSFS funding of technical assistance in collaboration with the IBRD has also increased flexibility to make an impact larger than the direct AID program itself.

TSFS V will continue to fund small projects (\$50,000-\$1,500,000) that could hold promise for expanded financing by the GOJ or other donors. This project would provide a mechanism for USAID/J to continue to encourage the GOJ to allocate larger amounts of financial resources to areas of mutual concern. It would also provide seed money to establish relationships between U.S. institutions and GOJ agencies in key areas, such as science and technology.

D. USAID CAPACITY TO DEVELOP PROJECT:

USAID has the capacity to design and implement this project. Our Program Office assumes primary responsibility for managing the TSFS projects and would be supported by our Projects Office, the Regional Economist, the Regional Legal Advisor, the Regional Controller and the executive leadership of the USAID in project design.

Since this is the fifth such project that the USAID has undertaken, the USAID anticipates no design or implementation problems that cannot be solved by our on-board USAID staff. Therefore, USAID requests the delegation of PID approval Authority for this project.

The Ministry of Planning, as with all other TSFS projects, will be the major implementing agent for the GOJ. However, it is anticipated that most major government departments/agencies will also become involved with the project either directly or indirectly.

E. RESOURCE REQUIREMENTS:

USAID plans to contribute \$5.0 million ESF grant funding over the life of this five-year project. The GOJ will contribute not less than 25% of the total project costs. the GOJ contribution will be in both cash and in kind inputs to the project. The in kind contribution will include office space, in-country transportation, clerical and secretarial services and construction of facilities which are necessary for the successful implementation of the project.

DEVELOPMENT ADMINISTRATION TRAINING IV
(278-0267)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED

Sustained socio-economic development in Jordan will require ever greater numbers of qualified personnel in technical and managerial areas. Even though Jordan's training and educational institutions have increased both in numbers and capacity, the continuing demand for trained qualified personnel by public and private sector institutions is not being adequately met. This problem is especially acute in regard to advanced technical training in specialized areas. Moreover, there is a continuing need for training and retraining of individuals as conditions change in response to new skill requirements related to technology and organizational improvements.

B. RELATIONSHIP OF PROJECT TO RELEVANT AID POLICIES:

The proposed project is consistent with both the USAID development strategy as set forth in the FY 1986 CDSS, and AID's Policy on Participant Training. The project will be directed toward improving skill levels which are crucial to Jordan's increasingly complex economy, while at the same time addressing manpower shortages in critical technical areas. The project will be supportive of the priority areas of USAID's program concentration, as defined in the CDSS, but will not duplicate training provided, or planned under other existing or anticipated USAID projects, e.g. the Management Development Project (278-0261), the Highland Agricultural Development Project (278-0264) and/or the Industrial Development Project (278-0265), all of which will provide sector specific training.

DAT IV will conform to the AID Policy Paper on Participant Training dated July 13, 1983, which encourages participant training for the purposes of staff development and strengthening of key development institutions and the establishment of local training capacities. It will contribute to the ongoing process of improving the technical, managerial and policy leadership of private and public sector development institutions.

The development of the labor force through qualitative and quantitative improvements in training programs represents a major goal in the Government of Jordan's 1981-85 Development Plan and this emphasis is expected to continue in the 1986-90 Plan currently under preparation. The government considers training a priority use of AID funds having a direct impact on Jordan's socio-economic development.

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C. MAJOR PROJECT COMPONENTS:

The purpose of this proposed project is to upgrade the skills and improve the administrative and technical capabilities of Jordanian personnel needed to plan and carry out Jordan's development efforts in priority economic and social development fields.

Under this project, USAID and the GOJ will select and process approximately 250 individuals for training in both long-term academic and short-term practical programs. It is currently estimated that 40 long-term and 210 short-term training programs will be financed under the project. (See Table I and II attached to this NPD for listing of the types of training provided under DAT II and DAT III).

D. USAID CAPACITY TO DEVELOP PROJECT:

The USAID has the capacity to develop and implement this project. Our FSN Training Officer has had many years of experience in designing and implementing USAID-funded training projects. He would also have the full support of our Projects Office, Program Office, Regional Economist, Regional Controller and Regional Legal Advisor as well as USAID executive management. For example, the USAID successfully designed and is implementing both the DAT II and DAT III projects with minimum outside assistance from AID/W. We feel that this proposed effort can also be designed within the USAID. Therefore, USAID requests that AID/W grant PID approval authority to the USAID for this proposed project.

USAID proposes that the project be designed in much the same way as its predecessors DAT II and III so that USAID and the Government of Jordan can build on the lessons learned from these highly successful training delivery vehicles. The USAID would continue to work closely with the Ministry of Planning (MOP) in setting priorities and selecting appropriate candidates for training programs. The administrative arrangements between the MOP and USAID are well established and effectively implemented. Based on past experience, the MOP has the resources to make a major contribution to this project as it has to the DAT II and DAT III projects and is fully prepared to properly carry out its responsibilities in this project.

E. RESOURCE REQUIREMENTS:

The total project cost is estimated at \$6,600,000 and AID inputs total \$5,000,000 or 75% of project costs. It is expected that USAID will expend about \$1.0 million a year over the five year life of this project. The GOJ will finance all international transportation costs, and the salaries of all public sector trainees.

INITIAL BUDGET ESTIMATE
(\$ 000)

I.	<u>Proposed USAID Resources Required:</u>	
	Short Term Training	3,145
	Long Term Training	<u>1,855</u>
	Total USAID Resources	5,000
II.	<u>Proposed GOJ Contributions to Project</u>	
	Short Term Training	1,030
	Long Term Training	<u>570</u>
	Total GOJ Resources	1,600
III.	<u>Total USAID and GOJ Resources</u>	<u>6,600</u>

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TABLE I

DEVELOPMENT ADMINISTRATION TRAINING II
PROGRAMS BY CATEGORY

	<u>L.T.</u>	<u>S.T.</u>	<u>Total</u>
Economics	5		5
Accounting	3	2	5
Financial Management		14	14
Other Commerce Courses		11	11
Management	1	16	17
Statistics		8	8
Public Administration	19	10	29
Procurement		7	7
Labor		4	4
Tax Administration		7	7
Other Courses in Public Admin		7	7
Engineering	8	30	38
Agriculture	1	14	15
Health		22	22
Education	4	19	23
Miscellaneous	3	10	13
 Total	 <u>44</u> =====	 <u>181</u> =====	 <u>225</u> =====

TABLE II
DEVELOPMENT ADMINISTRATION TRAINING III
PROGRAMS BY CATEGORY
THROUGH MARCH, 1985

	<u>L.T.</u>	<u>S.T.</u>	<u>Total</u>
Finance		17	17
Economics	4	17	21
Procurement		10	10
Management		10	10
Tax Administration	2	4	6
Public Administration	8	2	10
Other Commerce Courses	1	12	13
Engineering	4	8	12
Education		3	3
Health	1	4	5
Agriculture		5	5
Other Fields		9	9
Total	<u>20</u>	<u>101</u>	<u>121</u>

WATER RESOURCES
(278-0268)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

The socio-economic development of Jordan continues to be constrained by the ever-increasing demand for water. Further, known tapped and untapped supplies of water are not only proving to be inadequate, but their quantity and quality may even now be endangered. In order for the newly created Water Authority of Jordan (WAJ) to determine and wisely manage Jordan's scarce water resources, it must acquire more extensive knowledge of the location, extent, characteristics, chemical composition of and potential threats (including the intrusion of salt water) to water supplies. To obtain this critical data, the hydrologists and water managers of the WAJ will need training in current state of the art procedures, techniques, and skills.

Additionally, because much of the infrequent rain in Jordan is lost to evaporation or runs off unused in valleys, practical means to recharge groundwater with surface water, particularly unused, storm runoff needs to be analyzed and developed for implementation.

B. RELATIONSHIP OF PROJECT TO RELEVANT A.I.D. POLICIES:

The FY 1986 CDSS identified as one of Jordan's water constraints:

"Water resource identification and use information is not yet adequate to permit effective water use planning and management..."

USAID's overall objectives in assisting the GOJ in the water sector are to:

1. Assist the GOJ in developing its capacity for improved water use planning.
2. Help the GOJ to more effectively use its water resources.

This project will contribute to these strategic objectives and to the broader goals of transferring technology and developing the institutional base needed to efficiently manage scarce water resources in Jordan.

C. MAJOR PROJECT COMPONENTS:

To meet the need for assistance in water resource management, the GOJ has requested USAID financial assistance in acquiring the technology needed to acquire and utilize hydrologic and water resources data. The project will continue to impart the technological and management skills required to expand to other geographic areas in Jordan the effects initiated under Groundwater Resources Investigation project (278-0243).

The specific purposes of this proposed project will be to:

1. Enable the Water Authority of Jordan (WAJ) to systematically assess and monitor the availability of groundwater and surface water in Jordan.
2. Build upon the successes and lessons learned during the implementation of USAID's highly successful Groundwater Resources Investigation project (278-0243) which concentrated on north Jordan.
3. Accelerate the transfer of the technology, equipment and training being developed in the project in north Jordan so that the investigation of water resources can be undertaken in other regions of Jordan.

The project would provide technical training to WAJ in:

1. The technology of water resources data collection and analysis;
2. Scientific storage, retrieval, and collation of water resource data for interpretation;
3. Expanding the water resource data base to alert WAJ to changes in the hydrologic system;
4. Developing models and other hydrologic tools to help analyze water resources and the WAJ alternatives for solving problems;
5. Producing high quality reports and maps; and
6. Using management by objective techniques.

A portion of the project will be research and development activity, transferring state of the art recharge technology from the U.S., and the development of possible and relevant technologies for the recharge of groundwater from surface sources. The use of small dams and flood-retarding structures in valleys; recharge wells; and excavations in seasonally flooded areas are among the techniques to be considered.

This nationwide project is considered to be an extension of the current pilot project, Groundwater Resources Investigation Project (AID Grant No. 278-0243). Evaluation of 278-0243 in late FY 84 and early FY 85 provides useful information for the design of and level of effort required for this project. Training both in the U.S. and on-the-job would be expanded to enable the WAJ to accomplish the objectives of their expanded activities.

Policy dialogue with the GOJ on water use issues will be pursued. USAID will assist the GOJ to systematically develop and allocate its scarce water resources in a manner that will assure a safe, adequate and affordable water supply to the people of Jordan. This includes the production (pumping) of only the renewable portion of groundwater, distribution, conservation to the greatest extent possible, planned safe disposal/re-use and the maximum utilization of available surface water coupled with the establishment of equitable rates, fees and taxes sufficient to recover the costs of investment, operation and maintenance.

D. USAID CAPACITY TO DEVELOP PROJECT:

USAID is currently staffed with 2 USDH engineers and 3 FSN engineers who are knowledgeable of local water conditions and requirements. Additional support from the Regional Controller, Regional Legal Advisor and Regional Economist is available from the various USAID offices plus overall program and executive assistance from the USAID Director's Office. Therefore, USAID requests delegation of PID approval authority for this project.

However, specialized technical and planning assistance will be needed during the conceptualization stage and preparation and refining of the project paper. These services will be financed either from TSFS or other project resources.

The coordinating GOJ agency will be the Ministry of Planning. The WAJ will implement the project.

E. RESOURCE REQUIREMENTS:

It is anticipated that AID will make a contribution of approximately \$4.0 million in ESF grant financing for this proposed project to finance technical assistance, training and equipment over the five year life of the project.

Table I shows an illustrative budget for the project and outlines the basic contribution of the GOJ to the project.

TABLE I
INITIAL BUDGET REQUIREMENTS
(\$000)

I.	<u>PROPOSED USAID RESOURCES REQUIRED</u>	
	A. Technical Assistance	2,000
	B. Technical Training	1,000
	Long term 250	
	Short term 750	
	C. Commodities	<u>1,000</u>
	TOTAL USAID RESOURCES	4,000
II.	<u>PROPOSED GOJ RESOURCES REQUIRED</u>	
	A. Salaries of Counterpart Personnel	2,000
	B. In Country Training and Support for U.S. Training	500
	C. Other Cost (In kind and cash)	<u>500</u>
	TOTAL GOJ RESOURCES	<u>3,000</u>
III.	Total USAID and GOJ Resource Requirements	7,000

NURSING TRAINING
(278-0270)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

Jordan suffers from a serious and chronic shortage of qualified nurses and midwives. This deficiency in the numbers of public health nurses and midwives and the limited quality and range of services they provide has a negative impact on the delivery of primary health care services in the country. Although there are sufficient physicians, attempts elsewhere to downgrade the duties of MD's to include more basic tasks usually performed by nurses have not been successful.

Total in country training over the past 5 years has averaged only 75 graduate nurses and approximately 15 midwives yearly. Low numbers of graduates, combined with high attrition rates (from resignation and out-migration), result in a ratio of only 1 nurse to 1,888 population and 1 midwife per 7,879 population (1984).

Recognition of this shortage of nurses has forced the Ministry of Health (MOH) to recruit foreign nurses (e.g., Philipinos, Pakistanis, Sri Lankans) who comprised fully 27% of the nursing work force in 1984.

In addition to the problem of insufficient numbers, the nursing profession suffers from the restricted role thus far afforded to nurses in providing primary health care. This is due principally to the inadequate training they receive in community health nursing and preventive care concepts.

To show its commitment to solving this problem, the MOH has plans to build or enlarge existing facilities to train an average of 400 new nurses yearly through 1990, to achieve a targeted nurse to population ratio of 1:1000. To accomplish this goal, it has just opened two new schools in 1984 and intends to open another in 1985. However, the MOH is concerned about the overall quality of training that can be provided, in primary health care.

Finally, there is recent evidence that the occupations of professional nurse and midwife are becoming more socially acceptable to young Jordanian women and their families. This trend would be encouraged in a Nursing Training project that opens up greater opportunities for quality vocational training and broadens the employment prospects of females to increase their low level of participation in the labor force.

B. RELATIONSHIP OF PROJECT TO RELEVANT AID POLICIES:

The project conforms to the AID health sector policy of strengthening and promoting primary health care and also adheres to general policy in the ESF-funded program in Jordan of maximizing, to the extent possible, the emphasis on technology transfer in all AID projects. Since the great majority of the beneficiaries of the project-provided education probably would be women, the activity would further Women in Development oriented objectives of the Agency.

The project would help Jordan in an area that the current 1981-1985 Five-Year Plan recognized as a main problem; the shortage of nurses and midwives is a priority for action in the health sector.

C. MAJOR PROJECT COMPONENTS:

USAID has had discussions with the Ministry of Health on the possibilities of AID assistance, commencing in FY 1987 or sooner, to improve the existing nursing colleges and to help in establishing a new training school. At present, there are three MOH Colleges of Nursing -- in Amman, Irbid and Zarka -- and one is scheduled to open in Karak in 1985. This project would provide to the MOH system substantial expatriate technical assistance, incorporate long and short term training in the U.S. (possibly through a "sister" university or other contractor), and include a donation of teaching equipment for clinical, in-service training.

Nursing education in Jordan is not yet fully developed nor is the concept of community or public health nurses with outreach functions well-accepted. Therefore, the project would furnish well-qualified, experienced nurse educators who could not only demonstrate technological skills and pedagogical methods, but would introduce the community health nursing approach with its emphasis on preventive care.

The selection of the country implementing agency may be the key, if not the most critical, factor in the feasibility of the project. At this time, the most logical counterpart would be the Ministry of Health and within that Ministry, the Directorate of Planning, Training and Research (DPTR). The product of an AID project terminating in late 1985 (Health Management and Services Development), the DPTR has been charged with projecting manpower requirements for nurses and was instrumental in outlining the Ministry's needs for assistance in the nursing field. Yet a coordinated linkage with the separate Primary Health Care Directorate may be necessary and should be investigated. Since assistant nurses are the third most important category of paramedical service providers after registered nurses and midwives, their incorporation into the project should also be considered.

Finally, since the problems related to nursing shortages are sector-wide, the involvement of the two university nurse training institutes* may be desirable. The administrative feasibility of a more comprehensive approach will be a topic of attention to be pursued during the initial conceptualization of the project.

D. USAID CAPACITY TO DEVELOP PROJECT:

The USAID has the capacity to develop this project with some short term TDY or contractor assistance from AID/W. Our USDH Health and Population Development Officer would lead the project design efforts within the USAID and would be supported by the Regional Economist, Regional Legal Advisor, Regional Controller, the Program Officer and others in the Projects Office and USAID.

Hopefully, AID/W centrally -funded IQCs and institutional contracts (e.g. ISTI, PRITECH, RONCO), could be tapped for some technical analysis and design components of the project. USAID and GOJ design support may also be needed from the USAID funded Technical Services and Feasibility Studies projects.

Therefore, USAID requests that AID/W grant PID approval authority to the USAID for this proposed project.

E. RESOURCE REQUIREMENTS:

Our initial project concept is expected to require approximately \$4.5 million in ESF grant funds for a life of project of three years. The project could be scheduled for implementation in FY 1987 and possibly sooner.

The GOJ, as in all of its joint projects, would be expected to make a substantial financial and in-kind contribution.

In line with the project's emphasis on technology transfer, the major cost will be technical assistance, with 3 resident advisors in the largest training facility (Amman) and 2 in each of the smaller schools (Irbid, Zarka, Kerak), for a total of approximately 27 P/Y of T.A.

* A third Nursing School at the Royal Medical Services supplies the army medical services with its nurses; as a military institution, it will not be included in the project.

Training would be targeted during the first year on the most promising candidates from the teaching staffs in each of the four schools for long-term (1 year) community nursing instruction. Concurrently, and continuing during second and third years, various short-term training assignments (up to 3 months) will be granted to selected personnel in the four training schools. In total, approximately 13 P/Y of training will be necessary.

The commodity item is essential in its importance in upgrading the modest library holdings in the existing schools and establishing learning centers, using audio-visual aids, in both newer and older schools.

INITIAL BUDGET ESTIMATE

<u>TECHNICAL ASSISTANCE</u> (27 person/years)		\$ 3,200,000
<u>PARTICIPANT TRAINING</u>		500,000
4 Long term participant/years	(100,000)	
9 Short term participant/years	(400,000)	
<u>COMMODITIES</u>		800,000
Teaching Equipment	(750,000)	
Project Vehicles	(30,000)	
Miscellaneous	(20,000)	
Initial Total		<u>\$ 4,500,000</u>

IRBID WATER AND WASTEWATER II
(278-0271)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

Jordan's water shortage is a major constraint to development. This is compounded by the lack of adequate water and wastewater collection and treatment systems in the country's major cities. With about 70 percent of the population living in urban areas and the high rate of rural-urban migration, urban water and wastewater systems are increasingly taxed by consumer demand. In many cases, present systems are overloaded, creating serious public health problems and limiting potential urban industrial and commercial expansion.

The GOJ recognizes the need to provide expanded water and wastewater facilities, to meet increased demand as well as to make better use of existing water supplies and prevent their contamination. Large amounts of financial and human resources are being allocated by the GOJ to resolve Jordan's water problems. For the large urban areas, water and wastewater treatment and collection facilities are being constructed through assistance from AID and other donors. However, continued outside support will be required in order to provide cities with adequate supplies of potable water and safe sewage disposal.

In Irbid (population: 160,000) Jordan's second largest city, AID is presently partially financing construction of a sewage treatment plant and wastewater collection and distribution network. The plant and its adjunct system, which is planned for completion in FY 86, will only meet part of the city's requirements, covering 65 percent of the municipal area. In order to meet service demand until the year 2010, Irbid will require two additional wastewater treatment facilities, given projected population growth and the requirement to service the city and its immediate surroundings. The Irbid Water and Wastewater II project is, therefore, proposed to assist the GOJ in alleviating the city's wastewater problems by providing partial funding of additional plant design and construction.

B. RELATIONSHIP OF PROJECT TO RELEVANT AID POLICIES:

The proposed project directly supports AID's stated long-term goal to increase water distribution systems and wastewater collection and treatment facilities in the Near East region. It is consistent with USAID/Jordan's assistance objectives included in the USAID's FY 1986 CDSS. The design and construction of the treatment plants through the Irbid Water

and Wastewater II project will also positively impact on public health conditions in the project area, in accordance with AID policies to support the improvement of health conditions. The project is fully consistent with AID's policy which targets resources for enhanced socio-economic development in urban areas.

This proposed project is assigned a high priority by the GOJ and if the enhanced levels of economic assistance to Jordan are forthcoming, we plan to allocate additional resources to this important project. In the past, the GOJ has used our capital development assistance to good advantage.

C. MAJOR PROJECT COMPONENTS:

USAID assistance through the proposed Irbid Water and Wastewater II project will be utilized for the construction of two treatment plants in the Irbid area, one at Sal and the other at Sawm, and the requisite engineering design and construction supervision services. The proposed implementing agency, the Water Authority of Jordan (WAJ) has already given prefeasibility consideration to this project and has tentatively chosen two project sites. The appropriate wastewater treatment process will be selected during the feasibility design stages. The selected plant sites will permit the flow of sewage by gravity to minimize energy inputs. The Eastern Wastewater Treatment site is planned to be located near the village of Sal where treated effluent will flow through Wadi Esk Shallala for agricultural use in the Jordan Valley. After treatment at the western plant at Sawm, the effluent will flow through Wadi Haman to the Wadi Arab Dam and then to the Jordan Valley.

Design and construction supervision services will be required for 3-4 years for this project. Actual construction of plant facilities is estimated at 2-3 years. Related construction of sewer and water mains, laterals, and supporting appurtenances will be necessary and are expected to be financed by the GOJ and/or other donors.

D. USAID CAPACITY TO DEVELOP PROJECT:

USAID/Jordan is currently staffed with two USDH and three FSN engineers, well versed in water and wastewater treatment and knowledgeable of local conditions and requirements. Project design support is also available from USAID's Projects and Program offices, the Regional Controller, the Regional Legal Advisor, the Regional Economist, and USAID executive management.

However, given USAID water sector work load requirements, it is expected that the USAID will request TDY assistance

directly from AID/W or from an IQC for PP preparation. Investigative and feasibility studies will be financed through the Technical Services and Feasibility Studies project. USAID requests that AID/W delegate PID approval authority for this project.

E. RESOURCE REQUIREMENTS:

The total life of project cost is estimated at approximately \$53 million. USAID proposes to finance up to \$20 million of this total from ESF loan and grant sources. USAID proposes to contribute \$2 million in grant funds and \$ 18 million in loan, or approximately 38 percent of total project cost. A preliminary estimated project budget follows:

INITIAL BUDGET REQUIREMENTS
(\$ 000)

I. PROPOSED USAID RESOURCES REQUIRED

A. Engineering Services		2,000
1. Feasibility, design, contract document preparation	(1,000)	
2. Construction Supervision	(1,000)	
B. Construction		18,000
1. Sal Wastewater Treatment Plant	(9,000)	
2. Sawm Wastewater Treatment Plant	(9,000)	
		<hr/>
Total AID Resources		20,000

II. PROPOSED GOJ RESOURCES REQUIRED:

A. Engineering Services		2,000
1. Feasibility, Design, Contract Documents	(1,000)	
2. Construction Supervision	(1,000)	
B. Construction		29,000
1. 240 km of sewer mains	(21,000)	
2. Sewer laterals	(6,000)	
3. Treatment plant at SAL	(1,000)	
4. Treatment plant at SAWN	(1,000)	
		2,000
C. Other Costs		2,000
1. Right of way	(250)	
2. Site preparation	(1,750)	
		<hr/>
Total GOJ Resources		33,000

III. TOTAL USAID AND GOJ RESOURCES REQUIRED =====
53,000

SOUTHERN GHOR DEVELOPMENT
(278-0273)

NEW PROJECT DESCRIPTION

A. DEVELOPMENT AND OTHER PROBLEMS BEING ADDRESSED:

The Government of Jordan established the Jordan Valley Authority (JVA) in 1972 and charged it with the responsibility of bringing about the economic and social development of the Valley. In 1980 the JVA's mandate was extended to cover the Southern Ghor (an area south of the Dead Sea) where the JVA with donor assistance is currently undertaking a number of infrastructure projects similar in nature to those JVA had successfully completed or that are still underway in the Northern Ghors (the area between the Yarmouk River and the Dead Sea). These latter projects have impacted strongly on the economic and social development of Jordan Valley farmers and have turned the Jordan Valley into an area development show case.

JVA's projects now being implemented in the Southern Ghors and those planned will bring about 11,000 hectares of land under irrigation, equivalent to 45 per cent of the area presently irrigated in the Northern Ghors. Much of the 11,000 hectares will be cultivated for the first time in recent history. A range of services and "support" social infrastructure will be needed to bring about increased agricultural production, an adequate quality of life, and improved farmers' income.

Jordan is a small country with an estimated population of 2.6 million people and an annual growth rate of 3.5 percent, with a doubling of the population expected by the year 2010. Jordan has a large food deficit and it is increasing at approximately 15 per cent annually. The development of the South Ghor will help Jordan reduce the rate of growth of its large food deficit, increase domestic economic activity and provide employment opportunities for its people.

B. RELATIONSHIP OF PROJECT TO RELEVANT AID POLICIES:

The development of the Southern Ghor conforms to AID's Agricultural and Rural Development Sector policy of increasing and strengthening agricultural production. The project will help Jordan's trade position, increase domestic food supplies, and assist in establishing a more productive and stable socio-economic environment as well as employment opportunities. U.S. economic assistance is directed towards enhancing U.S.-Jordanian relationships, in part by increasing Jordan's capability for self-sustaining growth and reducing

its dependence on foreign aid. The Southern Ghor project will be in keeping with USAID's general strategy for Jordan and in conformity with USAID's approved CDSS.

C. PROJECT MAJOR COMPONENTS

The Southern Ghor Development Project (SGDP) will be designed to complement the engineering and other development activities which are currently being carried out and/or planned by the Government of Jordan, through its Jordan Valley Authority in the Southern Ghor. SGDP activities would be directed mainly towards developing social infrastructure such as public utilities, health clinics, schools and, possibly, low income housing, along the lines of the successfully concluded AID-financed Village Development projects in the Northern Ghors. Additionally, project design would also assess technical and financial assistance requirements for the construction of irrigation systems, farm-to-market roads, and agricultural research and extension service centers.

The JVA is developing irrigation facilities for 4,600 hectares of irrigable land (Stage I) in Ghor Safi, Feifa, Khanzeira and Dhira and will be dividing these lands into 1,550 farm units of 30 dunums (3 hectares) each. Water from wadi (stream) sources will be carried through pipes under pressure to these farms of which 400 units were recently established. Water will be used mainly in drip irrigation, a system that has so far proven very effective and efficient in water use in the Northern Valley. Development of Stage I has been completed with assistance from the Kuwait Fund for Arab Economic Development (Safi), the Saudi Fund for Development (Feifa and Khanzeira) and the Italian Loan and Export Credit (Mazra', Haditha and Dhira).

In addition, JVA will, under Stage II of the GOJ's Southern Ghors development scheme now under design, be developing 6,000 hectares to be irrigated from Wadi Mujeb and Wadi Hasa flows. Construction works planned for this Stage II include a dam to be built on Wadi Hasa and a 73 Kilometer long water conveyor with a diversion weir to carry water under pressure from Wadi Mujeb to the predominantly low income family farms to be irrigated.

D. USAID CAPACITY TO DEVELOP PROJECT:

The USAID has the technical capability and expertise to design and implement the proposed project in accordance with Agency and Bureau standards. We have an Agricultural Economist, Agricultural Development Officer, five Engineers and a well qualified FSN agriculturalist as well as fully staffed Project and Program offices. In addition we have a Regional Economist, Controller, and Legal Advisor resident at post to assist in the analysis and development of the Project

Identification Document (PID). The USAID has funds from the Technical Service and Feasibility Studies Projects available to procure resources deemed necessary for technical analysis and design. The Agricultural Economist will be responsible for the development of the scopes of work and the coordination of the consultant team who will assist in the development of the PID and Project Paper. USAID requests that AID/W grant PID approval authority to the USAID for this proposed project.

While the Jordan Valley Authority will be the principal implementing agency for project activities, it will coordinate and be assisted through sub-agreements with other agencies, e.g., Ministry of Health, Education, Public Works, and Agriculture.

F. RESOURCE REQUIREMENTS

The initial attempt at estimating the resource requirements to carry out this project as currently envisaged is estimated at \$30 million for 6 years with an anticipated project start up date of June 1987. The major costs items are infrastructure, technical assistance, commodities and facilities. It is assumed that approximately two thirds of the project will be loan funded and one third grant funded. The GOJ is expected to, as it does with all USAID projects, to contribute not less than 25 % of the total project costs.

III. EVALUATION PLAN NARRATIVE FY 1986-1987

During FY 86-87, USAID/Jordan will be evaluating projects in the priority sectors of water, population/health, agriculture and human resources/training. With the scheduled completion of a number of water sector projects with large capital infrastructure outputs, the FY 86 evaluation schedule will highlight a wide range of issues in this important sector. In FY 87 projects in practically all sectors stressing technology transfer and institution-building will be evaluated. USAID evaluation efforts in the next two years will deal with technical, programatic and policy issues as well as final assessments of project implementation, as USAID's project pipeline decreases and major projects are completed.

PROGRAM LEVEL

Water scarcity and utilization is a high priority development concern for Jordan and for the Near East region; optimizing the use of scarce water resources among competing users is a long-term development goal of the USAID and the Bureau. In the water sector, USAID/Jordan's scheduled evaluations in FY 86-87 are targeted to assessing the achievement of AID's regional strategic objectives to:

- Make available additional water supplies
- Increase the number and effectiveness of wastewater services.
- Improve water/wastewater management and planning at all levels of government and within the private sector.

Evaluation of six USAID water projects ties in to regional as well as USAID objectives. For example, two USAID-financed wastewater treatment plants will be on-stream, another will be nearing completion, and construction of a fourth will be well underway when projects with these elements are evaluated. Facilities constructed through USAID projects will serve Jordan's largest urban areas, increasing the effectiveness of wastewater collection and treatment services for a large segment of the country's population. With two exceptions, water projects selected will be evaluated for the first time, and those involving completed wastewater and water treatment facilities will be examined for the linkage between improvements in water and sewage systems to health status.

On a technical level, water project evaluation issues include a close look at:

- Experience with various forms of sewage treatment.

- Experience in using surface water for potable water uses in comparison to the former reliance on groundwater.
- Capture of effluents for reuse in irrigation and/or groundwater recharge.

Other important issues concern contracts (e.g. the difference in U.S. and Jordanian conditions of contract) and metering systems.

Although USAID's water sector projects are primarily capital intensive, they also include technical assistance and training elements which will be examined under the evaluative process. Technical assistance components were designed to improve the Water Authority of Jordan's technical and administrative capacity in managing financial operations, recovering costs and implementing information systems. Issues in training such as the provision of local versus U.S. training merit evaluation. The enhancement of private sector capabilities in water and wastewater design and construction will also be covered.

Recent evaluations in the water sector--concerning the Groundwater Resources Investigation, the Jordan Rift Valley Water Resources Study and the Water Systems and Services Management project--indicate that past assistance has been effectively utilized and has been instrumental in alleviating sector constraints. The Groundwater Resources evaluation provides important guidance for the design of the FY 1986 Water Resources project.

In the agriculture sector, FY 87 evaluation efforts will measure progress in achieving increases in fruit and vegetable production and in strengthening research and extension efforts in the Jordan Valley. Previous evaluation work revealed the importance of emphasizing the development of appropriate extension methodology and influenced the design of USAID's new major agriculture project in the Jordan highlands. Programmatic concerns in the agriculture sector include the need to take a close look at the complementarity or competitiveness in public and private sector extension efforts and the use of in-country rather than U.S. training.

Evaluations of USAID's on-going health projects (the scheduled FY 87 evaluation of Health Education depends on the outcome of the FY 85 evaluation effort) will address institution-building concerns in the health sector. USAID assistance to the Ministry of Health through its bilateral projects and technical assistance have stressed the improvement of management and planning of primary care services. Evaluation in this sector will assess the public health system's capability in emphasizing preventative rather than curative health care.

PROJECT LEVEL

On the individual project level, selected evaluations will be used to determine requirements for project extensions and mid course corrections as well as guidance for the structuring of new activities. For example, the evaluation of Health Education (278-0245) in FY 85 will be important in assessing the advisability of project extension. Evaluation of significant Technical Services and Feasibility Studies sub-projects in FY 86 will shape future TSFS allocations. Specifically in this regard, the TSFS evaluation will attempt to measure the effectiveness of TA provided in support of IBRD sector programs, e.g. energy planning and urban transportation, and provide guidance on the extent and modalities for additional collaborative efforts. They, along with the scheduled evaluation of the Income Tax Assistance project (278-0247) in FY 87, should provide us with an assessment of the effectiveness of the TSFS mechanism for delivering technical assistance versus providing the same through a discrete bilateral project.

Lessons learned from the Groundwater Resources Investigation project (278-0243) indicate the continuing desirability for U.S. assistance in monitoring and assessing the quantity and quality of Jordan's groundwater supplies. Lessons learned from the interim evaluation of the Water Systems and Services Management project (278-0259) revealed various ways technology from U.S. design engineering can be transferred to Jordanian private sector consultants. The evaluation of how U.S. technology was transferred in the first phase of this project will be an important comparative benchmark for technology transfer in later phases, and in other USAID projects.

In FY 87, evaluations planned for the Management Development (278-0261) and Industrial Development (278-0265) projects will provide first reviews of these new projects; evaluation will largely focus on initial implementation performance.

HOST COUNTRY INVOLVEMENT

The USAID continually encourages counterpart host country institutions to participate in project evaluations. We solicit GOJ input in the evaluation process by such means as requesting specific information from GOJ records and counterparts; asking for senior management comments on evaluation recommendations and proposed next steps in implementation; involving counterpart staff in project reviews; and in promoting the use of evaluation as a management tool. For an up-coming intensive evaluation of Jordan Valley development, USAID/Jordan will be exploring the utilization of local Jordanian consultants in conducting USAID-evaluation rather than a complete reliance on U.S. consultants.

IV. USAID JORDAN WORKFORCE

The planned USAID Jordan workforce will remain relatively constant over the FY 85 to FY 87 planning period. The attached table indicates the projected staffing in terms of workyears of effort. USDH and FNDH levels remain constant and minor staff increases, explained below, are accommodated through FN PSC's.

CHARACTERISTICS OF THE USAID JORDAN WORKFORCE

USAID Jordan has a small USDH staff relative to the size of its program and the level of regional responsibilities. This low level of USDH staffing has been possible because of the extensive use of professional FSN employees, most of whom have many years of AID experience. A total of 11 FSN's are senior employees who perform duties assigned in many USAIDs to USDH employees. The composition of the FN workforce will change somewhat during the planning period and beyond. As FNDH employees retire or resign, replacements will be hired under PSC's, in accordance with AID policy.

CHANGES TO THE WORKFORCE DURING THE PLANNING PERIOD

A number of minor changes are envisioned and indicated by footnote on the attached table, including the following:

- A. USAID Jordan has utilized the services of a USDA PASA employee as the USAID Agricultural Advisor. With the anticipated authorization of Highland Agriculture Development Project, USAID will transfer the PASA to program funding since the scope of the activity requires the Advisor's full time attention. Other agricultural matters can be assigned to the Agricultural Economist, and the senior FSN Agricultural Specialist.
- B. USAID staffing includes one IDI, the Agricultural Economist. An ongoing agricultural position will be maintained and the position will be considered for the IDI at the completion of his training program.
- C. USAID Jordan staffing currently contains a residual USAID Syria position which will be deleted (with the incumbent transferred to USIS) at the end of FY 85.
- D. USAID Jordan plans to hire three additional FN PSC employees in FY 85/FY 86. Staffing for the Office of the Director includes a new Receptionist/Clerk position. This position is needed because USAID will soon move to a new office building (outside of the Chancery) and will need to replace receptionist services previously provided by the Embassy.

The Projects Office will add a professional FN position in the field of population. USAID activities have been increasing gradually in this field and a professional FN staff member will enable the USAID to better monitor the labor intensive program support requirements, while freeing the USDH Health and Population Officer to devote more time to population policy dialogue and strategy development.

The Office of the Controller has identified in FY 86 a requirement for an accounting technician to meet the additional workload anticipated for regional requirements, and for the installation of the Mission Automated Accounting System (MACS).

There are a number of uncertainties which must be considered in any discussion of USAID staffing.

- A. The shifting of the program focus from capital projects to technical assistance activities is gradually resulting in a more labor intensive portfolio. Similarly, the retirement of senior FSN's with many years of experience will impact on work load since their replacements will not match their productivity or expertise for a number of years. These factors may result, during project implementation, in a Mission decision to consider additional professional personnel.
- B. Management services and administrative liaison are currently the responsibility of the USAID Controller. During past years, administrative duties have gradually increased to the point where the establishment of a Management Officer position may be advisable, particularly if the newer activities require an increased level of Mission support. USAID will consider the necessity for the establishment of a Management Officer position within the next few months.
- C. There has been an increased tendency to locate regional personnel in Amman. There are three USDH officers currently assigned with regional responsibilities. The assignment of two additional such personnel - a contracting specialist and an urban development specialist - has been considered by AID/W. Additional regional assignments would result in increased support staff requirements at the Mission.
- D. If there is a significant increase in the USAID Jordan program, particularly in the case of a Peace scenario, additional staff, US and FN would be required to design and monitor the expanded program.

USAID JORDAN
PROPOSED WORKFORCE 1985-1987
(WORK-YEARS)

	1985			OTHER	1986			1987		
	USDA	FNDA	FN-PSC		USDA	FNDA	FN-PSC	USDA	FNDA	FN-PSC
<u>OFFICE OF THE DIRECTOR</u>										
Mission Director	1.0				1.0			1.0		
Deputy Mission Director	.8				1.0			1.0		
Regional Legal Advisor	1.0				1.0			1.0		
Regional Economist	.9				1.0			1.0		
Executive Assistant	1.0				1.0			1.0		
Receptionist/Typist 1/5/			.2				1.0			1.0
SUB TOTAL	4.7		.2		5.0		1.0	5.0		1.0
<u>PROGRAM OFFICE</u>										
Program Officer	1.0				1.0			1.0		
Assistant Program Officer	1.0				1.0			1.0		
Program Specialist		1.0				1.0			1.0	
Secretary			1.0				1.0			1.0
C & R Clerk			1.0				1.0			1.0
SUB TOTAL	2.0	1.0	2.0		2.0	1.0	2.0	2.0	1.0	2.0
<u>PROJECTS OFFICE</u>										
Project Development Officer	1.0				1.0			1.0		
Dep. Proj. Devel. Officer	1.0				1.0			1.0		
Asst. Proj. Devel. Officer	1.0				1.0			1.0		
Asst. Proj. Devel. Officer	.8				1.0			1.0		
Health and Pop. Officer	1.0				1.0			1.0		
Agricultural Advisor 2/				.9 (PASA)						
Agricultural Economist 3/	.7				1.0			1.0		
Multi Sector Specialist		1.0				1.0			1.0	
Agriculture Specialist		1.0				1.0			1.0	
Health & Pop. Specialist 1/			.2				1.0			1.0
Training Assistant		1.0				1.0			1.0	
Secretary			1.0				1.0			1.0
Clerk/Typist			1.0				1.0			1.0
Clerk/Typist			1.0				1.0			1.0
SUB TOTAL	5.5	3.0	3.2	.9	5.0	3.0	4.0	5.0	3.0	4.0
<u>OFFICE OF ENGINEERING</u>										
General Engineering Officer	1.0				1.0			1.0		
Dep. Gen. Eng. Officer	1.0				1.0			1.0		
Engineer		1.0				1.0			1.0	
Engineer		1.0				1.0			1.0	
Engineer		1.0				1.0			1.0	
Secretary			1.0				1.0			1.0
Clerk/Typist			1.0				1.0			1.0
SUB TOTAL	2.0	3.0	2.0		2.0	3.0	2.0	2.0	3.0	2.0

	1985			OTHER	1986			1987		
	USDH	FNDA	FN-PSC		USDH	FNDA	FN-PSC	USDH	FNDA	FN-PSC

OFFICE OF THE CONTROLLER

Controller	1.0				1.0			1.0		
Dep. Controller	1.0				1.0			1.0		
Chief Accountant		1.0				1.0			1.0	
Accountant		1.0				1.0			1.0	
Accountant		1.0				1.0			1.0	
Accounting Technician			1.0				1.0			1.0
Acct. Techn. Voucher Exaa.			1.0				1.0			1.0
Administrative Spec.			1.0				1.0			1.0
Data Processing Spec.			1.0				1.0			1.0
Administrative Asst.		1.0				1.0			1.0	
Secretary			1.0				1.0			1.0
Messenger			1.0				1.0			1.0
Acct. Tech./Clerk 1/							.5			1.0
Training Asst. USAID/SYRIA 4/		1.0								
SUB TOTAL	2.0	5.0	6.0		2.0	4.0	6.5	2.0	4.0	7.0

TRANSPORTATION (UNDEF JAO)

Chauffeur		1.0				1.0			1.0	
Chauffeur		1.0				1.0			1.0	
Chauffeur		1.0				1.0			1.0	
Chauffeur			1.0				1.0			1.0
Chauffeur			1.0				1.0			1.0
SUB TOTAL		3.0	2.0			3.0	2.0		3.0	2.0

TOTAL USAID JORDAN

WORK YEARS	16.2	15.0	15.4	.9	17.0	14.0	17.5	17.0	14.0	18.0
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1/ New positions

2/ Agricultural Adv. currently OE Funded PASA, will be converted to Project Funding 9/85.

3/ Ag. Econ position currently filled by IDI, will convert to regular USDH status.

4/ Residual USAID Syria position on Jordan roles will be deleted and incumbent transferred 9/85.

5/ We will also give consideration to hiring an American PIT or contract secretary.

V. PROGRAM TABLES

A. PROGRAM SUMMARY TABLE

FYS 1985-1987 (\$000)
PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT

APPROPRIATION ACCOUNT		FY 1985	FY 1986	FY 1987
<u>II. ECONOMIC SUPPORT FUNDS (ESF)</u>				
278-0255 Town & Village Enterprise Development	G	-	1,000	-
	L	-	2,000	-
278-0260 Technical Services & Feasibility Studies IV	G	3,000	-	-
278-0264 Highland Agricultural Development	G	6,000	5,000	9,500
	L	5,000	4,000	-
278-0265 Industrial Development	G	6,000	-	-
278-0266 Technical Services & Feasibility Studies V	G	-	2,000	3,000
278-0267 Development Administration Training IV	G	-	2,000	3,000
278-0268 Water Resources	G	-	4,000	-
278-0270 Nursing Training	G	-	-	4,500
<u>SUB-TOTAL AAPL PROGRAM</u>		20,000	20,000	20,000
278-0271 Irbid Water and Wastewater II	L	-	(10,000)	(10,000)
278-0273 Southern Ghor Development	G	-	-	(5,000)
	L	-	-	(15,000)
<u>SUB-TOTAL ENHANCED PROGRAM</u>		-	(10,000)	(30,000)
<u>TOTAL ESF</u>		20,000	(30,000)	(50,000)

APPROPRIATION ACCOUNT	FY 1985	FY 1986	FY 1987
<hr/>			
II. <u>HOUSING GUARANTIES (NON-ADD)</u>			
278-HG-001 Low Cost Housing Finance	HG (25,000)	-	-
TOTAL HG	(25,000)	-	-

B. TABLE VFYS 1985-1987 PROPOSED
PROGRAM RANKING (\$000)FY 1985

RANK	PROGRAM ACTIVITY		ONGOING OR NEW	LOAN OR GRANT	APPR. ACCOUNT	PROGRAM FUNDING	
	DESCRIPTION					INCR	CUM
1	278-0260	Technical Services & Feasibility Studies IV	O	G	ESF	3,000	3,000
2	278-0264	Highland Agricultural Development	N N	G L	ESF ESF	6,000 5,000	9,000 14,000
3	278-0265	Industrial Development	N	G	ESF	6,000	20,000
4	278-HG-001	Low Cost Housing Finance	N	HG	HG	(25,000)	(25,000)

TABLE V - FYS 1985-1987 PROPOSED
PROGRAM RANKING (\$000)

FY 1986

RANK	PROGRAM ACTIVITY		ONGOING OR NEW	LOAN OR GRANT	APPR. ACCOUNT	PROGRAM FUNDING	
	DESCRIPTION					INCR	CUM
1	278-0264	Highland Agricultural Development	O	G	ESF	5,000	5,000
			O	L	ESF	4,000	9,000
2	278-0268	Water Resources	N	G	ESF	4,000	13,000
3	278-0267	Development Administration Training IV	N	G	ESF	2,000	15,000
4	278-0266	Technical Services & Feasibility Studies V	N	G	ESF	2,000	17,000
5	278-0255	Town & Village Enterprise Development	N	G	ESF	1,000	18,000
			N	L	ESF	2,000	20,000

ENHANCED PROGRAM LEVEL

If an Enhanced level is approved, the following project would also be implemented:

6	278-0271	Trbid Water and Wastewater II	N	L	ESF	(10,000)	(30,000)
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TABLE V - FYS 1985-1987 PROPOSED
PROGRAM RANKING (\$000)

FY 1987

RANK	PROGRAM ACTIVITY		ONGOING OR NEW	LOAN OR GRANT	APPR. ACCOUNT	PROGRAM FUNDING	
	DESCRIPTION					INCR	CUM
1	278-0264	Highland Agricultural Development	O	G	ESF	9,500	9,500
2	278-0270	Nursing Training	N	G	ESF	4,500	14,000
3	278-0266	Technical Services & Feasibility Studies V	O	G	ESF	3,000	17,000
4	278-0267	Development Administration Training IV	O	G	ESF	3,000	20,000

ENHANCED PROGRAM LEVEL

If an Enhanced level is approved, the following projects would also be implemented:

5	278-0271	Irbrid Water and Wastewater II	O	I.	ESF	(10,000)	(30,000)
6	278-0273	Southern Ghor Development	N	I.	ESF	(15,000)	(45,000)
			N	G	ESF	(5,000)	(50,000)

ANNUAL ACTION PLAN, FY 1987 : USAID /

PD-ABB-919

JORDAN

1 OF 1 (24X)

JORDAN

1985

ACTION PLAN