

Jordan Water Governance Rating Session

Preliminary Results

Approach

The Regional Water Governance Benchmarking (ReWaB) assessment process in Jordan was split into two parts, separated by ten months. The first part consisted of a series of workshops held in Amman, Jordan in August 2009. Those workshops were intended to test and further develop an assessment methodology developed by the project. The experience gained in those workshops contributed to the refining of the evaluation methods that were applied 10 months later, when a second Rating Session was held in Amman using the revised methodology.

Workshop Sessions

A set of workshop sessions were held in Amman over a four-day period from 2 to 5 August 2009 as part of the Regional Water Governance Benchmarking (ReWaB) project. A total of 27 participants attended the workshops. Approximately 40 people were invited. Four people attended on day one, 7 people on day two, 9 people on day 3, and 7 people on day four. IWMI and ECO Consult organizers created integrated groups each day so that one organization was not dominated among participants.

In total, 5 people attended from the Ministry of Water, 6 people from the Ministry of Agriculture, 4 people from the Ministry of Health, 2 people from the Jordan Chamber of Industry, 1 person from the Ministry of Planning, 2 people from universities, 3 people from NGOs, 1 from the private sector, and 3 people from the donor community. A list of participants by day is shown in Annex 1.

Although participants were invited based on their organizational affiliation, a retrospective application of the strata groupings reveals that most participants came from the “irrigation” and “advisor” strata.

Strata	Number of Participants
Water Resources	3
Irrigation	9
Other Water Using Sectors	2
National Policy Makers	5
Advisors	8
Total	27

The agenda comprised several main activities.

- An introduction to the project and water governance concepts
- A question and answer session
- Completion of an *Organization and Functions Matrix* and assessment of the effectiveness of each of 5 functions
- Rating of a set of 5 water governance decision processes

- Anchoring vignettes exercise

The *anchoring vignettes* exercise was intended to provide a means to normalize for differences in responding habits across countries.

In practice the schedule varied somewhat by day. The schedule shown below was utilized on most days.

9:00 - 9:30	Coffee/Tea and informal discussion
9:30 - 9:50	IWMI presentation: Introduction to the project and explanation of basic concepts
9:50 - 10:10	ECO Consult presentation: Examples of water governance from Jordan and the region
10:10 - 10:30	Q&A and discussion
10:30 - 11:45	Instructions and group completion of governance process ratings
11:45 - 12:00	Coffee break
12:00 - 12:15	Discussion of results
12:15 - 1:15	Guidance/Instructions and completion of <i>Organizations and Functions Matrix</i> and <i>Effectiveness Rating</i>
1:15 - 1:30	Discussion of results
1:30 - 2:00	<i>Anchoring Vignettes</i>
2:00 - 3:00	Lunch

Rating Session

A Rating Session using the revised standard methodology was held in Amman on 23 June 2010 to assess national water governance performance. A total of 22 participants attended the workshop, 12 of whom had also participated in the first workshop in Aug 2009. Approximately 40 people were invited, with roughly equal representation from the five strata predefined. Organizers created four heterogeneous groups so that one organization was not dominant among a group's participants and each stratum was represented in each group. A participant list is shown in Annex 2.

Strata	Number of Participants
Water Resources	7
Irrigation	5
Other Water Using Sectors	4
National Policy Makers	4
Advisors	2
Total	22

The rating session followed the agenda provided below. The slides used for presentations and the questionnaires were in English. Oral presentations and discussion were bilingual, but mostly in Arabic.

Agenda

The agenda for the Workshop is shown below.

09:30-10:00	Registration and coffee
10:00-10:30	Project progress and session objective
10:30-11:30	Instructions and completion of <i>Organizations and Functions Matrix</i>
11:30-11:45	Coffee break

- 11:45-13:15 Instructions and completion of *Water Governance Decision Process Questionnaire*
 13:15-14:30 Instructions and completion of *Functional Effectiveness Questionnaire*
14:30-15:30 Lunch

The rating session was considered a continuation of the first workshop held in August 2009 in which water governance concepts were explained. Therefore, the opening and the introductory portions of the workshop were brief. Participants were reminded of the ReWaB project and briefed on project progress and the water governance concepts used by the project. After the introductory portions, the participants were distributed among four working groups and began the rating process.

Preliminary Results

The following text and tables show preliminary results of the Rating Session. More detailed analysis of the results and a comparative assessment across countries will be undertaken subsequently.

Organizations and Functions Matrix

The *Organizations and Functions Matrix* examines the extent to which major organizations in Jordan influence governance decision making about five standard water resource functions. These standard functions are “organizing and building capacity in the water sector” (Organizing), “planning strategically” (Planning), “allocating water” (Allocating), “developing and managing water resources” (Developing), and “regulating water resources and services” (Regulating). In each of these five functions, participants assigned a score assessing the degree to which an organization influences decisions on a particular function. The scale ranged from 1 through 5, with 1 being the lowest level of influence and 5 being the highest. Four groups of 4 to 6 participants each completed this exercise. The participants suggested adding “water utilities” to the list of organizations in the matrix which was done. Shown below are the scores, averaged across all four groups.

Organizations	Functions				
	Organizing	Planning	Allocating	Developing & Managing	Regulating
Ministry of Water & Irrigation	4.9	5.0	4.8	5.0	4.5
Ministry of Agriculture	2.5	2.8	2.5	2.3	2.5
Ministry of Health	1.8	2.0	1.3	1.0	2.8
Ministry of Planning & International Cooperation	2.5	1.5	1.0	1.3	1.3
Ministry of Environment	1.8	2.0	1.8	1.0	2.5
Private Sector	1.5	1.8	1.3	1.8	1.0
Universities	1.8	1.3	1.3	1.5	1.3
NGOs	2.0	1.5	1.5	1.8	1.5
Donors	3.3	2.5	1.8	2.8	1.8
Royal Court	2.8	2.3	1.3	1.3	1.3
Parliament	2.0	1.3	1.3	1.0	1.3

Courts	1.3	1.0	1.5	1.0	1.8
Water Utilities	2.0	1.0	2.0	1.3	1.3

Water Governance Decision-making Challenges

The first rating exercise focused on assessing selected features of water governance decision making in the context of five generic water sector challenges: (1) increasing demand for drinking water, (2) declining groundwater levels, (3) strategic planning for a national water policy, (4) regulating water quality in rivers, aquifers and waterways, and (5) matching supply and demand in agriculture (see Annex 3).

The decision-making features that were assessed were

- Participation
- Transparency
- Integrity
- Rule of law
- Responsiveness

A set of between 2 and 5 questions were used to elicit a characterization of each feature for a particular challenge. Shown below are the aggregate scores for each feature in each challenge. Also shown are the averages by challenge and by feature. The scale ranged from 1 to 4, with 1 being the lowest level of the feature and 4 being the highest level.

	Participation	Transparency	Integrity	Rule of Law	Responsiveness	Average
Challenge1: Drinking Water	1.7	1.8	2.6	2.74	3.0	2.4
Challenge2: Ground Water	2.1	2.1	2.2	2.9	3.0	2.5
Challenge3: Planning	2.1	2.5	2.2	3.2	3.1	2.6
Challenge4: Water Quality	1.9	2.3	2.5	3.0	3.2	2.6
Challenge5: Matching supply- demand	2.2	2.3	2.4	2.9	3.0	2.6
Average	2.0	2.2	2.4	3.0	3.0	

At a broad level, the results indicate two things. First, the strength of the five water governance features had relative variation across the specific challenges, although the average was relatively consistent. Thus suggesting water governance in Jordan is dealt with poorly uniformly across a range of water management issues. Second, responsiveness then rule of law comes through as stronger water governance

decision-making features relative to participation, transparency then integrity. Additional meaning will emerge when these scores are placed in context through comparison with other countries or at different points in time.

Functional Effectiveness

Functional effectiveness questions were used to assess how effectively water resources Standard Functions were carried out in practice (see Annex 4). Participants were asked to assign a score for the present as well as one point in the past (year 1997). The results, shown below averaged for all participants, indicate that overall effectiveness has improved from 1997. However, some functions have relatively small improvement. A four-point scale (1 through 4) was used, where 4 indicates high effectiveness and 1 indicates low effectiveness (see Annex 4).

Question	Year 1997	Today
Roles and responsibilities of each department or agency are clearly defined	2.5	3.1
Policy goals for the water sector are clearly defined	2.5	3.4
The water sector is provided with sufficient funds to function properly	2.7	3.0
National governmental agencies consult each other when <u>taking decisions that impact multiple sectors</u>	2.0	2.6
National governmental agencies cooperate <u>in the implementation of their policies where appropriate</u>	2.3	2.7
Regional governmental agencies are consulted when decisions that affect their region are taken	2.4	2.9
Governmental agencies are staffed with sufficient and trained personnel to perform the assigned tasks	2.6	2.7
Future water supply and demand forecasts are based on good quality data	2.5	3.4
Water resources data are collected regularly, continuously throughout the country	2.6	3.3
Current strategies for long-term matching of supply and demand have been effective at matching supply and demand	2.5	3.0
Rules and procedures for assigning and recording water rights are clearly defined and functioning	2.4	2.7
Rules and procedures for transferring water rights are clearly defined and functioning	2.3	2.8
Disputes among water users are resolved effectively	2.3	2.8
Government agencies are effective at forecasting seasonal supply and demand and matching the two	2.5	3.2
Government agencies effectively operate public water infrastructure	2.6	3.3
Government agencies effectively maintain public water infrastructure	2.6	3.1
Current incentives and sanctions (including water pricing) are effective at achieving long and short term supply/demand matching	2.4	2.6
Government agencies are effective at enforcing withdrawal limits that are established	2.1	3.8

Official water quality standards in waterways are met	2.2	3.0
Aquatic ecosystems are protected to the level specified by the government	1.9	2.6
Average	2.4	3.0

Annex 1: Workshops Participants List (2-5 Aug, 2009)

Name	Organization	Strata
Sunday, 2 Aug.		
Loay Frookh	Jordan University	Advisors
Ali Abu Hammour	Ministry of Agriculture	Irrigation
Ghada Al-Naber	National Center for Agricultural Research and Extension	Irrigation
Osama Kittaneh	Ministry of Health	National Policy Makers
Monday, 3 Aug.		
Suzan Kilani	Water Authority of Jordan	Water Resources
Eba'a Al Isa	Ministry of Planning and International Cooperation	National Policy Makers
Sulyman Sawalha	Ministry of Agriculture	Irrigation
Mohammad Al-Qudah	The Royal Society for the Conservation of Nature	Advisors
Mohammad Atrash	Ministry of Water and Irrigation	Water Resources
Areej Merai	Ministry of Health	National Policy Makers
Anas Khasawneh	Jordan Chamber of Industry	Other Water Using Sectors
Tuesday, 4 Aug.		
Smeeh Nuimat	Care	Advisors
Suhail Wahsha	Jordan Valley Authority	Irrigation
Wa'el Rashdan	Ministry of Agriculture	Irrigation
Luna Al-Hadeidi	National Center for Agricultural Research and Extension	Irrigation
Nayef Hammad	GTZ	Advisors
Isam Rimawi	Ministry of Water and Irrigation	Water Resources
Suleiman Ghezawi	Farmer-Jordan Valley	Irrigation
Obaida Hammash	USAID	Advisors
Shawqi Marzouq	Ministry of Health	National Policy Makers
Wednesday, 5 Aug.		
Munjed Al Sharief	Jordan University of Science and Technology	Advisors
Khalil Absi	Jordan Valley Authority	Irrigation
Mohammad Abadi	Ministry of Health	National Policy Makers
Tharwa Qotaish	Royal Scientific Society	Advisors
Ahmad Aloweidi	Ministry of Agriculture	Irrigation
Suha Mustafa	Jordan Chamber of Industry	Other Water Using Sectors
Nils Krippner	GTZ	Advisors

Annex 2: Rating Session Participants List (23 Jun, 2010)

Participant	Organization	Strata
Eba'a Al Isa	Ministry of Planning and International Cooperation	National Policy Makers
Mohammad Abadi	Ministry of Health	
Mufleh Al Abbadi	International Union for Conservation of Nature	Advisors
Tarek Abu Alhawwa	Spanish Agency for International Development Cooperation	
Maha Zoubi	UNDP	
Mr. Rami Salameh	MercyCorps	
Waleed Suker	Water Authority of Jordan	Water Resources
Suzan Kilani	Water Authority of Jordan	
Ali Soboh	Ministry of Water and Irrigation	
Isam Rimawi	Ministry of Water and Irrigation	
Mohammad Momani	Ministry of Water and Irrigation	
Mohammad Atrash	Ministry of Water and Irrigation	
Ziad Darwish Taqash	Ministry of Water and Irrigation	Irrigation
Wa'el Rashdan	Ministry of Agriculture	
Luna Al-Hadeidi	National Center for Agricultural Research and Extension	
Ghada Al-Naber	National Center for Agricultural Research and Extension	
Khalil Absi	Jordan Valley Authority	
Ahmad Aloweidi	Ministry of Agriculture	Other Water Using Sectors
Salameh Mahasneh	Northern Governorate Water Authority	
Suleiman Ghezawi	Farmer-Jordan Valley	
Suha Mustafa	Jordan Chamber of Industry	
Abeer Saleh	Jordan Chamber of Industry	

Annex 3: Key Challenges

Key Challenge 1: Increasing demand for drinking water

To satisfy increased drinking water demand, there are options to increase overall use of surface water, groundwater and desalinated water and to re-allocate water from existing uses. There are also options to increase efficiency of water use. Key decisions must be made in selecting the appropriate mix of these and other options.

Key Challenge 2: Declining groundwater levels

To reduce groundwater water table decline, there are several options. For example, you can recharge the aquifer by adding surface water, you can reduce withdrawal per hectare, and you can reduce withdrawal per hectare and cease irrigation extension. Selecting the appropriate balance of these and other measures requires that key decisions be made.

Key Challenge 3: Strategic planning for a national water policy

Generally, governments define and develop their national water-related priorities in national water policy documents and mid- to long-term water resources plans. Different approaches can nonetheless be utilized to in the process of identifying and ordering the priorities, goals and objectives contained in national water policies and long-term water resource plans. Please consider the process of developing water policies and plans.

Key Challenge 4: Regulating water quality in rivers, aquifers and waterways

Ensuring water quality is important to minimize adverse health effects, to ensure the quality of agricultural production and to sustain healthy aquatic ecosystems. Decision-making related to regulation of water quality includes the definition of quality standards, the formulation and application of rules to meet those standards (e.g. the establishment of pollutants emission permits), the implementation of projects to reduce pollution and the enforcement of the laws to limit pollution.

Key Challenge 5: Matching Supply and Demand in Agriculture

The agricultural sector withdraws and consumes the vast majority of water in most countries. At the beginning of the irrigation season decisions need to be made about how to share the available water among existing agricultural water users (private small and large farms, irrigation districts or government irrigation projects). These decisions are a major challenge since demand often exceeds supply.

Please consider the process of allocating water to the different agricultural water users within the constraints of the annual availability of water resources.

Annex 4: Functional Effectiveness Assessment

Thinking broadly about the ministries and departments involved in managing water resources in your country, please consider how well the following list of key water resources functions are performed. Please consider also how well the functions were performed currently as well as how well they were performed at one point in the past (year 2000).

Please use the following rating scale and place a number in each of the boxes in the matrix shown below. As you can see, a higher score reflects a higher level of performance.

4 Yes, in all or almost all cases

3 Generally yes, but not in all cases

2 Only in some cases

1 No, in all or almost all cases

NA No answer/I do not know