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DEVELOPMENT PROJECTS FOR APPROVAL BY THE EXECUTIVE BOARD

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PROJECT JORDAN 5783

Support to participatory land improvement

Duration of project	Five years
Number of beneficiaries	15 275
Total food cost	11 840 785 dollars
Total cost to WFP	16 017 691 dollars
Total cost to Government	57 120 111 dollars

All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 0.7 Jordan dinars in August 1996.

ABSTRACT

WFP assistance to Jordan has been reduced from 37 million dollars in the ongoing programme to 16 million dollars in the proposed project. The present development portfolio consists of two projects in the agricultural sector. An education sector project was terminated in mid-1996 because of the impressive enrolment levels attained in primary education, especially among girls.

The two agricultural projects have been planned to end concurrently in mid-1997, allowing for a more strategically focused and scaled-down intervention in Jordan that concentrates WFP assistance into a single project, reaching the poorest and most food-insecure with sustainable benefits. The new approach, starting in July 1997, will consolidate activities that have been assessed as having direct relevance to improving the resource base upon which the poorest farmers, women and herders depend for their livelihood.

The new project, corresponding to the priorities in the Government's next five-year development plan and building on past WFP experience in agriculture, addresses short-term household food security, income generation, as well as government objectives on disaster mitigation and environmental protection. Centred upon a participatory approach, the project aims to build assets for food-insecure farmers, women and herders in the poorest areas of the Highland region. Participants will derive greater benefits through the expansion of existing range cooperative areas and supplement their incomes from productive activities supporting land improvement. The project will also apply more systematic techniques in soil and water conservation and fruit-tree management. Forestry activities have been developed based upon the criterion of improving sustainability and people's access to forest products.

In the past, interventions have not adequately addressed women's needs. The new project will support viable activities specifically targeted to increase women's incomes through employment as nursery workers and participation in productive activities. Access to training in productive activities and extension services, with a special emphasis on households headed by women, will also be provided.

Given rural household food shortages in both agricultural and pastoral communities, food aid is an appropriate resource. Many of these farmers depend on cereal production to meet family food needs; however, declining soil fertility, unstable climatic conditions and inappropriate land preparation techniques undermine production potential. Food aid will reduce the need of poor farmers to borrow money to purchase food for their families and allow them to undertake more self-sustaining productive activities.

Considering the present annual growth rate of 3.4 percent, the population in Jordan, currently 3.9 million, is projected to rise to over six million by the year 2006. This dramatic rise in population, accompanied by a mere 10 percent projected increase in food production during this same period, will severely weaken national food security and, with the removal of food and fodder subsidies, exacerbate the precarious household food security situation of poor farmers and herders. While the current government Structural Adjustment Plan (1992-98) has had a positive effect on the fiscal deficit, inflation and the growth rate of the gross domestic product (GDP), recovery has not been evidenced in the agricultural sector. At present, the country produces 75,000 tons of wheat, which represents less than 10 percent of annual domestic consumption requirements, estimated at 928,000 tons. In 1994, agricultural trade in Jordan showed a deficit of 435.5 million dollars. In 1995, total national imports of foodstuffs and other commodities were 2.7 billion dollars as compared to exports, which are valued at one billion dollars, or a mere 37 percent of inputs.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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Error! Bookmark not defined.PROBLEM ANALYSIS

1. The positive results of the 1992-98 Structural Adjustment Plan (SAP) have helped Jordan's medium-term economic situation, but serious economic and social challenges remain. At the end of 1995, foreign debt was 5.9 billion dollars, representing about 109.6 percent of GDP. This situation reflects the drastic drop in transfers (remittances, grants, aid, etc.) and a slow-down in the growth of exports. Official Development Assistance (ODA) represented about 20 percent of Jordan's GNP. Further reductions in government subsidies for animal feed, which will terminate in early 1997, and for basic commodities such as bread, which will be phased out gradually over the next few months, are posing critical problems for Jordan's poor and its natural resources. The poor will place higher demands on the natural resource base as they search for alternative sources of food, fodder and fuel.
2. The economic recovery incited by the SAP is not evident in the agriculture sector. The removal of basic commodity subsidies, combined with recurring natural disasters (snowstorms and periodic droughts), continues to cause food shortages for rural and pastoral populations and undermine national food security. Since 1992, the share of food in total family expenditure has increased, with the bottom 40 percent spending over 52 percent of their income on food, even with relative prices favouring non-food expenses. Despite ongoing efforts by the Government to raise domestic agricultural output, particularly of deficit commodities, the country will continue to be deficient in most basic food items and will continue to rely on international markets to meet a substantial part of its domestic requirements. In 1995, staple food imports amounted to about 446 million dollars, accounting for 22 percent of total food imports (2.7 billion dollars), with wheat and rice imports totalling 81 million dollars. Present annual wheat production is 75,000 tons, compared with annual consumption of 928,000 tons. Food exports are about 10 percent of total exports, consisting mostly of fruits, vegetables and dairy products. In addition, population growth is rising while food production is slowing down, primarily because of declining land productivity. National food security is highly dependent on unstable and fluctuating rainfall conditions, and domestic production of basic commodities such as cereals, meat, fish and legumes is insufficient to meet demand.
3. About 30 percent of the total population live in rural areas and roughly 45 percent are below 15 years of age. Overall, 62 percent of the poor are in households headed by persons with less than an elementary education. Poverty is widespread throughout the rural areas in the three regions of Jordan's Highlands due to high unemployment and successive years of drought. Although per capita GNP is about 1,390 dollars (1995), 35 percent of households are below the poverty line with about 10 percent below the abject poverty line (annual per capita income of 160 dollars or less). According to the IFAD food insecurity index, Jordan is one of the five countries in the region classified as having low food security status.
4. The marginalization of rural women is compounded by their lack of title to land and money, and by constraints to their involvement in household decision-making. Furthermore, most rural women lack solid collateral, appropriate skills and experience to participate in financially viable economic activities. The educational gender gap strongly persists in rural areas, where 42 percent of women, compared with 17 percent of men, are



illiterate. Although about 30 women's cooperatives operate in rural areas, many women fail to join, partly because they cannot afford to pay membership fees and because NGOs have done little to mobilize and organize rural women.

5. The scarcity of water continues to shape the quantity and type of agriculture, and results in an under-utilization of potential cultivable land both for irrigation and rainfed production. The average annual rainfall of 500 mm in the Highland Region disguises annual fluctuations of about 37 percent. It is these fluctuations that make upland rainfed agriculture, forestry and range management a precarious means for securing livelihoods, and cyclically push marginal farmers and herders below the poverty line.
6. About 70 percent of rainfed agricultural lands are located in the Highlands; these areas are characterized by a hilly topography of varying elevations and gradients, and rocky soils at various depths. Extensive erosion combined with agriculture, forestry and range malpractices are important factors contributing to the impoverishment of both the soil and the rural population in the Highland Region. The result is exposed bedrock, reduced cultivable areas and decreased soil fertility caused by cereal cultivation and a lack of water conservation measures. Overall, the general situation is one of under-realized land potentials. Farmers lack means to adopt sustainable land development measures and are not willing to take risks which threaten their existing livelihood, which is usually cereal production.
7. Rangelands are deteriorating at an increasing rate, due to widespread overgrazing, uncontrolled herd movements, firewood collection, unsuitable cultivation practices and periodic droughts, all of which worsen ecological conditions. Rangelands are fundamental to the livelihood of some of the poorest in the country. Cooperatives have been formed and allocated land in order to improve feed supplies for herders. However, the land under protection and management provides limited benefits to their members. With the complete removal of feed subsidies, many of the marginal herders, without other means to obtain fodder and already below the poverty line, will likely be forced to sell animals, a coping strategy that will eventually leave them without assets.
8. The Government is attempting to address the serious degradation of its agricultural, range and forest lands, aiming to improve land capabilities and increase production for communities. WFP will continue to play an important role in helping to meet these objectives. Moreover, continued WFP support will enable the Government to adopt participatory approaches that strengthen local institutions and are essential for reversing desertification and environmental degradation, especially in a transition economy. Cooperatives also are well poised to continue to benefit from WFP assistance because issues of land tenure, and distribution and retention of benefits are an integral part of cooperative establishment.
9. Food aid is an appropriate and valued resource in the Highland Region of Jordan, since many of the poorest are found in the rural areas of both the agricultural and pastoral zones. These food-insecure groups experience food shortages due to a lack of cash and productive means. Many are in debt from borrowing money for purchasing food and meeting basic household needs, and do not have assets that allow them to make investments to secure more sustainable sources of income. These farmers rely on cereal production to meet family food needs, but due to declining soil fertility, erratic rains and poor land preparation techniques, their situations are deteriorating, moving them in and



out of extreme poverty. Women in particular are vulnerable to food shortages and lack access to productive activities.

PREVIOUS WFP ASSISTANCE

10. WFP has assisted two separate natural resource projects: a) soil and water conservation activities and fruit-tree planting; and b) support to state forestry activities and range improvement. From the inception of the first project (Jordan 183) in 1964, the various interim evaluation-cum-appraisal missions and management review-cum-appraisal missions have recognized the important role WFP has played in motivating farmers to carry out activities in support of government agriculture and environmental policies, in improving land use and in increasing farmers' incomes. Based on lessons learned, the June 1996 appraisal mission consolidated a selected group of activities from ongoing projects into a single project, on the basis of their relevance to the poorest, especially women, and their potential to provide lasting benefits to participants, including productive activities for women and supporting sustainable participatory activities (village-level extension and demonstrations).

PROJECT OBJECTIVES AND OUTPUTS

11. The project will assist four distinct components: agricultural land improvement, range development, productive activities and forestry; these will have distinct target groups: farm families, cooperative members, women (specifically for productive activities) and temporary government workers.

Long-term objective

12. The long-term objective of the project is to assist in securing the livelihoods of the poorest farmers, women and herders in the poorest areas of the Highlands through the systematic application of soil and water conservation techniques, and productive activities.

Immediate objectives

13. The immediate objectives of the project are to:
 - a) **Objective 1:** increase, protect and maintain land productivity (agriculture, range, forestry) at the parcel level for the poorest farmers and herders in the poorest governorates of the Highlands.



Outputs

- 13,000 hectares of rangeland improved, benefiting about 25 cooperatives (2,500 members)
- 12,000 hectares of agriculture land improved, benefiting over 4,800 of the poorest families
- 5,000 hectares of forest land silviculturally treated
- 2.3 million fruit-tree seedlings distributed to over 4,800 project participants at a subsidized rate

Activities

- construction of soil and water conservation structures
- establishment of vegetative cover (planting and seeding)
- seedling production and distribution

- b) ***Objective 2:*** Strengthen operational capacity for sustainable land management at the district and community level in the poorest districts of the Highlands.

Outputs

- about 75 range contact extensionists trained
- over 200 agriculture contact extensionists trained
- about 75 Ministry of Agriculture district-level extension staff trained
- 2,500 hectares of range demonstration areas and 1,500 hectares of forest demonstration areas established according to introduced models
- 500 hectares of private forest land developed for demonstration areas
- 1,000 hectares of natural forest managed for environmental demonstration purposes

Activities

- short training courses in soil and water conservation techniques, plant and seedling establishment techniques, silvicultural practices



- training in gender issues
- training in community mobilization and organization
- establishment of forest and range demonstration areas using diverse soil and water conservation techniques, species, and spatial arrangements
- participant visits to demonstration sites

c) **Objective 3:** Build women's income-earning capacity.

Outputs

- at least 40 percent of nursery workers employed will be women (currently about five percent)
- at least 20 women trained as contact extensionists (10 percent of total beneficiaries)
- training of at least 1,000 women in productive activities
- a minimum of 1,000 women (or their families) implementing productive activities

Activities

- project management sensitizing/training staff to hire women to work in nurseries and to select women to be trained as extensionists
- training women in group organization, activity implementation and management and skills development (money management)
- productive activities (such as food and milk product processing, bee-keeping, floriculture, medicinal plant and herb gardens, etc.) initiated and operational

ROLE AND MODALITIES OF FOOD AID

14. Participants in the project area do not produce enough food to meet their family requirements. The provision of food rations will increase household food supplies and allow participants time to develop appropriate labour-intensive land establishment and productive activities which will improve land productivity and thus income-earning potential.



Functions

15. Food aid will serve as:
- a) an income substitute that will allow poor marginal farmers to improve the productivity of their land, providing needed food and income during the initial establishment period and minimizing the risk in adopting more sustainable land-use practices.
 - b) An incentive for work and time contributed to the land development programmes by extension contact farmers and owners of selected demonstration sites.
 - c) An income transfer for participants in forestry activities, rangeland improvement and establishment of nurseries, where public wages are below those paid by the private sector.

Food inputs and commodity justification

16. In view of WFP's resource constraints, the preference and value of certain commodities to workers, and the need to ensure that commodities reach participants in a timely manner, the food basket would include three commodities: wheat, oil and pulses. These are staple foods of all Jordanians; wheat and oil are often the only food items consumed by the targeted population. A total of about 17 million workdays would be required to meet project targets within the Government's overall agriculture strategy. Participants would receive family rations corresponding to the established work norms (one family ration equals five individual rations) (see the Annex). Total rations per family for land development have been calculated based on the opportunity cost of labour and are considered to be an incentive rather than corresponding directly to workdays.
17. With a family ration of 2.5 kilograms of wheat, 150 grams of oil and 150 grams of pulses, the total food quantity required is 42,745 tons of wheat, 2,565 of oil and 2,565 of pulses. About 10 percent would be monetized for productive activities and training.

PROJECT STRATEGY

18. The overall approach of project Jordan 5783 is participatory. It will develop mechanisms to involve communities in the establishment, retention, protection and sharing of benefits from agriculture, range and demonstration afforestation activities. Activities will build local capacity, self-reliance, skills and sustainability, preparing for WFP's eventual phasing out.
19. The participatory approach at the parcel level will: a) reach the poorest in concentrated clusters within project districts, based on average extension groupings of 35 to 40 participants for each extension agent; b) generate a higher level of benefits for participants by emphasizing the expansion of existing range cooperative areas rather than establishing new cooperatives; c) supplement incomes by introducing productive



endeavours implemented by women to support land improvement activities; d) increase land capability and productive capacity through diversifying planting models and a more systematic application of soil and water conservation measures; and e) develop mechanisms for greater involvement of the targeted population, especially women, in project implementation through support to the national extension strategy, which stresses the importance of women extension agents.

Targeting

20. The project area is restricted to the poorer governorates of the Highlands of Jordan. Priority will be given to the poorer areas, especially in the south. These include: Amman, Mafrak, Zarka, Ma'an, Tafila, followed by Irbid, Madaba, Salt and Karak. If pockets of poverty can be identified, Ajlun and Jarash would also be included.
21. With a more focused emphasis on improving incomes of the poorest farmers, women and herders, the project would introduce criteria for the selection of participants, based on technical and socio-economic considerations. Selection criteria for the four target groups are:
 - a) **Farm families in agricultural land development:** income less than 900 dinars per immediate family per year; the project will benefit small landholders with up to a maximum of 2.5 hectares; less productive sites; slope greater than eight percent and not exceeding 35 percent; minimum rainfall of 250 mm.
 - b) **Cooperative members in rangeland development:** the poorest herders with 50 animals or less; existing cooperatives developing either their land or state area; minimum of 50 mm rainfall.
 - c) **Workers:** landless, assetless, living near activity site, with preference given to women.
 - d) **Women in productive activities:** land development participants based on the above criteria; households headed by women; and women rather than the family as implementors. Preference would be given to landless unemployed women, production cooperatives of rural women that operate inside range management cooperatives and groups of rural women organized through local NGOs.

Implementation strategy

22. Farmers and cooperatives will enter into a contractual arrangement with the Ministry of Agriculture (MOA). WFP support is not intended to cover total establishment costs and is viewed as partial support, motivating and enabling farmers to develop their land in a sustainable manner, considering site conditions. WFP assistance will cover about 35 percent of the total cost of land development, with the farmer/cooperative contributing the remainder.
23. A participatory framework, focused primarily on women, has been developed as the basis of the overall strategy for the monetized funds. The strategy allows flexibility in activity selection according to the needs of participants; there is also flexibility in



implementing partners, at the same time addressing the issues of augmenting income, and strengthening income-generation capacity and food security by directly supporting investments that complement land development activities. These activities would include, but would not be limited to: food processing (milk and fruit), herb, medicinal, flower, fruit and vegetable production, poultry raising, and bee keeping. Training courses for women have also been identified in nutrition, health, bookkeeping, and other management and technical skills. Training will be undertaken for extension staff and contact extension agents in needs assessment and participatory rapid appraisal (PRA).

24. Productive activities will be implemented with local NGOs and donor partners such as CARE, GTZ, Queen Alia Fund and Noor al Hussein Foundation in areas where these groups have experience. Group or cooperative plans will be formulated following a prescribed framework and plans approved based on criteria established by the project management committee. Micro-credit funds will be established, depending upon identified group needs and the implementation capacity of NGOs.
25. Monetized funds would be used to carry out the following categories of activities: 55 percent for productive activities implemented by women, 30 percent for training, and 15 percent for tools.

Institutional arrangements

26. Project Jordan 5783 is a multi-sector natural resource project that will be supervised by MOA. A Project Director will be assisted by sub-component managers (agriculture directorate, forestry/range directorate and a women's unit within MOA). Extension services will be provided at the district level by agents from MOA who will be the project link with contact extensionists at the community level. The Ministry will be responsible for overall coordination, implementation and monitoring of project activities, in close collaboration with the WFP country office. A total of 359 MOA staff will be involved in the project's implementation, 64 at the central level and 295 at the provincial and district levels.
27. A project committee will be constituted at the central level, with the mandate to ensure proper targeting through the application of the specified criteria, and approve project plans and activities to be financed from the monetized funds. The committee would meet twice a year and would be composed of representatives from MOA, including the Project Director and sub-component managers, and the extension directorate, WFP and implementing partners. The monetized funds will be deposited in a joint MOA-WFP interest-bearing account following standard accounting and financial procedures at the accepted interest rate until transferred to governorate management committees.



Commodity management

28. WFP commodities will be shipped to the port of Aqaba. MOA will assign two clerks to ensure that all administrative formalities related to unloading, customs clearance and dispatch to the main warehouses are properly carried out without delays in port. The commodities will then be dispatched to regional stores, each with a capacity of 50 to 150 tons. Workers will receive rations on a monthly basis and participants will receive their entitlements according to the works achieved.

BENEFICIARIES AND BENEFITS

29. The most destitute farmers and herders in the poorest areas of the Highland Region will be the main participants in and beneficiaries of the project. It is estimated that the project will assist close to 10,000 poor farm families and over 2,500 pastoral families in land development activities, 1,000 women in productive activities, 300 permanent nursery workers, 200 temporary nursery workers, and train over 200 contact extensionists, 75 MOA extension staff and 1,000 women. The income transfer is equivalent to 15 percent of the daily wage for temporary workers, equal to the opportunity cost of labour in the project area.
30. For land development activities, emphasis will be placed on those herders and farmers who face the greatest constraints in developing their lands, namely families below the poverty line with no cash to invest in such activities and households headed by women. Participants will benefit from improvements in the productive capacity of their land, and from the consequent higher land value and sustainable income from fruit-tree and fodder planting.
31. Productive activities will support participants in land development by increasing women's income-earning capacity and providing families with additional income in the difficult period before land improvement activities yield benefits. Productive activities include bee keeping, flower raising, medicinal and herb gardens, milk processing, etc.. For extension and nursery workers, the most significant benefit will be employment and income associated with the food ration, and on-the-job training providing skills suitable for other types of employment. The project will assist in strengthening local institutions by supporting contact extensionists, training and demonstrations. These activities will sustainably benefit cooperatives and communities in the poorer areas of Jordan. Since these activities involve an integrated approach, they will also strengthen MOA and provide mechanisms for the eventual phasing out of WFP assistance, allowing for greater participation of people in resource management.



Anticipated effects of the project on women

32. To date, the participation of women in WFP natural resource projects has been rather limited. It is felt that the identified activities will help break down some of the barriers that have impeded women's participation. The project should strengthen the economic and social position of women, as emphasis will be placed on sensitizing MOA to involving women actively in nursery and planting activities. Furthermore, women will be trained as extension staff and contact extensionists, and in productive activities that will be introduced on the basis of women's identified needs. Households headed by women will be given priority and MOA will provide a female project manager for the sub-component dealing with productive activities, training and extension. These measures are designed to generate interest and enhance women's participation, and develop skills and decision-making roles.

PROJECT SUPPORT

33. The WFP contribution will amount to 16 million dollars and that of the Government of Jordan to 57 million dollars, for a period of five years (July 1997 - June 2002). Included in the WFP contribution is 10,000 dollars for non-food items, mainly computer equipment for project monitoring. In addition to the amount quoted, the Government will contribute to training, extension and required technical assistance. The project will also develop partnerships with local organizations, NGOs and, if appropriate, other donors - to implement productive activities for women and project families. In these partnerships WFP would provide resources for training and activity inputs, whereas the partner would contribute technical assistance packages, and support in group organization and motivation.

Monitoring and evaluation (M&E)

34. Overall responsibility for M&E will lie with the Project Director's Office, MOA, which will receive quarterly reports on project activities compiled at the Directorates of each province. A key feature of the M&E approach is an automated system for compiling and facilitating the access of project management to information, including: a) key quantitative indicators, broken down by gender: food stocks/distribution; number of food recipients; number of women participating in nursery and other productive activities; number of trained extensionists; b) essential technical indicators for two components, namely: rangeland development (percentage of vegetative cover) and fruit-tree planting (soil depth, presence of stones and water availability); c) household food security indicators (number of wage earners per household; percentages of households in which members migrate or take out loans to meet food needs).
35. The basic automated system will be complemented by several measures aimed at assessing effects of the project at the household level: a) introduction of a Farmer Profile Card providing baseline information as beneficiaries enter the project and serving to track participation in project activities and benefits derived; spot checks of samples of Cards can also be made to examine specific issues; b) Beneficiary Contact Monitoring (BCM) carried out during field visits by WFP and government staff; c) ongoing



assessment of the effectiveness of targeting; d) periodic small-scale investigations of key issues which cannot be fully covered in routine M&E. A mid-term review of the project is to be carried out. Moreover, given the prominence of equity and sustainability issues in the current project, an ex-post evaluation will be carried out after project completion in order to assess longer-term effects on beneficiaries.

PROJECT FEASIBILITY, SUSTAINABILITY AND RISKS

Technical feasibility and environment

36. WFP's 30 years of experience in assisting natural resource projects in Jordan has allowed the Government to develop valuable technical experience. This experience, with inputs from recent interim evaluation and appraisal missions, has identified technical social and marketing concerns that have been integrated into the design of the project. Project 5783 pays particular attention to self-reliance and capacity-building to ensure sustainability and to technical issues such as site/species matching, maximizing returns to participants, developing planting models that generate economic and environmental benefits, and the application of systematic soil and water conservation measures. The emphasis on training and extension within the project at the local level will substantially increase technical assistance to participants, helping to minimize risks, increasing incomes and promoting sustainability.
37. In compliance with the Government's environmental objectives, the project aims to address the serious problems of degraded and eroded soils, poor water retention capacity, and low productivity of rainfed lands. The land improvement activities are expected to reduce top soil loss, replenish soil nutrients and harvest stored water, improve land productivity, protect range, forest and agricultural land, and reverse desertification processes. Activities will systematically incorporate water harvesting structures and soil conservation measures; they will be carried out by direct beneficiaries, providing long-term sustainable environmental benefits. The emphasis on expanding areas under existing range management should help to regulate the migration of animals and limit overgrazing, protecting these fragile areas.

Economic feasibility

38. The food rations allow participants to allocate labour and materials required to undertake more productive activities that will yield higher returns in the long term. In addition, the project will promote mixed plantings with fruit-trees and crops in order to generate benefits over a staggered period of time, since these plantings are less risky and less sensitive to economic and environmental parameter fluctuations. MOA has carried out financial analysis and marketing studies which indicate that from the participants' point of view the activities promoted under the project make sense (a rate of return of about 15 percent for olive-tree plantings). The MOA is committed to the project's approach and aims to maximize returns to participants. However, the Government's objective is still primarily environmental and cost recovery is not a stated objective at the national level.



Social feasibility

39. The project's approach aims at ensuring the social feasibility of supported activities by strengthening local institutions and involving participants in planning as well as implementation. Careful beneficiary selection according to the criteria established during project appraisal is essential to ensuring social equity and reaching project objectives. A socio-economic survey was carried out for the Highland Region. This survey has helped to restrict the project area, identify target groups that should benefit from natural resource interventions, and to suggest appropriate activities based on participants' needs. It examined carefully the needs of women and suggested measures to enhance their participation in the project.
40. The project is designed to consider and minimize potential risks. Nevertheless, while planting models will be improved under the project, climatic conditions will continue to threaten planted areas. However, the systematic introduction of water harvesting structures will help to minimize this risk. These are always problems associated with participatory approaches, but the project has stressed strengthening extension capacity at the local level, working with established NGOs, and limiting expectations as to the level of participation to be achieved. Disruptions in commodity deliveries pose major obstacles to continued participant involvement in caring for the areas established. The project should ensure that targets match available commodities and pace work accordingly during project implementation.

DISINCENTIVES, DISPLACEMENT AND DEPENDENCY

41. The quantity of commodities to be delivered annually to the project is 9,569 tons, of which 8,549 tons is wheat. The present annual production of wheat is 75,000 tons, against an annual consumption of 928,000 tons. In an average year, only 10 percent of wheat and 25 percent of pulses are produced locally. Since this is the only ongoing WFP project in the country, its impact on domestic food availability and trade will be negligible. WFP food inputs for project No. 5783 (11 million dollars) would represent 0.4 percent of average annual commercial imports (3,416 million dollars). Each household will receive an average of 922 kilograms of wheat a year. Since beneficiaries will receive food support for only one year, no dependency is expected to be created by food assistance. As the project will target beneficiaries with very low incomes, in food-deficit areas there will be no negative effects on production or prices.



PROJECT COSTS

42. The cost breakdown for the project is as follows:

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Wheat	42 745	193	8 249 785
– Vegetable oil	2 565	950	2 436 750
– Pulses (lentils)	2 565	450	1 154 250
Ocean transport			2 018 465
Subtotal direct operational costs			13 859 250
B. Direct support costs			
– Monitoring and evaluation			120 000
– Non-food items			10 000
Subtotal direct support costs			130 000
Total direct costs			13 989 250
C. Indirect support costs (14.5 percent of total direct costs)			
			2 028 441
TOTAL WFP COSTS			16 017 691
GOVERNMENT COSTS			
A. Non-food costs			
– Staff salaries			6 084 746
– Cash wages for labour			9 180 791
– Support to farmers (seedlings, wire fencing)			32 632 768
– Capital costs (materials and equipment)			2 118 644
Subtotal non-food costs			50 016 949
B. Food-related costs			
– Staff for food assistance			621 469
– Vehicles, equipment, fuel and maintenance			5 120 500
– Unloading, clearing, storage and internal transport			1 219 950
– Construction of four new stores			141 243
Subtotal food-related costs			7 103 162
TOTAL GOVERNMENT COSTS			57 120 111
TOTAL PROJECT COSTS (WFP and others)			73 137 802
WFP costs as a percentage of total project costs: 21.9 percent			

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



COORDINATION AND CONSULTATION

43. A WFP identification and appraisal mission, with the participation of FAO, visited Jordan in March and June 1996 to identify and finalize project 5783. In June, a joint WFP/FAO mission examined the feasibility of including in the project productive activities for women. A socio-economic poverty mapping study also aided project preparation. Two FAO consultants will be fielded to finalize technical details for the demonstration and training/extension activities. Discussions were also held with representatives from bilateral agencies (GTZ and CIDA) and United Nations organizations, FAO, UNIFEM, and IFAD. Comments from FAO will be incorporated into the plan of operations. Clearance from the CSD will be sought.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

44. The project is recommended for approval by the Executive Board.



ANNEX

TARGETS, WORK NORMS AND WORK DAYS
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Activities	Unit	Targets		Worknorms Workdays/unit	Workdays					
		Total	Per year		Total	Yr1	Yr2	Yr3	Yr4	Yr5
1. Rangeland management										
Food incentive										
Number of range cooperatives	no.	25	-	-	-	-	-	-	-	-
Demonstration area per cooperative	ha	100	20	-	-	-	-	-	-	-
Cooperative establishment	ha	13 000	2 600	-	-	-	-	-	-	-
A. Land preparation	ha	13 000	2 600	40	320 000	104 000	104 000	104 000	104 000	104 000
B. Planting/seeding	ha	13 000	2 600	35	455 000	91 000	91 000	91 000	91 000	91 000
C. Maintenance	ha	13 000	2 600	20	260 000	52 000	52 000	52 000	52 000	52 000
D. Construction of cisterns	no.	50	10	700	35 000	7 000	7 000	7 000	7 000	7 000
E. Access tracks	km	12.5		12.5	15 625	3 125	3 125	3 125	3 125	3 125
F. Demonstration areas	ha	2 500	500	150	375 000	75 000	75 000	75 000	75 000	75 000
Total					1 660 625	332 125	332 125	332 125	332 125	332 125
2. Farm land management										
Income substitute										
- cisterns	no.	3 360	672	-	-	-	-	-	-	-
- farmers	family	4 800	960	-	-	-	-	-	-	-
- hectares	ha	12 000	2 400	-	-	-	-	-	-	-
A. Land preparation										
deep ploughing	ha	12 000	2 400	30	360 000	72 000	72 000	72 000	72 000	72 000
derocking	ha	12 000	2 400	100	1 200 000	240 000	240 000	240 000	240 000	240 000
pitting	ha	12 000	2 400	40	480 000	96 000	96 000	96 000	96 000	96 000
soil conservation structure (stone contour bunds, banks)	ha	12 000	2 400	660	7 920 000	1 584 000	1 584 000	1 584 000	1 584 000	1 584 000
B. Planting	ha	12 000	2 400	40	480 000	96 000	96 000	96 000	96 000	96 000
C. Maintenance and watering	ha	12 000	2 400	30	360 000	72 000	72 000	72 000	72 000	72 000

Continued



TARGETS, WORK NORMS AND WORK DAYS										
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Activities	Unit	Targets		Worknorms Workdays/un it	Workdays					
		Total	Per year		Total	Yr1	Yr2	Yr3	Yr4	Yr5
D. Cisterns	no.	3 360	672	700	2 352 000	470 400	470 400	470 400	470 400	470 400
E. Seedlings ¹	no. ¹	2 500	500	500	1 250 000	250 000	250 000	250 000	250 000	250 000
Total					14 402 000	2 880 400	2 880 400	2 880 400	2 880 400	2 880 400
3. Extension										
Food support										
no. of districts	-	15	-	-	-	-	-	-	-	-
no. per district	-	9	-	-	-	-	-	-	-	-
no. per cooperative	-	3	-	-	-	-	-	-	-	-
A. Range contact extensionists	no.	375	75	15wd/month	5 625	1 125	1 125	1 125	1 125	1 125
B. Agric. land extensionists	no.	675	135	15wd/month	10 125	2 025	2 025	2 025	2 025	2 025
Total	-	-	-	-	15 750	3 150	3 150	3 150	3 150	3 150
4. Forestry										
Food support										
A. Silviculture	ha	5 000	1 000	50	250 000	50 000	50 000	50 000	50 000	50 000
B. Demonstration (100 ha 15 districts)	ha	1 500	300	275	412 500	82 500	82 500	82 500	82 500	82 500
C. Private forestry	ha	500	100	250	125 000	25 000	25 000	25 000	25 000	25 000
D. Environmental forestry	ha	1 000	200	210	210 000	42 000	42 000	42 000	42 000	42 000
Total					997 500	199 500	199 500	199 500	199 500	199 500
Total workdays					17 075 875	3 415 175	3 415 175	3 415 175	3 415 175	3 415 175

¹Production of 300 seedlings will require 500 workdays (300 permanent + 200 temporary).

