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COMPLEX CRISES FUND: JORDAN

MID-CYCLE PORTFOLIO REVIEW



March 2014

This document was produced for review by the United States Agency for International Development by Mr. Daniel Corle, Division Chief, Ms. Emily Kunen, Post-Conflict Environmental Advisor and Mr. Michael Haines, Senior Program Analyst for the Bureau for Democracy, Conflict, and Humanitarian Assistance Office of Program, Policy, and Management.

ACCRONYMS

AOR	Agreement Officer Representative
CCF	Complex Crises Fund
CBI	Community Based Initiative for Water Demand Management
CBO	Community Based Organization
CCO	Community Cooperative Organization
CDCS	Country Development and Cooperation Strategy
CEP	Community Engagement Program
CSSF	Conflict, Security, and Stability Fund or “Conflict Pool”
CVO	Community Voluntary Organization
DCHA	Bureau for Democracy, Conflict, and Humanitarian Assistance
DFID	Department for International Development
FCO	Foreign and Commonwealth Office
GC	Global Communities (Formerly CHF International)
GOJ	Government of Jordan
JRF	Jordan River Foundation
MC	Mercy Corps
MEO	Mission Environmental Officer
MoD	Ministry of Defense
MoSD	Ministry of Social Development
MoWI	Ministry of Water and Irrigation
MPR	Mid-Cycle Portfolio Review
PIL	Program Implementation Letter
PMP	Performance Management Plan
PPM	Office of Program, Policy, and Management
RSS	Royal Scientific Society
ToC	Theory of Change
USG	U.S. Government
YWC	Yarmouk Water Company

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EXECUTIVE SUMMARY

Responding to potential instability resulting from increasing populations of Syrian refugees in the Jordan's Northern Governorates of Irbid and Mafraq, USAID Jordan received \$20 Million in resources from the Complex Crises Fund (CCF) to support Phase II implementation of the Community Based Initiative for Water Demand Management (CBI) implemented by Mercy Corps. With CCF, CBI was expanded in size and scope while narrowing its national geographic targets to mitigate the impact of the Syrian refugees, the majority of which reside in local Jordanian communities, on water supplies and consumption. Already one of the driest places on Earth, the potential for water stressing relationships between Jordanian and Syrian populations is evident.

While conducting its review, the CCF team found an effective program performing in accordance with its original application. There was consistency noted in strategic objectives from the mission level to implementing partner, sub grantees, and beneficiaries – not always the case in complex operational environments – and generally seamless programmatic transition between CBI phases one and two. The team recognized the advantages of a highly capable and functioning implementing partner able to leverage experience and relationships to adapt programmatic activities. Common to these complex crises, some challenges remain regarding internal and external implementing partner/USAID communications, program coordination, and broader strategic messaging regarding U.S. Government (USG) support to communities in the affected areas.

PURPOSE, SCOPE, AND METHODOLOGY

As part of USAID objectives regarding monitoring, evaluation, and learning, CCF country portfolios are subject to a Mid-Cycle Portfolio Review (MPR) of activities. Designed by DCHA's Office of Program, Policy, and Management (PPM), the review aims to analyze programs in the context of the operational environment while taking into consideration issues that may shape the future direction of these initiatives. Experience has demonstrated that a continuous analysis of the country's conditions better informs programming at three distinct but interconnected levels: (1) overall goal; (2) program objectives; and (3) activities funded.

To this end, USAID conducted an MPR of its CCF portfolio in Jordan between February and March 2013. The review appraised current activities while considering emerging issues, constraints, program assumptions, and other relevant events to foster creativity and encourage flexibility to re-direct activities in exigent circumstances. The activity also provides strategic guidance to the mission as it considers course corrections in the second year of CBI – the lone instrument supported by CCF in the Jordan portfolio. This

was completed in accordance with a Statement of Work (Annex 1) developed in partnership with respective bureau, mission, and implementing partner inputs.

The principle process methodology was a “snap-shot” peer review process that fostered a direct and constructive dialogue on the status of recent achievements, future challenges, and longer-term direction of CCF-funded activities. These reviews were intended to provide the Mission with a third-party analysis by a team experienced in complex crisis environments to analyze and evaluate the CCF-funded project at the program and strategic levels mid-way through the lifecycle of the project. This process provided the country team with a timely perspective, feedback, and strategic recommendations for consideration to make any possible course adjustments to the project prior to the project’s end. The review also gave the CCF Secretariat the information necessary for making informed decisions regarding future resources, and allows the CCF Secretariat to be an effective advocate for the program to a variety of internal and external audiences including the U.S. Congress and public.

While in Washington, the team reviewed documents and interviewed appropriate stakeholders, including implementing partner staff, in-country staff, USG counterparts, and others involved with or aware of the CCF funded program (see Annex 2). In the field, the team interviewed Government of Jordan (GOJ) officials, implementing partners, grantees and beneficiaries and reviewed field-based activities with key stakeholders with specific emphasis on normative evaluation questions outlined later in this statement of work (Annex 1). This iterative process resulted in this final document and presentation of findings, conclusions, and recommendations.¹

POLITICAL BACKGROUND AND COUNTRY CONTEXT

While civil war in Syria rages on, the number of Syrian refugees crossing into Jordan continues to rise by several thousand on a nightly basis. Although the exact number of Syrians taking refuge in Jordan remains unclear, the scale of the problem is not in dispute, with approximately 400,000 refugees currently receiving assistance from UNHCR. Thousands of others are waiting for the chance to cross the border, including a growing number of unaccompanied children. In a country of 6.5 million, these numbers represent a significant increase in demand for community level services. While actual numbers of refugees are hard to pin down, this refugee crisis will likely endure and worsen. This extraordinary influx of refugees, and the accelerated pace at which they continue to arrive, presents daunting challenges.

¹ IAW USAID Evaluation Policy – January 2011 and ADS 203.

The humanitarian response to Syrian refugees in Jordan has been large and multifaceted but largely focused on the main refugee camp, Zaatari. While approximately 120,785² refugees have taken shelter in this camp, the majority of refugees are living in temporary homes in Jordanian communities. In the Northern Governorates area alone, there are an estimated 584,600 refugees. They are particularly clustered in and around the border governorates of Mafraq and Irbid. Jordanian Prime Minister Fayez al-Tarawneh stated on September 6, 2012 that “the growing influx of Syrian refugees to Jordan is beyond our capabilities, and we expect more as things deteriorate in Syria. We are shouldering a big burden in so many fields, especially water.” Jordan is one of the most water-scarce countries in the world, a problem which has been exacerbated by increasing population and economic development prior to the Syrian crisis. Faced with a relentless flood of refugees fleeing the fighting in Syria, the Jordan economy is reeling and the GOJ cannot meet the emergency basic needs for water and other services. Furthermore, there has been much less rain this year than expected and the water scarcity situation heading into this summer is expected to become desperate. As the capacity of local governments to function and provide for the needs of its citizens are overwhelmed, there is risk that tensions between refugees and the communities in which they reside will escalate. In a region that is already one of the world’s most volatile, insufficient supplies of available water resources could ignite into conflict and destabilize the country since water lies at the heart of numerous basic Jordanian needs: water for consumption, food and agriculture, health and sanitation, and production of goods.

In August, the University of Jordan conducted a survey that documented the fact that the majority of Jordanians believe that the presence of Syrian refugees living outside designated camps poses a threat to national security and stability. This perception underscores the reality and gravity of the situation, as Jordanians see their own access to vital resources and services reduced, at a time when coverage has been inadequate historically.

BRIEF DESCRIPTION OF CCF-FUNDED INITIATIVE

One of the most water deprived countries in the world, Jordan is a desert where the needs of the population have traditionally exceeded the availability of resources. Despite some of the lowest domestic water consumption habits in the world, consumption exceeds renewable available supply. To address these challenges, USAID launched and funded Phase I of CBI in 2006 – a 7-year national program implemented by MC in partnership with Royal Scientific Society (RSS) and Jordan River Foundation

² UNHCR Data Portal (8 October 2013):
<http://data.unhcr.org/syrianrefugees/settlement.php?id=176&country=107®ion=77>

(JRF). Through local CBOs, the activity aimed to empower and enable communities in rural Jordan to address water scarcity by improving water use efficiency and availability via a small, revolving loan mechanism. Phase I of CBI was completed in April of 2013.

In response to the significant influx of Syrian Refugees into the northern governorates of Irbid and Mafraq, USAID/Jordan submitted and received approval for a two year, US\$20 Million cost extension of CBI (Annex 4). No longer a national program, CBI Phase II narrowed its geographic scope to 135 communities in the two northern governorates most effected by the Syrian Crises, Mafraq and Irbid, while extending the scope of activities to include community water-harvesting projects, financial and technical support for the Yarmouk Water Company (YWC), and conflict mitigation and mediation training. According to the original CCF application, CBI Phase II has three components³:

- Component 1: Immediate Response – Quick-Impact Water Projects such as rainwater catchment systems, rehabilitating springs, and increasing storage capacity for individual households and communal entities via revolving loans and grants administered by CBOs.
- Component 2: Maintenance and Management of YWC storage and distribution systems such as replacing pipes, repairing networks, rehabilitating wells and cisterns, and upgrading pump stations.
- Component 3: Conflict Management in Communities hosting Syrian Refugees such as conflict mitigation training and conflict mediation.

It is important to note a variation between MC and USAID in how they have designated program components. USAID’s component one is split by MC into two components: CBO-led revolving loan program & CBO-led grants for communal water projects. That said, MC’s programming has four components:

- Component 1: Quick-Impact Water Projects such as rainwater catchment systems and increasing storage capacity for individual households via **Revolving Loan Programs** with CBOs – herein Community Voluntary Organizations (CVOs) and Community Cooperative Organizations (CCOs).
- Component 2: Quick Impact Water Projects rainwater catchment systems, rehabilitating springs, and increasing storage capacity for communal entities via **Community Grants** administered by CBOs (CVOs and CCOs).

³ Project Title: Community Based Initiatives for Water Demand Management Project (CBI).

- Component 3: **Maintenance and Management of Yarmouk Water Company** storage and distribution systems such as replacing pipes, repairing networks, rehabilitating wells and cisterns, and upgrading pump stations via third party contractors.
- Component 4: **Conflict Management** in Communities hosting Syrian Refugees such as conflict mitigation training and conflict mediation primarily via a UK-funded/MC implemented activity.

FINDINGS

In this section, we will address the seven questions outlined in the CCF MPR Scope of Work (Annex 1). These questions are divided into five areas of analysis: strategic, program, gender, environmental, and monitoring and evaluation. Within each area of analysis, there will be cross-cutting findings which may often be combined to provide the most logical evidence:

Strategic Level Analysis

Question 1. Describe how political and contextual changes since the launch of the CCF-funded programs resulted in any changes in overall strategy, approach (Theory of Change) or activities.

Question 2. How do CCF-funded programs provide synergy with initiatives undertaken by other donors and the Government of Jordan?

Question 3. To what extent have CCF-funded programs supported the overall development objectives identified in the USAID Jordan Country Development and Cooperation Strategy and Results Framework?

Theory of Change. Overall desk and field observations and evidence illuminated a clear, comprehensive, and consistent understanding of the intended Theory of Change (ToC) at all levels of program implementation from the mission to implementing partner, sub-grantee, and beneficiary. This may be largely due to the significant tenure of CBI (Phase I starting in 2006) and long-standing partnerships between MC and many of its CBO partners in the north. Another consideration may be effective Mission project design where USAID/Jordan and MC Development Objectives are very tightly aligned with beneficiary priorities with minor variations expressed. The differences were nuanced in terms of articulating intended impact but aimed to deliver the same outcome:



- USAID Jordan (Mission) – If Mission can enhance public and private capability in the water and sanitation sectors, then the destabilizing effects of the Syrian

Crises in Jordan will be mitigated⁴. This overarching ToC represents a consolidation of three sub-ToC's articulated for each of the three objective areas outlined in the original CCF proposal.

- MC – If MC can effectively strengthen the operational capacity of community institutions (CBOs, YWC), then communities will be more resilient in response to internal and external stresses. The outcome is improved management in the water and sanitation sector but impact greater resiliency. According to leadership during interviews, this ToC is in line with MC's overall organizational objectives.
- CBOs & Beneficiaries – If people and communities are able to more effectively collect and manage water resources, then they provide more water security for their communities, families, and external guests. Although this ToC represents a consolidation of several testimonials in general terms and does not capture the variations, it illuminates a common cultural nuance of protecting those who seek refuge.

Program Assumptions. At the time of the original CCF-Application, UNHCR estimated the refugee population at 105,190 in Jordan primarily housed in and around the Zaatari Refugee Camp near Mafraq and Irbid Governorates. In light of the conflict's continuing duration, that number has increased exponentially to nearly 584,600 refugees⁵. The figure potentially jumps to an estimated 1.4 million when non-refugee Syrians are accounted for.⁶ According to leadership of the Ministry of Water and Irrigation (MoWI) during recent interviews, refugees are no longer limited to Mafraq and Irbid, but all other governorates with increasing concentration in Jarash and Amman. These developments led us to the question: Is CBI in its current formation and scope sufficient or "enough" to address the ToC as outlined in the original CCF proposal? To address many of these issues, MC conducted and released a study in March 2014 outlining the challenges and recommendations consistent with our MPR recommendations.⁷

One assumption was unchanged: water remains the critical resource and priority of all levels of stakeholders interviewed. Education, economy, and security were also mentioned as significant concerns but were not viewed equally with water.

⁴ "Water Sector Support in Northern Governorate Communities to Alleviate Refugee Pressures." USAID Jordan CCF Proposal. 12 September 2014. Page 1.

⁵ UNHCR estimate as of 10 March 2014. <https://data.unhcr.org/syrianrefugees/country.php?id=107>

⁶ Ministry of Water and Irrigation and Ministry of Planning and International Cooperation. Quantification of the Impact of Syrian Refugees on the Water Sector in Jordan, High Level Conference on Jordan's Water Crisis. Government of Jordan, December 2.

⁷ "TAPPED OUT: Water Scarcity and Refugee Pressures in Jordan." Mercy Corps. March 2014.

<http://www.mercycorps.org/research-resources/tapped-out-water-scarcity-and-refugee-pressures-jordan>

Conflict Resolution. The third CCF Proposal objective, conflict resolution and bridge-building, articulated the importance of healing of community rifts originating from water security via trainings in conflict mitigation between host communities and Syrian refugees. When the CCF proposal was reviewed and approved, the CCF Secretariat communicated to USAID/Jordan staff that the conflict resolution objective was not to remain separate and that it should be more fully integrated into the entire proposal. The USAID/Jordan Mission Director expressed a similar view; however, objective three of CBI is effectively a separate MC initiative supported by the United Kingdom’s Inter-ministerial Conflict, Security, and Stability Fund (CSSF)⁸ or “Conflict Pool” with only limited leveraging of all available opportunities specifically for CBI. CBI funded Iraqi trainers to work in a limited scope and capacity benefiting principally the CSSF-funded program. Furthermore, there was limited evidence to suggest that conflict resolution capacity building was fully integrated into all components of CBI either in outlined activities or how it was measured in terms of the PMP/Results Framework. MC’s CoP and M/E Director indicated efforts to more substantively coordinate capacities of the two initiatives with progress being made. We understand from interviews that the Mission and/or Agreement Officer Representative (AOR) have not been involved directly in this process nor met with UK representatives to discuss the complimentary roles of the CSSF initiative and CBI.

“We don’t blame our brothers for coming, we blame the government for letting them in and not being prepared to be a good host.”

-CBO Leader Irbid Governorate

Strategic Communications. In Mafrq Governorate during the dry summer of 2012, citizen frustration with water security began to boil over. Local groups stormed infrastructure projects and YWC offices to highlight their displeasure with water management. Testimony collected during this review suggests, for now, local Jordanians are increasingly agitated not so much by the presence of their Syrian “kin”, but by the perceived ineffective preparation and response of the GOJ to the crises. One CBO leader noted: “We don’t blame our brothers for coming; we blame the government for letting them in and not being prepared to be a good host.” While potential conflict within communities must still be monitored, an equal, if not greater potential for violent conflict stems from anger toward the GOJ and its agents and presents a threat to their legitimacy and stability. As highlighted in a recent MC study, “Perception management

⁸ “Conflict Management for Syrian Refugee Host Communities and Municipal Actors in Jordan.” A 12-month, £3 Million CSSF-funded project training community and municipal leaders in 12 communities in the north in dialog and project management. The 12 are included in the 135 communities selected for CBI. The CSSF Program will also support three projects in each of the 12 communities selected via dialog. Should any of these project focus on water, they will and are addressed by CBI, not CSSF.

is important to maintaining stability. In the present environment, the administration of resources must be perceived as fair and serving long-term Jordanian interests.”⁹

Recognizing the need to improve public perception of GOJ agents, the Mission, *vis-a-vis* Development Objectives (DO) #3 and #5 of the Country Development and Cooperation Strategy (CDCS) aims to improve public service delivery and the inherent perception of GOJ ostensibly to support its legitimacy and stability. As part of CBI, MC



is working with YWC in terms of its outreach efforts strengthening customer relations. There appears to be a disconnect between this objective and overall USAID communication strategy for the project. Some YWC buildings have outdated signage reflecting the name of the organization even before the one taken over by YWC. A significant portion of residents remain unaware of YWC and still refer to it as its previous incarnation. In terms of branding, if one observes project outreach (*Photo – Tabaqet Fahel Well*), especially logo branding and communication, the role of YWC and the GOJ is currently overshadowed by USAID and MC branding which inhibits the ability to achieve the CDCS DOs.

From USAID to Jordanian-Led. MC is currently a prime signatory to contracts with all CBOs operating revolving loan programs supporting individual household water harvesting systems under Component One. MC is not only providing the financial resources to operate the initiatives, but the mentorship, guidance and technical capacity training, via sub-grantees JRF and RSS, to effectively implement these activities beyond the CBI implementation period. According to MC, “sustainability of the project is “rooted in the knowledge and empowerment tools” provided by CBI. What is more, CSOs have leveraged public credibility and legitimacy from their relationship with USAID/MC along with capacity building and financial training to successfully attract both GOJ and other international donor funds. As a result, the team reckoned that significant number of these operations could be considered sustainable well beyond CBI – especially those CBOs of a commercial, cooperative nature (CCOs) where demand exceeds supply and transaction costs are theoretically capable of cover expenses.

⁹ Ibid. Page 24.

For strategic sustainability of this element of the initiative, it would be logical for MC to find an alternative prime signatory to assume its central oversight and training role once CBI closes. Initial assessments indicate that JRF and RSS would not be in a financial or competent legal position to assume this fiduciary responsibility. The Mission is restricting MC from signing a Memorandum of Understanding (MoU) with the logical contractual replacement¹⁰, the Ministry of Social Development (MoSD). Without a plan for USAID/Jordan or MC to use some sort of agreement with the MoSD, the success of any sustainability plan for the revolving loan program is in question.

YWC. YWC's lack of strategic plan or functioning business model and internal management challenges present a significant challenge and opportunity for CBI and more broadly, the mission. Following its own internal assessment of YWC, MC is focusing efforts on supporting and enhancing technical engineering capacity and addressing customer relations and outreach during CBI implementation. In short, these are the obvious targets of opportunity to enable YWC to meet immediate objectives while its strategic future is considered by GOJ, USAID, and international community.

Program Level Analysis

Question 4. From conception to initiation, describe program implementation including any institutional successes and challenges.

Adaptation. Due to the limited time-frame, increased scope, and intensive output delivery expectation for program implementation, MC had to adapt organizational structure and objectives. For operations, the MC country team was able to expand operations from 30 to nearly 90 staff within one year leveraging capacity developed as a result of years of contextual experience and twelve other donors supporting the institution. To speed the process of CBI implementation within a limited timeframe, MC applied innovative thinking by strategically analyzing the situation in the context of the conflict mitigation objectives and developing a faster direct loan and community grant mechanism to roll out projects while continuing to support CBOs. According to one USAID officer, "the general nature of cooperative agreements allowed the Mission to benefit from MC's years of Jordanian and global expertise in dealing with these complex operational environments."

Sustainability. Current CBO partners, those CVO/CCO which implement loan programs, are focused on incentivizing the community to borrow resources to invest in water harvesting technologies. The loans are provided with minimal fees and often

¹⁰ Cooperative Agreement AID-278-A-00-06-00316-00. Modification No. 11.

based on re-payment capability without regard to income-based need. As a result, the waiting list for loans is substantial and demonstrates a growing recognition of economic benefits of these technologies and CBOs as legitimate, trustworthy, and capable institutions able to meet consumer demand. Perhaps now is the moment to strategically shift from incentivizing to sustainability:

- CBO partners are currently making 1-2 modest-size new loans per month and collecting the appropriate transaction fees associated. According to CBO leaders during consultations, to become sustainable or even profitable enterprises, their organizations will need to increase loan sizes to meet new market pressures and overall transaction output to approximately 5-6 per month; however, further market analysis may be necessary to determine the correct number.
- CBOs reported unrealistic repayment rates indicating a lack of risk-taking in the loan approval process. CBOs gravitate to those members of the community with greater capacity to re-pay leaving those with of a risky nature – herein poor – without access.
- Several CBOs indicated that staff turnover has diminished capacity. Staff that remain do not necessarily have the training skills to transfer knowledge to new staff. As a number of CBOs added, “we need either repeated trainings or instruction on how to train others including new personnel.”

Communications. MC is a high performing, capable organization able to leverage its resources effectively to manage a broad portfolio of programs. They are an appropriate organization for USAID to support in such a high profile, important capacity. Despite partner capability and project importance, it was clear to the review team that there was a disconnect between MC and USAID/Jordan in at least two key cross-cutting programmatic and one functional areas.

In terms of programming, there was a substantial communication and contact disconnect between MC and USAID regarding expectations and policies for environmental compliance and monitoring and evaluation. According to the internal and external staff interviewed, there were no regularly scheduled engagements or trainings by USAID to provide policy guidance, activity updates, mission director’s intent, etc. to the partners – either MC or their sub-grantees – in these two areas. One USAID officer indicated that partners had never actually asked for such training. For overall gender policy and compliance, there were indications of improving communication between the mission and MC (recent IP gender training) though this could be strengthened via the AOR.

In terms of a communication disconnect in functional areas, there is a potential difference related to vehicle branding which could expose our MC partner to security

risk. Various MC staff articulated an understanding of the mission requirement on the use of magnetized “USAID” vehicle door labels while engaged in official CBI travel. When the review team met with the mission leadership team, it was clear that the use of the vehicle label was discretionary depending on conditions. This should be (re)communicated to the partner and MC leadership needs to ensure consistent understanding among staff.

Note: Communications will be a theme discussed in both the environmental and monitoring and evaluation analysis components of this report.

Coordination. As mentioned in the strategic analysis, the final component of CBI aims to build community-level conflict resolution capacity. In its current formation, CBIs’ conflict resolution component is actually an independent UK-funded program providing only limited direct connection to CBI activities and beneficiaries. According to USAID, there have been no CBI-specific engagements with the UK Foreign Office.

The team also found that there was no specific coordination between CBI and the USAID/Jordan funded Community Engagement Program (CEP).¹¹ Recently launched, CEP is a three-year, US\$21 million community engagement project to help Jordanian communities identify the most pressing challenges facing their communities and to develop practical solutions to address them. CEP, implemented by Global Communities (GC - formerly CHF International) in collaboration with its Jordanian partners, Al Jidara and JRF, aims to strengthen Jordanian community organizations’ and local government efforts to meet local needs in three governorates: Irbid, Mafraq and Tafileh. The review team met with the AORs from both projects and learned that, although each was aware of the other, concrete steps to synchronize work-plans and leverage resources did not appear to be actively occurring. MC, having lost the tender for CEP, is aware of GC and indicated a willingness to engage. In short, given the overlap in programmatic and geographic scope, there is an opportunity to share resources, lessons learned, and methodologies as CBI and CEP move forward.

Gender Analysis

Question 5. To what extent have program design and activities provided for gender equity?

The project approach to gender equity “isn’t about making sure that women are equal part of the CBOs and beneficiaries, but about removing the barriers for women to access the loans.”

¹¹ “USAID Launches the Community Engagement Project: Putting communities in charge of their own progress.” <http://www.globalcommunities.org/node/37590>

Programmed Gender Equity. To overcome these barriers, MC has designed for gender considerations in CBO selection, water management committees, and trainings. Women-headed CBOs are given extra marks in the CBO selection process, recognizing the value in these CBOs for gender equity as well as their increased access to households. Furthermore, MC requires that there is at least one woman on the steering committees for each CBO, which significantly improves the influence gender equities play in program design and execution. According to a recent study, CBOs with women in the lead or in significant management roles were more likely to experience higher operational capacity and loan repayment rates.¹² Lastly, the CBO trainings were designed for gender sensitivities, with some training targeting women specifically. However, MC could benefit from additional support from USAID, specifically training of staff, to better understand how to better incorporate gender into their considerations for project planning and their analysis.

Community Awareness. CBI also has focused on gender roles in raising community awareness of water issues. Recognizing women's unique access to community members, the project has established specific roles for women in the awareness activities from leadership roles to direct program participation. One gap identified though was specific targeting of the unique role of women by YWC in its community outreach activities.

Conflict Mitigation. These approaches to gender equity have been key to effective programming in this environment where situational analyses have revealed the differing gender impacts of the complex crisis facing the region. Repeatedly, the review team heard from CBOs and beneficiaries how water scarcity and tensions between Jordanians and Syrians may impact women more than men.

Water scarcity impacts women due to their household responsibilities, including shortage of water for cooking and cleaning, as well as in concern for health and sanitation. Beyond water, women feel the burden of the crisis in cultural and economic ways. Jordanian women are particularly concerned regarding the cultural influences of Syrian women (smoking hookahs, Syrian women walking around while Syrian men remain at home) and the impact on marriage (Jordanian men marrying Syrian women). This is a significant issue for conflict programming and MC has recently completed a second conflict analysis which indicates this as well. It will be critical for USAID and MC to monitor the specific and sometimes different ways that the crisis is impacting

¹² Preliminary Report: Analysis of Community-Based Initiatives for Water Demand Management. Center for International Conflict Resolution. Page 1.

men and women. The resulting impact this should have on project design to understand and potentially mitigate these distinct issues could decrease the likelihood of violent conflict.

Environmental Analysis

Question 6. To what extent have program design and activities integrated environmental safeguards?

Overall, the review found the CBI project is doing high quality construction work that includes environmental safeguards and has responded to environmental concerns previously identified. Within the project activities, potential environmental impacts primarily relate to construction of household and communal rainwater catchment systems and rehabilitation and construction of water systems and networks. These activities are small-scale and on already-developed land (often replacing existing systems). However, potential environmental impacts exist that should be mitigated and monitored.

To address the potential environmental impacts, MC takes a planning-oriented approach through the use of one-page, activity-specific environmental checklists to forecast potential impacts and plan mitigation through proper siting of systems and informing go/no-go decisions. The checklists are supported by Best Management Practice guidance, provided as a written document and as part of the CBO technical trainings. This information is further communicated to construction contractors and beneficiaries. MC works with the CBOs to complete the checklists and visits sites prior to and during construction to review compliance with best practices. Standard sub-award language and tendering documents refer to these requirements.

The checklists are based on the findings of environmental analyses, which include the Initial Environmental Examination (IEE), environmental impact assessments (for drip irrigation, network maintenance, and pond maintenance), and environmental studies (for water harvesting systems and for pond maintenance). These documents were produced with the input of USAID/Jordan, with support and approval from regional advisors and the Middle East Bureau.

Unmitigated environmental risks identified by the final evaluation of Phase I CBI were quickly addressed through use of local engineering contractors, ensuring availability of an engineer within all CBOs, engineering approval of designs by third parties, and development of unified tender documents. The checklists were also changed following this review to better address drinking water and for construction safety.

The key findings can be summarized as follows:

Environmental Safeguard Integration. CBI did a good job analyzing potential environmental impacts and integrating findings in project planning for the community projects. For rehabilitation projects, the quality of engineering is high and environmental, health and safety measures are a part of that. There are plans for developing standard procedures for systematically including environmental safeguards into these projects as well, and MC has already begun on this.

Where observable, nearly all mitigation measures appeared to be implemented; workers used proper safety gear, signage and fencing was appropriate, areas were kept clean, etc. The only exceptions observed were that the mitigation measures for water quality assurance and for determining water pumping rates may not be the most well suited for the on the ground realities of the project (e.g., preference for drinking rainwater and lack of control over aquifer sustainability) and how these issues are addressed could be revisited:

- ***Water consumption:*** Trainings emphasize that rainwater harvested is not for consumption and the beneficiaries consulted are aware of this. However, in some places, the beneficiaries still prefer rainwater to the municipal water for consumption. The mitigation measure to address human health impacts of rainwater consumption is to raise awareness not to consume it, but this can only be effective as long as a good alternative source of drinking water is available.

There was additionally some confusion over the level of responsibility that the project has over what is done with the end use of the water collected under the revolving loans and to what extent assurance of compliance with Best Management Practices was needed (specific issues where this was raised were drinking water quality and irrigation management).

- ***Water pumping rates:*** The IEE has the mitigation measure: ‘water pumping rate will be according to specific hydro geological survey conducted to determine the sustainable yield or sustainable pumping rate to prevent the depletion of freshwater resources.’ There are numerous challenges that make complying with this measure out of the control of the project, including the unknown numbers of additional wells and the lack of sustainable alternatives. This may be a condition to revisit and think about instead in the broader context of USAID/Jordan’s work.

Communications, roles and responsibilities. Consultations indicated that there was

good collaboration between USAID/Jordan and MC in developing the IEEs and subsequent environmental documentation. The USAID/Jordan Mission Environmental Officer (MEO) and Engineer were involved in such reviews and their feedback was incorporated quickly by MC.

While the planning stages were conducted effectively, there appears to be some confusion over responsible parties for monitoring and reporting within USAID/Jordan and between the Mission and MC for environmental compliance under CCF funding. It is not uncommon for there to be a level of uncertainty concerning processes for environmental compliance of centrally-managed funds, in particular those that are unique to the DCHA Bureau (e.g., CCF, TI, Title II, etc.).

Monitoring and Reporting on Environmental Safeguards: Environmental monitoring throughout the life of project is a critical step for ensuring that planned environmental mitigation measures are both implemented and effective. MC staff review environmental planning and informal monitoring occurs due to their knowledge of the environmental requirements and, consequently, their recognition of non-compliance. When violations are identified, MC send time-limited warnings to correct the issue and will stop work if not corrected. In rehabilitation projects, MC' oversight of construction activities and quality control measures spell out the responsibilities of MC staff to oversee construction activities and monitor compliance with environmental, safety, and other requirements throughout construction.

The review team however noted the lack of systematic environmental monitoring procedures (usually found as part of an Environmental Mitigation and Monitoring Plan), which would identify monitoring indicators, verification methods, parties responsible, frequency, and how reporting would occur. This procedure would normally be followed throughout the life of the USAID funded project and not just to the point of completion of construction. There is a description of monitoring and reporting in the IEE but this has not been consistently followed. A break-down of the relevant monitoring and reporting measures which have gaps in implementation is included in Annex 3.

Awareness and Capacity Building. Project staff, CBO leaders, and beneficiaries are well aware of environmental Best Management Practices and these are communicated to the contractors used to install the water systems. All consulted had clearly internalized what the Best Management Practices and their significance. There could be value in the CBOs and beneficiaries playing a role in environmental monitoring, which would also enhance the sustainability of the environmental safeguards.

Monitoring and Evaluation Analysis

Question 7. Describe current monitoring and evaluation systems in place for CCF-funded initiatives including their methodology, efficacy, challenges and coordination with implementing partners and its influence on program management.

MC has a designated team directed by an experienced specialist responsible for M&E of all 18 office projects. The LOE for the CBI project is about 40% time. This specialist spends about 30% of the time in the field. This individual works closely with project managers to implement M&E along with the five phases of each project, starting with work plan development through project closeout. The M&E specialist worked with a third party, per USAID M&E requirements, to design the baseline study, which the third party then carried out. The M&E specialist trains data collectors on how to collect the data and what the project objectives are. Their methodology is to then conduct a midline and end-line study. This is based on the activity plan that project managers provide the M&E specialist. Monitoring looks to see if the activities are done as indicated in the activity plan, and the monitoring indicators are designed to look at impacts rather than outcomes.

Role of M&E specialist: The review team felt that having a well-qualified M&E specialist was critical to the success of the project M&E thus far and that this was currently met; however, the lack of 100% LOE on a project of this size could be problematic if the M&E specialist is less experienced.

Communication: MC did not receive guidance from USAID on USAID M&E policies or expectations. Knowledge of USAID requirements came from MC review of publically available documentation. Furthermore, there was lack of awareness amongst the implementers of how their project indicators fit in with Mission objectives or connected with F indicators. Lastly, it appeared the mission might not have all of the most up to project M&E information. USAID/Jordan is beginning a new contract with MSI and looking to hire M&E staff, which is intended address these issues.

Objective-integrated indicators: Conflict was addressed in the MC CBI Objective 4 as a stand-alone component, but not integrated into the measureable indicators used for the other project objectives. What is more, crosscutting issues of gender and environment were also not reflected in the PMP.

Coordination: MC is coordinating M&E across their projects and is also participating in an evaluation association in Amman where they exchange with lessons learned with other organizations. USAID could benefit from this opportunity to coordinate with others and exchange lessons learned.

CONCLUSIONS

Consistent with the initial application - herein ToC, program geographic and population targeting, and overall implementation and results to date – the team concurred that CBI Phase II was and is an appropriate use of CCF resources. Clearly leveraging an existing mechanism (CBI Phase I and partner MC) with its deep institutional knowledge and capacity to deliver outputs has contributed to mitigating impacts of the ever expanding humanitarian and political crisis in Syria on Jordanian communities. CBI is impressive and its effort to develop capacity at the individual, community, and municipal levels may very well provide a potential longer-term platform for substantial, sustainable behavior change in terms of water harvesting, use, and overall conservation. More broadly, the capabilities being institutionally developed could serve the broader effort to build resilience among Jordanian communities, enhancing the ability to weather future societal shocks.

There are, however, steps that both the Mission and MC can take to utilize CCF to further strengthen CBI implementation objectives and meet shorter term project goals while advancing broader mission objectives. From a strategic perspective, the program is truly about building community resilience to recover from internal and external traumas in a sustainable manner.

Although its structural future is up in the air, Jordan’s Northern Authority YWC is capable of providing the minimum service during this period of challenge and uncertainty. CCF is playing a critical role in buying time for the USAID mission to take a deeper look at YWC’s strategic planning while the organization re-structures to a private concession of the GOJ.

LESSONS LEARNED & BEST PRACTICES

There were a number of observations by the team which will prove instructive for future engagements:

Importance of Strategic Communication: A consistent strategic view and theory of change is difficult to keep consistent among various staff who work on a project, particularly one that was in existence and has since changed. To this end, we explicitly welcome Mission and MC input on their thinking, particularly on why they think they were so successful in communicating a shared ToC.

Linking Analysis, Strategy, and Activities: In development of Phase II CBI, the mission and MC made effective use of conflict analyses and performance evaluations conducted by USAID and MC. While CCF offers a great deal of flexibility, there is value when projects funded with CCF can at least reinforce the Mission Strategy and take advantage of opportunities for cross-project learning and sharing. Improvements in implementation include enhanced consideration of environmental risks, targeting of program priorities, use of methodological approaches, planning for sustainability, improving coordination, and program monitoring.

Washington and Field Communication and Responsibility: Although going generally well for the Jordan mission, USAID/W could improve its communication with field units in general regarding environmental compliance. Specifically, greater understanding of DCHA/PPM's role and responsibility could potentially provide missions additional capacity and assistance. That said, DCHA/PPM and the CCF team should explore steps to more consequentially include the environmental unit as part of its planning, operational, and evaluation activities.

Agreement Mechanisms: For CCF-funded project in Jordan, the demonstrated capabilities of implementing partners like MC and their creative approaches to addressing funding objectives has been a distinct advantage to the success of the project and the flexibility required in a crisis context, particularly when the need to drastically increase the speed and size of a project is required. Providing operational space and flexibility, especially for high-performing implementing partners whether they are international or domestic, has and continues to be crucial. In this program, the agreement mechanism afforded our partner creative license under difficult operational conditions, enabling their highly qualified staff to adapt to lessons learned and pivot program priorities and objectives as necessary. USAID can continue to leverage MC capabilities and non-USAID donor relationships to achieve tangible results. This is particularly true if the mission engages the UK Embassy Crisis Fund – effectively Component 4 – and coordinates work plans for CEP implemented by GC. Conversely, employing a contractor directly answering exclusively to USAID management with limited community and GOJ relationships would not have had the capability to leverage hard-earned assets and pivot priorities so easily.

RECOMMENDATIONS

Strategic Level

- Mission should consider developing a Program Implementation Letter (PIL) with the MoSD to assume role as prime signatory to CBOs currently supported by MC. The PIL could enable USAID to provide resources and technical capability directly to the MoSD to continue in MC's capacity building and legal oversight role. Note: Without a PIL or even an MOU between MC and MoSD, who will ensure that funds granted to CBOs for either use as a grant or capitalization for revolving loans will continue?
- A mission review of communication strategy could reveal methods to better synthesize program objectives and messaging, including branding, to strengthen the legitimacy of GOJ in support of stated CDCS development objectives.
- Although late in the implementation, mission could revisit the CBI M&E plan for integrating conflict management and mitigation capacity building measures where appropriate in all program components. This is also an item for the DCHA/PPM team for consideration in future CCF supported projects.
- YWC needs a full scale organizational assessment and strategic plan in order to better employ future resources. Current CCF-activities activities are perceived as "buying time" until all parties can support a comprehensive approach including organizational identity, management, sustainable business model for revenue streams, and meaningful branding and communications, et. al.

Program Level

- The Mission and MC should discuss the future role of the revolving loan model. There is an opportunity to shift some CBOs to a market-based approach that could be self-sustaining. In addition, the current model does not address the most vulnerable segments of the population. If agreed upon, MC could continue to support a revolving loan program that takes more risk and is focused on more vulnerable groups. Additionally, MC could shift several CBOs to focus from incentivizing to sustainability. Seek to support more sustainable revolving loan models by either sourcing additional capitalization resources to allow CBOs to increase loan size and transaction-fee opportunities. There may be a private institution to engage in partnership with CBOs – especially those CCOs with demonstrated commercial acumen. This could meet the growing demand for resources and enable CBOs to take greater risk by loaning to more income sensitive beneficiaries.

- Adapt orientation of CBO capacity-building training from informational to sustainable, ToT model to empower those trained to transfer knowledge more effectively.
- Mission, in partnership with MC, should initiate immediate dialog with British Foreign Office, specifically the “Conflict Pool” team and program, to investigate how those resources might synergize with CBI.
- Synergies between CBI and CEP should be initiated at the mission level followed by partner engagement. The work-plan would be the initial point of entry for both in terms of potential coordination focused on geographical and programmatic scope.

Gender Analysis

- The mission, with support from DCHA/PPM could use this and other analyses as an opportunity to investigate funding opportunities to address the Syrian/Jordanian cultural issues related to women and design mitigation activities consistent with the National Action Plan on Women, Peace and Security.
- Consider gender sensitivities in future coordination with the YWC. The team fully understands that limited institutional capacity in almost all areas de-prioritizes gender issues.

Environmental Analysis

- Monitoring and reporting:¹³
 - Recommend that systems be developed within CBI and USAID/Jordan to conduct environmental monitoring for CBI with specific indicators at specified frequencies (an Environmental Mitigation and Monitoring Plan) with reporting expectations more clearly defined.
 - While environmental monitoring cannot fully fall under the domain of the CBI M&E systems, establishing a connection with M&E activities and indicators could be beneficial.
 - The existing environmental checklists could form the basis of a monitoring tool.
 - Future CCF projects should consider reviewing the PMP for opportunities for integration of environmental monitoring into indicators.
- Roles and responsibilities:
 - Clarify the role of individuals within USAID/Jordan and MC for environmental safeguards and compliance.
 - Monitoring environmental safeguards ought to be incorporated into

¹³ The CCF team can provide capacity support as needed to improve environmental monitoring systems.

standard AOR site visit procedures, with emphasis on verifying monitoring reports from the partner and ensuring compliance documentation is up to date.

- Consider what role the CBOs can play in monitoring and what the capacity building needs would be for sustainable, on-going monitoring.
- Review of existing environmental analyses:
 - Recommend reviewing the IEE for coverage of all current activities. Specifically, solar energy activities may not be covered by IEE.
 - Environmental studies identified short and long term potential impacts due to construction of water harvesting systems and pond maintenance. Recommend also addressing long term impacts are not addressed in the mitigation measures.
 - Monitoring and evaluation procedures described in the environmental studies for water harvesting and pond maintenance do not include monitoring after the activity occurs, to validate whether the impact did occur or not.
 - Revisit whether mitigation measures for drinking water quality should be refocused given the realities of the project environment.
 - While small, CCF is a part of the larger USAID water program and should not ignore the issue of ground water extraction rates.

Monitoring and Evaluation

- For a project of this size and significance, it is recommended that USAID work with partners to ensure full time LOE for M&E is available.
- Mission and CCF staff should work closely with implementing partners to design indicators that integrate all objectives of a project. Specifically, efforts should be made to include indicators to measure how the project is addressing conflict, as well as other cross cutting focus areas such as gender and environment.
- It is recommended that the mission and MC coordinate more closely on M&E to ensure aligned monitoring objectives, clear communication of USAID M&E expectations, key documents, and exchange of lessons learned from MC' experience with M&E thus far in CBI.

Annex 1: MPR Scope of Work

I. Purpose and Overview

All CCF-funded activities have a mid-cycle portfolio review (MPR), in which a team assesses specific CCF-funded initiatives in the context of the operational environment while taking into consideration issues that may shape the future direction of these initiatives. USAID will conduct a mid-term review for its CCF-funded activities in Jordan in February 2014. The MPR will review current activities while considering emerging issues, constraints, program assumptions, and other relevant critical events to foster creativity and encourage flexibility to re-direct activities in exigent circumstances. In total, a continuous analysis of the country's conditions better informs programming at three distinct but interconnected levels: (1) overall goal; (2) program objectives; and (3) activities funded.

This SOW outlines some initial questions at the strategic and program levels, and includes a notional timetable for the process.

II. Contextual Background

While civil war in Syria rages on, the number of Syrian refugees crossing into Jordan continues to rise by several thousand on a nightly basis. Although the exact number of Syrians taking refuge in Jordan remains unclear, the scale of the problem is not in dispute, with approximately 250,000 refugees currently receiving assistance from UNHCR. Thousands of others are waiting for the chance to cross the border, including a growing number of unaccompanied children. In a country of 6.5 million, these numbers represent a significant increase in demand for community level services. While actual numbers of refugees are hard to pin down, this refugee crisis will likely endure and worsen. By the end of the calendar year, the total number of Syrian refugees in Jordan could easily reach 500,000. This extraordinary influx of refugees, and the accelerated pace at which they continue to arrive, presents daunting challenges.

The humanitarian response to Syrian refugees in Jordan has been large and multifaceted but largely focused on the main refugee camp, Zaatari. While approximately 120,785¹⁴ refugees have taken shelter in this camp, the majority of refugees are living in temporary homes in Jordanian communities. In the Northern Governorates area alone, there are an estimated 539,890 refugees. They are particularly clustered in and around the border cities of Mafraq and Ramtha. Jordanian Prime Minister Fayez al-Tarawneh stated on September 6 that “the growing influx of Syrian refugees to Jordan is beyond our capabilities, and we expect more as things deteriorate in Syria. We are shouldering a big burden in so many fields, especially water.” Faced with a relentless flood of refugees fleeing the fighting in Syria, the Jordan economy is reeling and the GOJ cannot meet the emergency basic needs for water and other services. As the capacity of local governments to function and provide for the needs of its citizens are overwhelmed, there is risk that tensions between refugees and the communities in which they reside will escalate. In a region that is already one of the world's most volatile, insufficient supplies of available water resources could ignite into conflict and destabilize the country since water lies at the heart of everything that is important for human life: food, sanitation, energy, production of goods, transport and the biosphere.

¹⁴ UNHCR Data Portal (8 October 2013):

<http://data.unhcr.org/syrianrefugees/settlement.php?id=176&country=107®ion=77>

In August, the University of Jordan conducted a survey that documented the fact that the majority of Jordanians believe that the presence of Syrian refugees living outside designated camps poses a threat to national security and stability. This perception underscores the reality and gravity of the situation, as Jordanians see their own access to vital resources and services reduced, at a time when coverage has been inadequate historically.

The USAID/Jordan response, a \$20 million initiative funded through CCF (and including a PCCF transfer) and implemented by MC, is targeted to mitigate the potential destabilizing effects in Jordan on the water and sanitation sectors caused by the influx of Syrian refugees fleeing the civil war in Syria in three components¹⁵:

- **Component 1:** Immediate Response – Quick-Impact Water Projects such as rainwater catchment systems, rehabilitating springs, and increasing storage capacity.
- **Component 2:** Maintenance and Management of Municipal Water Systems such as replacing pipes, repairing network, and upgrading pump stations.
- **Component 3:** Conflict Management in Communities Hosting Syrian Refugees such as conflict mitigation training and conflict mediation.

III. Methodology

The principle process methodology is a “snap-shot” peer review process that fosters a direct and constructive dialogue on the status of recent achievements, future challenges, and longer-term direction of CCF-funded activities. These reviews are intended to provide the Mission with a third-party analysis by a team experienced in complex crisis environments to analyze and evaluate the CCF-funded project at the program and strategic levels mid-way through the lifecycle of the project. This process provides the country team with a timely perspective, feedback, and strategic recommendations for consideration to make any possible course adjustments to the project prior to the project’s end. The review also gives the CCF Secretariat the information necessary for making informed decisions regarding future resources, and allows the CCF Secretariat to be an effective advocate for the program to a variety of audiences.

While in Washington, the team will review documents shared and interview relevant stakeholders, including implementing partner staff, in-country staff, USG counterparts, and others involved with or aware of the CCF funded program. In the field, the team will interview relevant government officials, other donor staff, implementing partners, grantees and beneficiaries and review field-based activities with key stakeholders with specific emphasis on normative evaluation questions outlined later in this statement of work. This iterative process will result in a final document and presentation of findings, conclusions, and recommendations.¹⁶

IV. Questions

The mid-term review will address the following key questions with the understanding that other issues may arise prompting a series of different questions that will better serve the fluid country context.

a. Strategic Analysis

1. Describe how political and contextual changes since the launch of the CCF-funded programs resulted in any changes in overall strategy, approach (Theory of Change) or activities.

¹⁵ Project Title: Community Based Initiatives for Water Demand Management Project (CBIWDM)

¹⁶ IAW USAID Evaluation Policy – January 2011 and ADS 203

Illustrative Sub Questions:

- a. Describe the implications of emerging issues and their impact on program strategy, approach, and implementation with a view toward specific initiative timelines.
 - b. Are the program's assumptions and objectives still valid given changes in the operating environment or do they need to be re-evaluated?
 - c. The conflict analysis identified water, health, education and municipal services as key areas with CCF focused on water (which also impacts health), does water remain the key gap or have other areas become of greater importance.
2. How do CCF-funded programs provide synergy with initiative undertaken by other donors and the Government of Jordan (GOJ)?
 3. To what extent have CCF-funded programs supported the overall development objectives identified in the USAID Jordan Country Development and Cooperation Strategy and Results Framework? Specifically, the CCF-funded program addressed issues in the North, but are there any emerging issues in other areas of the country?

b. Program Analysis

1. From conception to initiation, describe program implementation including any institutional successes and challenges.

Illustrative Sub Questions:

- a. Provide stakeholder and beneficiary views on the implementation.
- b. Describe any lessons learned and/or best practices identified since program start-up with regard to initial analysis, assumptions, and program design (target areas, actors, and issues)?
- c. Has the project demonstrated any successes to date increasing the delivery and have the communities perceptions matched the actual success, or lack thereof?
- d. What human and financial resources are required (and why) in order to maximize program performance in the remaining months?
- e. What adjustments were made to the conflict mitigation aspects of the project, specifically was conflict mitigation integrated throughout the project or was the training aspect retained and distinct (if so, how are people using these skills around the water issues and community tension)?

c. Gender Analysis

1. To what extent have program design and activities provided for gender equity?

Illustrative Sub Questions:

- a. How is the National Action Plan on Women, Peace, and Security (WPS) implemented in the program? Identify lessons learned and/or best practices if any.
- b. What does the gender mainstreaming approach involve?
- c. Identify the areas where gender inequality is of greatest concern as well as successful examples of gender equality and female empowerment, specifically, how are women participating in the community-lead approaches, like mapping and decision-making regarding projects and is this occurring in more than just the water issues (thereby indicating some sustainability).

d. Environmental Analysis

1. To what extent have program design and activities integrated environmental safeguards?

Illustrative Sub Questions:

- a. To what extent did environmental management shift following the findings of the project mid-term evaluation?
- b. Describe the environmental safeguard integration approach.
- c. Describe the approach taken to monitor and report on environmental mitigation measures.

e. M&E Analysis

- 1. Describe current monitoring and evaluation systems in place for CCF-funded initiatives including their methodology, efficacy, challenges and coordination with implementing partners and its influence on program management.

Illustrative Sub Questions:

- a. To what extent does USAID Jordan possess institutional capacity to monitor and evaluate activities?
- b. Illuminate mission and IP documentation of program efficacy.
- c. Describe mechanisms for learning and feedback from both internal USG and external sources (IPs) and how these lessons are incorporated into future programming.

V. Deliverables

The team’s principal deliverable will be a written report, approximately ten to fifteen pages in length, identifying and analyzing key accomplishments, challenges, constraints and opportunities the program is contending along with findings and recommendations to help guide future activity. Prior to field mission conclusion, the team will meet with the USAID/Jordan Program Manager to review the intended content of the written report. Upon return to USAID/Washington, the team will orally brief the DCHA/AA, the CCF Monitoring and Review Committee, the Asia Bureau AA (? Ask Asia) and interested staff on relevant actions, findings and recommendations.

VI. Team Composition

- Lead: Mr. Daniel Corle, PPM Division Chief (acting)
- Member: Mr. Michael Haines, Senior Program Analyst
- Member: Ms. Emily Kunen, Post-Crisis Environmental Advisor

VII. Anticipated Report Outline

- a. Executive Summary
- b. Purpose, Scope, and Methodology
- c. Political Background and Country Context
- d. Brief Description of CCF-funded Programs
- e. Findings
- f. Conclusions
- g. Lessons Learned & Best Practices
- h. Recommendations
- i. Annexes

VIII. Schedule of Mid-Term Review 2014

- 15 Dec 2014: SOW Finalized
- 6 Feb 2014: Kick-off Meeting & Review
- 10-21 Feb 2014: Field Interviews and Consultations, Debrief with USAID/Jordan and Embassy
- 24-28 Feb 2014: DC Interviews

5 Mar 2014: Submit draft report to DCHA/PPM & USAID/Jordan for review/comment
19 Mar 2014: Submit final report to DCHA/PPM for review & USAID/Jordan
26 Mar 2014: Final team debriefs USAID/Washington

VIV. Scheduling and Logistics

Team accommodation, transportation, and appropriate partner engagements will be coordinated by the team facilitator Mr. Michael Haines in cooperation with USAID Jordan Program Officer Ms. Amal Abu-Hanna and respective partners.

Annex 2: MPR Meeting Schedule

Complex Crises Fund: Jordan				
Mid-Cycle Portfolio Review				
Meeting List				
Date	Location	Organization	Positions	Comment
7-Feb-2014	Washington	DOS PRM	Program Officer, GU Intern	Context Brief
12-Feb-2014	Washington	USAID E3/E&I	Water Specialist	Context Brief
18-Feb-2014	Washington	USAID MEA	Desk Officer	Context, Issues Brief
18-Feb-2014	Washington	MC	DCoP, Policy Director	Context, Issues Brief
19-Feb-2014	Washington	Dept of State	Jordan Desk Officers	Context Brief
23-Feb-2014	Amman	MC	Chief of Party	Overview and Issues Brief
23-Feb-2014	Amman	MC, USAID	Program Team	Overview Brief
23-Feb-2014	Amman	MC	Program Team	Component 1 Brief
23-Feb-2014	Amman	MC	Country Representative	Issues Brief
23-Feb-2014	Amman	MC	Program Team	Component 2 Brief
24-Feb-2014	Amman	MC	M/E Director	M/E Briefing
24-Feb-2014	Amman	GOJ - Ministry of Social Development	CBO Director	Overview Brief
24-Feb-2014	Amman	USAID Jordan	Mission Director	In-brief
24-Feb-2014	Amman	USAID Jordan	Mission Science Advisor	Refugee Camp Overview
24-Feb-2014	Amman	USAID Jordan	Mission Environmental Officer	M/E and Environment Planning Overview
25-Feb-2014	Samar	8 Component One Loan CBOs, beneficiaries, MC	Directors, Field Officers, CBO Leaders, Loan Beneficiaries	Focus group discussion with 8 CBOs and beneficiaries
25-Feb-2014	Rahoub	Rahoub Voluntary Group	Directors, Field Officers, CBO Leaders, Loan Beneficiary	Project discussion with CBO
25-Feb-2014	Rahoub	Rahoub Voluntary Group Beneficiary	Loan Beneficiary, CBO, MC	Discussion with loan beneficiary
25-Feb-2014	Irbid	Sal Cooperative Society, MC	CBO leaders, MC	Project discussion with CBO
25-Feb-2014	Irbid	Sal Cooperative Beneficiary, MC	Loan Beneficiary, CBO, MC	Discussion with loan beneficiary
26-Feb-2014	Irbid	MC, Yarmouk	MC Beneficiary	Site visit - Tabaqet Fahel Well
26-Feb-2014	Irbid	MC, Yarmouk	MC Beneficiary	Site Visit - Zabda Reservoir
26-Feb-2014	Mafraq	MC Yarmouk	MC Beneficiary	Site Visit - Jaber Filtration Unit
26-Feb-2014	Mafraq	MC, Yarmouk	MC Beneficiary	Site visit - Smaya Pum Station
27-Feb-2014	Amman	MC	MC DCoP	Overview of Program, Yarmouk
27-Feb-2014	Amman	Jordan River Foundation	Program Director, Officer	Overview of JRF, Capacity Building for CBI II
27-Feb-2014	Amman	Ministry of Water and Irrigation	General Secretary, Water Demand Manager	Overview of Ministry, discussion of CBI II
2-Mar-2014	Mafraq	MC	CBI Component Manager	Overview of CBI

				Component 2 & 3
2-Mar-2014	Mafraq	Environment and Economic Investment Cooperative	Director (Mafraq City Manager), Board Member	Overview of CBO, General OpEnviron, Programs
2-Mar-2014	Mafraq	Environment and Economic Investment Cooperative	Principle, Assistant Principle	Site Visit - al Hashimi Primary School
2-Mar-2014	Mafraq	Nashimiat CBO	Director	Overview of CBO, General OpEnviron, Programs
2-Mar-2014	Zaatari	Zaatari Cooperative CBO	Director	Site Visit – Za’atari School
2-Mar-2014	Amman	USAID	Mission Director, Deputy Directors	Out-brief
3-Mar-2014	Amman	Ministry of Water and Irrigation	Water Demand Management Unit Director	Follow-up meeting and brief
3-Mar-2014	Amman	CBI Advisory Board	Key Project Stakeholders	Project selection and monitoring overview
3-Mar-2014	Amman	MC	Conflict Resolution Program Manager	UK Conflict Pool-funded conflict resolution program
3-Mar-2014	Amman	USAID	CBI AOR	SOW/Program Overview
3-Mar-2014	Amman	MC	CBI Leadership Team	Follow-up meeting and brief
4-Mar-2014	Irbid	Yaramouk Water Company	Leadership Team	Program and Organizational Overview Brief
5-Mar-2014	Amman	USAID	Head of Water Resources Office	Out-brief, Follow-up
5-Mar-2014	Amman	USAID	MEO, Deputy MEO	Out-brief, Follow-up
5-Mar-2014	Amman	MC	CBI Leadership Team	Out-brief, Follow-up
6-Mar-2014	Amman	USAID	USAID Mission - Several Offices	Out-brief, Follow-up
6-Mar-2014	Amman	USAID	M&E Team	M/E Overview, Out-brief

Annex 3: IEE Excerpts Related to Monitoring & Reporting Gaps

The following observations are intended to be taken as lessons learned for future projects.

Excerpt	IEE Page	MPR Observation
Monitoring will be conducted during the Project (beginning with baseline conditions) to determine the environmental impacts (positive and/or negative) of project activities.	7	Environmental impacts were not addressed in the baseline studies.
MC ... will use [Best Management Practices] ... to report out on environmental compliance through already existing progress report requirements to USAID. This update shall contain statements on any mitigation and monitoring measures being implemented, results of environmental monitoring, and any other major modifications/revisions in the development activities. MC shall also include a short selection in its Annual Report to summarize such environmental compliance activities.	8	Reporting on environmental compliance does not occur. As far as the review team could understand, this is based in miscommunication between the Mission and MC about reporting expectations.
Activity Managers and the Agreement Officer Representative (AOR) will report via the Annual Operating Plan on the status of the implementation of mitigation and monitoring requirements. This report should draw upon the implementing partners' progress and annual reports, as well as on periodic site visits by the AORs and the MEO.	8	No reporting was provided to the review team that matches with this.
MC is responsible for assuring that implementing partners have the human capacity necessary to ... periodically assess the environmental impacts of on-going activities and update mitigation and monitoring measures.	8	MC does ensure that their partners are capable of incorporating environmental considerations into Project Planning and implementations, but on-going monitoring is not a part of that.
As required by ADS 204.3.4, the AOR shall actively monitor ongoing activities for compliance with the approved IEE recommendations, and modify or end activities that are not in compliance. If additional activities are added that are not described in this document, an amended environmental examination must be prepared.	9	MC does monitor project planning and construction for compliance, but the AOR does not monitor activities for environmental compliance.
The implementer will have the following documentation and reporting requirements associated with the environmental compliance:	9	Reporting on environmental compliance does not occur. As far as the review team could understand, this is based in miscommunication

<ul style="list-style-type: none"> ▪ Annual Work Plans will have a section on the planned activities related to environmental compliance. ▪ Progress Reports will have a section on the status of activities related to environmental compliance and results, including activity summaries along with environmental impacts, success or failure of mitigation measures being implemented, results of environmental monitoring and any major modifications/revisions to the Project. If the activities implemented do not have any negative impact on the environment, this should be documented as well. ▪ Annual Report will include an annex containing a table indicating the title, date of award, and category of each grant activity, and status of mitigation measures and monitoring results, when applicable. ▪ Final Report will have a section that summarizes Project activities related to environmental compliance and describes results, including information on any positive or negative environmental effects of Project Activities. <p>MC and the Sub-awardees will undertake special reporting on environmental compliance. Such reporting will be included in monthly progress reports and final reports. Reporting will include photographic documentation and site visit reports to fully document that all proposed mitigation measures were followed throughout project implantation</p> <p>All such reports and documentation will be submitted to the AOR and MEO.</p>		<p>between the Mission and MC about reporting expectations.</p>
<p>In addition, the AOR and MEO will visit project sites whenever possible in order to evaluate the awardee's adherence to the guidelines in the standard conditions. Such site visits should occur a minimum of once per quarter.</p>	<p>9</p>	<p>The AOR site visits do not appear to include review of environmental compliance. Recognizing the limited time available within the MEO portfolio, it is especially important that on-going AOR site visits include this.</p>

Annex 4: USAID/Jordan CCF Proposal

I. PURPOSE

USAID/Jordan requests Complex Crises Funding (CCF) of \$20 million to cover 18 months of assistance to support local border communities where Syrians have taken sanctuary and where their presence is taxing local water supplies, sanitation facilities and the tolerance of local communities to continue accepting refugees. Jordan is bearing the largest brunt of the refugee crisis sparked by Syria's civil war, with approximately 105,190 Syrian refugees currently receiving assistance from UNHCR (as of October 3) and Government of Jordan (GOJ) estimates placing the total number of Syrian refugees in country much higher at around 185,000. With its long history of generosity to waves of Palestinian and Iraqi refugees, Jordan is the preferred destination for displaced Syrians, but providing sanctuary comes at significant cost to the country's already fragile socio-economic fabric. Struggling with this influx of Syrian refugees, Jordan faces an ever-increasing deficit between water supply and demand. This CCF response is designed to mitigate the potential conflict that could be caused by shortages in water supplies, and a collapse of sanitation infrastructure. The GOJ has approached a crossroads where Syrian refugee demand for basic services, particularly water, is overwhelming the government's ability to respond to those demands.



II. OVERARCHING GOAL

The USAID/Jordan response is targeted to mitigate the destabilizing effects in Jordan on the water and sanitation sectors caused by the influx of Syrian refugees fleeing the civil war in Syria. The refugee influx has placed a severe strain on Jordan's fragile water resources and water delivery systems, and the Government of Jordan is not able to keep pace with the added demand. As the capacity of local governments to function and provide for the needs of its citizens are overwhelmed, there is risk that tensions between refugees and the communities in which they reside will escalate. In a region that is already one of the world's most volatile, insufficient supplies of available water resources could ignite into conflict and destabilize the country since water lies at the heart of everything that is important for human life: food, sanitation, energy, production of goods, transport and the biosphere.

III. ELIGIBILITY CRITERIA

Addresses a Rapidly Changing Complex Crisis:

While civil war in Syria rages on, the number of Syrian refugees crossing into Jordan continues to rise by several thousand on a nightly basis. Although the exact number of Syrians taking refuge in Jordan remains unclear, the scale of the problem is not in dispute, with approximately 105,190 refugees currently receiving assistance from UNHCR. Thousands of others are waiting for the chance to cross the border, including a growing number of unaccompanied children. In a country of 6.5 million, these numbers represent a significant increase in demand for community level services. While actual numbers of refugees are hard to pin down, this refugee crisis will likely endure and worsen. By the end of the calendar year, the total number of Syrian refugees in Jordan could easily reach 200,000-250,000. This extraordinary influx of refugees, and the accelerated pace at which they continue to arrive, presents daunting challenges.

The humanitarian response to Syrian refugees in Jordan has been large and multifaceted but largely focused on the main refugee camp, Zaatari. While approximately 30,000 refugees have taken shelter in this camp, the majority of refugees are living in temporary homes in Jordanian communities. In the Northern Governorates area alone, there are an estimated 60,000 refugees. They are particularly clustered in and around the border cities of Mafraq and Ramtha. Jordanian Prime Minister Fayez al-Tarawneh stated on September 6 that “the growing influx of Syrian refugees to Jordan is beyond our capabilities, and we expect more as things deteriorate in Syria. We are shouldering a big burden in so many fields, especially water.” Faced with a relentless flood of refugees fleeing the fighting in Syria, the Jordan economy is reeling and the GOJ cannot meet the emergency basic needs for water and other services. In August, the University of Jordan conducted a survey that documented the fact that the majority of Jordanians believe that the presence of Syrian refugees living outside designated camps poses a threat to national security and stability. This perception underscores the reality and gravity of the situation, as Jordanians see their own access to vital resources and services reduced, at a time when coverage has been inadequate historically.

Advances Foreign Policy Priorities:

Jordan is a vital U.S. ally in the Middle East. It is an oasis of moderation and stability in a troubled region, and a trusted and strategic partner, central to U.S. efforts to advance the Middle East peace process, counter violent extremism, and support regional peacekeeping and humanitarian operations while shouldering much of the burden of the refugee crisis. In this context, U.S. foreign policy toward Jordan is robust and the magnitude of partnership on all levels of cooperation is reinforced by a Memorandum of Understanding that sets base levels of economic assistance at \$360 million per year. Within the strategic parameters of the U.S. Government foreign assistance program to Jordan is the need to support the GOJ’s efforts to improve management of the country’s limited water resources, recognizing the potential for water scarcity to become a destabilizing issue as the country’s population proceeds on track to double by the year 2040. Syrian refugees now bring into even sharper focus the potential that water scarcity could become a flashpoint for conflict as the country struggles with bringing

online new water sources that will inevitably lead to higher consumer costs despite a downward trend in economic wellbeing.

Addresses Overwhelming Urgent Need:

A water crisis grips Jordan, as underscored by the fact that the country is 92 percent desert and is the fourth poorest water resourced country in the world. Rural communities suffer most from lack of water, and are challenged on a daily basis with the task of securing clean water and sanitation for households and farms. There are major problems concerning the reliability and adequacy of the water supply, with many households in country receiving water only two days per week and residents in certain areas of Mafraq particularly disadvantaged with only six hours of supply every two weeks.

The overwhelming urgent need is to address water security for already vulnerable communities in and around the border cities of Mafraq and Ramtha, where an estimated 60,000 Syrian refugees are living. Despite the arrival of these refugees, the amount of water delivered through municipal systems in the north has not changed since the outset of the crisis. This means the same limited water supply must now also accommodate close to 100,000 additional people. The strain this is causing on local communities cannot be underestimated. For example, during the first week of September, men from surrounding communities went to a local pump station in Mafraq carrying guns and demanding that their communities receive water. They complained that “the Syrians are taking all of our water and we don’t have any.” While the situation was eventually diffused, it highlights the level of tension of the refugee situation and the dire impact it is having on Jordan’s water resources.

While initially welcoming of their Syrian neighbors, goodwill shown to date by host communities has its limits and is wearing thin. A number of recent assessments report vocal complaints by Jordanians about “unwelcome Syrians.” The increasing gap between the demand for water use and the supply of water has resulted in considerable friction between Syrian refugees and local host communities. Competition for water exacerbates tensions between host and refugee populations, and the potential for hostility to surface is tangible. To address and mitigate outbreaks of violence and disagreement between host Jordanians and their Syrian guests, both Jordanian and Syrian community leaders need to be trained and provided with the tools to effectively manage such conflicts, communities need help to improve water delivery systems so as to minimize loss, households need the support to build water catchment and storage infrastructure and potential new sources of less expensive water need to be pursued.

Theory of Change:

The three theories in this theory-of-change family focus on the urgent need to address water security for already-vulnerable communities in and around border cities with Syria where an estimated 60,000 Syrians have taken refuge. When the supply of scarce water better meets ever-escalating refugee-driven demand, then sources of tension over competition for scarce resources will decline.

Theory	Statement	Description	Target	Illustrative Activities
Basic service delivery	If community-based quick-impact water projects are delivered in economically vulnerable communities hosting refugees, then the extent of core grievances about competition over scarce resources will decline.	This theory focuses on community-based assessment and mapping as an empowerment tool to decide on demand-driven quick-impact water projects.	Core grievances	Constructing rainwater catchment systems, increasing water storage capacity, rehabilitating springs, repairing ponds and providing capital for onward lending by CBOs to support household water improvement.
Basic service delivery	If water losses in the municipal water systems in the north can be reduced, then human suffering will be reduced as more water will be available in refugee-vulnerable communities.	This theory focuses on the institutional performance of the municipal water systems by improving water leakages. It prioritizes water leakages because the failure of water delivery feed factors which correlate with community conflict.	Institutional performance; core grievances	Detecting leaks, replacing pipes, repairing networks, providing training and equipment and upgrading pump stations.
Conflict mitigation/ Building bridges	If simple water-based community rifts are addressed and healed, then this will prevent smaller-scale local conflicts from escalating into more violent, broader conflicts involving most groups in fragile communities hosting refugees.	This theory focuses on the crucial role of articulating and healing community rifts where refugees are living driven by escalating competition for scarce resources by promoting mutual trust and understanding.	Social resilience/ cohesion; core grievances	Training for conflict mitigation between host communities and Syrian refugees.

This theory of change will remain a living document which we will modify, further refine and adjust over time -- any change event In the highly dynamic and complex refugee environment in Jordan has multiple drivers, so a number of working 'change hypotheses' will be needed to keep learning about what is happening as this proposed program unfolds, not a single 'theory of change'. It will be tested and examined as part of project monitoring and evaluation. The illustrative activities will need to be flexibly adapted and interpreted according to local refugee contexts and with sensitivity to local conflict between refugees and host communities where they are living.

Addresses Critical Resource Gaps:

As Syrians pour into Jordan, international attention and humanitarian organizations, including the resources of the Gulf Country Cooperation countries, have focused their efforts on the main Zaatari refugee camp. However, the international response has inadequately addressed the needs of Syrian refugees who have been integrated into local communities. This is in part a result of lack of donor depth in Jordan, where the U.S. Government has by far the largest bilateral program. Given its reach in the water sector, USAID/Jordan is well positioned to respond to the GOJ's request for assistance to meet the needs of communities that have been strained by the refugee influx, as outlined in this proposal. In the short term, USAID is in fact the only viable institution with a mechanism already in place on-the-ground to provide essential safe water and sanitation services in a timely manner to border communities where refugees have fled.

The Mission conducted a thorough review of its financial pipeline to ascertain the possibility of reprogramming funds to meet the critical refugee needs outlined in this proposal. The majority of pipeline balances belong to Program Area A11 (health, water supply and sanitation), Program Area A12 (education) and Program Area A21 (environment). These balances are tied to Education and water and environment-related infrastructure projects, which must be forward-funded per ADS guidance and often encounter design, procurement and/or implementation delays. The primary cause for the level of funds available for sub-obligation are: (1) late receipt of 2011 funding, (2) the nature and type of infrastructure projects funded under education and water sectors, (3) the delay in designing and awarding projects, and (4) the political nature of the Mission's program. Presently, the Mission has at least 14 activities in various stages of design. These activities, once designed and awarded, will significantly reduce the Mission's pipeline.

Despite its robust annual funding level, shifting resources within the Mission's portfolio would undermine long-term development goals and would jeopardize expected results in other sectors that are also critical to achievement of U.S. foreign policy in Jordan. In fact, a close review of the Mission's pipeline reveals that all monies are reserved for ongoing infrastructure projects or existing mortgages for projects that also deliver people-level impact in the health, education, economic growth, democracy and governance, and energy sectors. In a country like Jordan, where the average Jordanian is experiencing economic difficulties due to rising prices, high unemployment, and reduction of government subsidies, there is little flexibility to reprogram funds away from projects that address daily hardships experienced by those living in the country's poverty pockets and toward the needs of communities in the north. While such a shift in resources would address urgent needs in the north, it would be at the expense of similar urgent needs in other areas of the country, such as Tafila and Ma'an, which have been the center of many of the recent protests against the GOJ's inability to meet the basic needs of its citizens.

The Mission also has completed a comprehensive Country Development Cooperation Strategy that is a multi-year planning document which:

- Supports U.S. foreign policy priorities;
- Ensures strategic alignment with host country development priorities and promotes mutual accountability;
- Takes into account the development context, challenges and opportunities
- Focuses on achieving development results that have clear and measurable impacts;
- Communicates Mission needs, constraints, and opportunities;
- Defines a goal, development objectives, intermediate results, and performance indicators through a results framework and supporting narrative;
- Defines associated resource priorities.

The guidance that the Mission followed for completing the CDCS states that USAID must be selective about where we invest our resources to maximize our *long-term impact*. We also must focus our invested resources to ensure they are large enough to have a meaningful, measurable, and lasting impact. As a bilateral program, the Mission also engaged in extensive senior-level consultations with the Government of Jordan to inform the development of the full CDCS and ensure GOJ ownership and agreement. Because of the need for long-term impact and the carefully elaborated agreement we have with the GOJ on our core program moving forward, the Mission, therefore, considers this proposal to be additive to and outside our core program.

Considers Sustainability of Interventions:

Sustainable management of its water resources is clearly one of the most compelling resource management issues in Jordan. There will be some inherent tension between achieving quick results to meet urgent refugee-driven needs and engendering sustainable, equitable and inclusive community processes.

For the proposed quick-impact, community-based water projects, there is local demand and ownership: this means that targeted communities have a direct stake in ensuring that the water improvements continue after the life of the CCF assistance ends. The ultimate sustainability goal of the quick-impact projects will be to devise and implement water solutions that are demand driven by local communities. The project will also use low-maintenance, appropriate-technology water improvements that have been rigorously field tested in Jordan. The proposed revolving loan fund provides a highly sustainable mechanism for ensuring long-term impact after the project ends. Each CBO will continue to manage the self-renewing loan fund, providing rotating small loans to households for water and energy-efficient projects well beyond the life of the project. Households desperately want their home water improvements and therefore have a very direct stake in ensuring their sustainability.

For the proposed repairs to the municipal water system, the sustainability key here will be building up the skills and capacity of local water authority personnel, including required training and the provision of equipment, to conduct thorough leak detection and repairs. This capacity-

building training will happen which will allow water authority personnel to continue leak detection activities after the project ends. The proposed technology also addresses sustainability. Through the replacement of old and worn out equipment at the pump stations with new robust pumps and other equipment, the amount of maintenance required after the project ends will be minimal compared to current maintenance requirements. The project will replace old galvanized pipe, which only has a useful life of 7-8 years, with long-lasting PVC pipes which has a lifespan of over 20 years. In summary, municipal water system repairs conserve water, reduce operating costs and increase revenues. One of the major challenges facing water authorities is the high level of water loss in distribution networks. If a large proportion of water that is supplied is lost, meeting consumer demands is much more difficult. This water yields no revenue. Through leak detection and repairs, the water authority will be able to provide more water more predictably, using less energy. Reducing leaks is important to overall efficiency and financial sustainability, since it provides additional revenues and reduces costs. This means that municipalities will be able to collect more water revenue from households, which will provide additional funds for reinvesting in the maintenance of the local water networks, further ensuring sustainability.

For the proposed conflict management activities, these interventions will be time bound and will only last during the duration of the project. It's important to note that the skills developed by members of the community related to conflict mitigation and resilience will remain with the community.

IV. EFFECTIVE MANAGEMENT AND RAPID OBLIGATION

Mission Oversight and Management:

Because Jordan is among the world's driest countries and water scarcity impacts every aspect of life, USAID/Jordan has invested heavily in the sector since the 1950s and has established the necessary contacts and management structure to ensure the success of activities outlined herein. The management of USAID/Jordan's \$27 million annual water portfolio includes four USDH and four FSNs. Also, excellent cooperation exists with key GOJ ministries, including the Ministry of Water and Irrigation, Ministry of Environment, and Ministry of Trade and Industry. The Ministry of Water and Irrigation in particular continues to be a longstanding USAID partner and strong advocate for community-based work. For more than six years, the Ministry has worked with USAID and its implementers to ensure that communities more efficiently use their scarce water resources and has been closely involved with the Mission's ongoing project of this nature. The Ministry also is very supportive of USAID's recent efforts to revitalize municipal water network systems in the north of Jordan.

Rapid Obligation and Response:

All proposed emergency water activities will be implemented through an existing mechanism so funds can be quickly obligated and project implementation can begin immediately. If this CCF application is successfully funded, USAID/Jordan proposes to amend an existing cooperative

agreement award with MC, to expand the coverage of activities that are already responding to Jordan's water crisis through grants to community-based organizations (CBOs) that issue small loans to households for water savings and efficiency initiatives and projects that help residents install rainwater-harvesting cisterns, recycle household water, and switch to more effective techniques for irrigation. In addition, the cooperative agreement contains a grant-making mechanism to enable CBOs to fund water-saving and household water efficiency projects. There are well-established policies and procedures in place governing beneficiary selection, making awards, and managing, monitoring and evaluating CBO water efficiency activities. As a result of USAID's ongoing project with MC, water efficiency has increased substantially within targeted communities, benefiting nearly 25,000 people.

MC has an established clear and strong management structure. Because of its long-term in-country presence and because the proposed project expands similar activities under an existing USAID award, staff with adequate training and technical expertise in addressing water security already are in place to implement this project and MC has an established network of CBOs in the refugee-affected border cities of Mafraq and Ramtha to partner with for the provision of community-level support.

Implementing Partner Staffing:

Overall project implementation, monitoring and evaluation will be the responsibility of the current, experienced implementer on the ground. Because the project is already fully staffed, envisioned activities will be able to commence in a timely fashion.

Reporting:

The project will submit performance reports to USAID on an agreed-upon schedule, including reporting on indicators and progress. In consultation with USAID, the project will shift priorities and/or resources at any time to address changes on the ground and any emerging water-related refugee issues within the parameters of this project.

V. PROPOSED PROJECT COMPONENTS

Proposed Start Date:

Upon receipt of CCF funds, the Mission will require approximately one month to complete the necessary steps to amend the cooperative agreement with MC before implementation can begin. Every effort will be made to expedite necessary steps in the process. MC is poised to respond rapidly and effectively immediately following finalization of the amendment.

Mandatory Gender Consideration:

As in all Jordanian rural communities, women bear the responsibility for gathering and using water, especially for purposes of ensuring household food security. Given this, MC will build the capacity of project staff and partners (civil society, government leaders, and the private sector)

to employ gender analysis tools and mainstream gender sensitivity throughout the project by: 1) developing and implementing culturally-sensitive guidelines to ensure equal participation of men and women in project activities; 2) pursuing activities that take into account gender analysis findings, including consideration of women's roles, such as their workload and time commitments; and 3) establishing a monitoring and evaluation system with gender sensitive indicators to track success and to identify opportunities to better address gender sensitivities. Reporting of project performance will be disaggregated by sex and age to ensure gender integration and sensitivity in programming.

Mandatory Environmental Compliance Requirement:

All components of the project qualify for a negative determination, as outlined in USAID's September 2007 Initial Environmental Examination (IEE), as amended in September 2012. Appropriate environmental safeguards will be adopted, including the implementation of environmentally sound designs for project components and appropriate levels of monitoring and evaluation utilizing environmental assessment checklists. An environmental monitoring and mitigation plan will be prepared for project components falling under the negative determination; the Mission Environmental Officer will review and approve the plan before implementation starts.

Monitoring & Evaluation Plan:

As required, the implementing partner, in collaboration with USAID/Jordan, will submit a monitoring and evaluation plan within 60 days of award of the of CCF project. The project will prepare a results-oriented monitoring and evaluation system to inform planning and management decisions. It will track progress, highlight achievement of results, improve performance and effectiveness and measure client satisfaction. A final project evaluation will occur to assess project impact, compile lessons learned and make recommendations for similar future endeavors. Specifically, monitoring and evaluation will include:

- Assessing capacity of CBOs to apply monitoring tools;
- Tracking performance data on subgrants and loans;
- Surveying community satisfaction with water improvements;
- Measuring construction upgrades, including percent increase in water availability per person, percent increase in supply frequency, improved water quality, and percent water loss reduced; and
- Tracking the number and types of conflicts resolved.

Whole of Government Perspective:

The refugee crisis benefits from active collaboration of multiple U.S. Government agencies at post, including USAID; State's Bureau for Population, Refugees, and Migration (PRM); and the Department of Defense (DOD). The latter two entities are providing direct support to the Zaatari refugee camp whereas USAID's assistance will target communities. An inter-agency

working group at post meets on Syria refugee issues regularly to problem-solve and share information. This working group ensures a strategic, consolidated and coordinated inter-agency response in support of the humanitarian needs for Syrian refugees in Jordan. This working group supports this proposal and concurs with its importance. All assets from diplomacy to development, including technical assistance, are complementary and mutually-reinforcing in the larger U.S. Government effort to address the refugee crisis in Jordan.

PRM works with the UN and other international organizations as well as with non-governmental organizations to provide assistance to refugees and communities hosting them. While noting that the scale of this proposed water program is beyond their mandate, PRM has affirmed their support for this proposal because it will complement (1) PRM's \$2 million contribution to UNICEF, which includes the provision of water, sanitation, and hygiene interventions to Syrians in Za'atri camp and (2) the work of UNHCR and our NGO partners, which include working with Jordanian families hosting Syrians to find shelter solutions, distributing emergency cash assistance and essential items, and providing mental health care to Syrians outside of the Zaatari camp. Currently the funding provided for refugee support in Jordan is insufficient and the needs of the refugees and host communities aren't being adequately met. Currently there is a joint UNHCR-GOJ appeal for an additional \$700 Million for refugee support in Jordan.

DOD is currently procuring six pre-fabricated buildings and crushed rock for the Zaatari camp. Two buildings will be used as a registration center for UNHCR, ensuring incoming refugees have a place that is warm and dry while awaiting supplies and tent designations. The other four pre-fabricated buildings will be donated to UNICEF to be used as schools and a recreation center. The crushed rock will help to keep the amount of dust in the air to a minimum inside the camp, ensuring fewer cases of upper respiratory infections.

OFDA's broad mandate is to save lives, alleviate human suffering and reduce the social and economic impact of disaster. OFDA prioritizes and targets its finite resources toward responding to the most pressing humanitarian needs around the world. They have identified that the greatest humanitarian needs in the Middle East exists inside Syria where they have directed their programming. OFDA does not have activities in Jordan as support for refugees is outside of their mandate.

A combined OTI and CCM team completed a North Jordan Assessment which had an objective to conduct a rapid assessment of the economic and social conditions in northern Jordan resulting from the situation in Syria and the influx of Syrian refugees. In their draft findings, the team noted that the refugee crisis (1) exacerbates existing economic, social and political challenges facing Jordan, straining public service delivery systems (in particular, water, health, education and municipal services), raising the cost of living and increasing unemployment in host communities; (2) will overwhelm public service delivery systems as additional refugees arrive and (3) has the potential to ignite conflict between Syrian refugees and Jordanian host communities and, possibly, spark more widespread protests over other simmering economic, social and political issues in the country. To address these draft findings, the team recommended "immediate procurement of a rapid-response mechanism to address immediate and medium-term needs of host communities and strengthen their capacity to absorb and adapt to the shocks of the continuing refugee crisis and other potentially destabilizing

developments.” The team affirmed that “...the Mission submitted a proposal for complex crisis funding to address critical water and sanitation issues in the most-affected communities. The Team concurs with the Mission’s assessment that water is an urgent need and will become even more critical as additional refugees come across the border.”

Risk Assessments, Innovation, Best Practices and Lessons Learned:

Risk management will be an integral part of the proposed CCF project. At present, the below risks are present based upon the Mission’s understanding of the situation in the north. The project implementer will perform more detailed risk assessments, and will develop appropriate mitigation strategies to address each risk.

	RISK	CONSEQUENCE	PROBABILITY	IMPACT
1	Tensions rise between communities and the refugee population (security situation worsens)	Conflict mitigation component of project would need to be emphasized more; viability of project could be jeopardized	High	High
2	Illegal breakage of the water system occurs as a desperate means of accessing water	Pressure on system will jeopardize delivery of water on a larger scale, requiring perhaps expanded project activities	Medium	High
3	Disease outbreaks occur	Humanitarian response for health concerns will need expedited donor funding	Low	High

MC will apply best practices and lessons learned from its current project in order to maximize results of CCF funding. Also, best practices and lessons learned with respect to conflict mitigation will be obtained, and applied as appropriate, from other country contexts.

Proposed CCF Assistance by Component:

Component 1: Immediate Response – Quick-Impact Water Projects

Objective: This component will harness the capacity and experience of MC’ successful community-based water demand management project to quickly implement high-impact projects that address point-of-access issues in vulnerable communities and households in and around the border cities of Mafraq and Ramtha.

Assumptions and Considerations: Jordan has one of the most advanced civil society structures in the Arab world. Because community-level activities will be implemented through a well-established network of CBOs, and because each of the individual CBOs already have strong

existing relationships with MC and the necessary systems and structures in place to deliver results, impact can be achieved quickly.

Illustrative Activities:

- **Constructing Rainwater Catchment Systems:** The project will work with school members and community leaders to construct rainwater catchment systems at 160 schools and 85 community buildings, including mosques. Based on USAID's experience of installing many of these systems in schools, this highly effective means of accessing additional water supplies, will result in each school or mosque having the equivalent of at least two months of water supply in the dry months when municipal water supplies are almost non-existent.
- **Increasing Water Storage Capacity:** The project will replace old and leaking water storage tanks at an estimated 115 schools (75 in phase I & 40 in phase II) and 85 community buildings, (45 in phase I & 40 in phase II) including mosques. This low-cost intervention addresses the chronic need for more water storage, especially as catchment systems are improved. Currently, many schools receive only six hours of municipal water delivery every two weeks. The capacity of water tanks in place at schools cannot sufficiently hold enough water to bridge the water needs of schools from the point of one water delivery to the next.
- **Rehabilitating Springs:** The project will work through CBOs to identify and rehabilitate five springs in Irbid and Mafraq. Rehabilitation of the springs will increase low cost sources of water for communities.
- **Repairing Ponds:** In Mafraq, several ponds have been constructed to capture seasonal groundwater runoff, which is used for agriculture and livestock production. These ponds have fallen into disrepair and are no longer capable of capturing and holding vital water resources. The project will work with CBOs located near these ponds to clean out sand and refuse, repair holes, reline the ponds with cement, construct fencing and provide other upgrades.
- **Providing Loan Capital for Onward Lending by CBOs:** The project will provide loan capital to CBOs for onward lending to households. Small loans to households will support purchase of solar hot water heaters and other household upgrades to water infrastructure. The loan capital will be self-replenishing. Every month each CBO will issue additional loans with funds received from the monthly payments within their loan portfolios.

Component 2: Maintenance and Management of Municipal Water Systems

Objective: This component aims to increase water supply to tens of thousands of households in the north through repair of water delivery systems.

Assumptions and Considerations: The Yarmouk River forms part of the border with Syria and accounts for approximately 40 percent of the country's surface water resources. Through this project, USAID will improve the water system that currently captures water from the northeastern portion of the Yarmouk River for delivery in Mafraq and Jaber. Currently, water

loss from this network is high, with approximately 50 percent of the total municipal water supply unaccounted for. A detailed assessment has been conducted in collaboration with the Yarmouk Water Company to identify the most underserved communities benefiting from the water distribution network as well as the most cost-effective repairs to maximize water supply delivery. Because Mafraq provides water to Zaatari, the system repairs will benefit up to 80,000 refugees that are projected to reside at the camp by the end of this year.

Illustrative Activities:

- **Detecting Leaks, Replacing Pipes, and Repairing Network:** Through the project, leaking and broken pipes will be replaced, starting with household connections and then focusing on larger distribution lines, benefiting 20,000 households. In Mafraq alone, this support will address 60-70 percent loss in revenue water (half of which occurs through leakage). Illegal connections will be removed in the process of system repairs. Approximately 200-300 kilometers of galvanized piping is expected to be replaced through the project.
- **Provision of Training and Equipment:** The project will provide training for water system technicians to detect leaks and the necessary equipment to patch breaks in the system.
- **Upgrading Pump Stations:** Pump stations will be enhanced to increase reliability and efficiency.

Component 3: Conflict Management in Communities Hosting Syrian Refugees

Objective: This component will mitigate conflict between host communities and Syrian refugees through training and mentoring of leaders from both population groups to address sources of tension.

Assumptions and Considerations: Through the project, civic and religious leaders in host communities will be provided tools and skills they need to identify and manage tensions related to resources before they reach a critical level. The project will target leaders who represent a broad range of constituencies with training; such leaders will include members of local councils, university and school teachers, representatives of relevant line ministries, leaders in the Syrian refugee community, members of local non-governmental organizations, religious leaders and traditional leaders.

Illustrative Activities:

- **Training for Conflict Mitigation:** The project will use Iraqi conflict resolution negotiators (who participated in a conflict management program in Iraq) to provide training workshops to their Jordanian and Syrian counterparts. These Iraqi men and women have worked together across sectarian, political and regional lines of division to resolve major disputes, many of which are related to tensions between displaced persons and host communities, or competition over scarce resources such as water and land.

Proposed Project Budget

Description	Unit Cost	Total Estimated Cost
Component 1 – Water & Energy Quick Impact Projects		
Capacity building of CBOs	\$20,000	\$20,000
Residences, Schools, Mosques and public buildings	\$20,000	\$3,400,000
Increased water storage capacity (two 2-meter tanks installed)	\$300	\$60,000
Spring rehabilitation	\$25,000	\$400,000
Water harvesting ponds	\$10,000	\$50,000
Solar water heater provision (revolving loans to CBOs)	\$20,000	\$1,120,000
Eco Roof Top Gardens	\$2,000	\$200,000
CBOs equipment	\$2,000	\$112,000
Sub-Total Component 1		\$5,962,000
Component 2 – Maintenance and Management of Municipal Water Systems		
Leakage Detection		
Program development		\$21,250
Field program		\$318,750
Analysis and prioritization		\$85,000
Sub-total		\$425,000
Field Construction		
Service connection replacement		\$1,700,000
Meter inspection and replacement		\$425,000
Small diameter main replacement		\$3,800,000
Larger main replacement		\$2,117,000
Sub-total		\$8,042,000
Sub-Total Component 2		\$8,467,000

Component 3 – Conflict Mitigation		
Training in dispute resolution and conflict management		\$25,000
Coaching and mentoring sessions in dispute resolution		\$25,000
Sub-Total Component 3		\$50,000
Administrative Costs		
Personnel		\$1,498,558
Fringe Benefits		\$445,139
Travel		\$372,000
Equipment		\$7,000
Supplies		\$37,100
Other		\$221,256
Sub-Total Administrative Costs		\$2,581,053
Monitoring and Evaluation (3% of total project cost)		\$600,000
Total Direct Charges		\$17,060,053
Indirect Charges (17.25%)		\$2,942,860
Total Project Cost		\$20,000,000