

Ministry of Foreign Affairs of Japan  
Third-Party Evaluation (FY2003)

# Country Assistance Evaluation of Jordan

## —Summary—



In commemoration of the 50th anniversary of establishment of  
the diplomatic relations between  
the Hashemite Kingdom of Jordan and Japan

**March 2004**

## Preface

This is the summary of “the Country Assistance Evaluation Report for Jordan” compiled in Japanese by the External Advisory Meeting on ODA Evaluation. Country Assistance Evaluation of the Hashemite Kingdom of Jordan was commissioned by the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan’s Official Development Assistance (ODA) has in recent years been among the best in the world in terms of absolute monetary value, but both domestically and internationally, implementation of more effective and efficient assistance with higher quality is being sought. The Ministry of Foreign Affairs, as the governmental organization principally responsible for ODA, evaluates ODA mainly at the policy level with the twin aims of supporting the implementation and management of ODA and ensuring accountability. This evaluation aims to present recommendations as reference to be used for the review of Japan’s aid policy toward Jordan and its implementation in more effective and efficient manner, in addition to ensuring accountability by releasing the evaluation results to the public. In the evaluation, Japan’s aid policies toward Jordan, “the Basic Policies of Japan’s ODA to Jordan” are verified from three aspects, namely their purpose, formulation and implementation processes, and results.

Of all the Middle Eastern countries, Jordan has one of the closest relationships with Japan and is a major recipient of ODA from Japan. Japan has been implementing economic cooperation to Jordan from the diplomatic perspective of contributing to the stability and prosperity of the Middle Eastern region, first and foremost by contributing to the Middle East peace process. In 2003, with the Iraqi regime toppled by the war, the Middle Eastern region faced a historic turning point. It is therefore pressing for Japan to review its diplomatic policies towards the Middle East. Given this background, the relationships with Jordan, a neighboring country of Iraq, are getting more important for Japan also in terms of her humanitarian reconstruction assistance to Iraq. Furthermore, in 2004, Japan and Jordan will celebrate the 50th anniversary of the establishment of their diplomatic relations.

The External Advisory Meeting on ODA Evaluation is the informal advisory body of the Director-General of the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan with an aim of improving the objectivity in evaluation. It is

commissioned by the Economic Cooperation Bureau of the Ministry of Foreign Affairs to execute ODA evaluation and to report its results and recommendations to the Economic Cooperation Bureau. The Meeting's member Professor Yasunaga Takachiho was in charge of this evaluation on Jordan.

Professor Ryoji Tateyama of the Department of International Relations and the Graduate School of Security Studies of the National Defense Academy, and Professor Masahiro Murakami of the Department of Infrastructure Systems Engineering of the Kochi University of Technology have both participated in this evaluation study and made enormous contributions. In addition, cooperation was received from people at the Ministry of Foreign Affairs, the Japan International Cooperation Agency, and the Japan Bank for International Cooperation. Furthermore, in doing the field survey in Jordan, tremendous cooperation was received from many people at the Ministry of Planning and International Cooperation and other agencies of the Jordanian Government, the Japanese Embassy, the JICA office and others. We would like to express our sincere gratitude to all of them, especially H.E. Dr. Bassem Awadallah, the Minister of Planning and International Cooperation, and his team. The Research and Programming Division of the Economic Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination of this evaluation and many of the supplementary work were commissioned by the Ministry to the International Development Center of Japan.

Finally, we should add that the opinions recorded in this report do not reflect the position of the Government of Japan or any other institutions.

March 2004

The External Advisory Meeting on ODA Evaluation :

Hiromitsu MUTA (Professor, Tokyo Institute of Technology)

Hiroshi Kan SATO (Senior Researcher, Economic Cooperation Department, Institute of Developing Economies)

Teruo KAWAKAMI (Certified Public Accountant, AZSA & Co.)

Tomoya MASAKI (Visiting Researcher, the University of Tokyo)

Yasuko MURAMATSU (Professor, Tokyo Woman's Christian University)

Yasunaga TAKACHIHO (Professor, Tamagawa University) (the evaluator)

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## Summary

### 1 Evaluation Approach

- 1) This evaluation aims to present recommendations as reference to be used for the review of Japan's aid policy toward Jordan and its implementation in more effective and efficient manner, by analyzing from wider prospect the desirable direction of Japan's future aid to Jordan, and to ensure accountability by publicizing the evaluation results. Japan has been extending development assistance to Jordan, from a very diplomatic perspective that it would contribute to the Middle East peace process and stability in the region.
- 2) The subject of this evaluation is the "Basic Policies of Japan's ODA to Jordan," which is the most representative of Japan's aid policies toward Jordan. The policies were reviewed from three aspects, i.e. "purpose," "process" and "results," in accordance with the ODA Evaluation Guidelines of the Economic Cooperation Bureau of the Ministry of Foreign Affairs. The period covered by the evaluation is from 1996, when the said policies were formulated, to September 2003, in an attempt to grasp the recent developments as much as possible.
- 3) In order to determine the "effectiveness of results" of aid policies covered by this evaluation, mainly the "Basic Policies of Japan's ODA to Jordan," the achievements and results of individual projects that are assumed to reflect the said policies, in addition to major trends of social and economic indicators, were collected and measured as much as possible in each of priority areas and points of consideration described by the said policies. However, it was not able to measure the degree of target achievement because indicators of outcome (target) for each priority area were not set when the said policies were formulated.

### 2 Evaluation Results

#### 1) Relevance of the Policies' Purpose

##### (1) Consistency with Japan's upper policies

The content of the priority areas and points of consideration, which serve as the backbone of the Basic Policies of Japan's ODA to Jordan, is fully consistent with

the former Official Development Assistance (ODA) Charter and the Mid-Term Policy on Japan's ODA. As for the relationship to the New Official Development Assistance Charter, it was determined that basic policies of the Charter such as the perspective of "human security" and priority issues including "poverty reduction" and "peace-building" were in line with Jordan's development policies, but are not reflected in the "Basic Policies of Japan's ODA to Jordan" which had been formulated before the ODA Charter was revised. Although it was not able to systematically organize the information on the consistency with the policies toward the Middle East peace process, it is presumed that the directions of the policies are consistent with one another.

### **(2) Consistency with Jordan's national development policies**

The national development policies introduced in Jordan during the evaluation period are the Economic and Social Development Plan (1993-1997), the Economic and Social Development Plan (1999-2003) and the Social and Economic Transformation Plan (SETP) (2002-2004). It was found that the priority areas defined in the "Basic Policies of Japan's ODA to Jordan" were generally consistent with the development needs identified in the national development policies. Nonetheless, it was determined that consistency between the "Basic Policies of Japan's ODA" and SETP, the new development plan, was lower due to the changes in Jordan's development needs.

### **(3) Comparison with major donors' aid policies for Jordan**

"Water supply," which is stated as one of priority areas in the Basic Policies of Japan's ODA to Jordan, is also an issue of particular concern of other major donors. In addition, it was apparent that many commonalities existed between Japan and other donors' policies regarding "education" and "export industry." Furthermore, despite slight differences in wording, there were related aspects in the priority issues identified by other donors concerning "primary health care and medical services," "infrastructure development in tourism and transit trade," and "environmental conservation." On the other hand, it was apparent that the "Basic Policies of Japan's ODA to Jordan" did not clearly identify poverty reduction and assistance in political and administrative reform as priority areas, even though they were identified among the priority areas by other major donors.

## **2) Appropriateness and Efficiency of the Policies' Formulation and Implementation Process**

### **(1) Appropriateness of the formulation process**

There was a lack of documentation since eight years had passed after the “Basic Policies of Japan’s ODA to Jordan” formulated, and hence it was difficult to find out the details of the formulation process at the time. However, it can be assumed from the results of interview surveys that the said policies were formulated not through a formal process that includes task force or the like, but rather by obtaining the opinions of concerned parties within Japan as well as those on Jordanian side.

### **(2) Appropriateness of the implementation process**

The Country Program for Jordan of the Japan International Cooperation Agency (JICA) basically corresponds with the content of the Basic Policies of Japan’s ODA to Jordan. Although there are a number of newly added issues, it is presumed that JICA properly reflected the “Basic Policies of Japan’s ODA to Jordan” in the aid implementation process, as evidenced by the fact that the content of the Country Program for Jordan essentially concurs with the content of the “Basic Policies of Japan’s ODA to Jordan” and that there were no obstacles in Japan’s aid implementation process. The Japan Bank for International Cooperation (JBIC) has also sufficiently reflected the ODA Country Policy for Jordan in the aid implementation process in cooperation with JBIC’s Representative Office in Cairo and the Japanese Embassy in Amman. It was also confirmed that the “Basic Policies of Japan’s ODA to Jordan” was properly reflected in the formulation, request and selection processes of projects. In contrast, the verification of the “Basic Policies of Japan’s ODA to Jordan” was determined to be inappropriate because no reviews have been conducted since its formulation in 1996.

### **(3) Efficiency of the implementation process**

It was confirmed that Japan’s aid implementation system is being developed primarily by the Local ODA Task Force consisting of the Japanese Embassy and JICA Office in Amman. Nonetheless, improvements are necessary in Japan’s aid implementation system in coping with emergencies.

In regard to the system of aid reception on Jordanian side, it is established and

efficiently organized ; it centers on the Ministry of Planning and International Cooperation (MOPIC), despite the fact that there are differences in the capacity in project formulation among ministries and agencies.

In regard to coordination among Japan's aid schemes, it was confirmed that there were actual achievements in coordination among aid schemes. With respect to coordination with Japanese contributions to international organizations, it can be assessed that there is sufficient coordination between Japan's bilateral aid and contributions to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). On the other hand, it is difficult to conclude that coordination between Japan's bilateral aid and Japan's contribution to the World Bank is efficient, since the project formulation stages of the Policy and Human Resource Development Fund (PHRD) and Japan Social Development Fund (JSDF) are not closely coordinated with Japan's ODA.

It can be determined that there is sufficient coordination with the implementing agencies on Jordanian side, as evidenced by the fact that MOPIC is responsible for all of the project formulation and requests, which eliminates disparities in the capacity for project formulation and request of implementing agencies, and that Japan is providing capacity building support to Jordan's implementing agencies. Furthermore, there is greater diversity in the agencies that implement development projects in Jordan.

As for bilateral donor coordination, it is realized through donor coordination conferences that are held locally, among other means. As well, achievements in coordination with KfW (Kreditanstalt für Wiederaufbau, German Development Bank) and with the United States Agency for International Development (USAID) have been confirmed. Therefore, it can be determined that there has been sufficient coordination between Japan and other bilateral donors. Furthermore, it can be determined that coordination between Japan and international organizations has been sufficient, as illustrated by the achievements in coordination with UNRWA through the dispatch of JICA experts, JICA's domestic training and grassroots human security grant aid as well as the achievements of coordination between JBIC and the World Bank.



There has been coordination with non-governmental organizations (NGOs) but communication with the private sector has been limited. Regarding coordination with the private sector, importance of increased relations with the Jordanian private sector were identified; this can be seen, for example, in the wish of Jordanian side, which aims to enhance public-private partnership.

### **3) Effectiveness of the Policies' Results**

#### **(1) Priority Area**

**Water Supply** : Japan provides support to Jordan for securing water supply for daily life from both hard and technical aspects. The former is characterized by grant aid, while the latter involves development studies and the dispatch of experts. Furthermore, Japan's efforts have been highly appreciated by the Jordanian Government and other donors (according to results of interview surveys). In addition, presumably Japan's aid for securing water supply for daily life achieved high level of aid efficiency due to the probable relationship between the achievements of Japan's aid in the water supply field and the improved rate of continuous access to safe water as well as the increased water supply in urban areas. On the other hand, clear effects on securing irrigation water could not be identified because of factors such as the limits imposed on the supply of irrigation water between 1998 and 2001. Even though the "North Ghors Irrigation Project" was highly appreciated for having transferred water-conserving irrigation technology, it is difficult to measure the outcomes of Japan's assistance in the area of irrigation.

**Food Supply** : It can be said that Japan's aid in the area of food supply was effective, taking into consideration the following achievements. First, Japan's irrigation project has led to positive results in North Ghor, a major agricultural production area in Jordan, and those results are thought to be correlated to the stable production of agricultural products. Second, Japan's non-project grant aid has enabled the purchase of food, which has seen remarkable increases in demand, and thus contributed to the prevention of further expansion of Jordan's trade deficit. Third, Japan is a major donor in the area of food supply.

**Primary Health Care and Medical Services** : Japan is not a major donor in the areas of primary health care and medical services. Although Japan's "Family

Planning and Women in Development (WID) Project” has achieved results and a direct impact can be acknowledged in the Karak Governorate, where the project has been implemented, it is appropriate to view these results as having a limited relationship to the trends in Jordan’s national health indicators. “Project for Family Planning and WID” is presumed to have contributed somewhat to the decline in the population growth rate and to the increase in the rate of contraceptive use.

**Education :** There is a limited correlation between the achievements of Japan’s assistance in the area of education and the rise in Jordan’s national educational standards, because Jordan’s elementary education levels are high from the beginning and because the Jordanian government has provided ample funds for elementary education. Nonetheless, it appears that Japan’s assistance contributed to the improvement of the educational environment as demonstrated by the results of the “Human Resources Development Sector Investment Project.”

In regard to vocational training, Japan is contributing to the improvement of vocational technology as seen in the results of the “Project for the Specialized Training Institute in Hashemite Kingdom of Jordan” and “Information Technology Upgrading Project.” Nevertheless, these achievements do not have enough impact to lead to a decrease in unemployment rate in Jordan. As the Jordanian government identifies human resources development as the most important issue in the SETP (2002-2004), Jordan highly appreciates the assistance that Japan has provided so far in vocational training and stresses the importance of Japan’s continued support in this field. Although the impact for the Jordanian government of vocational training for persons with disabilities is unknown, it is significant that Japan extended aid in an area where it is difficult for Jordan to raise funds both domestically and abroad compared to other areas.

**Exports :** A series of technical cooperation projects, including the “Industrial Policies Support Program” and “Study on the Strengthening of Enterprises Management Capability,” have been achieving results in fostering small and medium-sized enterprises. In addition, the “Jordan Aqaba Thermal Power Plant Expansion Project” and “Feasibility Study on Electric Power Loss Reduction of Distribution Networks” have resulted in stabilizing the electricity supply. Furthermore, the Sheikh Hussein Bridge is contributing to the expansion of exports

through the industrial complex in Northern Jordan. These results shed light on the strong correlation between the series of Japan's aid projects and the growth in Jordan's exports. Moreover, Japan provides more funds to export industry promotion areas than other countries. A comprehensive evaluation of these results reveals the effectiveness of Japan's aid in supporting export promotion.

**Infrastructure Development in Tourism:** Although the "Tourism Sector Development Project," implemented through loan aid, is expected to have a significant impact in the future, none of the projects have been completed during the evaluation period. Thus the outcome of Japan's assistance in this field is not measurable at this point in time.

Much of Japan's funding and technical assistance in tourism is aimed at infrastructure building for ruins and historic sightseeing spots in the country, and is intended to increase the number of Western tourists, rather than summer visitors from the Gulf countries. Even if infrastructure development of regional tourist destinations is promoted, the number of tourists is unlikely to grow immediately if the situation in the entire Middle Eastern region is deemed unstable. However, it is well anticipated that if the Iraq situation stabilizes in the future and the Israeli-Palestinian situation improves, then concerns over the security of the Middle Eastern region will alleviate and the influx of Western tourists will increase once again. Hence, Japan's early engagement in infrastructure development can be said to be appropriate from the perspective of medium- and long-term industrial promotion and regional development.

**Infrastructure Development in Transit Trade:** There appears to be a correlation between the increased traffic resulting from Japan's infrastructure development assistance and the growth in exports in Jordan. In addition, it is considered that the rebuilding of the King Hussein Bridge connecting Jordan and the West Bank increased the amount of trade between the Palestinian territories and Gulf countries transited through Jordan. Thus, it can be determined that Japan's policies of supporting infrastructure development in transit trade achieved a certain level of effectiveness.

**Environmental Conservation:** Japan's achievement in assistance in the field of

environmental conservation was extremely limited during the evaluation period. Although Japan has implemented the grant aid project “Water Pollution Monitoring System” to cope with water pollution, there is almost no aid for air pollution or waste pollution. As such, although there have been achievements, such as the reinforcement of Jordan’s water pollution management system through the “Water Pollution Monitoring System” and the training of personnel involved in environmental protection by dispatching experts, at this point in time, no actual impacts can be acknowledged with respect to Japan’s aid policies in the field of environmental conservation in Jordan.

With the establishment of the Ministry of Environment, Japan has just begun earnest discussions concerning support in the field of environment in Jordan, while taking into account the institutional capacity for aid implementation of the Ministry of Environment.

## **(2) Issues highlighted in the points of consideration**

**Support for peace-making efforts in the Middle East:** The “Project for Improvement of Water Supply System to Greater Amman” (the so called “Zai Water Treatment Project”), that became Japan’s largest grant aid project to Jordan, is a symbol of the peace project in the water sector that materializes the “Jordan — Israeli Peace Treaty (1994). The rebuilding of the Sheikh Hussein Bridge and King Hussein Bridge also plays a crucial role in promoting interactions among technical officers in the government and private economic activities between Jordan and Israel, and transporting humanitarian aid supplies to the Palestinian territories, despite the fact that Israel-Palestinian relations have been in a turmoil.

Furthermore, capacity building for PA has advanced through the Third Country Training Programs in Jordan. In addition, it is anticipated that vocational training support provided to Palestinian refugees through UNRWA will lead to expanded job opportunities as well as increased incomes. It is necessary to continue these programs in the future to support peace-making efforts in the Middle East.

**Support for Debt Relief :** Accumulated foreign debt has been the biggest source of concern in the Jordanian economy in recent years. As a result of a series of debt

relief measures implemented by Japan, Jordan was able to overcome its critical condition. Jordan's foreign currency reserves remain at a stable level and Japan's debt relief support is contributing greatly to the stabilization of Jordan's macro economy.

**Support for Woman in Development:** It is presumed that Japan's "Family Planning and WID Project" and grassroots human security grant aid projects have contributed to increase in women's incomes. The social advancement of Jordanian women is lagging behind compared to some Arab countries (Algeria, Egypt, Morocco), and thus there is need for continued attention to this issue in Jordan.

### **(3) Other**

Japan has made efforts to publicize ODA, however, according to media related persons in Jordan, the Jordanian people's awareness of Japan's ODA is by no means high.

## **3 Recommendations**

### **1) Recommendations for Policy Planning**

#### **(1) To readjust aid policies toward Jordan**

The "Basic Policies of Japan's ODA to Jordan," which is the primary subject for consideration in this evaluation, has never been reviewed since it was formulated in 1996. Meanwhile, the Country Assistance Plans, which replace the past ODA Country Policies (the so-called "Basic Policies"), have been formulated for prioritized countries for extending ODA, one after another, since FY2000, but there are currently no prospects for preparing such a plan for Jordan.

The content of the existing aid policies do not necessarily match the actual circumstances. For example, there is no reference in the said policies to poverty reduction nor unemployment countermeasures, but both are Jordan's top priority issues. While water supply is prioritized in the said policies, consideration of water resources management has in recent years become more important. Regarding food supply, also a priority area of the said policies, Grant Aid for Increase Food Production, which is the major intervention measure in food supply support, has decreased dramatically in terms of amount and number of the recipient countries

due to significant budget cuts.

Meanwhile, in September 2003 the Local ODA Task Force drafted a position paper for the first local-level policy consultations with the Jordanian Government. The position paper based on the medium-term Country Assistance Plan (or the basic policies) and drafted by the Local ODA Task Force serves as the guidelines for integrated request surveys every fiscal year. In Jordan's case, however, the said position paper has a certain distorted aspect in relation to the upper-level policies, namely the Basic Policies of Japan's ODA to Jordan. In reality the paper supplements the said policies since the latter does not match actual circumstances on the ground.

Under these circumstances, it is desirable to formulate a Country Assistance Plan for Jordan that replaces the above-mentioned policies. In case it can not be done immediately, however, it is appropriate to readjust the existing policies, based on the new ODA Charter, following policy consultations with the Jordanian Government.

**(2) To consider Jordan as a partner in Japan's aid policies toward Jordan and conclude a partnership program with Jordan that supports South-South cooperation**

Jordan serves as a major base for Japan's support for Palestine and Iraqi reconstruction assistance, and Japan has thus far conducted the Third Country Training Programs for Palestine in Jordan. Jordan's position as such should be made clear in the aid policies toward Jordan. Moreover, since it is more or less likely that in the near future, Jordan will graduate from recipients of Japan's grant aid due to the increase in its national income per capita, it could be meaningful to clearly define Jordan's position as a partner for making the Middle East more stable and prosperous by concluding the partnership program for South-South cooperation, in addition to what has been said just above, as a way to maintain Japan-Jordanian relations close even if and after Jordan graduates from Japan's grant aid.

**(3) To promote cooperation that encourages moderate forces to support peace-making efforts in the Middle East**

Contribution to peace-making efforts in the Middle East is one of major objectives for Japan's development cooperation in the Middle Eastern region. One of the underlying reasons why Japan has provided a substantial amount of development cooperation to Jordan is the belief that support to Jordan would contribute to peace-making efforts in the Middle East. It has been often assumed that Japan's cooperation in Jordan for contributing to peace in the Middle East meant regional infrastructure development projects. Those projects aimed at building closer social and economic relations among Jordan, Israel and Palestine and stabilizing the regional situation by promoting the movement of people, distribution of goods and trade among these parties. For example, the rebuilding of the Sheikh Hussein Bridge and King Hussein Bridge, which are grant aid projects, would be considered such projects that contribute directly to peace in the Middle East.

However, emphasis should also be from now on placed on poverty reduction programs (assistance for poverty reduction for Jordan's impoverished areas and low-income strata) that would also contribute to peace-making efforts in the Middle East in addition to regional infrastructure development projects described above. Although social service standards in Jordan have greatly improved at the national level, regional disparities exist and the provision of social services in the southern region (such as the Ma'an governorate), refugee camps and other regions are still significantly behind. Income level is low and young people have limited employment opportunities in these regions, and it is easy to see that some residents feel left behind in the recent economic development and abandoned by the government. Moreover, it has been pointed out that there could be an increasing number of people who identify strongly with the extremists' arguments, since they can relate daily to the tragic situations in Palestine and Iraq that are available through satellite television and the Internet.

In order for Jordan to remain a moderate force in the Middle East, the broad public, not just the government, must be moderate. Nonetheless, should more and more people, especially young people, lose hope in the future and fall into extremism, Jordan's domestic situation will be destabilized, which would have an enormous impact on stability and peace in the entire Middle Eastern region. To prevent such consequences, in addition to the regional infrastructure development projects, greater importance should be attached to strengthening support to self-help efforts

of Jordanian side toward poverty reduction, employment creation and enhancing education, and hence promoting stability of Jordan's economy and society, which at the end of the day would contribute to peace-making efforts in the Middle East.

**(4) To continue assistance for Palestinian refugees through UNRWA**

Jordan accepts approximately 40% of all UNRWA-registered refugees, and Palestinian refugees constitute approximately 30% of Jordan's population (the proportion of UNRWA-registered refugees living in refugee camps is approximately 32% of the overall figure and in Jordan approximately 17%). Since the stability of Jordan itself is critically important to the Middle Eastern region, and bearing in mind that Japan's stance is to provide cooperation, especially in the area of basic human needs in order to contribute to stability in the Middle Eastern region, and fully considering Jordan's assertion that poverty reduction assistance to refugee camps will prevent refugees from falling into extremism and will contribute greatly to Jordan's continued role as a solid, moderate force in the Middle East, it is essential for Japan to continue its assistance to Palestinian refugees through UNRWA in the future, considering that various supports to UNRWA correspond to assistance to Jordan.

**(5) To promote cooperation from the perspective of "human security"**

The New ODA Charter places considerable emphasis on the perspective of "human security" in addition to peace-building. Peace-building is indeed necessary in the Middle East, where conflict has continued for over half a century, repeatedly threatening the peace and stability of the entire world and the perspective of "human security" is now needed as well. Caught between the Arab-Israeli conflict and the Iraq crisis, Jordan has strongly felt the necessity of regional peace and is striving to disseminate the concept of "human security" within the region. In July 2000, the Regional Center for Human Security was established in Amman upon decision by the Human Security Network, of which Jordan is also a member and in which Canada plays a leading role. This Center serves as an advocate for human security in the Middle East. The Center is anxious to build cooperative relations with Japan, a global advocate of human security, and it is in Japan's best interests to respond to such requests as she promotes understanding of Japan's diplomatic principles in the Middle East. Moreover, (3) and (4) described above constitute the very development cooperation from the perspective of human security, and it is



required to promote such cooperation.

**(6) To support effectively environment-friendly water resources management**

Japan has intensively implemented cooperation in the field of water and has achieved some positive results that have been highly appreciated by Jordanian side. Amidst prevailing views that Jordan's water resources development is by and large completed, the expectation for Japan's assistance in the field of water remains high compared to other fields as evinced by the results of local study and questionnaire surveys of parliamentarians. This high expectation is caused by the fact that the level of endowment of water resources of Jordan (fresh water resources available for each population) is the second lowest in the world, which was 207m<sup>3</sup> per capita per year in 2000 and it is obvious that this level of endowment is going to deteriorate in the future.

Jordan's major problems in the field of water supply include the control of unaccounted for water (water leakage and stolen water). The national average of unaccounted for water in Jordan is 54%. In Madaba, where the rate of unaccounted for water is highest, this figure is as high as 78%. Stolen water has also become a problem, despite the fact that half of the unaccounted for water is lost through water leakages. The Ministry of Water and Irrigation has already established a national development program based on JICA Development Study with an emphasis on water resources management, and started dealing with these problems. With respect to the field of water, Jordan has shifted its focus from traditional "water resources development" to comprehensive "water resources management," including wastewater usage, and started implementing measures that take water demand control and environmental protection into consideration. Thus it is necessary for Japan to review its approach so that it can respond most effectively to Jordan's efforts. Since the integrated water resources management is a very regional issue in the Middle East, one idea is to launch a Third Country Training Program in Jordan to tackle this issue, given that Jordan's endeavors are more advanced than those in neighboring Arab countries.

Regarding the Environment and Water Usage Project for connecting the Dead Sea and Red Sea with a canal, the biggest project of that kind in the region, it is expected that Japan pay considerable attention to this project in the future, apart

from the financial aspect, considering that Japan has served as the chairman of the Working Group on Environment and vice-chairman of the Working Group on Water Resources, although there are currently no prospects to resume the Multilateral Talks of the Middle East Peace Process.

## **2) Recommendations for policy implementation**

### **(1) To draw common guidelines for safety measures for personnel involved in aid**

The New ODA Charter underscores peace-building as one of priority issues and affirms that “Japan will extend bilateral and multilateral assistance flexibly and continuously for peace-building in accordance with the changing situation, ranging from assistance to expedite the ending of conflicts to assistance for the consolidation of peace and nation-building in post-conflict situations.” Jordan remains a major base for Japan to extend her peace-building supports to Iraq, and changes in situation in Iraq should affect security situation in Jordan. Right before the war in Iraq in March 2003, Japan’s personnel involved in aid discussed the evacuation of JICA experts, Japan Overseas Cooperation Volunteers (JOCV) and Senior Volunteers (SV) who were stationed in Jordan. In the end, all JOCV and SV temporarily evacuated the country, leaving difference of opinions on this issue. In order to make steady implementation of peace-building supports in the Middle East in the future in accordance with the New ODA Charter, common guidelines on safety measures for all Japanese personnel involved in aid in Jordan should be drawn, including a way to cope with Jordanian side.

### **(2) To make a field survey of aid implementing agencies on Jordanian side**

During the reign of late HM King Hussein, economic and social development was advanced under the direction of the then Crown Prince HRH Hassan, but since HM King Abdullah II has acceded to the throne, the HM King himself has spearheaded economic and social development. As a result, changes have been brought about in the institutions involved in economic and social development as well as in the roles that they play. In light of these changes, it is necessary to make a new survey of the actual conditions of the implementing agencies on Jordanian side regarding areas and issues on which Japan may place emphasis when extending cooperation in the future. Therefore, in order to maximize efficiency and effectiveness of Japanese cooperation in the broadest possible scope, it is vital to

review the implementing agencies on Jordanian side, and if necessary, request coordination among related institutions on Jordanian side.

**(3) To sort out aid provided through the Japan Special Fund at the World Bank**

The “Basic Policies of Japan’s ODA to Jordan” does not explicitly incorporate Japan’s aid provided through UNRWA or the Japan Special Fund at the World Bank. Nevertheless, because of the need to execute the ODA budget more efficiently and effectively, there is a need to explain to the public from various aspects why it is necessary to provide aid through such international organizations. The importance to support UNRWA has been described above. With respect to the Japan Special Fund at the World Bank, the parties concerned on Jordanian side should be notified that aid provided through this fund is part of Japan’s contribution. In addition, it is important to request the World Bank to have consultations with Japanese side (the Local ODA Task Force) when projects are being formulated in order to ensure consistency with Japan’s aid policies.

**(4) To strengthen communications with the private sector**

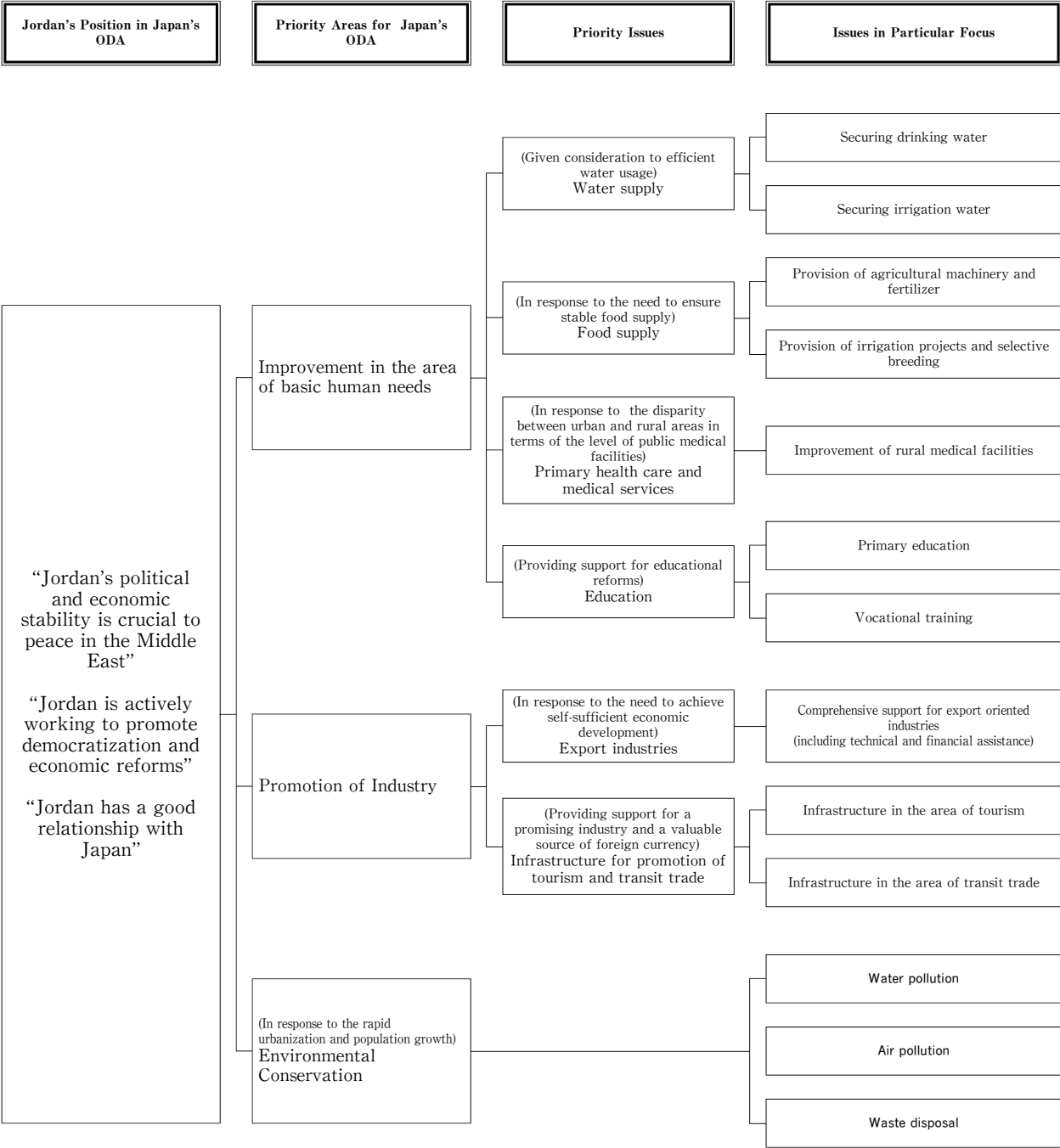
Jordan is aiming to reinforce the public-private partnership in economic development. Announced in June 2000, Vision 2020 is a national economic development plan launched by the private sector, and nowadays many leading ministers in the economic field are originally from private companies. Japan’s personnel involved in aid have close ties with governmental organizations but relations with the private sector are rather limited. It is, however, meaningful to strengthen communications between the Local ODA Task Force and the Jordanian private sector due to the fact that situations in the private sector should clearly tell the trend of development needs in Jordan, and that clear understanding of these development needs would contribute to more effective and efficient implementation of Japan’s aid.

**(5) To publicize ODA more effectively**

Even though Japan has implemented a variety of aid projects over the long term in Jordan, some believe that there is little recognition of such aid among the Jordanian public. The provision of information to the Jordanian press is virtually limited to occasions such as the signing of the exchange of notes (E/N), handing over of aid equipment, and ceremonies to mark the beginning and completion of

construction, and the publicized content hardly captures the reader's attention. Such circumstances might not be limited only to Jordan. There is a need to reformulate an ODA public relations strategy based on a new perspective, including the perspective to make public announcement not only when inputs and outputs of ODA projects are identified, but also when outcomes of the projects are actually realized focusing on changes in beneficial individuals. In carrying out such ex post facto public relations, it is desirable to make arrangements during the project implementation phase that the implementing agencies of the recipient country should play a leading role in gathering stories that attract people's interests and marketing these stories to the media. The establishment of making such arrangements would avoid increasing the burdens of Japan's personnel involved in aid, and enhance ownership of the aid recipient country.

# Basic Policies of Japan's ODA to Jordan



Remark (1)  
Support for Jordan is inextricably tied to the Middle East peace process. In providing economic cooperation it is important to conduct broad-ranging policy dialogue from different political and economic perspectives. (Support for peace-making efforts in the Middle East)

Remark (2)  
There is a need to consider Jordan's debt situation. (Support for debt relief)

Remark (3)  
Grassroots activities are important channels in the field of women in development (WID) and must be supported. (Support for Women in development)

**Members List of the Study Team for Evaluation of Japan's  
ODA Policies to Jordan  
(2003/12/07 — 2003/12/18)**

November 2003  
MOFA, Japan

Mr. Yasunaga TAKACHIHO	Professor Faculty of Business Administration, Tamagawa University (Member of the External Advisory Meeting on ODA Evaluation for MOFA)
Mr. Ryoji TATEYAMA	Professor Department of International Relation and the Graduate School of Security studies National Defense Academy, Japan
Mr. Masahiro MURAKAMI	Professor Department of Infrastructure Systems Engineering Kochi University of Technology
Mr. Hideaki YAMAMOTO	Officer ODA Evaluation Unit, Research and Programming Division, Economic Cooperation Bureau, Ministry of Foreign Affairs
Mr. Hisaaki MITSUI	Senior Economist International Development Center of Japan
Ms. Mimi SHEIKH	Researcher International Development Center of Japan

**Final Schedule of the Study Team for the Evaluation of Japan's ODA  
Policies to Jordan Dec. 6-19, 2003**

**Sunday, December 7th, 2003**

**10:00 am**            **H.E. Dr. Hala Bsaiso Lattouf**  
Secretary-General, Ministry of Planning and International Cooperation

**12:15 pm**            **Field Trip to Zai Water Treatment Plant**

**Monday, December 8th, 2003**

**8:00 am**            **Mr. Daniel Deasy**  
Director of UNRWA Operations, Jordan

**10:00 am**            **H.E. Mr. Farouk Al-Hadidi**  
Secretary-General, Ministry of Industry and Trade

**H.E. Dr. Mohammad Halaiqah**  
Deputy Prime Minister and Minister of Industry and Trade

**11:00 am**            **H.E. Mr. Farouk Al-Hadidi**  
Secretary-General, Ministry of Industry and Trade

**12:00 noon**        **Dr. Atef Odibat**  
General Director, Regional Human Security Center, Jordan Institute of Diplomacy

**1:30 pm**            **H.E. Dr. Hazim El Naser**  
Minister of Water and Irrigation

**2:30 pm**            **H.E. Eng. Sa'ad Al-Bakri**  
Secretary-General, Ministry of Water and Irrigation

**4:00 pm**            **H.E. Mr. Koichi Obata**  
Ambassador, Embassy of Japan

**Tuesday, December 9th, 2003**

**10:00 am**            **Mrs. Anne Aarnes**  
Mission Director, USAID

**11:30 am**            **H.E. Mr. Zaid Al-Hadidi**  
Director of Asian, African & Australian Affairs Department, Ministry of Foreign Affairs

**4:00 pm**            **H.E. Dr. Mohammad S. Abu-Hammour**  
Minister of Finance

**5:00 pm**            **Mr. Hideo Morikawa**  
Director, JICA Jordan Office

**Wednesday, December 10th 2003**

**8:30 am**            **H.E. Eng. Abdel Majid Kabariti**  
Secretary General, Ministry of Public Works and Housing

**11:30am**            **Field Trip to King Hussein Bridge**

**6:00 pm**            **Mr. Hideo Morikawa**  
Director, JICA Jordan Office

**Thursday, December 11th, 2003**

**8:00 am**            **H.E. Mr. Fayez Shawabkeh**  
Secretary-General, Lower House

**9:00 am**            **H.E. Mr. Osamah Jaradat**  
General Director, National Institute for Training

**10:30 am**          **H.E. Mr. Munther A. Khleifat**  
Secretary-General, Water Authority of Jordan

**12:45 pm**          **Field visit to Baqaa Camp**

**Sunday, December 13th, 2003**

**1:00 pm**            **H.E. Dr. Bassem I. Awadallah**  
Minister of Planning and International Cooperation

**Sunday, December 14th, 2003**

**9:30 am**            **H.E. Eng. Zafer Alem**  
Secretary General, Jordan Valley Authority

**1:00 pm**            **H.E. Mrs. Alia Bouran**  
Minister of Tourism and Antiquities, and Environment

**3:00 pm**            **Dr. Mustafa Hamarneh**  
Director, Center for Strategic Studies, University of Jordan

**5:00 pm**            **Ms. Jennifer Hamarneh**  
Acting Editor in Chief, Jordan Times

**Monday, December 15th, 2003**

**11:00 am**           **Eng. Abdel-Rahim Abdel Jaber**  
Assistant Director-General for Technical Affairs, Vocational Training Corporation

**12:30 pm**           **Mr. Abduraouf Taher**  
Fund Manager, National Fund for Enterprise Support

**2:00 pm**            **Ms. Christine McNab**  
Resident Representative, UNDP

**4:00 pm**            **Field Trip to Dead Sea**

**Tuesday, December 16th, 2003**

**8:30 am**            **Mr. Laith Al-Qasem**  
President, Young Entrepreneurs Association

**10:00 am**           **Mr. Peter Balacs**  
Macroeconomist, Delegation of the European Commission

**11:30 am**           **Eng. Marwan Falhouni**  
Rusaifa Special Education Center

**12:30 pm**           **Lunch hosted by H.E. Dr. Hala Bsaiso Lattouf**  
Secretary-General, Ministry of Planning and International Cooperation

**2:00 pm**            **Dr. Heinz-Michael Hauser**  
Director-Middle East, GTZ Office Amman

**Wednesday, December 17th, 2003**

**10:15 am**           **H.E. Dr. Sa'ad Hijazi**  
President, Royal Scientific Society

**11:45 am**           **Dr. Mohmoud Al-Kafawin**  
Director, National Coordination Office, JOHUD

**14:00pm**           **Field Trip to Ghor Safi JOHUD Office and Health Center & Beneficiary Family**

**Thursday, December 18th, 2003**

**8:00 am**            **H.E. Prof. Awni Taimeh**  
Secretary-General, Ministry of Agriculture

**10:00 am**           **Mr. Reinhard Schmidt**  
Director, KFW Office Amman

**11:30 am**           **H.E. Dr. Munther W. Masri**  
President, National Center for Human Resources Development

**1:15 pm**            **Eng. Mana Anani**  
Director, Planning and Project Management Directorate, Ministry of Health

**2:00 pm**            **H.E. Mr. Mohammed Baz-Baz**  
General Secretary of Technical Affairs, Ministry of Education

**4:00 pm**            **H.E. Mr. Koichi Obata**  
Ambassador, Embassy of Japan



