

# Joint Programme Document

## 1. Cover Page

**Country: JORDAN**

UNDAF Outcome(s): Outcome 3: Healthy and sustainable environment

Joint Programme Outcome(s):

**Outcome 1:** Sustained access to improved water supply sources despite increased water scarcity induced by climate change.

**Outcome 2:** Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions

<p>Programme Title:  <b>Adaptation to Climate Change to Sustain Jordan's MDG Achievements</b></p> <p>Programme Duration:          (Start/end dates): <u>Three years from inception</u></p> <p>Fund Management Option(s): <u>Pass-through</u></p> <p>Managing or Administrative Agent: <u>UNDP</u>          (if/as applicable)</p>	<p>Total estimated programme budget: <u>\$4,126,667</u>          Out of which:</p> <p>1. Planned resources:</p> <ul style="list-style-type: none"> <li>• UNDP and others <span style="float: right;"><u>\$126,667</u></span>              (from which UNDP WGF at SIWI contributes \$105,000)</li> <li>• Spain MDG Achievement Fund <span style="float: right;"><u>\$4,000,000</u></span></li> </ul>
---	--

<b>UN Organizations</b>	<b>National Partners</b>
<p><i>Luc Stevens</i></p> <p><i>UNDP</i></p>	<p><i>Suhair Al Ali</i></p> <p><i>Ministry of Planning and International Cooperation</i></p>
<p><i>Dr.M.Z. Ali Khan</i></p> <p><i>Director WHO/CEHA</i></p>	<p><i>Ministry of Health</i></p>
<p><i>FAO</i></p>	<p><i>Ministry of Agriculture</i></p>
<p><i>UNESCO</i></p>	<p><i>Ministry of Education</i></p>

## ABBREVIATIONS

AA	Administrative Agent
AOM	Agency Output Managers
CBO's	Community Based Institutions
CCA	Common Country Assessment
CEHA	Centre for Environmental Health Affairs
CPAP	Country Programme Action Plan.
DOS	Department of Statistics
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GEF	Global Environment Facility
HACT	Harmonized Approach to Cash Transfer
HIV	Human Immunodeficiency Virus
INC	Initial National Communication
IUCN	The World Conservation Union
IWRM	Integrated Water Resources Management
JP	Joint Programme
MDG-F	Millennium Development Goals Fund
MDGs	Millennium Development Goals
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOEnv	Ministry of Environment
MOH	Ministry of Health
MOPIC	Ministry of Planning and International Cooperation
MWI	Ministry of Water and Irrigation
NCARE	National Center for Agricultural Research and Extension
PNA	Palestinian National Authority
NGO's	Non-Governmental Organizations
NSC	National Steering Committee
PMC	Programme Management Committee
SCCF	Special Climate Change Fund
SNC	Second National Communication
TAG	Thematic Advisory Group
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCC	United Nations Framework Convention to Climate Change
UNRC	United Nations Resident Coordinator
UNU	United Nations University
WHO	World Health Organization
WTO	World Trade Organization
ZRB	Zarqa River Basin

## **List of Content**

1.	Cover Page	1
	Abbreviations	2
	List of Content	3
2.	Executive Summary	4
3.	Situation Analysis	4
4.	Strategies including lessons learned and the proposed Joint Programme	6
5.	Results Framework	9
6.	Management and Coordination Arrangements	10
7.	Fund Management Arrangements	13
8.	Feasibility, risk management and sustainability of results	14
9.	Legal Context or Basis of Relationship	15
10.	Annexes	19

## **2. Executive Summary**

This Joint Programme (JP) is submitted by four UN organizations working in Jordan including UNDP, WHO-CEHA, FAO, and UNESCO. It is submitted to the UNDP/Spain MDG Achievement Fund under the MDG-F Environment and Climate Change thematic window. The key national partners in this programme include the Ministry of Environment (MOEnv), Ministry of Health (MOH), Ministry of Agriculture (MOA), and Ministry of Education (MOE). The programme will also be supported by the UNDP Water Governance Facility at SIWI as it is in line with the strategy for UNDP's water governance programme. Other institutions, societies, and NGO's will be involved in the programme activities also.

Jordan made strategic advances towards the achievement of Millennium Development Goals (MDGs) including reduction of poverty rates from 21% in 1997 to 14% in 2005 (MDG 1), achieving adult literacy rate of 97% (MDG 2), infant mortality rate of 24 per 1000 (MDG 4), 97% access to water, and 65% access to sanitation (MDG 7). However these achievements are compromised by crippling water scarcity and aggravated by climate change, thus bringing about additional threats to health, food security, productivity, and human security. This programme will help Jordan address the above key strategic issues through achieving:

- 1) Sustained access to improved water supply sources despite increased water scarcity induced by climate change
- 2) Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions.

These outcomes address identified barriers to adaptation and provide support to Jordan's national strategies and action plans for sustainable management of its natural resources; reducing poverty; and enhancing health indicators. Barriers to adaptation include:

- a) Climate change risks not sufficiently taken into account within sectoral policies and investment frameworks;
- b) Existing climate information, knowledge and tools are not directly relevant for supporting adaptation decisions and actions; and
- c) Weak national capacity to develop sectoral adaptation responses.

Sought outcomes of this JP are further translated into outputs and activities which are planned to be implemented within the project period which extends for three years from the date of inception. This JP will develop Jordan's key government and civil society counterparts' capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change. Moreover, the capacity of vulnerable communities, including women and the poor, within the Zarqa governorate and other rural / urban pilot areas to adapt to climate change will be strengthened.

## **3. Situation Analysis**

Jordan is a small, resource-starved, middle-income country. The total area of Jordan is 89297 km<sup>2</sup> mostly desert land. The country is classified as semi arid to arid region with annual rainfall of less than 200 mm over 90% of the land.

In 2005, the Jordanian population was reported at 5.5 million inhabitants, growing at an average rate of 2.3%. Its relatively young population characterizes the country, with 37.3% of its inhabitants below the age of 15 (DOS 2005).

The average family size is 5.4 persons with a per capita GDP of \$2,323. The Jordanian work force distribution shows that 17.9% of the populations above 15 years work in trade, compared to 11.6% in manufacturing, 11.3% in education, 4.9% in health and social work, and 3.4% in agriculture. The national unemployment rate is 14.8 % (DOS 2005).

About 82.3% of the population lives in urban areas, mainly in Amman, Irbid, and Zarqa. The Zarqa River Basin, home to over half of Jordan's population and base for over 50% of its industries, has been identified by the National Agenda as environmental and social priority area. Jordan's National MDG Report (2004) identifies Zarqa for focused development attention. Water resources in the basin suffer from over-abstraction and pollution and the Initial National Communication (INC) studies indicate that climate change will negatively impact the situation in the Basin.

Despite the limited natural resources of Jordan, the narrow economic base and its location in a conflict stricken region, tremendous progress has been made in the last twenty years. This progress led to reduction in poverty rates from 21% in 1997 to 14% in 2005 (MDG 1), increasing adult literacy rate to 97% (MDG 2), achieving infant mortality rate of 24 per 1000 (MDG 4) and increasing the intermittent access to water supply to 97% and access to sanitation to 65% (MDG 7). The Common Country Assessment (2006) described Jordan's progress towards the achievement of the Millennium Development Goals (MDGs) as on track to be met by 2015. This progress is indicated by an array of positive human development indicators ranked Jordan at 86 out of 177 countries in 2006 with a score of 0.76. The population is well educated and the life expectancy stands at 71.5 years (DOS 2005). According to WHO statistics, Jordan is ranked 79<sup>th</sup> out of 191 WHO member states in terms of life expectancy, and 88<sup>th</sup> in terms of under 5-years mortality. The sustainability of these gains, is, however, threatened by several factors:

- (a) *High fertility* - despite the drop in fertility rates over the past decade, Jordan's population has more than doubled since 1980. The growth rate is still among the highest in the world, causing severe strains on the country's natural resources and infrastructure;
- (b) *Water scarcity* - already one of the world's most water-starved countries, Jordan faces increasing deterioration in the quality and quantity of its water resources;
- (c) *Severe land degradation* - a result of inadequate land-use planning, urban encroachment, soil erosion and poor waste disposal methods;
- (d) *Income poverty* - a combination of high population growth, the return of thousands of workers from the Gulf States following the 1990-1991 Gulf crisis and low economic growth has made income poverty more widespread. Unemployment among women is about twice that of men;
- (e) *Inefficient production* - much of Jordan's past economic growth has been created in sectors that were heavily shielded against international competition. To comply with conditions related to accession to the global trading system such as the World Trade Organization (WTO) and the Euro-Mediterranean Agreement many structural changes were implemented or planned in order to ensure sustainability; and
- (f) *Regional conflicts* - the escalation of the conflict between Israel and the Palestinian National Authority (PNA) has affected major economic sectors in the country (i.e. tourism).

Jordan has devised a number of strategies and national initiatives to deal with these challenges. The United Nations agencies are taking their cues from the 2006 CCA, the United Nations Development Assistance Framework (UNDAF) and the national Socio-Economic Transformation Plan for the years 2001-2003.

The proposed JP will focus on the challenges facing Jordan's MDG achievements due to water scarcity induced by climate change. The National Agenda that sets Jordan's development vision till 2015, as well as UNDAF document (2008-2012), stress that Jordan's remarkable development achievements are under threat due to the crippling water scarcity, which is expected to be aggravated by climate change. The Initial National Communication (INC) to the United Nations Framework Convention to Climate Change (UNFCCC) shows that Jordan will witness a rise in temperature, drop in rainfall, reduced ground cover, reduced water availability, heat-waves, and more frequent dust storms over the next three decades. The Second National Communication (SNC) to the UNFCCC identifies water as a priority area.

Recognizing the magnitude of threat of water scarcity, the Government of Jordan represented by the Ministries of Planning and International Cooperation, Water and Irrigation, Health, Agriculture, and Environment, developed a comprehensive set of water resources management strategy, policies, and legislation. Massive expenditures during the last decade by the government and external assistance partners are placed in enhancing water resources availability and managing water demand. However, there are several critical areas that are not addressed well and need more investment and policy development. These areas included minimum household water security, drinking water quality, wastewater use safety, and water use efficiency.

In addition, there are several barriers to water sector adaptation to climate change that threaten the sustainability of Jordan's achievement of the MDGs, these include: (i) climate change risks not sufficiently taken into account within sectoral policies and investment frameworks; (ii) existing climate information, knowledge and tools are not directly relevant for supporting adaptation decisions and actions; and (iii) weak national capacity to develop sectoral adaptation responses.

Jordan's success in adapting to increased water scarcity and related threats to health, food security, productivity, and human security induced by climate change is the key to sustaining its human development achievements and growth. Due to this fact, the current JP will address the identified adaptation barriers and gaps, their direct and indirect impacts of climate change on the health, nutrition, and livelihood of people, and the potential adaptation strategies that should be adopted to alleviate the negative impact of climate change.

Sustaining water quality is part of sustaining the achievement of MDG 8 on reliable access to safe water supply which involves measure of reliable supply of both sufficient quantity of water and safe quality. Climate change will further increase water scarcity in Jordan. As already experienced, increased water scarcity threatens the supply of drinking water. People are not getting enough water and drinking water quality is often compromised leading to water related epidemics. Sustaining the achievement of the goal of reliable access to safe drinking water requires measures and adaptations to secure sufficient water and good quality water to prevent disease outbreaks. Therefore, the work on water quality is an integral part of the efforts to sustain Jordan's achievement of MDG #8. On the other hand sustaining drinking water quality is part of the adaptation measures necessary for health security in the face of climate change. Protecting health from the impact of climate change is done through modifications to the environmental determinants of health or foundations of health. Water, air, and food are the key foundations for health security. Climate change negatively affects water security and quality and therefore affects the key foundation for health. Several large scale health problems have already resulted from this issue of water quality induced by climate change. Therefore adaptations to protect health from climate change include prevention of additional disease burden which might result from water insecurity and poor quality. Hence, the planned programme component on water quality management and minimum water requirements for health.

The International Hydrological Programme (IHP) of UNESCO was established in 1975 and it works with Member States through the IHP National Committees. There are a total of 165 IHP national Committees. The IHP programme focuses on broad ranges of water sciences programmes from climate change and water resources, integrated watershed and aquifer dynamics, integrated water resources management, eco-hydrology, land-habitat hydrology, water and society and water education and training for a revolving six year cycle.

UNESCO's mission under IHP-VII (2008-2013) 'Water Dependencies: Systems under Stress and Societal Responses' is to strengthen scientific understanding of the impacts from global changes on water systems, and to link scientific findings to policies for promoting sustainable management of water resources. The current phase of IHP has endeavored to address demands arising from a rapidly changing world. Several focal areas have been identified by the IHP to address the impacts of global changes on river basins and aquifer systems within the framework of IHP-VII. These focal areas seek to assess the impacts of global changes on the hydrological cycle including the effect of climate variability and change. Changes on the hydrological cycle within the broad spectrum of global changes include urbanization, land-use change, population growth and all other changes that may affect water availability and water demand, including both water quantity and quality.

Although these changes are global, no institution or country can face the challenges they pose alone. UNESCO-IHP, as the only intergovernmental programme on water sciences with a focus on freshwater in the UN system, can foster the cooperation needed to bring all players together, whether they are Member States, research institutions, universities, UN agencies, NGOs, or national or international associations. The role of UNESCO IHP is to offer a platform to facilitate and support research and capacity to help to understand the scope of global change impacts on water resources in order to manage the water resources in a sustainable and adaptive way.

The Spanish MDG project is very much in conformity with the priorities of the UNESCO's IHP programme. Capacity building, research, and technical support in the water sciences related fields are provided through the IHP National Committee at country level. The Jordan IHP National Committee was established in 1993 which is led by H.E. Minister of water and irrigation and constitutes representatives from University of Jordan, University of Science and Technology, Yarmouk University, Muta'h University, Hashemite University, AlBayat University, Al Balqa University, Meteorological Department, Natural Resources Authority, the Higher Council for Science and Technology. The Jordan IHP National Committee is a unique structure that brings together all the strategic national institutions dealing with water related programmes. Since the establishment of the Jordan IHP National Committee has focused in capacity building, research, awareness, technical support, water education. The capacity building programmes target mainly water experts, academics, post-graduate students, students, local community and personnel of the Ministry of Water and Irrigation, UNESCO Chair in Wadi Hydrology establishment at the University of Jordan is playing another significant role nationally and regionally in capacity building and research. UNESCO Inter-Sectorial Task Force on Global Climate Change was created by the Director-General of UNESCO to define the organization's strategic and integrated approach for UNESCO on the issue of global climate change and provide technical assistance to the field offices to address and integrate climate change issues in the implementation of the water sciences programmes at country level. The Spanish MDG implementation of the UNESCO component will depend on the technical backstopping from IHP, UNESCO Inter-Sectorial Task Force on Global Climate Change and Water Sciences Division at UNESCO Headquarters, UNESCO Regional Office in Cairo and the World Water Assessment Programme Unit at the UNESCO headquarters.

For more information:

International Hydrological Programme: <http://typo38.unesco.org/index.php?id=240>  
UNESCO and climate change: <http://ioc3.unesco.org/unesco-climate/>

#### **4. Strategies including lessons learned and the proposed Joint Programme**

##### **Background/context:**

Jordan as the rest of the world will have to bear the consequences of climate change on its water resources. Expected higher temperature will increase the evaporation losses and hence the demand for water by humans and agriculture. This will aggravate the country's water scarcity problems. There is a real need for the implementation of adaptation options to solve this problem. Otherwise, Jordanians will be faced by compromises they have to make concerning the quantity and quality of their drinking water.

This JP is submitted under the MDG-F Environment and Climate Change thematic window and aligned with the 'Enhancing Capacity to Adapt to Climate Change' priority area. Jordan made strategic advances towards the achievement of the MDGs, but its achievements are compromised by crippling water scarcity forced and depend by climate change, thus bringing about additional threats to health, food security, productivity, and human security. The UNDAF (2008-2012) addresses four key related challenges to sustain progress towards the achievement of the MDG's, which include: (i) water scarcity; (ii) drinking water supply security and quality; (iii) health, agriculture and food production vulnerability to climate change; and (iv) vulnerability of local biodiversity to climate change. The proposed JP will support the United Nations Country Team's (UNCT) efforts to achieve the UNDAF outcome of healthy and sustainable environment. This programme also will help Jordan governmental agencies in developing a national strategy to 1) Sustain access to improved water supply sources despite increased water scarcity induced by climate change; and 2) Strengthen adaptive capacity for health protection and food security to climate change under water scarcity conditions. These JP outcomes address the barriers to adaptation and provide support to Jordan's priorities of sustainable management of its natural resources; reducing poverty; and enhancing health indicators.

The ultimate goal of both outcomes is to protect human health against water scarcity induced by climate change. The first outcome involves securing an adequate and sustainable water supply for domestic use, including minimum water requirement for health. The second outcome targets attaining food security by the allocation of a safe alternative water supply for agriculture and through strengthening the adaptive capacity of agriculture and health sector to change in climate. The implementation plan for the two outcomes will ensure the efficient utilization of the limited and diminishing water resources of Jordan. While the priority will be given to secure a minimum drinking water requirement for health, there will be deficit in the amount of water allocated for food production which will be secured through the search for safe alternative water supply. Reclaimed wastewater is a key alternative water supply for agriculture. Safe wastewater reuse procedures and guidelines need to be developed and implemented.

The achievement of the programme outcomes will positively affect the economic, social, political, environmental and institutional context of Jordan. Providing access to a secure and sustainable minimum water supply and attaining food security for health protection of Jordanians despite the expected water scarcity problem which will be heightened by climate change will establish a stable social and economic system, thus reducing poverty and improve livelihood of local community in target areas. They will also yield political stability and attain environmental sustainability. Moreover, the institutional adaptive capacity for climate change will be strengthened.



The four UNCT organizations involved in implementing this joint programme are currently supporting interventions to address gaps in policy and practices that link closely to this proposed programme. Furthermore, the UNDP Water Governance Facility at SIWI has a cross-cutting role within the UNDP-Water framework to assure the implementation of adaptive water governance. WHO supports the drinking water quality management system, and together with Food and Agriculture Organization (FAO) supports safe wastewater use practices. WHO and UNDP have jointly developed the Special Climate Change Fund (SCCF) funded "Adaptation to Protect Health" project, which is expected to start by end of 2007. FAO supports efficient use of water in farming and the development of Jordan's national drought mitigation strategy. The United Nations Educational, Scientific and Cultural Organization (UNESCO) and UNDP strengthen the capacity for integrated water resources management (IWRM). UNDP assists Jordan to develop its SNC and supports the localization of MDGs in Zarqa Governorate. Moreover, this programme complements efforts by the Spanish Agency for International Cooperation to build the national capacity to restore Zarqa River Basin.

### **Lessons Learned:**

The JP adopted a participatory approach that will involve many institutions and stakeholder groups: Four UN agencies; governmental agencies; research institutions; local community and local NGO's. The experience from previous projects suggested that increased expertise related to climate change adaptation and water scarcity would be effective in achieving the programme objectives. The UN agencies have demonstrated expertise in these fields; their role will be to introduce international expertise, to develop capacity and to help develop national implementation strategies. An added value will be the intervention of the UNDP Water Governance Facility at SIWI, which have the necessary expertise to give policy support and advisory services in multiple thematic areas, including: integrated water resources management, water supply and sanitation services, climate variability, experience and best practices exchange, gender, as well as capacity building. The government agencies will be responsible for implementing the project strategies and will benefit from the training programmes to improve its capacity. The research institutions will also benefit from the capacity building programmes and their participation will ensure quality data generating to be used in developing the policy framework. They also will be involved in the training of local communities.

The local community and NGO's will be involved in training, experimentations and monitoring. Many of the local communities will be participating in the programme as individuals or as local community base institutions (CBO's). In the early stage of the programme the potential of these CBO's will be assessed and their role in the programme will be determined. The assessment will include the needs, fears, concerns and potential support to the programme by the local communities, especially women and poor. This assessment will be repeated throughout the life span of the project from planning up to impact assessment.

The previous experience also indicated that a clear policy and legislation framework should be developed to ensure enabling legal environment for implementing and sustaining the programme strategies. The programme will review all relevant policy and legislation instruments and identify the policy gaps. Then the policy options will be suggested and tested by all stakeholders to be included in the policy framework. Moreover, the project will have a pilot project area which is considered as one of the priority areas for development according to the National Agenda and The Jordan's national MDG report (2004). A public awareness and capacity building programme will be implemented in this pilot area to empower local communities, including women and the poor, and strengthening their institutions capacity for climate change adaptation within the Zarqa governorate and other rural / urban pilot areas.

## **The Proposed Joint Programme:**

This joint project includes two strategies to achieve the outcomes identified by the programme stakeholders; The first strategy intended to secure water supply sources in spite of the pressure on these resources due to change in climate through adopting water resource management plan that ensure more water supply to health and food production; while the second one will concentrate on adopting suitable mechanisms for adaptation to climate change in food production and health. To implement the activities in an efficient way the programme will adopt the following modalities:

- a) It will adopt the participatory approach in implementing the different programme activities. This joint project will be implemented by four UN agencies and their governmental partners in addition to the NGO's and local community institutions working in the target area. Stakeholders will be involved in all project stages from planning throughout the final impact assessment stage.
- b) Public awareness campaigns will be conducted to promote the project concepts and lessons learnt from the implementation of different activities.
- c) The programme includes an extensive training and capacity building scheme of local community and governmental partners.
- d) Development of policy and legal framework to support the implementation of the adaptation strategies.

The programme strategies will address the root causes of water scarcity through sustaining access to water supply and strengthen adaptive capacity of food production and health sectors to climate change. The joint programme includes six outputs which will be achieved through implementing 27 activities, over three years. The six outputs will be implementing by the following institutions:

- Ministries of Health and Water and Irrigation, as well as the Water Authority of Jordan, water supply companies, and the parliament, with assistance from the WHO, will work together to implement the following outputs:
  - Output 1.1: Strengthened national drinking water quality management system at central and periphery level
  - Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection
- Ministry of Agriculture and the National Center for Agricultural Research and Extension (NCARE) in cooperation with FAO and WHO, will implement the following outputs:
  - Output 2.1: Improved rural sector adaptive capacity for climate variability and change.
- Ministry of Water and Irrigation (MWI) and Ministry of Education (MOE) will achieve the following outputs in cooperation with UNESCO and FAO:
  - Output 2.2: Improved national institutional and community capacity in integrated water resources management.
- Ministry of Health, Water Authority of Jordan (WAJ), Ministry of Water and Irrigation, and local municipalities will achieve the following output in cooperation with WHO:
  - Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized.
- Ministry of Environment (MOEnv), Ministry of Water and Irrigation, Zarqa Governorate, the World Conservation Union (IUCN), and local municipalities and communities with assistance from the UNDP, will achieve the following output:
  - Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened.

## 5. Results Framework

### Summary of Results Framework:

This JP will develop Jordan's key government and civil society counterparts' capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change. This joint programme seeks to enhance capacity to adapt to climate change by addressing Jordan's long-term adaptation needs (see Annex 1 for Joint Programme Results Framework) through the following outcomes and outputs:

#### **Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change**

- Output 1.1: Strengthened national drinking water quality management system at central and periphery level: The activities will concentrate on upgrading the national drinking water management systems, increasing the capacity of the national partner staff and improving the working environment for water quality monitoring system.
- Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection. The activities under this output will include inventories to identify the minimum water requirements and the development of policy instruments for securing the supply of these requirements.

#### **Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions**

- Output 2.1: Improved rural sector adaptive capacity for climate variability and change: The activities include the risk assessment of climate change and water scarcity and identification of the adaptation measures to reduce climate change impacts on food productivity. In addition to a public awareness campaigns for local community to promote these measures on the target areas.
- Output 2.2: Improved national institutional and community capacity in integrated water resources management: The activities will concentrate on the capabilities of the local community institutions and the introduction of water resource management concepts into the school and University curriculum.
- Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized: Activities to achieve this output will focus on assessing the direct and indirect risks of climate change on health sector. Adaptation strategies will be developed and early warning system will be established to protect health from the negative effect of climate change.
- Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened: The activities will include the assessment of direct and indirect effects of climate change on water availability and quality in Zarqa River Basin; identify opportunities and barriers to adaptation to climate change; review and deliver reform strategies for legal and institutional frameworks and national water policies and action plans; build local and national capacities for adaptation to climate change using participatory approach; and document and share knowledge generated from the Zarqa River Basin and establish linkages to regional and global experiences.

The detailed list of activities and subactivities designed to achieve the above outcomes and outputs are outlined in Annex 5.

### **The Work Plan and Budget:**

The common work plan and budget for this three year JP is shown in Annex 2. It is designed at the activity level, but it will be re-examined by the steering committee in

consultation with the implementing partners and counterparts. It can be modified to fit unforeseen variables that might require changes in the time frame. The budget is distributed among the different UN agencies and different items of the budget are allocated the required amount of money. A summary of the budget and fund allocations among different UN agency is shown in Table 1.

#### **Annual reviews:**

The implementing national partners and the four participating UN Organizations shall jointly conduct scheduled/annual planning and review meetings for all activities covered in the results framework, monitoring and evaluation plan and work plans of this joint programme. This will include an assessment of the risks and assumptions to determine whether they are still holding. A new work plan and budget will be produced with the necessary adjustments made based on lessons learned and review of implementation progress achieved. The new work plan needs to be approved in writing by the Steering Committee. The JPD need not be signed every year. However, any substantive change in the joint programme scope will require revision of the JPD. Any amendments to the JPD will need to be signed by all parties. Annex 1 (table 2) shows summary of Joint Programme result framework.

## **6. Management and Coordination Arrangements**

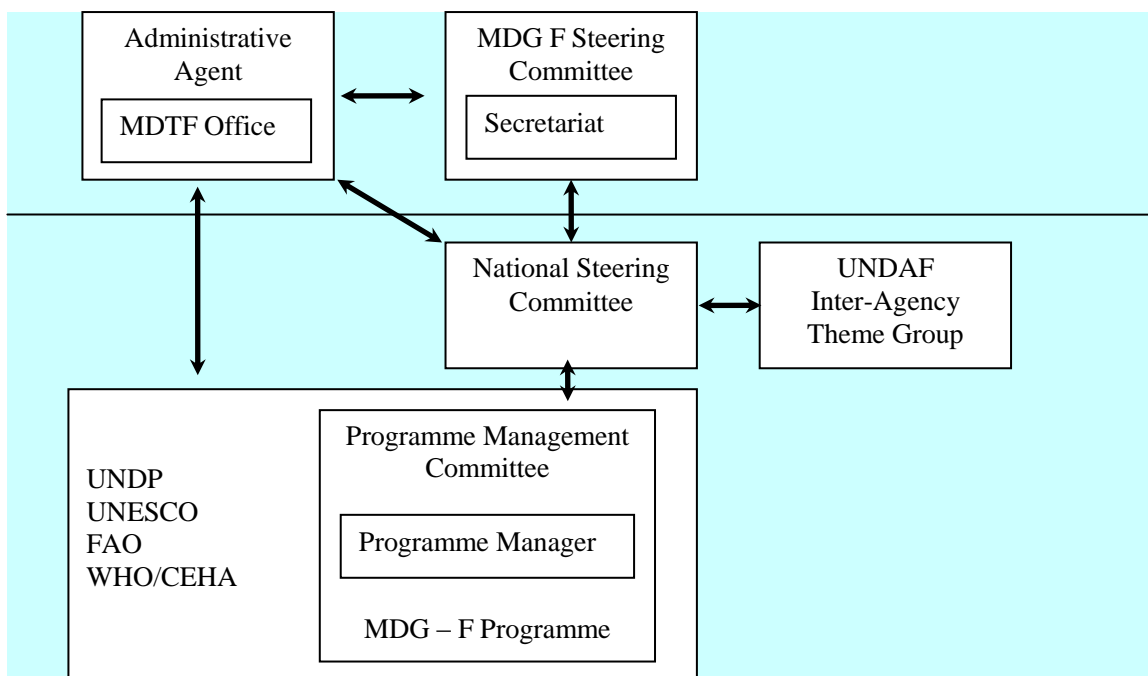
#### **Coordination:**

This JP is developed and will be implemented by four UN agencies (FAO, UNDP, UNESCO, and WHO), all of which are core UNCT members. The implementation arrangements of the JP will be modeled after the UNDAF, where all programme interventions are aligned with national priorities and coordinated with the Ministry of Planning and International Cooperation (MOPIC). Each UN agency will implement its specific outputs according to its usual work modality with the Government. UNDP will be the administrative agency (AA) for the Fund at the national level. These functions are the responsibility of the Multi Donor Trust Fund (MDTF) Office at UNDP HQs. It will coordinate the joint activities with the other three agencies and implement the UNDP output. Figure (1) shows the proposed management structure of the proposed MDG F programme.

The fund will rely on UN Resident Coordinators (RC) to facilitate collaboration between participating UN Organizations to ensure that the programme is on track and that promised results are being delivered.

**Table 1: Budget summary and fund allocation among UN agencies**

Category	Agency	ITEM	UNIT COST	No. of Units	TOTAL COST
<b>1. Personnel</b> Research assistance, Consultants, Drivers and labor	FAO	Local staff & consultants	161,222	1	161,222
		International consultants	14,760	3	44,280
	UNDP	Local staff & consultants	2,087	110	229,620
		International consultants	554	110	60,046
	UNESCO	Local staff & consultants	22,140	2	44,280
		International consultants	29,542	2	59,084
	WHO	Local staff & consultants	92,988	3	274,169
		International consultants	4,059	45	182,655
<b>2. Contracts</b>	FAO	Local contracts	36,533	3	109,600
	UNDP	Local contracts	201,400	1	201,400
	UNESCO	Local contracts	18,450	10	184,500
	WHO	Local contracts	405,900	1	405,900
		International contracts	73,800	1	73,800
<b>3. Training</b>	FAO	Training and workshops	202,040	1	202,040
	UNDP	Training and workshops	34,045	6	204,269
	UNESCO	Training and workshops	17,086	11	187,950
	WHO	Training and workshops	205,640	1	205,640
<b>4. Transport</b>	FAO	Transport	22,140	1	22,140
	UNDP	Transport	50,350	1	50,350
	UNESCO	Transport	7,380	2	14,760
	WHO	Transport	52,836	1	52,836
<b>5. Supplies and commodities</b>	FAO	Supplies	35,400	1	35,400
	UNDP	Supplies	7,380	3	22,140
	UNESCO	Supplies	14,760	4	44,040
	WHO	Supplies	59,040	1	59,040
<b>6. Equipment</b>	FAO	Equipment	18,450	4	73,800
	UNDP	Equipment	36,900	2	73,800
	UNESCO	Equipment	14,760	3	44,280
	WHO	Equipment	128,332	1	128,332
<b>7. Travel</b>	FAO	Local & international	18,350	4	73,400
	UNDP	Local & international	11,070	3	33,210
	UNESCO	Local & international	7,380	3	22,140
	WHO	Local & international	11,808	3	35,424
<b>8. Miscellaneous</b>	FAO	Miscellaneous	28,120	1	28,120
	UNDP	Miscellaneous	11,070	3	33,210
	UNESCO	Miscellaneous	7,380	1	7,380
	WHO/CEHA	Miscellaneous	36,466	1	36,466
<b>9. Agency Management Support (fixed 7%)</b>	FAO				53,726
	UNDP				56,955
	UNESCO				44,686
	WHO				104,738
<b>10. Monitoring &amp; Evaluation</b>	FAO				24,000
	UNDP				35,000
	UNESCO				30,000
	WHO				51,000
<b>TOTAL By Agency</b>	FAO				<b>827,728</b>
	UNDP				<b>1,000,000</b>
	UNESCO				<b>683,100</b>
	WHO				<b>1,610,000</b>
<b>GRAND TOTAL</b>	All				<b>4,126,667</b>



**Figure 1: Proposed Management structure**

The JP will be managed through the following bodies:

1. The National Steering Committee (NSC): the NSC's role is to provide oversight and strategic guidance to the programme. The NSC should be small and the membership should formally consist of non-implementing parties to allow for independence. The NSC members should at a minimum be a representative of the Government (the Secretary General of the Ministry of Planning and International Cooperation), a representative from Government of Spain and the RC. The Steering Committee will be chaired by the United Nations Resident Coordinator (UNRC) and the representative from the Government will co-chair the NSC. The NSC will meet at least two times a year and/or upon the request of one of the representatives to discuss urgent issues. Tasks to be performed by the steering committee are listed in Annex 3.
2. The Programme Management Committee (PMC): the PMC's role is to provide operational coordination to the Joint Programme. The programme management committee will include the UN agencies in addition to the governmental institutions involved in the implementation of the programme; Ministries of Environment, Water and Irrigation, Health, Education, Agriculture, and Planning and International Cooperation, as well as one NGO and one academic institution and it will meet at least four times a year to address issues related directly to management and implementation of the programme. The RC or his/her representative will chair the PMC. Tasks to be performed by the PMC are listed in Annex 3.
3. Local Community Consultation Group: The local community consultation group will include the representatives of the local community institutions and NGO's in addition to governmental field staff. (The tasks of each group will be determined according to the type of activities and the capacity of the members of each group).

### **Programme management arrangements:**

The project arrangements will be important to ensure efficient implementation mechanisms to ensure that activities of the different themes of this programme complement each other to achieve the objectives of this JP. The specific mechanisms at various levels proposed for this purpose are as follows:

- Joint Programme Coordinator: The JP coordinator will be appointed by and based at UNDP. The JP coordinator will be accountable to the UNDP and UNCT and report to the UNDP and National Steering Committee. Tasks to be performed by the Joint Programme Coordinator are listed in Annex 3
- Three agency output managers (AOM) for FAO, WHO and UNESCO will be recruited and based at each corresponding agency. The manager will be accountable to the corresponding agency and report to the agency head and the JP coordinator. Tasks to be performed by the agency output managers are listed in Annex 3.

### **Cash transfer modalities:**

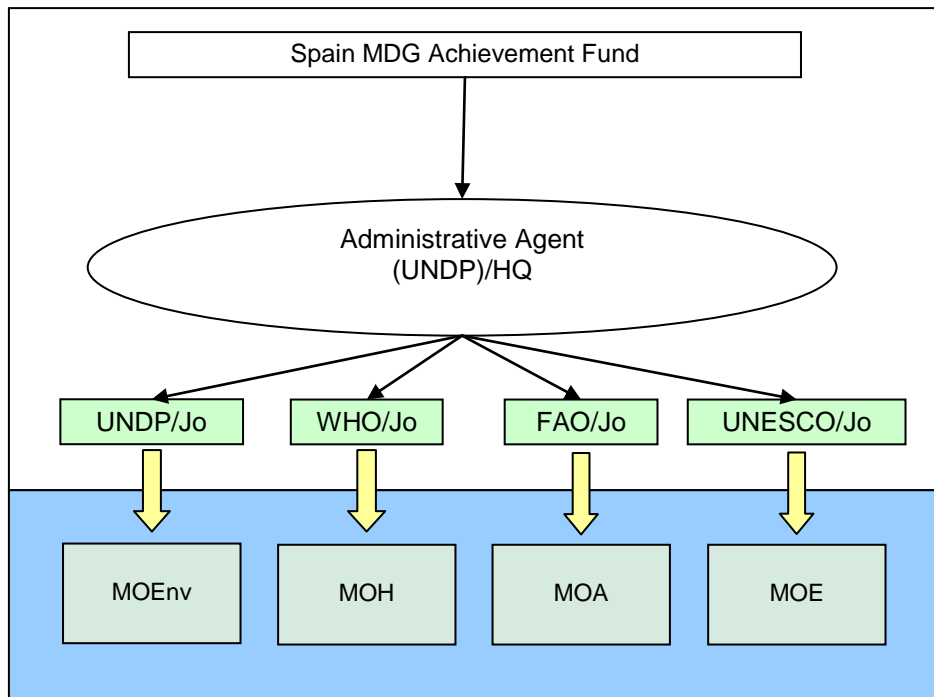
A pass-through modality will be established for financial matters with UNDP as the administrative agency. Each UN agency then will follow its own modality in according to its usual working modalities with the Governmental agency. Details for financial monitoring are included in the fund management arrangement section (Section 5). For UNDP (ExCom Agency) the provision required under the Harmonized Approach to Cash Transfer (HACT) as detailed in their CPAP or in other agreements covering cash transfers will apply.

## **7. Fund Management Arrangements**

This JP is submitted under the MDG-F Environment and Climate Change thematic window and aligned with the 'Enhancing Capacity to Adapt to Climate Change' priority area. The UNDP/Spain MDG Achievement Fund will allocate US\$ 4,000,000 for the programme activities managed by four UN organizations working in Jordan, namely UNDP, FAO, WHO, and UNESCO. The share of each organization and their contribution to the JP is detailed in the budget. The total fund for this JP from all sources is US\$ 4,126,667.

The pass-through fund management option will be used for this JP (Figure 1). The donor and the participating four UN organizations jointly agree to channel the fund through the UNDP who will be the Administrative Agent (AA). The UNDP Office of Finance (OF) will issue a unique fund code by for each pass through arrangement. Copies of signed agreements (MOUs) between the Participating UN Organizations and the AA and Letters of Agreement between the Donor and the AA must first be forwarded to OF. Atlas donor codes should also be provided for all donors. Accounts Receivables (Pending Items) for total JP contributions are established for the JP fund code based on signed donor agreements.

Each UN organization participating in the joint programme will recover indirect costs in accordance with its financial regulations and rules and as documented in the Memorandum of Understanding signed with the AA. The rate of recovery may vary between UN organizations participating in the joint programme, based on their applicable regulations and rules.



**Figure 2: Pass-Through Fund Management**

Each participating UN organization (PO) assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent (AA) and can decide on the execution process with its partners and counterparts following the organization's own applicable regulations.

Each PO established a separate ledger account for the receipt and administration of the funds disbursed to it by the AA. POs are requested to provide certified financial reporting according to the budget template provided in the MDF –F Operations Guidance Note issued by the MDTF Office and are entitled to deduct their indirect costs on contributions received not exceeding 7 per cent for the Joint Programme budget in accordance with the provisions of the MDG- F MOU signed between the AA and the POs.

Subsequent installments will be released in accordance with Annual Work Plans approved by the NSC> the release of funds is subject to meeting a minimum commitment threshold (legally binding contracts signed, including multi-year commitments which may be disbursed in future years ) of 70% of the previous fund release to the POs combined. If the 70% threshold is not met for the programme as a whole, funds can't be released to any organization, regardless of the individual organization's performance.

On the other hand, the following year's advance can be requested at any point after the combined commitment against the current advance has exceeded 70% and the work plan requirements have been met. If the overall commitment of the programme reaches 70% before the end of the twelve-month period, the POs may after endorsed by the NSC request the MDTF Office, through the RC to release the next installment ahead of the schedule.

## **8. Feasibility, risk management and sustainability of results**

The expected potential risks for this programme will include the followings:

- Lack of willingness and commitment from the governmental institutions to participate actively in implementing the activities, adopting successful stories and lesson learned and enforcing the suggested laws and legislations. To alleviate the



impact of this risk, governmental partners including policy makers will be involved from the planning stage of this programme and stakeholders meetings are conducted during all stages of this project to assess their needs and increase their awareness on the importance of the adaptations mechanisms for climate change. In addition, a major part of the training will be directed toward increasing the capacity of government staff that will lead to increasing the interest and commitment of these partners in implementing the activities of the programme and sustain its activities.

- Lack of interest and active participation of the local community is one of the constraints that should be addressed during the planning and implementation of this programme to ensure the sustainability of its activities. The local community is the end user, the key beneficiary and the most important stakeholder in sustaining the activities of the programme during and after the implementation of this programme. The measures taken by the programme to reduce the effect of this risk will be:
  - The project will ensure the participation of the local community in all stages of the programme as key for its successes and sustainability.
  - The programme includes a local community training courses to increase the capacity of the local community institutions and individuals.
  - The programme includes a public awareness campaign that will be directed mainly at the local community and its leaders.
- Since the joint programme involves different UN agencies and government partners, conflict of interests among the different agencies and partners involved is a potential risk that must be addressed. This in turn will affect the proper implementation and coordination of the different activities. To overcome this risk and constraint, the programme will be adopting clear and transparent coordination mechanisms stating the roles and responsibilities of each agency. This will prevent any duplication in roles throughout the implementation phase of this programme.
- The last risk facing this programme is the unsecured financial resources from sources other than the MDG-F fund. These resources will be mobilized to complement the budget needed to implement the activities of the programme from different UN agencies. The following measures to remove this risk will be:
  - Identify potential financial resources at the planning stage.
  - Make sure that the existing financial regulation and roles of the UN agencies allow the transfer of identified resources to implement the activities of this joint programme.

The adaptation and implementation of the risk alleviation mechanisms will ensure the sustainability of the programme activities after the life of the programme time, especially the awareness and training programmes that will be targeting local community leaders and policy makers.

## **9. Accountability, Monitoring, Evaluation and Reporting**

Responsibilities for accountability for achievement of JP results are illustrated in the Programme Monitoring Framework (PMF) (Annex 4). The PMF sets out the outcomes to which the JP is meant to contribute, the outputs which the JP will deliver, the UN organization which will be responsible for each output, and the indicators (with base lines and targets to be achieved) which will measure achievement of the outputs and outcomes.

The success of the JP will depend upon systematic monitoring and evaluation of progress towards the achievement of the results therein. The indicators found in the programme monitoring framework will be used to guide the Monitoring and Evaluation process. These will be further refined as more data becomes available. In this context the

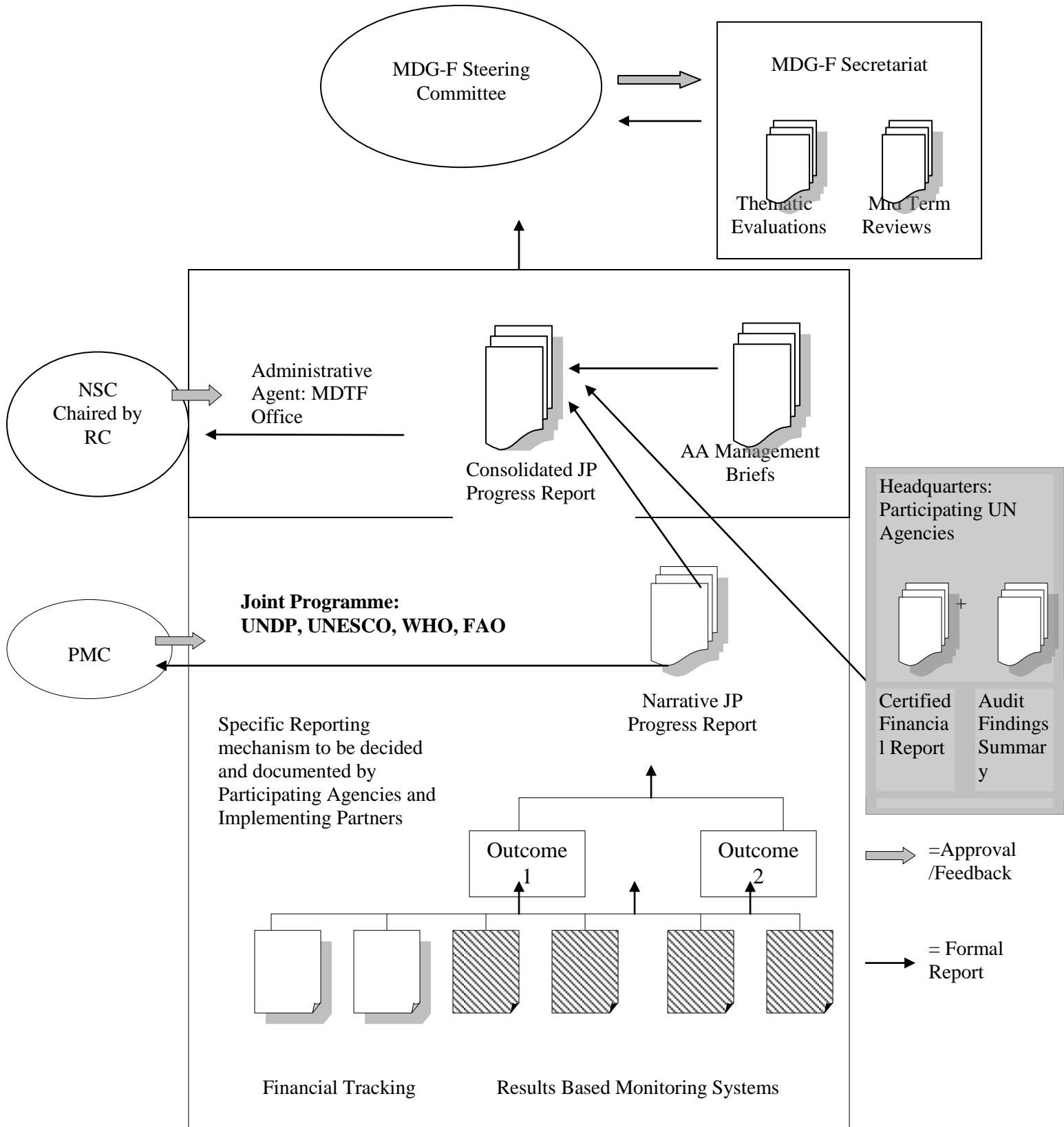
steering committee (with representatives from the Ministry of Planning and International Cooperation, UN agencies and the Spanish Fund) will play an instrumental role in ensuring systematic follow up and feedback on the joint programme. The JP has several levels of reporting requirements at both fund and programme levels. Figure 3 visualized the proposed flow of reports.

Monitoring occurs throughout the year and culminates at the annual review of the common work plan. The planned monitoring activities and evaluation(s) of the joint programme should form part of the UNDAF M&E plan. Participating UN organizations should undertake joint field visits, where appropriate.

The formal Monitoring and Evaluation process will consists of:

- Semi annual and annual outcome reviews; including the Annual Implementation Report. The annual reviews will be conducted by the joint programme coordinator who will report to the steering committee and the government agencies partners.
- Mid-Term and Final evaluations which will measure overall impact of the joint programme. This review should be done by independent evaluation team of consultants and it should report to the UNDP country office.
- Field visits: UN agencies will undertake joint field visits, where appropriate to make sure that the field implementation of the activities directed toward the achievement of the joint programme outcomes.

**Figure 3: MDG-F Reporting Structure**



Responsibility for narrative and financial reporting rests with the participating UN organizations and (sub-) national partners, who are accountable for their respective components of the Joint Programme. Each participating UN organization prepares quarterly, annual and final financial reports, and a final Certified Statement of Income and Expenditure for its components of the JP. These reports are submitted to the AA.

The AA prepares aggregated/consolidated financial reports from the reports submitted by the participating UN organizations. After financial closing of the JP, the AA prepares an aggregated/consolidated Certified Statement of Income and Expenditure and a Sources and Uses of Funds Report on its activities as AA. The later report provides financial information on funds received and disbursed to participating UN organizations by the AA. The AA submits all reports to the JP Steering Committee and donors.

Each UN organization will be responsible for auditing its own contribution to the programme as part of its existing regulations and rules. Audit opinions of the individual UN organizations should be accepted by the other UN organizations.

The disposition of any balance of funds remaining at the end of programme implementation will be in accordance with the agreements between the participating UN organizations and the implementing partners as well as donors where applicable. Any unprogrammed funds remaining in the joint programme account after the financial closure of the Joint Programme will be returned to the donor(s) or utilised in a manner agreed upon between the AA and the donor(s), and approval of the joint programme coordination mechanism

The MDTF Office is responsible for the annual consolidated Joint Programme Progress Report, which will consist of three parts:

AA management Brief: the management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.

Narrative Joint Progress Report: this report is produced through an integrated Joint Programme Reporting arrangement. The report should be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.

Financial Progress Report: each participating UN organization will submit to the MDTF Office a financial report starting expenditures incurred by each programme during the reporting period. The deadline for this report is 31 March.

In addition, the Joint Programme Document should not that the quarterly updates will be made available to the donor and that the Joint Programme will have a mid-term review and a final evaluation. The mid-term review will be organized by the MDG-F Secretariat.

## **10. Ex Ante Assessment of Cross-cutting Issues**

The cross cutting issues that will be addressed in this programme include gender, unemployment, poverty, food security, and education. Some activities of the programme will be implemented in rural areas. This include sites for the implementation of improved drinking water quality systems, as well as sites for wastewater reuse in agriculture as part of a food security scheme in the designated regions. Furthermore, adaptation mechanisms for climate change will also be tested. It is evident that the implementation of the above activities will certainly impact various social and economical parameters of many of the stakeholders in the sites under consideration. This project will try to assess the impact on these parameters to better understand future trends and variability in them as a result of any modification to the activities outlined in the detailed work plan.

To assess the current status of the above issues on the target areas, the project will conduct an inventory that includes a questionnaire survey and focus group meetings. In addition to the current status of the cross cutting issues, the inventory will identify the capacity and training gaps and needs of the involved stakeholder institutions related to the above issues.

According to the inventory results and the gap analysis a capacity development strategy and action plan for local community and governmental institutions will be developed and implemented.

## 11. Legal Context or Basis of Relationship

The UN system has established strong working relationships with national institutions, NGO's, civil society and multi-bilateral partners. Very close ties are found between some UN agencies and sectoral ministries among these are: FAO and the Ministry of Agriculture; WHO with the Ministry of Health; UNESCO and the Ministry of Education and UNDP with Ministry of Planning and International Cooperation. All of these ties are controlled by bi-lateral agreements that determine the responsibility and obligations of each party. These agreements will form the bases for the management arrangements of this JP and it will be applied during all implementation stages as clarified in sections 6, 7, and 9.

Participating UN Organization	Agreement
UNDP	This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement (SBAA) between the Authorities of the Government of Jordan and the United Nations Development Project (UNDP), signed by the parties on 12 January 1976.
UNESCO	UNESCO Amman office in Jordan was established in accordance with the agreement between UNESCO and the Government of the Hashemite Kingdom of Jordan in 1987. The office was established after signing of the agreement in 1987.
WHO	Legal context for this programme is provided in the Basic Agreement concluded between WHO and the Government of Jordan in 1951 and amended in 1960 and the agreement concluded between the Government of Jordan and WHO in 1985 for establishment of WHO Regional Centre for Environmental Health Activities (WHO/CEHA).
FAO	Amman Office was established in accordance with the Agreement between the Government of the Hashemite Kingdom of Jordan and the Food and Agriculture Organization of the United Nations. The office was established in 2002

# ANNEXES