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Project Document

Government of the Hashemite Kingdom of Jordan

United Nations Development Programme

JOR/03/003

JOR/03/M02

Support to the National Committee for Demining and Rehabilitation in Jordan

Brief description

The project aims at building available capacities of the National Committee to develop a National Mine Action Strategic Plan through the provision of training and the services of an international expert to enable the Committee to effectively plan, manage and coordinate mine action operations at the local poor communities.

July 2003

PART I. A: SITUATIONAL ANALYSIS

1. Background

Scope of the Problem

Over the past few decades, Jordan has witnessed a number of conflicts and military tensions, each leaving behind a legacy of landmines and unexploded ordnance (UXO). Mines were first laid in Jordan during the 1948 war with Israel. The 1967 war added to the problem, as more mines were laid mainly in the western border areas. Defensive minefields were laid along parts of the northern borders with Syria in early 1980s. Military records indicate that 312,000 mines, covering 6,000 hectares of land, have been laid in Jordan by both Jordanian forces and Israel. Records for almost all of the minefields laid by the Jordanian forces are reportedly available at the Ministry of Defence. The accuracy of some of these records may be questionable, however, as many years have passed and rains and floods have affected some of the contaminated areas.

Socio-economic Impact

Regardless of the accuracy of the minefield records, landmines have had a significant negative impact on the socio-economic fabric of many Jordanian communities. Human suffering and economic losses due to landmine and UXO contamination are believed to be significant. More than 525 landmine victims have been recorded to date, 14 during the last 24 months. Given that there are few if any employment opportunities for people with disabilities among the general population, the consequences of being a mine victim are particularly severe, not just for the individual mine victim, but for the victim's entire family.

In addition to posing an immediate threat to the safety of the local communities, mines pose a significant economic impact by denying access to large areas of extremely high potential agricultural land. For instance, one of the highly contaminated mine-affected areas is in the Valley of Jordan, known as the breadbasket for the country, where mines have deprived a large number of rural communities access to their farmlands. Many of these communities are agrarian in nature, where families depend on subsistence farming. The lack of agricultural productivity caused by mines has impeded economic growth of all these communities. These economic pressures may force rural residents to enter mined areas, risking their lives in order to cultivate agricultural land and to tend to their farm animals. Although a thorough socio-economic impact analysis of landmines in Jordan has not yet been carried out, it is evident that the potential economic loss due to the presence of mines in Jordan is very significant on both local and national levels. In addition, Jordan's tourism potential is great, but mines in certain areas of the country pose a major obstacle for further growth of the tourism industry in these regions. All these impediments not only cause huge economic losses, but also add to existing unemployment pressures throughout the country.

The mine problem in Jordan, in addition to being a serious concern from a public safety point of view, presents serious economic challenges to the country as a whole, not just those communities directly affected by the mines. A well coordinated and effectively planned national mine action programme is, therefore, expected to accomplish much more than protecting local communities from the physical threat of landmines. Mine action activities will directly contribute to national development and will create a more stable environment in which local and national economic development projects can be undertaken. In addition, mine clearance activities will likely further advance the existing peace agreement between Jordan and Israel and boost confidence between these two countries as border minefields are cleared and tensions are reduced.

2. Mine Action Initiatives in Jordan

Shortly before signing its peace treaty with Israel in 1994, Jordan started demining operations, using its military assets. Although demining was carried out by the military, the operations served humanitarian purposes. With a workforce of about 400 mine clearance field personnel, Jordan has cleared a total of 1,000 hectares of land from mines and UXOs to date. The area cleared represents about 16% of the total mined area in the country. Most of the cleared areas have been returned to productive use, contributing significantly to the local economy.

In addition to demining operations, different actors, including the army and the Red Crescent Society, have also carried out Mine Risk Education (MRE) activities. Jordan has a relatively developed medical infrastructure to meet the medical needs of its mine victims. The Government is planning a rehabilitation center for people with disabilities, including mine victims. The project is partially funded by the Norwegian Government. Once established, the center will represent a significant step toward meeting the medical and rehabilitation needs of mine victims and it will largely facilitate the socio-economic reintegration of mine victims in Jordan.

The Government of Jordan has repeatedly expressed its commitment to eliminating the landmine problem in the country. Jordan signed the Ottawa Mine Ban Convention on 11 August 1998 and ratified it on 13 November 1998. As its commitment to the Ottawa Convention, Jordan announced the completion of its stockpile destruction of anti-personnel mines in April 2003. In all, 119,000 anti-personnel mines were destroyed.

Realizing that the mine and UXO problems cannot be solved unless a systematic, integrated mine action initiative is launched and unless a proper and effective coordination system is in place, Jordan, has established the National Committee for Demining and Rehabilitation (NCDR), which is a policy level steering body for mine action activities in the country. Although NCDR is not yet fully functional as a management and coordinating body for mine action operations in Jordan, its establishment demonstrates the Government's intention to shift the management of mine action operations from the Ministry of Defense to a civilian structure. Following the establishment of NCDR, the Government of Jordan requested assistance and support from the United Nations Development Programme (UNDP).

3. UNDP Support to Mine Action in Jordan

Within the UN system, UNDP is responsible for addressing the socio-economic consequences of landmine contamination and for developing national and local capacities through integrated, sustainable mine action programmes. UNDP helps address the landmine problem from a long-term development perspective, creating the conditions for the resumption of normal economic activity, reconstruction, and development. As part of its national capacity support projects, UNDP has to date provided mine action management training to one senior and two middle level national mine action managers.

After receiving the recent formal request for assistance from the Jordanian Government, UNDP has decided to launch a formal mine action support project, which will provide more comprehensive technical and resource mobilization support to mine action in Jordan. UNDP will focus on a number of key areas, including the development of a sustainable mine action structure and a national mine action strategy that will support national development plans. The project will initially be for 18-month period. Thereafter, the project will be reviewed and a decision will be made as to the ongoing nature and timeframe of further UNDP support.

4. Intended Beneficiaries

The direct beneficiary of the project will be the National Committee for Demining and Rehabilitation (NCDR), which will benefit from the technical and management support of UNDP. NCDR has demonstrated the potential to develop into a mature and sustainable organization capable of planning, managing and implementing mine action activities in the country. UNDP will ensure that NCDR's capacity reaches a high level of maturity within the timeframe of this project and any follow up phases. Since the project is aimed at helping NCDR discharge its duties and responsibilities effectively, all mine-affected communities, landmine and UXO survivors, and the national Jordanian economy will benefit from the project.

A well-managed NCDR will also ensure that donor contributions are effectively utilized and that civil society will be given an opportunity to participate more actively in meeting the country's mine action challenges. This will facilitate a long-term partnership between NCDR, donors, and civil society organizations — a partnership that is crucial for the sustainability of mine action activities until the goal of a *mine impact free* Jordan is realized.

PART I. B: STRATEGY

This 18-month Technical Assistance Programme is in line with the priorities of UNDP's Country Cooperation Framework (CCF, 2003-2007) for Jordan, which supports poverty reduction by reducing vulnerabilities in mine-affected rural communities. The planned, integrated programme will have the following main objectives:

Within the UN system, the most important partners will be the Mine Action Team of UNDP's Bureau for Crisis Prevention and Recovery (BCPR), the United Nations Children's Fund (UNICEF), United Nations Mine Action Service (UNMAS) and the United Nations Office for Project Services (UNOPS). UNDP Amman's existing network of international donors and international organizations will be an integral component of the partnership strategy of this project, as it will provide critical support and resources to promote mine action efforts in Jordan.

PART II. RESULTS FRAMEWORK:

<p>Intended Outcome as indicated in the Strategic Results Framework: Increased opportunities for the poor to participate in development.</p>			
<p>Outcome indicators: National Committee for Demining and Rehabilitation (NCDR) able to effectively plan, manage, coordinate and monitor mine action operations at the local communities and mobilize resources.</p>			
<p>Partnerships: UNDP, UNOPS, NCDR, UNMAS, UNICEF, GICHD and the donor community.</p>			
Intended outputs:		Output Targets (Years)	Indicative Activities
a. Capacity Building:			Inputs
<p>a. 1. Upgrade the National Mine Action Strategic Plan in line with national development strategies and humanitarian requirements. Baseline: National mine action strategic plan was formulated in 2002 with some general operational guidelines have already been developed. Indicator: National strategy developed and approved in local language.</p>	By December 03	<ul style="list-style-type: none"> • Review of the current national development Plans • Review of the current humanitarian plans and activities • Coordination with the Ministry of Planning and other development actors • Coordination with Humanitarian organizations/institutions. • Development of the mine action strategic plan • Approval of the plan 	<ul style="list-style-type: none"> • UNDP Mine Action CTA • NCDR planning Unit • Support from the ministry of planning • Support from BCPR Mine Action Team • Cranfield University (Cranfield Mine Action) if financially feasible.
<p>a. 2. Development of National Mine Action Standards (NMAS) for Jordan based on</p>		Development of NMAS and its approval by the Feb 04.	<p>Budget: US\$ 20,000</p> <ul style="list-style-type: none"> • UNDP CTA • NCDR staff • Latest version of IMAS

<p>the principles and within the framework of the International Mine Action Standards (IMAS)</p> <p>Baseline: Army standards are being used.</p> <p>Indicator: NMAS completed and approved and all relevant personnel trained.</p>	<p>Training Workshops for relevant staff and organizations. Second quarter 04.</p>	<ul style="list-style-type: none"> • NCDR approval of the NMAS • Training of the mine action staff and relevant organizations on NMAS • Review of the SOPs to ensure compliance with the NMAS • Translation of necessary documents into/from /Arabic English. 	<ul style="list-style-type: none"> • Backstopping from UNDP MAT • Equipment • Potential support from other mine action programmes through UNDP MAX project. <p>Budget: US\$ 30,000</p>
<p>a.3. An effective Quality Assurance (QA) system based on the Total Quality Management (TQM) concept developed.</p> <p>Baseline: NCDR uses 6 steps Demining Procedures to reach 95% of clearance.</p> <p>Indicator: QA manual and structure completed and approved by NCDR.</p>	<p>The system is expected to be established and operational and necessary manuals developed by 3rd quarter 2004.</p>	<ul style="list-style-type: none"> • Incorporation of the QA system in the NMAS. • Developing relevant SOPs and manuals • Developing QA structure within NCDR/MAC • Staffing and training • Monitoring the performance of the QA personnel to ensure the performance meets the expected standards. 	<ul style="list-style-type: none"> • UNDP CTA • NCDR Technical Staff • Support through the UNDP Mine Action Exchange Programme <p>Budget: US\$ 20,000</p>
<p>a.4. Training Manuals updated to ensure all aspects of operations are covered and any changes in the procedures/drills are incorporated.</p> <p>Baseline: Training packages for major training functions available.</p> <p>Indicator: Training is</p>	<p>Mid 2004.</p>	<ul style="list-style-type: none"> • Review of the current training manuals and amendments made as necessary • Revision training conducted for the instructors. 	<ul style="list-style-type: none"> • CTA • NCDR Technical staff • School of Military Engineers <p>Budget: US\$ 20,000</p>

		<ul style="list-style-type: none"> • Deployment of operational assets • Conduct of QC checks • Cleared areas certified and returned to the communities • Data entry into IMSMA 	Budget: US\$ 20,000 *
c: Mine Victim Assistance			
C.1: Contact a rough assessment of mine victims situation and their needs and develop a victim assistance policy and strategy for Jordan.	3 rd Quarter 04	<ul style="list-style-type: none"> • Establish contacts with key actors. • Establish a working group for MVA. • Develop VA strategy • Focus on resource mobilization to meet the needs. 	<ul style="list-style-type: none"> • CTA • NCDR MVA focal point • World Rehabilitation Fund <p>Budget: US\$ 20,000</p>

* It only covers partial costs for MRE materials and demining operations, as the figure indicated above is limited to what is currently available. More funds will be needed to support mine action operations in the field.

PART III. MANAGEMENT ARRANGEMENTS

This project will be nationally executed and implemented by the National Committee for Demining and Rehabilitation (NCDR) by the UNDP Country Office. UNDP's National Execution (NEX)* rules and regulations will be applied in the execution and implementation of this project. The NCDR will be responsible for achieving the desired results outlined in the project through the effective management and use of resources provided through this project document. UNDP will provide an international expert who will serve as the Chief Technical Advisor (CTA) on mine action to NCDR. The CTA will be provided with a fully equipped office by the NCDR at its premises. UNOPS and other UN agencies will be called upon, if needed, to provide certain support and technical services to the project.

A. Role of the Parties:

NCDR as the executing agent for the project will be primarily responsible for the planning and overall management of programme activities, reporting, accounting, monitoring and evaluation of programme, for supervision of the cooperating/implementing agents and for the management and audit of the use of the resources provided through this project document.

The Ministry of Planning will support NCDR coordinate programme activities with other development partners, promote and facilitate resource mobilization.

The Cooperating Agency, will be responsible for the provision of certain services, that will have to be clearly identified, in accordance with the programme objectives and work plan and as spelled out in a LOA signed between the two sides. The cooperating agency will be accountable to NCDR and UNDP for the quality, timeliness and effectiveness of the services it provides and the activities it carries out. Cooperating agencies may include:

1. United Nations Office for project Services (UNOPS),
2. United Nations Children Fund (UNICEF),
3. Local and International NGOs

UNDP will ensure appropriate project appraisal and capacity assessment, coordinate auditing process, monitor and evaluate the project to ensure financial and substantive oversight of the project. In addition to the technical advice and capacity building support to NCDR will play a key role in donor coordination and resource mobilization activities. UNDP Mine Action Team /BCPR will provide technical backstopping and other technical support to the project when required. Furthermore, UNDP CO will also, upon the request of NCDR, provide support for certain services. These may include the recruitment of national staff, procurement of certain equipment, etc.

* National execution is a cooperative and operational arrangement whereby a Government institution assumes overall responsibility and assumption of accountability, for the formulation, management by the country programme of UNDP-supported projects.

B. Sub-contracting agencies

The NCDR with full consultation with UNDP may contract local qualified institutions to carry out specific activities of the project, if needed. UNDP and the NCDR shall work together to assess the capacity of such entities and decide on their selection. Services that are expected to be provided by the contractor must be specified in a Letter of Agreement between the Government and the selected institution.

C. Project Steering Committee

The Project Steering Committee will function as an oversight Advisory body to NCDR that provides insight and advice to NCDR to ensure that activities are on track and results are achieved in accordance with the project work plan. Additionally, the Committee will review the project work plan and make policy advice and recommendations to improve project implementation.

The Committee will be convened at the launch of the project and subsequently twice a year. It will be chaired by the Chairman of the NCDR and composed of the following members:

- Chairman of NCDR
- A representative of Ministry of Planning
- A representative from the Royal Engineers Corps
- A representative of UNDP
- The CTA
- National Programme Director
- NCDR Secretary (Reporter)

E. Monitoring and Evaluation

The project will be subject to the standard UNDP review, monitoring and evaluation guidelines. Monitoring and evaluation will focus on outputs and their contribution (together with partnership efforts) toward the intended outcome. Information from monitoring will provide the basis for making decisions and taking action. The right mix of monitoring tools will be used including:

a. Reporting

The Chief Technical Advisor (CTA) and the Secretary of NCDR will prepare and submit to UNDP and the NCDR Annual Project Report (APR), quarterly progress reports to assess progress against the work plan and output targets. The quarterly progress reports will be submitted together with request for advance funding of the activities for the next quarter. The finance department of NCDR will be responsible to submit timely Financial Report (FR), Combine Delivery Report (CDR) and Annual Inventory List to UNDP office as per the deadline established in UNDP Programme Manual. Additional reports may be provided as requested, if necessary, during the project.

b. *Audit*

As per UNDP audit requirements, the project will be subject to NEX audit once a year to ensure compliance with rules and policies under NEX and to satisfy UNDP and Government responsibilities for transparency and accountability.

PART IV. Legal Context

This Programme 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. The Government Implementing Agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government Cooperating Agency described in that agreement. The UNDP National Execution (NEX) Guidelines should be adhered to.

Risks:

The programme activities may be discontinued or seriously affected if one of the following takes place:

- Lack of funding.
- Security constraints
- Failure of NCDR to successfully use NEX modality in effectively executing the programme.

PART V. Budget:

The project's costs will be funded from UNDP's own resources (US\$ 100,000) allocated for Demining activities and from the Mine Action Trust Fund (US\$ 50,000 of which 5% is deducted for Cost Recovery).

Project Number: JOR/03/003/A/07/99
JOR/03/M02/A/NC/99

Project Title: **Support to the National Committee for Demining and Rehabilitation in Jordan**

Executing Agency: **National Execution - National Committee for Demining and Rehabilitation**

Estimated Start Date: **August 2003**

Estimated End Date: **December 2004**

Duration: **Seventeen Months**

Project Site: **National Committee for Demining and Rehabilitation - Amman**

Classification Information

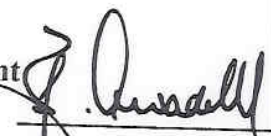
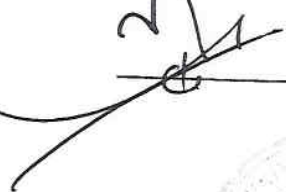
DCAS Sector: Development Administration
ACC Sector: General Development Issues
ACC Sub-Sector: Public Administration and Management
Primary Area of Focus: Promoting Sound Governance
Sub Primary Area: Reform of the Public Sector
Primary Target Beneficiaries: Target organizations
Sub Group: Government
Sub Target Beneficiaries: Inter-Governmental Organizations.

Tentative UNDP and Cost-Sharing inputs:

UNDP/ TRAC 1.3:
US \$ 100,000

UNDP/ Trust Fund:
US \$ 50,000

Total Project: US\$ 150,000

On behalf of:	Signature	Date	Name/Title
The Government of Jordan		18-8-2003	H.E. Dr. Bassem Awadallah Minister of Planning
UNDP		18/8/03	Mrs. Christine McNab UNDP Resident Representative

