

Jordan: National Programme for Rangeland Rehabilitation and Development

Item	Assessment Remarks	Rating
Country	Jordan - National Programme for Rangeland Rehabilitation and Development	
Loan Number	468-JO	
ID Number	1071	
Board Date	December 1997	
Effectiveness Date	September 1998	
Original Closing Date		
Final Closing Date	31 December 2005	
Total Project Cost USD(M)	USD 9.05 million	
IFAD loan USD (M)	SDR 2.9 million, 4.05 from IFAD	
Cofinanciers (if any)	USD 3.3 million (36.0%) from an unidentified co-financier	
Implementing Agency	Ministry of Agriculture (MoA)	
Principal Components	(a) participatory planning process; (b) information and environmental awareness, which incorporates main aspects of pastoral resources information monitoring and evaluation; (c) implementation of rangeland management plans in pilot sites; and, (d) Programme management.	
Project Performance		
Design	Comprehensive design, strategy well-conceived to meet objectives. The Programme documents considered that the target group was the estimated 12,242 livestock owning families living on and deriving their income from the rangelands, but there was no mention of the specific target group. The PCR has estimated that around 7,200 people, or 9% of the families owning livestock in the Badia. Of these: 40.6% are considered to be the poorest, owning less than 100 head of livestock and 22.5% are considered poor. Programme design did not include women specific activities, but rather targeted livestock owning households. Strategy was based on the lessons learned in previous IFAD interventions in Jordan and similar areas of rangelands (Morocco).	5
Implementation	More flexibility could have resulted in better targeting of harmonious groups and selection of sites with greater potential for rehabilitation and development. Participatory planning process were adopted. Implementation improved considerably with the reformulation of the Programme in 2002 and changes in the institutional setup of the project management unit/ PMU, a greater role by the district development assemblies/ DDAs and a clearer vision of the participatory process.	5
Relevance	The approach to rangeland development was regarded as appropriate to the context: the physical demarcation of plots contributed to the sense of ownership by the groups and allowed for effective livestock control. The technical package was found to be relevant to the environmental conditions. With respect to the institutional relevance, the Programme demonstrated the importance of establishing a central organisation within MOA department to manage, coordinate and monitor implementation activities and outcomes.	5
Effectiveness	The Programme achieved the expected outputs and outcomes, although the achievements under the Implementation of Rangeland Management Plans were reached in the last two years of the Programme. Performance could have been improved in particular through the participatory process, if there had been an incentive scheme to encourage the beneficiaries' involvement in what can be considered as an environmental programme.	5
Efficiency	Programme was implemented under complex social and environmental conditions, and had challenging objectives in terms of introducing participatory processes on public lands without fiscal incentives to the Target Group. Out of the funds disbursed by IFAD, around JOD 1,400,000 or 74% were spent on rangeland rehabilitation and development which directly benefited the Target Group. Although relatively expensive in terms of the intrinsic value of rangelands, the PCR believes that planting shrubs of palatable hardy perennial native species is relevant to the re-establishment of mother plants on degraded rangelands, and for environmental conservation. Overall implementation performance was slow in the first three years due to a number of reasons. For example, there were initial problems with the Target Group at the Menshiet Al Ghieth pilot site (Al Hamad) because of the top-down approach taken by the PMU. Also, there were continuing problems at the Mreigha pilot site (Ma'an Governorate) due to conflicting views between groups (sedentary and transhumant), which led to the site being abandoned. This effectively resulted in a four year delay in providing benefits to the responsive Target Group. The project seems to be satisfactory when compared with other IFAD projects in the Near East and North Africa portfolio. Based on broad parameters given by beneficiaries on their expected benefits in terms of improvement in productivity, the Internal Rate of Return (IRR) on the rangeland investments over 20 years without residual values is estimated at about 12.4%.	4

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Partner Performance		
IFAD	IFAD fielded recurrent technical backstopping missions which identified constraints and thus it was able to clarify technical aspects and to improve project's rate of implementation. Institutional issues may have resulted in a degree of inflexibility through adapting methodology based on experience in Morocco and Syria, under different socio-political conditions, to the practical situation in the field as the Programme evolved.	5
Cooperating Institution	The PCR has estimated that AFESD's financial administration was satisfactory, although supervision was weak in addressing the physical aspects of the implementation progress and in providing assistance to resolve technical problems.	4
Government	A comprehensive Programme MIS was established, founded on the logframe and detailed quantitative information on the physical achievements of Programme interventions. The Programme design overestimated the capacity of DDAs to deliver the services intended of them. The performance of the existing staff was satisfactory. However, there is still a lack of technical capacity. Financial control was in general satisfactory.	5
NGO/Other	NGOs were involved in spreading the Programme participatory process. The Jordanian Fund for Human Resource Development (JOHUD) was involved in the initial training but had limited outreach. Subsequently CARE conducted further training including the conduct of study tours to Syria, and also produced a handbook on participatory approach to assist with implementation. The performance of CARE was in general satisfactory.	5
Cofinancier(s)	Unidentified.	NR
Combined Partner Performance		5
Rural Poverty Impact		
Physical Assets	Progress with physical infrastructure for rangeland rehabilitation and development was satisfactory. Physical outputs included seeds, construction of hafirs and cisterns, tree basins, water spreading structures, milk processing plant design and installation.	5
Financial Assets	At least three of the Range Management Associations are now investing their own funds and Government grants in initiatives such as infrastructure, in order to enhance the incomes of their members (for example, the intensive livestock facility at Shreif). Future income gains are expected based on agriculture productivity.	4
Food Security	Not discussed.	NR
Environment	The positive impacts have encompassed rangeland rehabilitation using methods which will enhance and protect the native flora, and through participatory processes which should ensure that the persistence of the outcomes. Phased rangeland resting for rangeland rehabilitation to improve natural fodder species recovery; complimented with planting native fodder shrubs to re-establish mother plants, and re-seeding of shrubs and perennial grasses to improve better quality lands. Plans assured that stocking rates are matched to the sustainable productive capacity of the rangelands, in particular under arid zone conditions. Excluding livestock from direct access these water points provides a high degree of essentially voluntary regulation of the resource by range users and helps to assure that there is not environmental degradation around the facility. The structures are site and land slope specific. Use of gully plugs to reduce erosion on steep slope ephemeral water courses. PRIME has collected and collated most available natural resources, environmental, land capability and land use environmental reports, maps and other information related to Jordan. It has also coordinated socio-economic, natural resource and land tenure studies, and guidelines for monitoring and evaluating the rangeland resource.	6
Human Assets	Several capacity building activities in participatory planning processes and training at all levels, training in rangeland management, milk/dairy. No other education, health, etc. activities. Programme intervention has had a positive impact on household vulnerability and risk.	4
Soc. Cap. & Emp.	There are 4 Rangeland Management Associations incorporated as cooperatives under Jordanian Law to gain benefits and access to income generating investment. They are using the pilot sites at Menshiat El Gheith and Rokban (Al Hamad) and the Shreif (Karak) pilot site and the Hussayniah and Hashimiyah (Ma'an) and involve 823 beneficiary households. There is also an informal Rangeland Management Group operating their pilot site at Touana (Tafila) which has not been formalized to date due to a lack of consensus between the leaders of the two sub-groups involved. Participatory approach to rangeland rehabilitation focused on groups to enhance their collective capacity to manage their own affairs in collaboration with Government authority. The group concept was based on leadership by their Sheikhs which did not by implication mean that the poorest would be vocal. Impact has been positive (despite some conflict) in terms of empowerment and capacity to express views, negotiation with authority and influence results.	5
Ag. Productivity	Training activities geared towards livestock and dairy production. During the implementation period 450,000 du were de-stocked, and 1,350 t of barley were provided as compensation for specific areas of the pilot sites in the last two years of intervention. An area of 31,600 du was seeded on the pilot sites. This did not include land that was unsuitable for tractor operations. Rangeland rehabilitation and development is a long-term investment and it takes time to gain	5

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	benefits. Expected livestock carrying capacity will increase at least twofold and the time of grazing will be extended, thus alleviating the need to purchase stock feeds. There are estimates that adequate surplus forage will become available to establish intensive livestock enterprise; which in turn will provide milk on a continuous basis to their dairy products processing facility.	
Inst. & Serv.	TA Pastoral Resource Information and Monitoring and Evaluation Unit (PRIME) has been created in the Rangeland Directorate of MOA, but it still lacks some capacity to monitor the condition of the rangelands on a regular basis. It has been well placed to be the focal point to influence policy on the rangelands in general in Jordan PRIME, and to take a regulatory role on their rational use and conservation. Policies formulated for long-term usufruct rights to demarcated rangelands by pastoralist groups under rent and leasehold modalities, are not yet in effect.	NR
Markets	Not applicable	NA
Project Impact	Considerable impacts in what the project set out to do. Unclear regarding poverty impact but project was designed for natural resource management and environment with community participation--here it was successful	5
Overarching Factors		
Innovation	Not discussed.	NR
Replicability and Scaling-up	The majority of the beneficiaries and in particular the leaders are committed to the maintenance of their pilot sites. This is supported by the institution of range guards who undertake a regulatory role with respect to the time and duration of grazing. The mechanisms now in place are replicable on the larger scale, as originally envisaged in the overall Programme goal.	6
Innovation, Replicability and Scaling-up		5
Sustainability and Ownership	There is a high probability of continued positive sustained impacts on rangelands as a result of the Programme's intervention. On the pilot sites, there are sustainable local institutions, which are demonstrating reasonable capacity to manage their own affairs but still need support in elucidating their rangeland management plans. However, although a sense of ownership of the pilot sites has been established under law in particular with the Rangelands Management Associations, there is a concern that the local institutions may still not build on the pilot areas rehabilitated under the Programme, unless additional external financial assistance is forthcoming. There have established to a satisfactory degree Forage shrubs that are well adapted to the environment where have been planted. With respect to stock water points, their sustainability will depend on their continued good management.	5
Targeting	Programme design was silent on the specific target group, taking into consideration that it was intended as a pilot exercise. The target universe consisted in 12 242 livestock owning families in Badia, deriving their income from the rangelands. Approximately 7 200 people benefited from project initiatives. It was difficult to assess the outreach of Programme intervention to the poorest, as targeting was based on a global groups' approach. It was however estimated that 40% of beneficiaries are poorest, owning less than 100 heads of livestock and 22% are poor. These represent IFAD target groups and government priority areas. Programme design did not include women specific activities but rather targeted livestock owning households.	4
Gender	Programme design did not include women specific activities. However, the role of women was taken into consideration during Programme implementation, although on a small scale. Women have gained major benefits through the introduction of the dairy products processing facilities. At Hashimiyah and Hussayniah and Shreif these facilities are owned by the Rangeland Management Associations and provide employment to women members. At Rokban and Menshiat El Ghieth, the facility is owned and operated by the Ruished Women's Association.	5
Overall Performance	Difficult to assess outreach to the poorest, as targeting was based on a global groups' approach. Overall it seems that the Programme has had a positive impact on the Target Group and the environment. Programme design adequately identified the poverty dimensions and causes of poverty associated with degradation of the rangeland with resulting low livestock productivity.	5
PCR Quality		
Scope	Comprehensive but did not cover or even mention food security or human assets.	4
Quality	Well written, easy to find all the relevant information.	5
Lessons	Useful and cover all aspects from design through implementation.	5