

## 6.5 Local Governance and Institutional Strengthening

Since its outset in 1994, the PNA, particularly the MoLG, has developed the local administration of the PNA toward a modern and decentralized governance system. The major achievements during the past decade include the enactment of the Local Government Law in 1997 and the staged implementation of local legislature elections from 2004 to 2005. However, local governance in the West Bank still remains weak and needs to be further strengthened in order to play a pivotal role in enhancing socioeconomic development in the Jordan Rift Valley area. Indeed, strengthening of local governance is at the center of the Integrated Jericho Regional Development Plan and essential for its successful implementation.

### 6.5.1 Current Situation and Issues to be Addressed

#### (1) Institutions and Organizations

##### *Local Government Units (LGUs)*

Local administration in the PNA consists of a large number of LGUs.<sup>1</sup> The LGUs have increased more than three times since 1994. As of January 2005, there were 483 LGUs, of which 121 are categorized as municipalities, 241 as village councils, and 121 as project committees.<sup>2</sup> The following table summarizes the number of LGUs by district and type.

**Table 6.5.1 LGUs by District and Type**

Governorate / District	Municipality	Village Council	Project Committee	Total
<b>Jericho</b>	<b>3</b>	<b>5</b>	<b>1</b>	<b>9</b>
<b>Tubas</b>	<b>3</b>	<b>5</b>	<b>7</b>	<b>15</b>
Jerusalem	9 <sup>(a)</sup>	18	1	28
Ramallah	16	50	1	67
Bethlehem	10	20	8	38
Hebron	17	22	40	79
Nablus	9	49	1	59
Tulkarem	11	18	4	33
Jenin	12	26	39	77
Salfit	9	10	-	19
Qalqilia	5	10	19	34
Gaza Strip	17	8	-	25
<b>Total</b>	<b>121</b>	<b>241</b>	<b>121</b>	<b>483</b>

Note: <sup>(a)</sup> Local councils

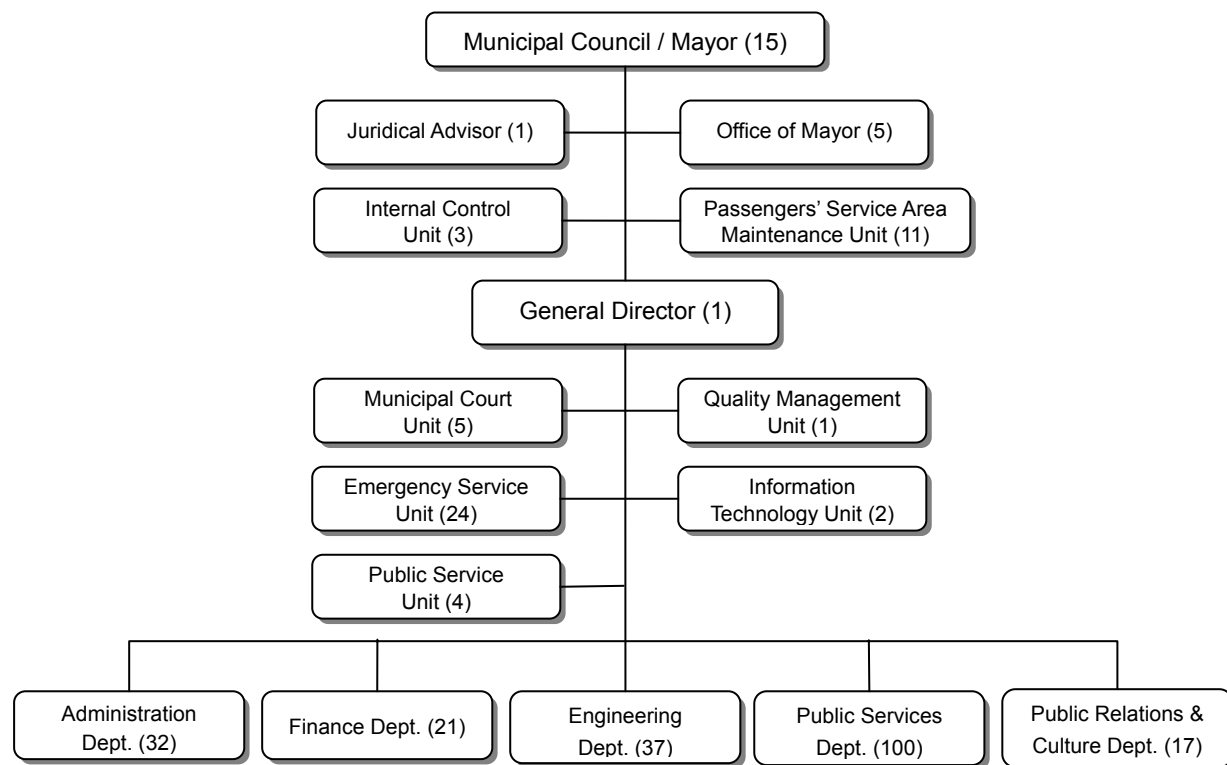
Source: MoLG

In the Jordan Rift Valley area (Jericho governorate and Tubas district), as shown in Table 6.5.1, there are six municipalities, ten village councils, and eight project committees. Size and history significantly vary among these LGUs. Administrative centers such as Jericho and Tubas municipalities have histories of

<sup>1</sup> The West Bank and Gaza and divided into 16 districts, 14 of which are governorates while Salfit and Tubas remain as districts.

<sup>2</sup> MoLG categorizes LGUs as follows: municipality = locality with population over 5,000; village council = locality with population under 5,000; and, project committee = very small community.

more than 50 years and their populations are over 15,000. These LGUs have reasonably well-established organizational structures and adequate staff (see the figure below for the example of Jericho municipality).



Note: Figures in parentheses indicate the number of staff in each department.  
Source: Jericho Municipality

**Figure 6.5.1 Organization Structure of Jericho Municipality**

On the contrary, the majority of other LGUs was established after 1994 and their populations are below 5,000. These newer and smaller LGUs tend to lack administrative and financial capacities and cannot fulfill the designated functions.

The Local Government Law provides a statutory framework for the functioning of the local administration in the PNA. It stipulates roles and responsibilities of LGUs, the relationship between the MoLG and LGUs, staff regulations, and finance. Article 15 of the Local Government Law specifies the functions to be carried out by LGUs.

**Table 6.5.2 Stipulated Functions of LGUs**

- Town planning and road construction	- Public transportation (land and sea)
- Building and construction licensing	- Control of peddlers and open markets
- Water supply	- Weights and measures control
- Electricity supply	- Advertisement control
- Sewage management	- Building demolition
- Public markets management	- Sales of closed roads
- Licensing of trades and businesses	- Control of beggars
- Collection and disposal of solid waste	- Cemeteries
- Public health management	- Hotel operations and control
- Public entertainment control	- Pack-animals
- Public parks	- Dogs
- Precautions against flood, blazes, natural disasters, and others	- Budget and personnel
- Cultural and sport activities	- Management of LGU assets
	- Other functions

Source: MoLG

The Local Government Law obliges the LGU, regardless of its type, to undertake all of the above functions. However, in reality, some functions are not carried out in small LGU, because of their limited administrative capacity. Commonly performed functions are limited to only internal road construction, building and construction licensing, water supply, sewerage management, and solid waste collection, as well as budget and human resources management.

*Relationship between MoLG and LGUs*

Despite the MoLG’s proclaimed policy of promoting decentralization, the Local Government Law implies that the LGUs are to act under a strict regime of supervisory control by MoLG. Indeed, Article 2 appears to grant MoLG almost limitless control over the LGUs. Many LGUs in the Jordan Rift Valley area complain that there are excessive MoLG controls over LGUs in planning of public projects, budgets, and other legal, administrative and financial matters. However, some argue that proper monitoring and guidance over administrative performance of the LGUs are not actually conducted well because of the lack of proper structures and competent staff at MoLG.

*Joint Councils for Services, Planning and Development (JCspds)*

In rural areas, where a large number of village councils and project committees have only small and dispersed populations, MoLG has encouraged and promoted the creation of Joint Councils for services, planning and development (JCspds) as a means of extending some public services to these mostly deprived localities, in which per capita costs of service delivery are relatively high.<sup>3</sup> As of April 2005, there existed 86 JCspds. Among them, 48 are categorized as “multi-purpose” councils that provide more than one type of service, while 38 are “single-purpose” councils that provide a specific service such as solid waste collection and sewage disposal. The most common service is by far solid waste collection.

<sup>3</sup> The section 15(c) of the Local Government Law provides the legal status of the JCspd. MoLG also enacted a bylaw on JCspds, which was further amended in 2003.

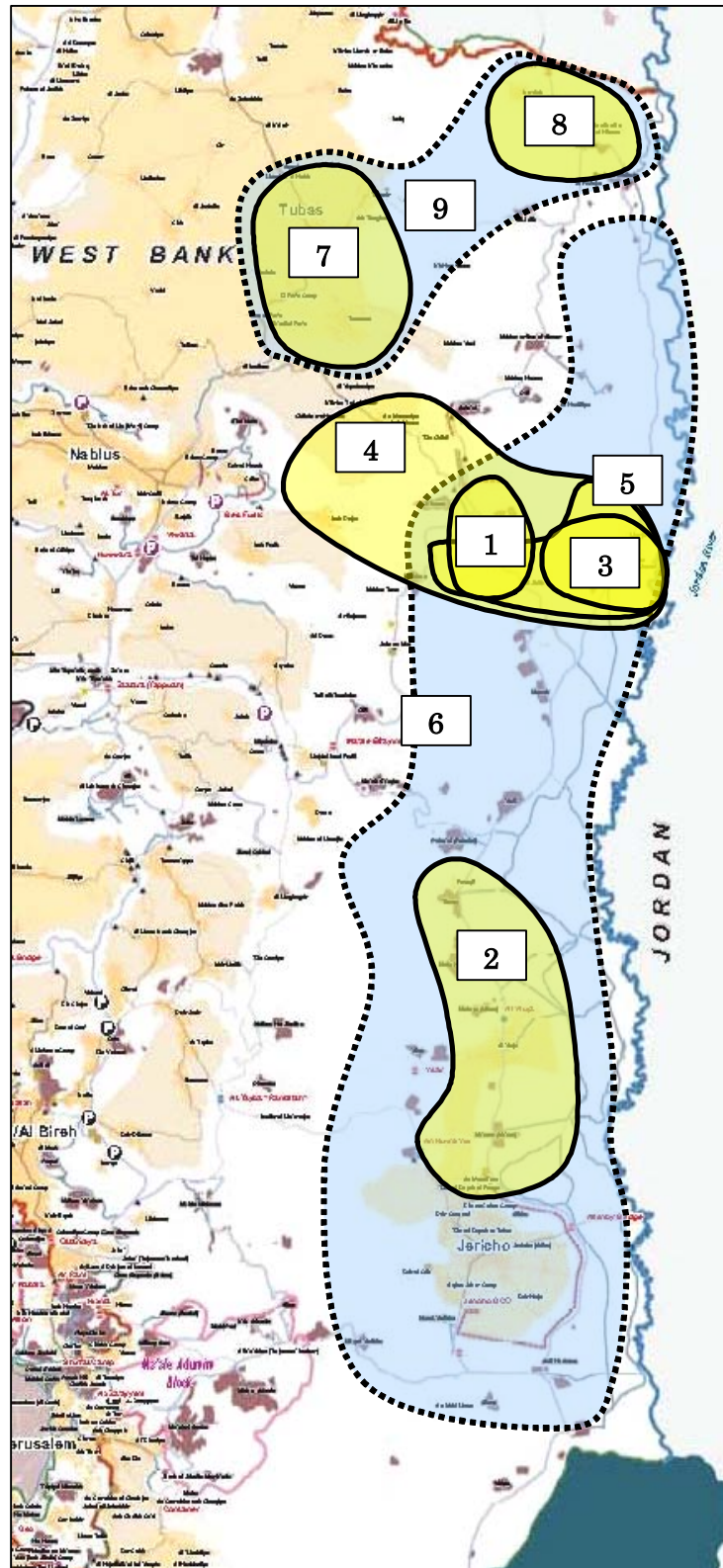
However, even with the sound rationale to be established, the vast majority of JCspds (except for a few successful cases intensively supported by donors) do not have sufficient administrative or financial capacities to effectively work as part of the local governance system. Currently, MoLG seeks to restructure JCspds by categorizing them into four groups and undertaking specific policies for each category. These categories are: (i) JCspds that are expected to lead to mergers of member LGUs into larger municipalities; (ii) regional JCspds providing multiple services; (iii) JCspds providing a single service; and, (iv) JCspds to be canceled. MoLG intends to cancel about one-third of the existing JCspds.

**Table 6.5.3 JCspds in Jordan Rift Valley Area**

No.	Name	No. of LGUs	Population
<b>Jericho Governorate</b>			
1.	Joint Service Council/Al-Muroj Area	3	2,558
2.	Joint Service Council/South Rift Area	3	7,075
3.	Joint Service Council/Al-Jiftlik Al Fosh Area	2	4,520
4.	Joint Service Council for Planning and Development – Middle Rift Valley Area	9	13,269
5.	Joint Service Council for Planning and Development – North Rift Valley Area	4	6,463
6.	Joint Service Council for Solid Waste Management – Jericho and Jordan Rift Valley	16	42,268
<b>Tubas District</b>			
7.	Joint Service Council/Tubas Area	10	39,078
8.	Joint Service Council/Northern Rift	3	2,901
9.	Joint Service Council for Solid Waste/Tubas Area	9	22,704

Source: MoLG

The above table summarizes JCspds in the Jordan Rift Valley area (as of December 2005), and the figure 6.5.2 shows their locations. As clearly indicated in the figure, the placement of JCspds is fairly disorganized. Furthermore, most JCspds have only a few staff, and some of them are not even paid employees. The service provision does not operate on a cost recovery basis, and it is therefore subsidized by member LGUs.



Note: (a) Numbers in the Figure correspond to those in the Table 6.5.3; (b) Area surrounded by a continuous line = service coverage of a multi-service JCspd; and, (c) Area surrounded by a broken line=service coverage of a single-service JCspd.

Source: JICA Study Team

**Figure 6.5.2 JCspds in the Jordan Rift Valley Area**

## (2) Human Resources

*Staffing*

Human resources available for local governance are insufficient either in quantitative or qualitative terms. In particular, many new and small LGUs suffer from a shortage of personnel and a lack of specialized knowledge and skills among elected legislature members and staff. The number of employees varies significantly among LGUs in the Jordan Rift Valley area (see the following table). Ratios of employees to population range from 1:75 to 1:720. While Jericho, the oldest LGU in the area, appears to be overstaffed, smaller LGUs such as Al 'Auja and 'Aqqaba clearly have a shortage of personnel to carry out the required tasks.

**Table 6.5.4 Human Resources in Selected LGUs in Jordan Rift Valley Area**

Governorate / District	Local Authority	No. of Personnel	Ratio to Population
Jericho	Jericho	279	70.9
Jericho	Al 'Auja	7	720.6
Tubas	Tubas	58	260.4
Tubas	Tammun	22	445.6
Tubas	'Aqqaba	14	362.2

Source: JICA Study Team

Even in well-established LGUs, the quality of personnel is insufficient. In many cases, employees with specialized knowledge in law, finance, accounting, and engineering are not available in adequate numbers.

*Human Resources Policy*

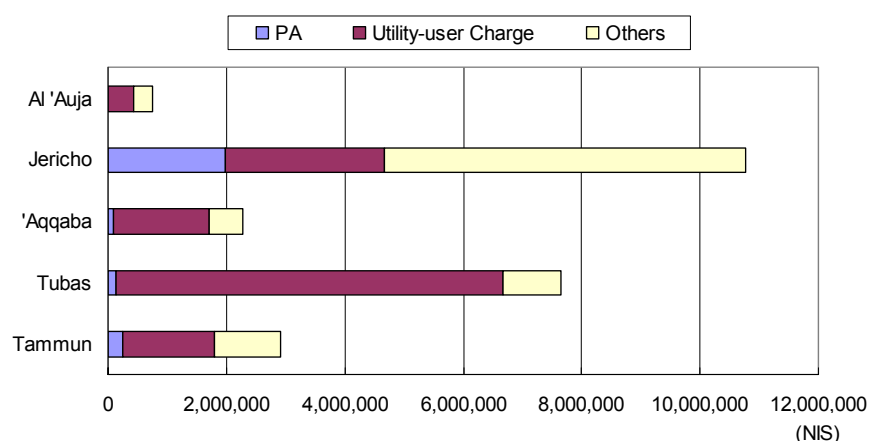
There is no national policy for human resources management of local governance. In LGUs, employment, deployment, promotion, and other important human resources decisions are not made in a clear, written procedure. As a result, LGUs are not always effective in allocating qualified persons for appropriate positions. Moreover, in most LGUs, organizational charts as well as job descriptions for key positions are unavailable. Indeed, among the LGUs in the Jordan Rift Valley area, Jericho is the only LGU fully equipped with them. Demarcations of tasks are not clear, and there are often confusions over which department/personnel should be responsible for what.

## (3) Finance

*Local Government Revenue and Expenditure*Revenue

In the revenues of Palestinian LGUs, non-tax revenues (i.e. utility-user charges, building license fees, and other local fees) represent a much higher share than tax revenues. In 1999, according to UNDP, non-tax revenues reached as much as 83% while tax revenues were only 12%. In the selected LGUs of the

Jordan Rift Valley area, incomes from the PNA (i.e. property tax and professional licenses), which usually are most of non-tax revenues, are limited to 0 to 18% of the total (see the figure below). Thus, local government finance largely depends on non-tax revenues. Except for in Jericho, utility-user charges (e.g., water supply, electricity, and waste collection) constitute the largest single item of revenues, ranging from 50 to 90% of total revenues. However, because of the rapid economic decline since the Second Intifada, collection rates have been low. For example, in the Jericho city, estimated collection rate of water service fees in 2005 was merely 47%.



Sources: LGUs (Al 'Auja, Jericho, 'Aqqaba, Tubas, Tammun)

**Figure 6.5.3 Local Government Revenues by Source**

Expenditure

As mentioned earlier, the Local Government Law, Article 15, stipulates that LGUs shall be responsible for a large number of administrative issues. However, the current level of LGU expenditures remains fairly low. The table below indicates that local government expenditures in 2001 averaged 3.0% of GDP, which is significantly lower than in high-income OECD countries as well as samples of developing countries.

**Table 6.5.5 Level of Local Government Expenditures (2001)**

Items	Million US\$	%
GDP	3,200	100.0
Government Current Expenditures	935	29.2
Central Government Current Expenditures	840	26.2
Local Government Current Expenditures	95	3.0
Ref. – Local Government Expenditure as % of GDP		
High-income OECD Countries		12.7
Developing Countries		4.6

Source: UNDP

*Local Fiscal Management*

Although local fiscal management capacity is crucial to sustainable decentralization, no fiscal

management system has yet been well established. In particular, budgeting and accounting systems are weak and need to be addressed immediately.

There is no practice of comprehensive budgeting in many small and new LGUs, though some point out that it has improved dramatically through the implementation of the Emergency Municipal Services Rehabilitation Project (EMSRP).<sup>4</sup> Revenue and expenditure items are not standardized across the LGUs, and they are often inconsistent with accounting codes in the charter of accounts. Moreover, budget allocations are decided based on incrementalism and do not reflect cost performance.

Accounting practices are not standardized, and cash-basis accounting is common. There have been several efforts, including donor-supported projects, to switch from cash-basis to modern accrual accounting, but the progress has been slow.

### 6.5.2 Strategies and Directions for Development<sup>5</sup>

Local governance in the West Bank as well as in the Jordan Rift Valley area is, thus, not sufficiently modernized nor decentralized yet. To transform it into a more democratic local governance that would positively support the enhancement of human security, the PNA would need to actively intervene in the following areas.

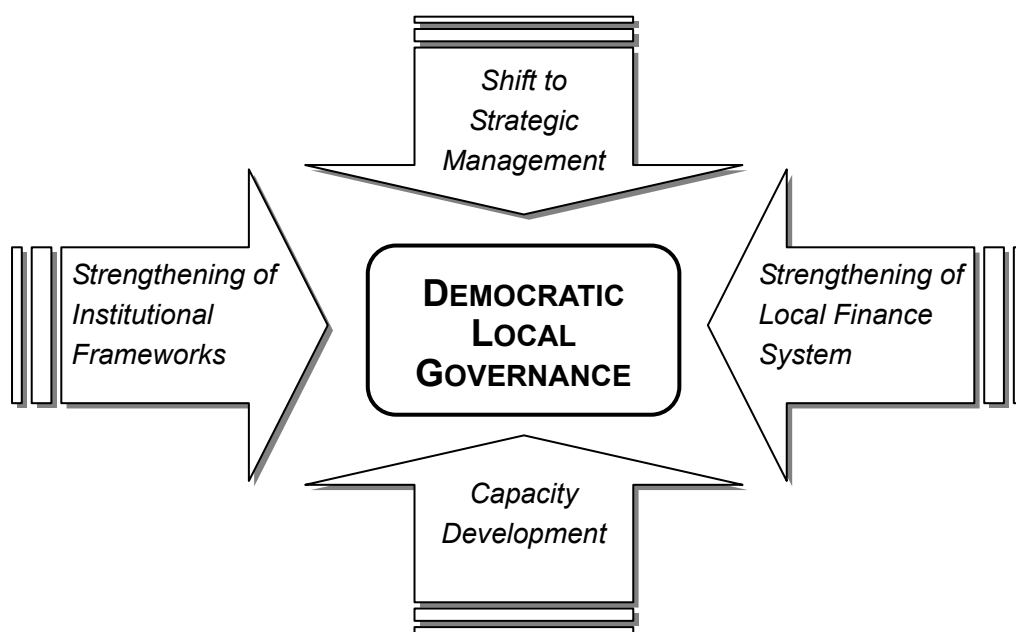


Figure 6.5.4 Strategies in Local Governance

<sup>4</sup> Funded by the World Bank, EMSRP (total cost: US\$ 70 million) comprises three components: (i) municipal emergency program assistance; (ii) municipal fund design and management; and, (iii) technical assistance and capacity building. In allocating funds to LGUs, the project employs a degree of performance criteria including submission of annual budgets. This has resulted in a dramatic increase in budget submission rates from 20 to 92 percent.

<sup>5</sup> In formulating strategies, the JICA Study Team fully referred to the “Diagnostic Report” and “Reform Action Plan for the Palestinian Local Government System,” which were prepared by UNDP in collaboration with MoLG (funded by the Government of Japan). These two reports are products of the Reform Support Group on Local Government (RSGLG) under then Local Aid Coordination Committee (LACC).



## (1) Strengthening of Institutional Frameworks

*Strengthening of Legal Framework (Revision of Local Government Law)*

MoLG should better revise the Local Government Law to promote decentralization in local administration and empower LGUs to have a legal basis to execute the things that have already been assigned for them to implement. It also has to reassign the roles and responsibilities in local administration among MoLG, LGUs, and JCspds to promote decentralization.

*Strengthening of LGUs / Acceleration of merger of small LGUs*

MoLG should accelerate its effort to merge small LGUs in a given area to create a stronger administrative organization with sufficient administrative and financial capacity to undertake required functions. In promoting these mergers, there should be careful consideration given to geographical distances between LGUs as well as social relationships for smooth transitions.

Meanwhile, LGUs should also clarify roles and responsibilities of each unit, as there appears to be a degree of confusion about departmental/personnel tasks in many LGUs. The LGU should also issue job descriptions for key positions. Additionally, MoLG should prepare manuals for LGUs to standardize and streamline work procedures in general administration, planning, finance management, human resources management, archive systems, procurement, and project cycle management.

*Strengthening of JCspds*

Along with the strengthening of LGUs, MoLG should also clarify the roles and responsibilities of JCspds. Given that the current capacities of JCspds are extremely limited, it is not realistic to attempt to have them deliver a wide range of services. Instead, JCspds would focus on the limited number of specific services that are not well delivered by a single LGU (e.g. solid waste collection).

At the same time, MoLG should focus on strengthening of organizational capacity of JCspds. JCspds can be effective solutions to complement LGUs. Most of them, however, remain ineffective organizations. While determining the roles and responsibilities of JCspds as mentioned above, MoLG should support them to develop organizations and provide necessary facilities and equipment. In formulating visions and strategies for JCspds and clarifying their roles and responsibilities, the project should pay much attention to strengthening its legal and financial bases.<sup>6</sup>

## (2) Shift to Strategic Management

Local governance in the West Bank, including that of the Jordan Rift Valley area, should shift to employ a strategic management approach in developing its systems and structures. Specifically, the JICA Study Team would propose to focus on: (i) formulation of local level strategic development plans; (ii)

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<sup>6</sup> Given the limited administrative capacities of JCspds, it might be worth while to consider establishing a lease scheme that enables JCspds to lease collection vehicles to private partners for operations. The scheme also benefits JCspds financially as they can receive certain lease fees from those private partners.

introduction of monitoring and evaluation systems (linked with performance-based program budgets); and, (iii) strengthening of relationships with private and community organizations.

*Formulation of Local Level Strategic Development Plan*

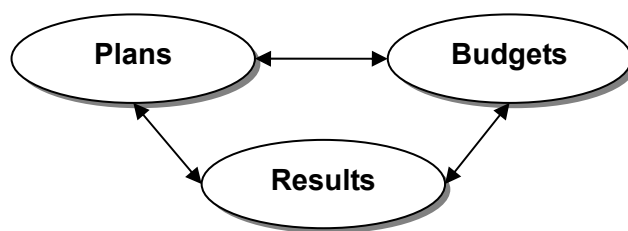
In line with the MTDP and the regional development master plan, each LGU is supposed to formulate its own mid-term development plan for the next three years (2006-08). The plans are to include future visions, land use, infrastructure development, industrial promotion, social services, and poverty reduction. As some LGU officials mention, political uncertainty can jeopardize the rationale of having a mid-term plan. However, it can still work to identify issues to be addressed, set priorities among them, and make efficient use of limited resources to tackle them. It would serve as the basis for a Community Development Plan and/or Community Empowerment Program (CEP) as discussed in Chapter 7. The planning unit is to be a LGU; however, in case of a village council with population under 1,000 having only a project committee, it is better to form a larger planning unit by combining neighboring LGUs.

The process of formulating the plans should be highly participatory, as it can work as a device to strengthen the relationships between the LGUs and stakeholders, especially those in the community sector. Also, the planning process should be carefully guided so as not to be driven by personal interests of particular individuals or groups.

In coordination with the Ministry of Planning (MoP), MoLG should play an advisory role in providing technical supervision to help the LGUs complete the plans that lay out local level activities based on the MTDP and the regional development master plan. The on-going Municipal Development Project (MDP), implemented by the German Agency for Technical Cooperation (GTZ), includes a component aiming at capacity building in development planning for targeted municipalities through formulating strategic plans. In formulating local level strategic development plans in the Jordan Rift Valley area, the experience of MDP would be well reflected.

*Introduction of Monitoring and Evaluation Systems*

Local administration should install monitoring and evaluation systems. In this way, together with the introduction of performance-based program budgets, the LGU can install a systematic linkage between planning, budgets, and results (see the figure to the right).



**Figure 6.5.5 Linkage between Plans, Budgets, and Results**

*Strengthening of the Relationship with Private and Community Sectors*

The LGU should restructure its organization to strengthen the relationship with external partners in private and community organizations and work effectively with them. As the current service delivery performance of LGUs does not necessarily satisfy the expectation of local residents, it might be worth

considering encouraging more participation of private and community organizations. This approach might differ from the conventional notion of public service delivery in the West Bank and Gaza, although, at least, large municipalities in the Jordan Rift Valley area (i.e. Jericho and Tubas) appear to be ready to start such a new approach.<sup>7</sup> For example, fee collection of services can be easily outsourced to private contractors to reduce administrative burdens on LGUs and to increase collection rates for delivered services. Another example can be utilization of existing community-based organizations (CBOs) such as women's charity associations to deliver required social services and to enhance the livelihood of local populations.<sup>8</sup>

UNDP has implemented the Local Rural Development Program (LRDP), aiming at capacity building to support decentralization in order to move toward enhancing local government while pursuing the improvement of living conditions and the alleviation of poverty in the least developed and most under-privileged rural areas. LRDP has promoted community participation in planning and implementing of local development programs. The outcomes, as well as lessons learned from the LRDP experiences, should be well reflected in pursuing the above strategy in the Jordan Rift Valley area.

### (3) Strengthening of Local Finance System

The enhancement of local finance needs to be paid immediate attention to strengthen LGUs. There have been many efforts made since the establishment of the PNA, but the progress has been slow. MoLG should continue to make efforts to: (i) increase collection rates of utility-user charges; (ii) increase tax revenues; and, (iii) strengthen local fiscal management.

Indeed, local finance is another focus area of the on-going JICA local governance technical cooperation project. There should be careful and thorough coordination with other projects in this field, notably the forthcoming Municipal Management and Service Development Project (MMSDP) of the World Bank.

#### *Increase in Collection Rates of Utility-user Charges*

MoLG should accelerate the revision of the Local Government Law to provide LGUs legal grounds to force residents to pay utility-user charges. It should also be noted that improvement in service delivery level is equally critical to achieve higher collection rates. As utility-user charges occupy the largest portion of local government revenues, it is considered to be the most effective short-term measure.

#### *Increase of Tax Revenues (Property Tax)*

MoLG should ease legal restrictions on LGUs in respect of setting and administering local taxes and fees. Reassignment of property tax administration from the Ministry of Finance to LGUs can greatly enhance

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<sup>7</sup> Local population has a strong notion that LGUs should be responsible for delivering social services. This mentality among local population needs to be changed if collaboration with private sector is to be strengthened.

<sup>8</sup> The proposed Community and Social Development Sub-Program seeks to establish a partnership between local government organizations and CBOs, thereby to deliver required social services in a more effective and efficient manner and to empower communities.

local government finance. MoLG has been working to install a mechanism of property assessment and to set up tax rates together with UNDP and the World Bank.

*Strengthening of Local Fiscal Management (Budgeting and Accounting)*

MoLG should facilitate LGUs' efforts to prepare annual budgets based on standardized terminology, item categorization, and format. For small and new LGUs, it should extend training programs to facilitate their budgeting processes. Standardized accounting and reporting system based on the accrual basis should also be completed at the same time. As mentioned earlier, MoLG should introduce performance-based program budgets to link budgets with plans and performance results.

(4) Capacity Development in Local Governance

A considerable emphasis is put on developing capacity in local governance system at all levels from institutional to organizational and individual. MoLG should fully utilize the Training Center in Jericho, which has been established through the above mentioned JICA-supported local governance project, to strengthen the capabilities of a range of stakeholders in local governance. Expected stakeholders include elected legislature members and staff of LGUs, JCspd staff, and private and community organizations (that have partnerships with local government organizations). The training center is to develop and implement training programs in a wide range of areas such as law, finance, accounting, engineering, organizational management, and human resources management. In designing training programs and curriculums as well as developing materials, the results of training needs assessment conducted in the JICA technical cooperation project on Improvement of Local Governance System should be fully reflected.<sup>9</sup>

The training needs assessment study has identified seven areas as weak aspects of employees' capabilities, and this Study has further added another area. It is recommended that training programs be formulated based on such areas as knowledge clusters (see the following figure).

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<sup>9</sup> The JICA technical cooperation project on Improvement of Local Governance System conducted the training needs assessment study through ID Management Consultants. The study involved a questionnaire survey for 450 employees from MoLG and LGUs as well as meetings and workshops with MoLG and local authority key employees.



Source: MoLG and JICA

**Figure 6.5.6 Identified Knowledge Clusters and Required Skills**

## **6.6 Environmental Enhancement**

### **6.6.1 Environmental Issues for Consideration**

The Jordan Rift Valley has many unique features with numerous heritage sites and valuable natural/cultural assets so that special consideration should be taken for integrated regional development. In particular, water is an extremely precious natural resource. Several environmental issues should be carefully addressed in the development plan formulation and implementation. Main environmental issues to be considered are illustrated as follows.<sup>10</sup>

<sup>10</sup> Refer also to Annex 7 explaining the current situation of the regional environment.



**Deterioration of water quality**  
(Photo: Jordan River)

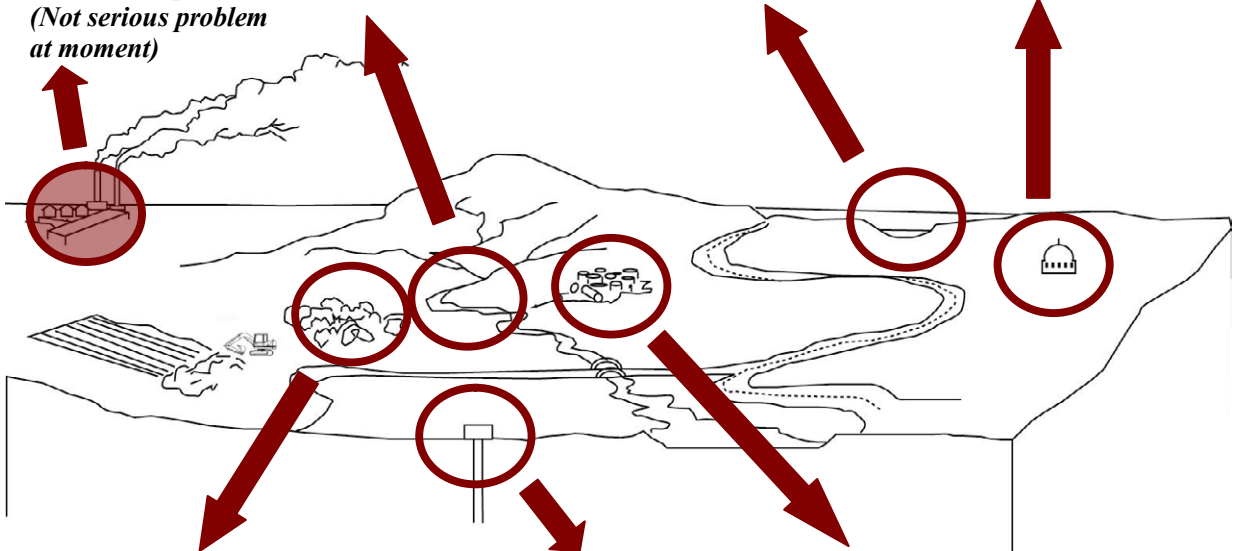


**Depletion of natural resources**  
(Photo: Dead Sea)



**Threats to cultural heritage**  
(Photo: Nabi Musa)

*Air and noise pollution*  
(Not serious problem  
at moment)



**Deterioration of nature and biodiversity**  
(Photo : Birds Flying above the Jordan Rift Valley)



**Depletion of water resources**  
(Photo: Spring Water along Wadi al Far'a)



**Land degradation/Landscape and aesthetic distortion**  
(Photo :Dumping site along Wadi al Far'a )

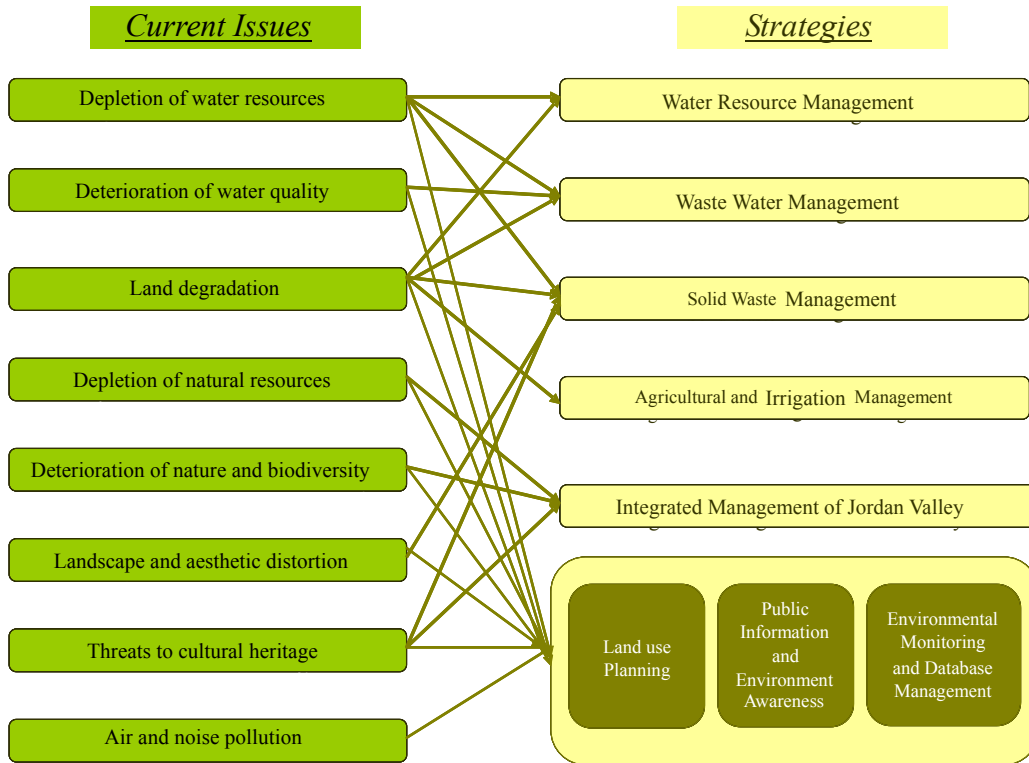


**Figure 6.6.1 Environmental Issues for Consideration**

### 6.6.2 Environmental Planning

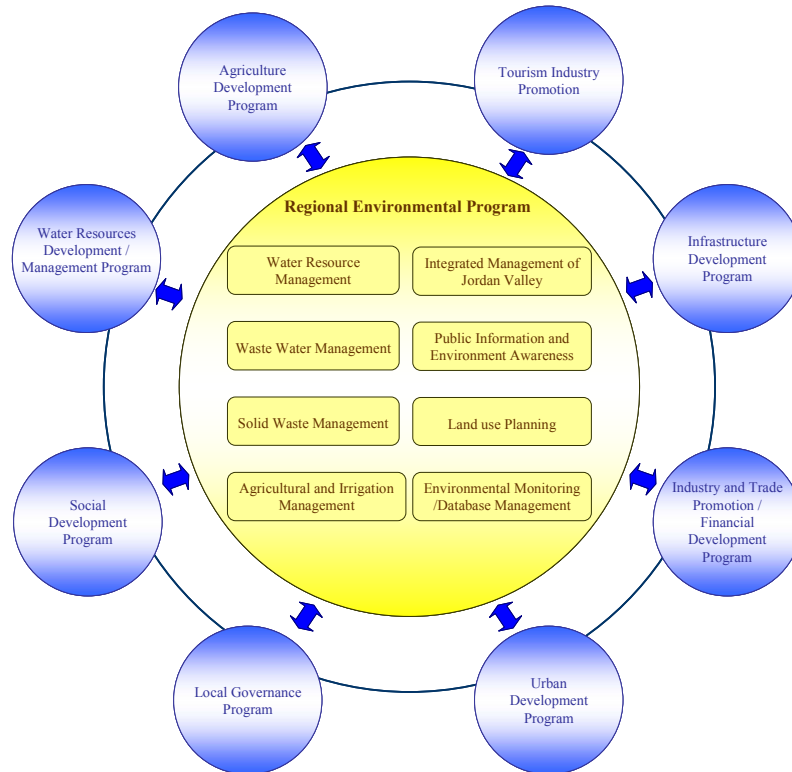
From the viewpoint of the environment, a target of the Jericho regional development plan is to attain sustainable development and a symbiotic relationship between development and the environmental protection.

A number of environmental issues as noted above influence one another. Therefore, multiple environmental planning strategies are proposed as shown in Figures 6.6.2 and 6.6.3.



Source: JICA Study Team

Figure 6.6.2 Current Environmental Issues and Environmental Planning Strategies



Source: JICA Study Team

Figure 6.6.3 Relationship between Regional Environmental Program and Other Sector Programs

It is important to understand that one environmental strategy is closely related with other strategies. Hence, programs for environmental protection and enhancement are worked out to have multiple impacts for sustainable regional development.

#### *Water Resource Management*

Water resource management is to be programmed for efficient use of limited water resources and minimization of water demand and losses, preventing the contamination of water and salinization of water and soils. Water is one of the most valuable assets of the region.

#### *Waste Water Management*

To improve the regional environment, including water resources, a comprehensive wastewater management system should be implemented, including a collection system, wastewater treatment plant, and adequate treatment to permit the reuse of the treated wastewater for irrigation and other purposes.

#### *Solid Waste Management*

Solid waste management is to be improved in every phase including generation, transportation and disposal. 3Rs (Reduce, Reuse, Recycle) for solid waste should be promoted widely in the region. Environmental awareness and education are key programs for reduction of solid waste. Separation of solid waste at the sources and promotion of composting are to be taught and implemented in the short and long term. In addition, capacity development is required at all levels of the stakeholders.

#### *Agricultural and Irrigation Management*

Agricultural and irrigation management is relevant with depletion of water resources and land degradation. Water losses and land degradation are to be minimized by rehabilitation of existing irrigation canals, and control of usage of fertilizers and pesticides. Organic farming is recommended to farmers. Agricultural land should be kept sustainable by maximum use of available water and prevention of salination of valuable land.

#### *Integrated Management of the Jordan Rift Valley*

Although the Jordan Rift Valley has a unique natural environment and cultural heritage, little action has been taken for management, except for the Emergency Natural Resources Protection Plan for Palestine and the Study on Ecologically Highly Significant Areas. In addition, cooperation among the regions farming the Jordan Rift Valley (The West Bank, Israel and Jordan) is to be promoted for protection of the natural environment in the Valley, because integrated management is of prime importance for the region. Cooperation could start with the joint assessment of the natural conditions, evaluation of the protection areas, conservation of natural resources in and around the Dead Sea, formulation of a master plan for joint



protection, and, desirably, conclusion of a tripartite agreement for joint environmental management of the Jordan Rift Valley.

#### *Land Use Planning*

Land use and spatial planning have significant impact on various environmental problems. For example, expanding urban areas threaten nature and the ecosystems and a lack of infrastructure planning causes congestion and pollution. An EIA for each project, of course, is indispensable for projection and mitigation of environmental impacts. In this context, a Strategic Environmental Assessment (SEA) is recommended for land use planning.

#### *Public Information and Environmental Awareness/Environmental Education*

Public information and awareness are essential to cope with various environmental problems. The subjects to deal with should include; (i) Water saving and wastewater practices, (ii) Collection of solid and hazardous waste, (iii) Prevention of waste dumping and burning, (iv) Information regarding the risks of exposure to open hazardous waste dumps, (v) Public awareness regarding appreciation of landscape values, protection of cultural heritage sites and ecological areas, and (vi) Public awareness with focus on the industrial sector.

In addition, environmental education is an important approach to promote public awareness of the environment. To this end, capacity development of teachers, preparation of an environmental education center and education material should be implemented, as well as environmental education for children. A botanic garden in Jericho is one of the candidate sites for an environmental education center. Cooperation with Israel and Jordan will also be effective for promotion of environmental education.

#### *Environmental Monitoring and Database Management*

Environmental monitoring and management of monitoring results are indispensable for environmental management. In addition, a feedback system should be established to incorporate the results of the monitoring into environmental management. Currently, different agencies (e.g., EQA, PWA, MoH and MoA) have laboratories to conduct environmental monitoring individually. Several projects implemented by donors successfully provided such monitoring agencies with facility capacity building, but monitoring frequency and mechanism remain much to be improved. Further, integrated management of monitoring and databases should be established in EQA.

With the above in view, dozens of programs are proposed for the protection and enhancement of the environment in the Jordan Rift Valley area as summarized in the following table.

**Table 6.6.1 Proposed Programs for Environmental Protection and Enhancement**

Strategy Elements	Mid-term Programs (2010)	Long-term Programs (2015)
Water resource management	(1) Maximization of water availability - rehabilitation of existing wells - water harvesting (2) Minimization of water demands and losses	(1) Maximization of water availability - reuse of treated waste water - desalinization of sea water (2) Purchase of water from neighboring countries
Waste water management	(1) Construction of wastewater treatment plants in Jericho and Tubas. (2) Review of waste water collection systems (3) Implementation of pilot plant for reuse of treated waste water	(1) Reuse of treated waste water for agriculture
Solid waste management	(1) Capacity development for solid waste management (2) Construction of sanitary landfill sites (3) Review of solid waste collection system (4) Hazardous solid waste management	(1) Promotion of composting (2) Separation of solid waste
Agricultural and Irrigation Management	(1) Minimization of water losses from irrigation canals (2) Minimization of land degradation	(1) Desalination of agricultural land
Integrated Management of Jordan Rift Valley	(1) Integrated Conservation Management Plan for Jordan Rift Valley	(1) Rehabilitation of protected area, national park, and cultural heritage (2) Conservation of natural resources of the Dead Sea
Land use planning	(1) EIA implementation for development projects	(1) SEA Framework development
Public Information and Environmental Awareness/Environmental Education	(1) Development of environmental information and environmental awareness framework (2) Capacity development of environmental education system	(1) Cooperation in environmental education between Palestine, Israel, and Jordan.
Environmental Monitoring and Database Management	(1) Capacity development for local environmental monitoring system (2) Strengthening of monitoring system and database system	(1) Integration of environmental monitoring and database system.

Source: JICA Study Team

### 6.6.3 Legal and Institutional Strengthening for Environmental Protection

The Palestine Environmental Law enacted in 1999 is a principal national guideline for environmental management. It stipulates conservation of protected areas, EIA implementation, and compliance with the national environmental standards. The Law sets its own objectives, i.e., (i) protection of the environment against all forms and types of pollution, (ii) protection of public health against types of pollution, (iii) insertion of the basis of environmental protection in social and economic development plans, and encouragement of sustainable development of vital resources in a manner that preserves the

rights of future generations, (iv) protection of bio-diversity and environmentally sensitive areas, as well as improvement of environmentally damaged areas, and (v) encouragement of collection and publication of environmentally related information to raise public awareness of environmental problems.

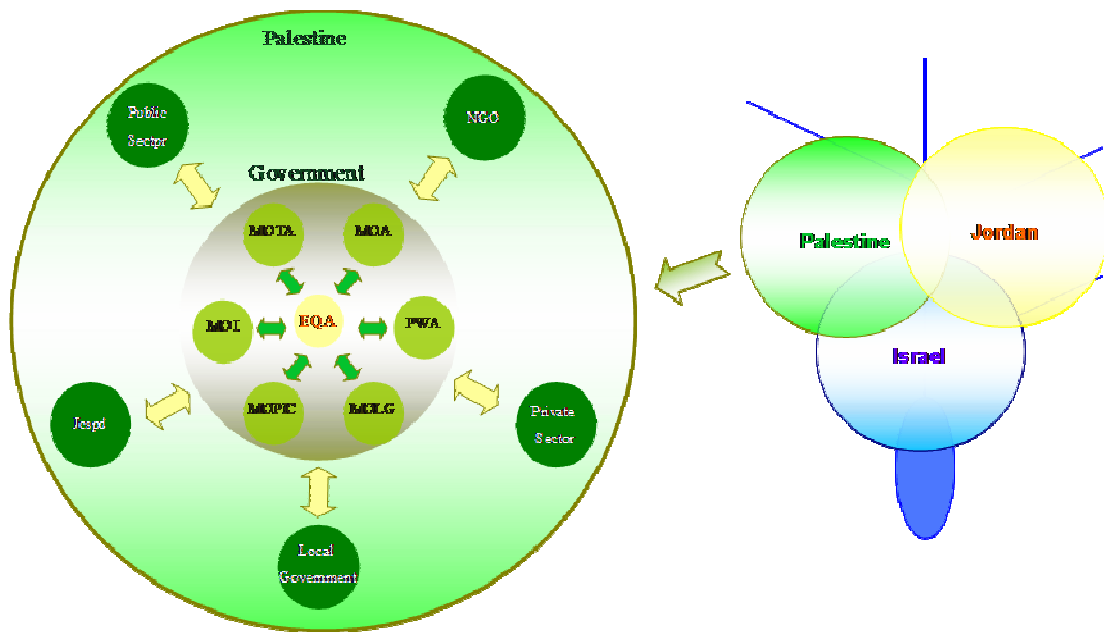
For the protection of bio-diversity and environmentally sensitive areas, the Emergency Natural Resources Protection Plan for Palestine (1998) defined three land use zones environmentally. Characteristics and policies of the three zones are summarized in the following table. Zone I for protection includes 48 nature reserves (5.7 % of the total land in the West Bank) inclusive of the reserve areas designated by Israel since 1967 (As noted previously, the natural reserves in the Jordan Rift Valley would better be re-assessed scientifically).

**Table 6.6.2 Land Use Zones**

Zone Objectives	Land Characteristics	Land Management and Development Policy and Instruments
Zone I: Protection	<ul style="list-style-type: none"> <li>• Exceptionally Highly Sensitive Landscape</li> <li>• Ecologically Highly Significant Areas</li> <li>• Selected Cultural Landscapes</li> <li>• Forests and Nature Reserves According to the Oslo Agreement</li> </ul>	<ul style="list-style-type: none"> <li>• No Land use change or development</li> <li>• Protect and preserve</li> </ul>
Zone II: Limited Development	<ul style="list-style-type: none"> <li>• Highly Valuable Agricultural Land</li> <li>• Landscapes of High and Moderate Value</li> <li>• Highly Sensitive and Sensitive Aquifers and Aquifer Recharge Areas</li> <li>• Ecologically Moderately Sensitive Areas</li> </ul>	<ul style="list-style-type: none"> <li>• Develop as last resort (if no alternative within Zone III)</li> <li>• Strict development controls</li> <li>• Environmental Impact Assessment required</li> </ul>
Zone III: Controlled Development	<ul style="list-style-type: none"> <li>• Least valuable/sensitive land; areas that have moderate or no particular interest related to agriculture, aquifer recharge, biodiversity or landscape.</li> </ul>	<ul style="list-style-type: none"> <li>• Environmental Review/Checklist required to determine need for Environmental Impact Assessment</li> <li>• The main bulk of development should be located in this Zone after satisfaction of regular planning controls.</li> </ul>

Source: Emergency Natural Resource Protection Plan for Palestine (1998)

As noted previously, coordination among the related agencies remains much to be improved for the effective and efficient management of the environment in the Jordan Rift Valley area. Environmental management cannot be handled by the central or local public authorities. Therefore, it would be better to mobilize the private sector, NGOs and other non-governmental institutions, as well as the people and communities in the region as a whole. A proposed institutional setting for environmental management is illustrated in the following diagram.



Source: JICA Study Team

Figure 6.6.4 Proposed Institutional Settings for Environmental Programs

## 6.7 Formulation of Programs for Regional Development

As discussed in Chapter 4, the objectives of Jericho Regional Development have been defined (i) to enhance the living condition of the people in the region through improvement of social services and income generation activities, (ii) to promote economic activities in the region by introduction of modern technologies, infrastructure development and marketing strategies, and (iii) to preserve cultural and environmental values of the region concerning wise use of the resources for regional development. At the same time, the regional development plan would work to create a symbiotic society in the region, in the West Bank and Gaza Strip, and the neighboring countries, through confidence building.

Programs for the regional development plan are formulated to meet the above objectives with due consideration of the issues to be addressed in attaining each objective. Such issues are identified as summarized in the following table.

**Table 6.7.1 Objectives and Major Issues of Jericho Regional Development**

Objectives	Major Issues to be addressed	Related Sector
To enhance the living condition of the people in the region	<ul style="list-style-type: none"> <li>Income generation</li> <li>Promotion of activities for community based organization</li> <li>Improvement of social infrastructures</li> <li>Improvement of women's health</li> <li>Capacity development of local governments</li> <li>Improvement of solid waste management capacity</li> <li>Improvement of water supply systems</li> </ul>	Social (health and education), Water supply, Environment, Agriculture and Tourism, Institutional capacity building
To promote economic activities in the region	<ul style="list-style-type: none"> <li>Strengthen water management capacity</li> <li>Improvement of agriculture and livestock technologies</li> <li>Investment promotion</li> <li>Promotion of agro-industry and marketing activities</li> <li>Capacity development of central/local government administration,</li> <li>Improvement of water quality and land use management</li> </ul>	Water resources, Agriculture, Trade and Industry, Environment, Institutional capacity building
To preserve cultural and environmental values of the region	<ul style="list-style-type: none"> <li>Creation of vision for urban development</li> <li>Institutional set-up for land use and urban planning</li> <li>Improvement of tourism infrastructures</li> <li>promotion of tourism industry</li> <li>Improvement of urban environment, such as water quality and solid waste management</li> </ul>	Tourism, Urban development, Urban environment, Infrastructure, Institutional capacity building

### *Sector-wise Approach*

Various sectors are involved in the integrated regional development master plan formulation for the Jordan Rift Valley area. The regional development plan should be soundly based on the sector development strategies. For the Jericho regional development plan, the following sector strategies have been referred to in formulating the integrated regional plan.

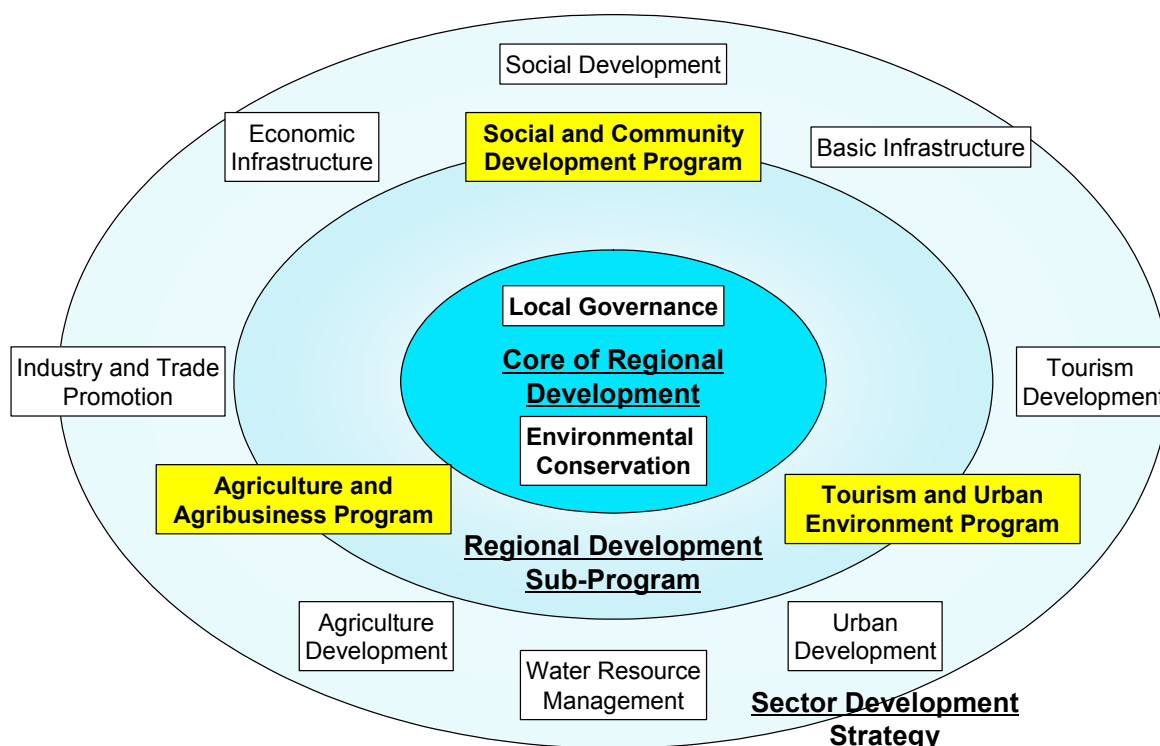
**Table 6.7.2 Sector-wise Approach to Jericho Regional Development Plan**

Sector	Current Situation and Issues	Sector Development Strategies	Sector Program
Social Development	<ul style="list-style-type: none"> <li>High maternal mortality rate</li> <li>Inadequate capacity of PHC in primary medical care</li> <li>Shortage of class rooms in elementary schools</li> <li>Great needs of vocational training school</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen networking among central and local administrations and community based organizations</li> <li>Improvement of service quality of health and education sectors</li> <li>Promoting participatory approach for community development</li> </ul>	<ul style="list-style-type: none"> <li>Community empowerment program</li> <li>Strengthen networking between PHC and regional hospitals</li> <li>Establishment of vocational training schools</li> </ul>
Water Resources Management	<ul style="list-style-type: none"> <li>Un-sustainable rate of water extraction from the aquifer</li> <li>94% of water for agriculture proposes</li> <li>Inadequate quantity for drinking water at 97liters/capita/day, which is less than WHO standard of 150 liters/capita/day.</li> </ul>	<ul style="list-style-type: none"> <li>Priority water allocation for drinking water</li> <li>Promotion of water saving agriculture</li> <li>Improvement of water conveyance systems</li> <li>Research on water harvesting and water recycling technologies</li> </ul>	<ul style="list-style-type: none"> <li>Improvement of water conveyance systems and rehabilitation of agricultural wells,</li> <li>Water supply network development by building compact RO plants,</li> <li>Water harvesting projects</li> <li>Water recycling for agriculture</li> </ul>

Sector	Current Situation and Issues	Sector Development Strategies	Sector Program
Agricultural Development	<ul style="list-style-type: none"> <li>• Leading industry in Jordan Rift Valley</li> <li>• Inadequate productivity and water use efficiency</li> <li>• Poor marketing strategies</li> <li>• Strong need for meat and milk processing</li> <li>• Few agro-processing activities</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of water saving high productivity agriculture</li> <li>• Promotion of market oriented agriculture</li> <li>• Promotion of cycle oriented livestock processing activities</li> <li>• Promotion of agro-processing and agro-industry</li> </ul>	<ul style="list-style-type: none"> <li>• Technical renovation and dissemination for water saving</li> <li>• Greenhouse agriculture projects</li> <li>• Integration of agriculture and livestock activities</li> <li>• Development of small scale agro-processing centers</li> </ul>
Tourism Development	<ul style="list-style-type: none"> <li>• Drastic decrease of tourists in Jericho due to security instability</li> <li>• High seasonal fluctuation of visitors</li> <li>• Little development of tourism amenities</li> <li>• Lack of human resources and weak administration</li> </ul>	<ul style="list-style-type: none"> <li>• Preservation of cultural heritage sites</li> <li>• Development of tourism products</li> <li>• Resort development</li> <li>• Tourism promotion activities</li> <li>• Promotion of participatory activities for tourism sector</li> <li>• Strengthening administrative capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment of Jericho Historical Information Center</li> <li>• Tourism products / infrastructure development</li> <li>• Re-development of Jericho city center</li> <li>• Promotion of regional tourism</li> <li>• Promotion of agro-tourism</li> <li>• Integration of tourism and souvenir industry</li> </ul>
Trade and Industry	<ul style="list-style-type: none"> <li>• Industrial products in Jordan Rift Valley equal 88 mil. US\$, of which 75% is from the Iron factory.</li> <li>• Only small industry for meat and agro processing.</li> <li>• Israel is major trading country accounting for 74% of imports, and 90% of exports from Palestine.</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of export of agricultural products and agro-industry</li> <li>• Development of processing and trading centers in Jordan Rift Valley</li> <li>• Investment promotion for infrastructures</li> <li>• Change from material export to products export</li> </ul>	<ul style="list-style-type: none"> <li>• Development of processing and logistic center at Jiftlik / Tubas</li> <li>• Development of industrial estate</li> <li>• Promotion of private investment</li> </ul>
Urban Development	<ul style="list-style-type: none"> <li>• Two major urban centers, Jericho and Tubas.</li> <li>• 26 local communities in JV</li> <li>• Poor water supply except in Jericho city</li> <li>• Need to extend urban area</li> <li>• Large scale land ownership</li> </ul>	<ul style="list-style-type: none"> <li>• Three urban centers, the Greater Jericho, Tubas Highland and Jiftlik Zone are identified</li> <li>• One potential urban / rural new town at Bardala / Kardala is identified for future migration town development.</li> </ul>	<ul style="list-style-type: none"> <li>• Urban planning for the Greater Jericho</li> <li>• Promotion of tourism development in Jericho</li> <li>• Sewerage system for Jericho and Tubas municipalities</li> <li>• Road network development in Jericho</li> <li>• Tammun water supply system</li> </ul>
Road Development	<ul style="list-style-type: none"> <li>• Many check points</li> <li>• Inadequate availability of public transportation between cities</li> <li>• Long detour times and expense</li> <li>• Back to back system for commodity export / import</li> <li>• Traffic jams in Jericho city</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of city road network in Jericho</li> <li>• Promotion of economic corridor development</li> <li>• Improvement of local roads for market access.</li> </ul>	<ul style="list-style-type: none"> <li>• Bridge rehabilitation in Jericho city</li> <li>• Jericho ring road development</li> <li>• Improvement of Hamra – Nablus Road</li> <li>• Construction of Damiya Bridge</li> </ul>
Environmental Considerations	<ul style="list-style-type: none"> <li>• 84% of wells in JV are of a higher salinity than acceptable WHO standards</li> <li>• Most spring water had high coliform concentrations beyond WHO standards</li> <li>• Serious soil degradation</li> <li>• Existing 8 natural reserves</li> </ul>	<ul style="list-style-type: none"> <li>• Protection of water sources</li> <li>• Improvement of water quality</li> <li>• Countermeasures on soil degradation</li> </ul>	<ul style="list-style-type: none"> <li>• Reservation of water resources</li> <li>• Promotion of sewerage system development</li> <li>• Strengthen solid waste management</li> <li>• Environmental education and dissemination activities</li> </ul>
Local Governance	<ul style="list-style-type: none"> <li>• Inadequate administrative capacity in central and local governments</li> <li>• Inadequate budget allocation to local government at 3% of national budget</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of strategic management</li> <li>• Strengthening finance of local administrations</li> <li>• Capacity development for local administrations</li> </ul>	<ul style="list-style-type: none"> <li>• Town development plan formulation by local administrations</li> <li>• Improvement of public tariff system</li> <li>• Introduction of local taxes.</li> </ul>

**Program Approach for Master Plan Formulation**

Strengthening of local governance and environmental protection are common to three different objectives of the Jericho Regional Development Plan. Environmental protection is fundamental to realize sustainable regional development. Local governance improvement is another common issue necessary to meet all objectives of the Jericho regional development plan. The regional/local administration systems should be set up and management capacity should be strengthened for sustainable development of the region. These two programs (strengthening of environmental protection and local governance) are proposed to be “core programs” for the integrated regional development plan.



Source: JICA Study Team

**Figure 6.7.1 Regional and Sector Development Linkages**

Further, various sector-wise programs are integrated in light of three objectives of Jericho Regional Development. As shown in the above diagram, it is proposed that these three programs be designed to meet the objectives of the Jericho Regional Development. They are:

- (i) Social and Community Development Program
- (ii) Agriculture and Agribusiness Program, and
- (iii) Tourism and Urban Environmental Program

These three programs are outlined in the following, and further discussed in Chapters 7, 8 and 9.

***Social and Community Development Program***

To meet the objective “to enhance living condition of the people in the region”, it is necessary to focus on Social and Community Development. Social service delivery to the people including health services, education, water supply, sewerage, electricity supply and solid waste disposal remains much to be improved. Particular attention needs to be paid to the high maternal mortality rate, improvement in educational facilities and vocational training in order to meet the basic human needs and ensure human security.

Community empowerment should be programmed with focusing on income generation activities and job-creation, encouraging the village people to set up community-based organizations. Although the annual household income is relatively high, the high market prices and expenditures in maintaining the households keep families vulnerable to various risks. About 27% of family heads are jobless, which makes their economic situation unstable and makes the social and even the political situation vulnerable.

Thus, the Social and Community Development Program should be designed to improve such vulnerable situations and to encourage and mobilize community members and villages to collaborate in their social and economic activities.

***Agriculture and Agribusiness Program***

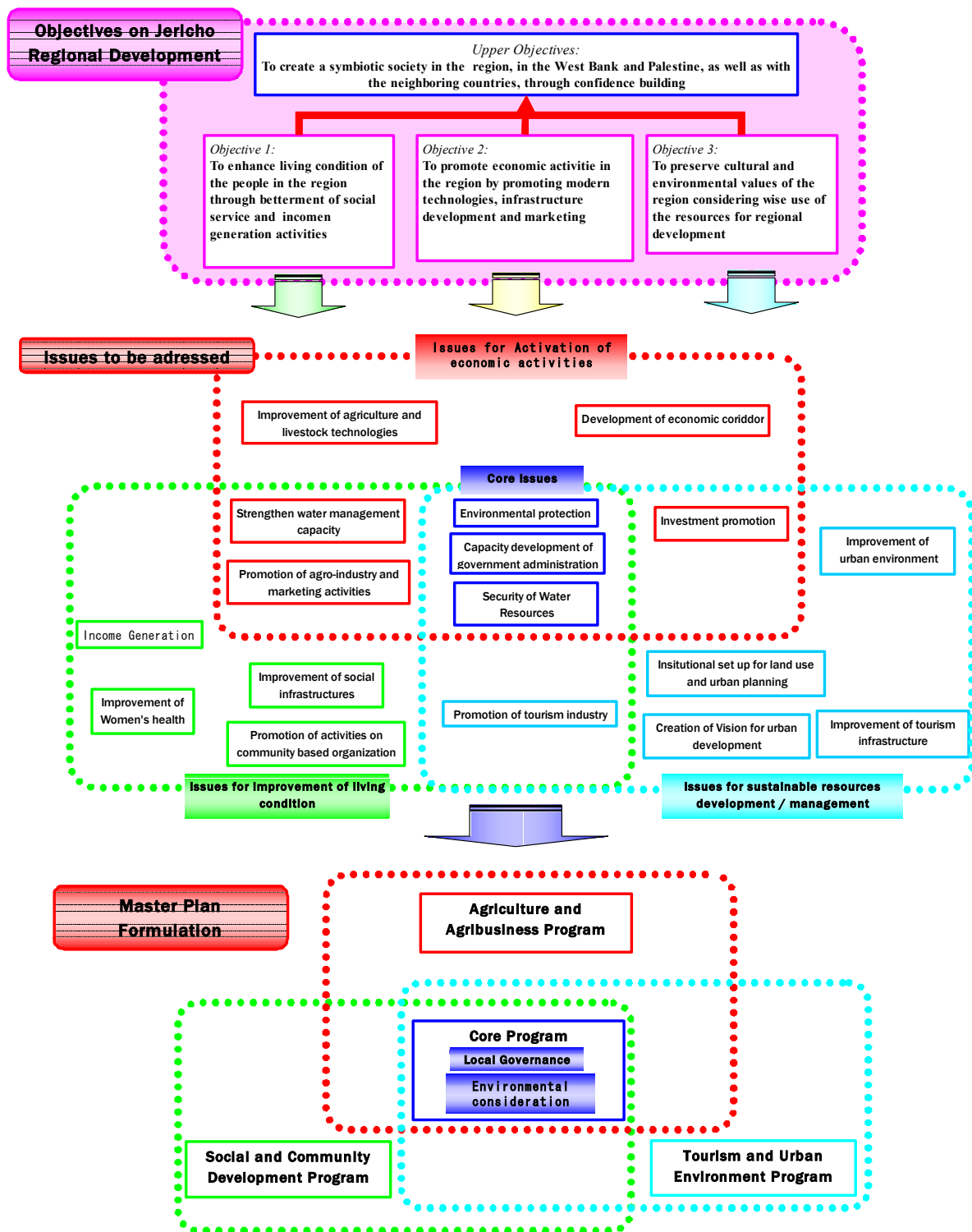
To meet the objective “to stimulate the regional economy,” agriculture, tourism and trade sectors should be integrated to enhance their value chain. Promotion of water saving high production agriculture would be required. Promotion of export oriented agriculture is another target to attain for the regional economy, for which productivity and quality improvement at the production level, efficient logistic and quality control systems, value added processing activities, and promotion of agro-industrial investment would be the major programs to be involved. Taking environmental protection into account, a recycle oriented, zero-emission agriculture model should be envisaged in the master plan.

***Tourism Development and Urban Environment Program***

This program focuses on Jericho city and the surrounding area for tourism promotion and urban environmental improvement. The tourism sector is a potential sector for regional economic development in the Jordan Rift Valley. The potential tourism resources should be developed in harmony with environmental protection, and orderly urban development. In addition, infrastructure improvement in Jericho city is essential to receive an increased number of tourists.

Jericho city is identified as the main urban center of the Jordan Rift Valley for tourism, agro-business and trading. It is also expected to develop as an “International Gateway City” to Jordan and the Gulf countries. In the future, Jericho could become a center of “peace building” and “peace keeping” in the Middle East.





Source: JICA Study Team

Figure 6.7.2 Proposed Programs of Jericho Regional Development Plan

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## **CHAPTER 7. SOCIAL AND COMMUNITY DEVELOPMENT PROGRAM**

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As discussed in Chapter 6, it is crucial in the Jordan Rift Valley area to enhance living conditions of the people through the improvement of social services and income generation activities. This Chapter identifies issues and strategies to improve social services and promote community development, and proposes development programs to be implemented to realize the attainment of targets set for the region.

### **7.1 Issues to be Addressed in Social and Community Development**

The current situation of the social sector in the Jordan Rift Valley area has been assessed as presented in **Annex 1**. It incorporates the results of the socioeconomic survey (SES) conducted in the course of this Study (refer to **Appendix** to this report). The social and community development in the region has deteriorated because of the increased poverty after the Second Intifada and the consequent closure. As the MTDP states, the standards of social conditions are likely to suffer long-term damage if the current situation persists. Issues in the social and community sector are multi-fold, and they are discussed here by sub-sector and by institutional settings, taking lessons from the previous and on-going activities.

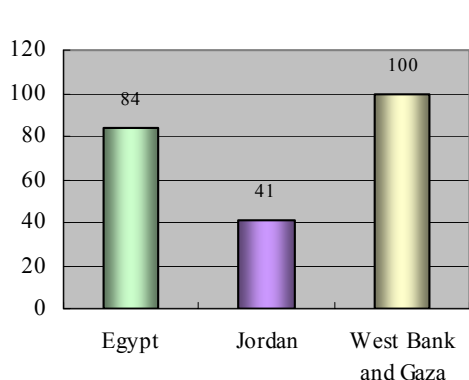
#### **7.1.1 Issues by Sub-Sector**

Sub-sector issues are summarized based on the assessment of the current situations and the general development directions indicated in the MTDP.

##### **(1) Health**

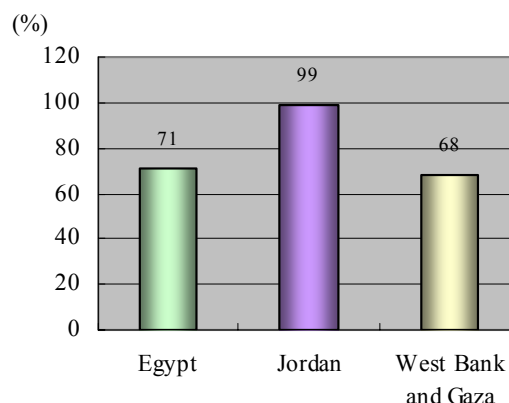
The major issues in the health sub-sector, as identified in Annex 1, Chapter 2, are: (i) maternal and child healthcare, (ii) quality of facilities, (iii) quality of personnel, (iv) access in certain areas, and (v) efficiency within the public health system.

First, it is recognized that postnatal care still remains a challenge in the West Bank and Gaza, though antenatal care has been improved. Compared to the indicators of neighboring countries, maternal health remains worse.



Source: State of World Population, 2005, UNFPA

**Figure 7.1.1 Maternal Mortality Rate (per 100,000 live births)**



Source: WHO EMRO

**Figure 7.1.2 Pregnant Women Attended by Trained Personnel (%)**

In order to tackle the issues regarding maternal healthcare and postnatal care, JICA has an on-going technical cooperation project, called “Improving Reproductive Health with a Special Focus on Maternal and Child Health (MCH).” This project aims at improving MCH and Reproductive Health (RH) through the training of health workers, capacity building for the management of the MoH, and the development of MCH handbooks, thus raising women’s awareness on health issues. However, this alone is not sufficient to improve the overall capacity of health services regarding MCH and RH. It is also important to improve the quality of secondary level hospitals and the coordination between the PHC level and secondary level in order to achieve overall improvements in MCH and RH.

Second, the quality of the facilities has a low reputation in the Jordan Rift Valley area for both primary healthcare and secondary level hospitals. Regarding the secondary level hospitals, the public hospital in Jericho has appropriate facilities for its level. However, its maintenance is poor and the population is not satisfied.

**Table 7.1.1 Degree of Satisfaction by Type of Facilities (Health Service) (Scale: 1<5)**

	Location and access	Doctor	Nurse	Facility of hospital/clinic	Charge for services
Hospital	2.48	2.66	2.51	2.24	2.74
Clinic	2.98	2.93	3.11	2.77	3.04
Public Health Center	3.01	2.99	3.15	2.94	3.18
Others	2.33	3.13	3.13	2.53	2.33
Average	2.88	2.91	3.02	2.73	3.02

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

Third, as shown in the table above, the quality of personnel, especially doctors, does not meet the expectation of the population, including the availability of doctors. This is due to shortage of health service in general. It is also recognized that Jericho governorate has a relatively better situation in terms of health than other areas in the West Bank, and therefore, it is not a priority for the MoH. As a result, in

some locations, the frequency of doctors' visits is low and the health professionals and workers tend to benefit less from training and external projects.

Fourth, in Tubas and in the Jordan Valley villages of Nablus, the population suffers from poor access to the hospital as a result of the closure as shown in the table below. In the case of the population of the Jordan Valley villages of Nablus, they have difficulty even in access to primary healthcare. It is necessary to create access to a PHC center.

**Table 7.1.2 Access to the Health Center and Average Time**

	Hospital	Clinic	Public Health Center	Others	Average time to access health facility (min)
Jericho	31.7%	20.2%	47.1%	1.0%	19.1
Al 'Auja	27.6%	50.0%	20.4%	2.0%	27.9
Tubas	3.0%	39.4%	51.5%	6.1%	18.1
Area Surrounding Tubas	1.0%	62.6%	35.4%	1.0%	16.6
Jordan Valley Villages of Nablus	26.0%	37.5%	31.3%	5.2%	48.7
Overall	17.9%	41.7%	37.3%	3.0%	28.4

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

Tubas district is categorized as the level 3 (local center) and does not require a hospital according to the Regional Plan for the West Bank Governorates (1998)<sup>1</sup>. However, the problem of access to hospital for the people in Tubas district is a result of the checkpoints on the roads towards Jenin or Nablus, where the hospitals are located. As most deliveries take place at hospitals, women in these areas have to travel long to deliver their babies. A local NGO<sup>2</sup> is currently constructing a secondary level hospital for emergency and maternity work with 24-hour service in Tubas Municipality and the service will be provided by the NGO. The hospital will own an ambulance as well.

Finally, it is also noted that the coordination between the PHC centers and the hospital is inefficient. The patients tend to go to PHC centers, not for consultation itself, but to obtain referral letters for the hospital or to seek private health services. As a result, patients consult specialized doctors unnecessarily and hospitals suffer because the original design capacity is being exceeded. Furthermore, doctors do not follow up with the patients since they feel too busy to follow the unimportant maladies. This is also true for the delivery of babies. Since there is no maternity facility in the PHC, women give birth at hospitals. However, the mothers do not go back to either hospitals or PHC for postnatal care and information regarding the delivery is rarely passed back to the nearby PHC. Thus, the lack of efficient coordination between the PHC centers and the hospital fragments the healthcare services.

<sup>1</sup> Table 9: Minimum levels of public services provision according to geographical levels of distribution, p. 80.

<sup>2</sup> "Health Work Committee," a local NGO.

(2) Education

The major issues in the education sub-sector, as identified in Annex 1, Chapter 3, are: (i) shortage of classrooms and inappropriate classrooms, (ii) quality of teaching, (iii) neglected local needs in central policy, and (iv) technical and vocational training.

First, in the Jordan Rift Valley area, the classrooms are already in short supply as indicated by the fact that the schools have to utilize rooms originally built for other purposes as classrooms or double shift, as well as rent classrooms. This results in an inappropriate environment, including overcrowded classrooms. Furthermore, it is also recognized that about 1,000 more new classrooms have been needed, none of which the MoEHE can provide. Currently, there are four schools renting their entire school building: one in Jericho Municipality and three in Tubas Municipality. In addition, in ‘Aqqaba Municipality, there is one school renting three classrooms. Therefore, this is an urgent need of the local population and the MoEHE.

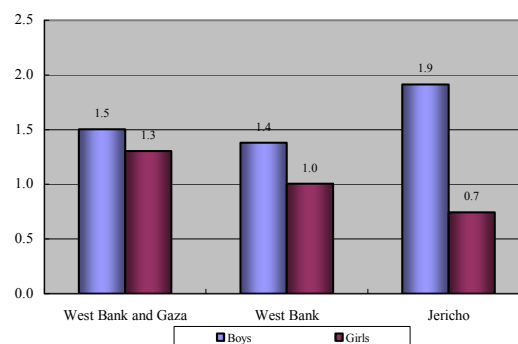
**Table 7.1.3 Distribution of General Schools, 2005/2006**

	Total No	Public			Private	UNRWA	No of caravan schools	No of rented classrooms	No of double shifts
		Boys	Girls	Coed	Coed	Coed			
Jericho	27*	5	6	9	4*	3	1	11	4
Tubas	27	11	9	4	3	0	0	34	0

Note:\* This number includes schools with special needs.

Source: MoEHE statistics

Second, although the population of the target region is satisfied with the current academic education, a major problem of children having to repeat grades is noticed in Jericho governorate.<sup>3</sup> This is caused by the low quality of the teaching-learning process, as a result of the lack of an effective system for teacher education. After the Second Intifada, teachers were reallocated to schools near to their houses because of the closure and checkpoints, which resulted in a mismatch with the needs of the schools and forced teachers to teach subjects different from their specialties.



Source: MoEHE statistics

**Figure 7.1.3 Percentage of Repetition in Government Schools 2004**

Third, the urgent needs of the local society to support job opportunities or socioeconomic development are not reflected in formal education. The MoEHE, in collaboration with the Ministry of Labor (MoL), has been working on Technical and Vocational Education and Training (TVET), yet the target region has not benefited from the strategy, which does not satisfy the needs of the population. As shown in the table below, the parents are unsatisfied with vocational training and job placement services after graduation. Since the main reason for dropouts is the economic situation of the families, education

<sup>3</sup> Jericho governorate of Education, whose coverage differs from the Health governorate, includes from Jericho to Bardala.

should give the parents and students the hope of better work opportunities for the future, which will encourage them to continue and complete education.

**Table 7.1.4 Degree of Satisfaction by Region (Education) (Scale: 1<5)**

	Location and access	School teacher	School Facilities	Job placement services after graduation	Basic knowledge	Vocational education	Cost for education
Jericho	3.43	3.10	2.71	2.04	3.05	2.49	3.10
Al 'Auja	3.53	3.33	3.02	1.99	3.12	1.94	3.04
Tubas	3.23	3.30	2.75	2.08	2.96	2.47	2.63
Area surrounding Tubas	3.26	3.68	2.88	2.19	3.37	2.42	2.53
Jordan Valley villages of Nablus	2.84	3.29	2.79	1.95	2.80	1.78	2.74
Overall	3.26	3.34	2.83	2.05	3.06	2.22	2.81

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

Fourth, separately from academic education, there is a strong demand for technical and vocational training that should provide job opportunities meeting society and market needs. The target area of Jericho and Tubas is especially dependent on agriculture; however, there is no technical training school for agriculture under the MoEHE.<sup>4</sup> Some NGOs are giving certain courses on vocational training. Agriculture and agriculture-related subjects, such as marketing, quality management of products, exportation and so on, are in real need.

In addition to agriculture, there is a significant demand for IT skills. In fact, providing training in Information and Communication Technology (ICT) is one of the MoEHE's strategies, and the MoEHE has been promoting School Net<sup>5</sup> and Palestinian Education Initiative (PEI)<sup>6</sup>. In addition to the PEI, there is non-formal education which provides some courses for communities, such as women's associations. However, these courses only offer the basics of IT skills and are not sufficient to function as vocational training for employment.

For the youth, two vocational training centers under the MoL operate classes on the subjects of mechanics, electrician, wood and metal works, graphic design, telecommunications, and so on. Although the students' job opportunities are often better than graduates from academic education, the students have difficulty of gaining job opportunities partly due to the checkpoints and geographical disadvantage<sup>7</sup>. The courses and facilities need to be upgraded in order to follow the market needs, especially to meet the international standards to be marketable. At the national level, some NGOs focuses on young entrepreneurs by offering the know-how of starting business, management and micro-finance, etc., and this kind of support is certainly needed in the target area because the youth in the target area is very

<sup>4</sup> There are some NGOs which operate under other ministries, providing some agricultural courses.

<sup>5</sup> The School Net, which equips computer laboratories for students to use and improve their learning, has been an effort of MOEHE.

<sup>6</sup> Palestinian Education Initiative (PEI) was launched in 2005, following the Jordan Education Initiative. The PEI will pilot 146 schools in the first phase (3 years), facilitating internet and e-learning curricula.

<sup>7</sup> The Jordan Rift Valley area is not developed as a city or an industrial and economic center of the West Bank.

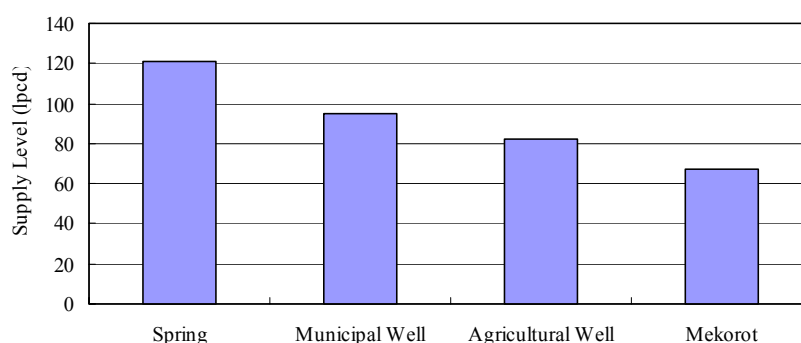
active<sup>8</sup> and willing to make an effort for their better future. This is a great potential for the future of the target area.

(3) Other Social Services

*Water Supply*

Major issues on water supply are: (i) very low level of water supply in some areas, (ii) poor accessibility to water supply in some areas, (iii) expensive water tariffs in some areas, (iv) high system loss in the network systems in the areas which have high network coverage rates, and (v) no areas which meet the WHO Standard level for per capita consumption (150 lpcd).

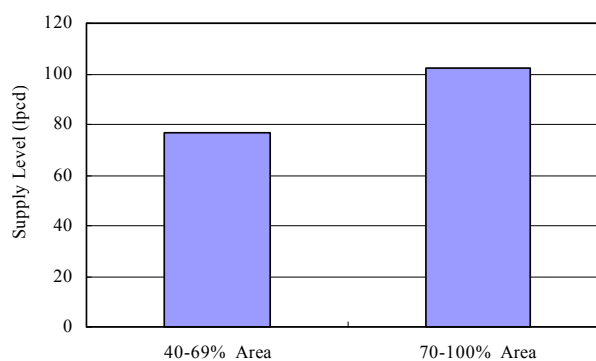
First, it is expected that these issues are mainly caused by the characteristics of the water resources and accessibility. According to the available data, the areas with spring water resources have a high supply level, with an average per capita consumption of 121 lpcd. On the other hand, the average in the areas with water wells is 81 lpcd (excluding areas for which no data is available). The average with municipal water well supply is 95 lpcd, with agricultural well is 82 lpcd, and the Mekorot is 67 lpcd (see the figure below).



Source: PWA

**Figure 7.1.4 Water Supply Level by Water Resources**

Second, accessibility varies depending on whether or not there is a distribution network system. The areas with a 70-100% coverage rate supply water at 102 lpcd, while the areas with 40-69% supply at 77 lpcd (see the figure below). Most of the areas with no network system have no data on consumption; however, it is assumed that the services in these areas are very low as shown in the table below which indicates that the consumption rate is only 20 lpcd in Tammun.



Source: PWA

**Figure 7.1.5 Water Supply Level by Network Coverage Area**

<sup>8</sup> There are many active, but often unregistered, associations for youth and children which operate in different areas such as education and art.

**Table 7.1.5 Domestic Water Supply Management in Tammun and Frush Beit Dajan**

Locality	Tammun	Frush Beit Dajan
Water Source	Private Well	Private Well
Supply System	10m <sup>3</sup> Tanker (Owned by the Municipality)	3m <sup>3</sup> Tanker (Owned by private persons)
Management Body	Municipality	None
Water Tariff for Resident	7 NIS/m <sup>3</sup>	20 NIS/m <sup>3</sup>
Portion Paid to Well Owner	2.5 NIS/m <sup>3</sup>	6.7 NIS/m <sup>3</sup>
Remarks	<ul style="list-style-type: none"> <li>- The portion for operation and maintenance cost in the tariff is 4.5 NIS/m<sup>3</sup>, but it is not enough.</li> <li>- The deficit in water supply management is around 3,500 NIS/month.</li> <li>- There is a conveyance system from the well to the filling point.</li> <li>- Consumption is assumed to be 20 lpcd.</li> </ul>	<ul style="list-style-type: none"> <li>- Another portion in the tariff (13.3 NIS/m<sup>3</sup>) is paid for private tanker owners.</li> <li>- Residents who have their own tankers bear only the portion to the well owner in the tariff.</li> </ul>

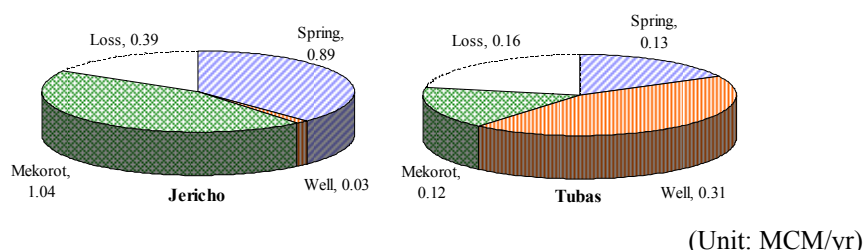
Note: The water tariff levied by Mekorot in other areas is set at 2.6 NIS/m<sup>3</sup>.

The water tariff in Jericho Municipality is 0.3 NIS/m<sup>3</sup> (spring water source and network supply)

Source: Field interview conducted by JICA Study Team

Third, the characteristics of the water resources and accessibility affect the water tariff; the tariff for springs is expected to be low, and the tariff for the supply system by tankers without a network system is high (see the table above). This results from the costs of operating and maintaining the tankers. According to the interview survey, the majority comprises diesel costs and service costs for the tankers. The difference in the cost paid to private well owners between Tammun and Frush Beit Dajan is explained by the diesel costs for operating the pump since the electricity service does not extend to Frush Beit Dajan. Thus, a lower service level has generated a heavier burden on the community people.

Fourth, in the advanced areas, losses in the network system are a serious problem. Exact data is not available, but it is estimated that unaccounted for water amounts to 45% and that the average loss across the Palestinian network systems reaches 30 to 40%. The following figure shows the estimated actual domestic water consumption in Jericho and Tubas.



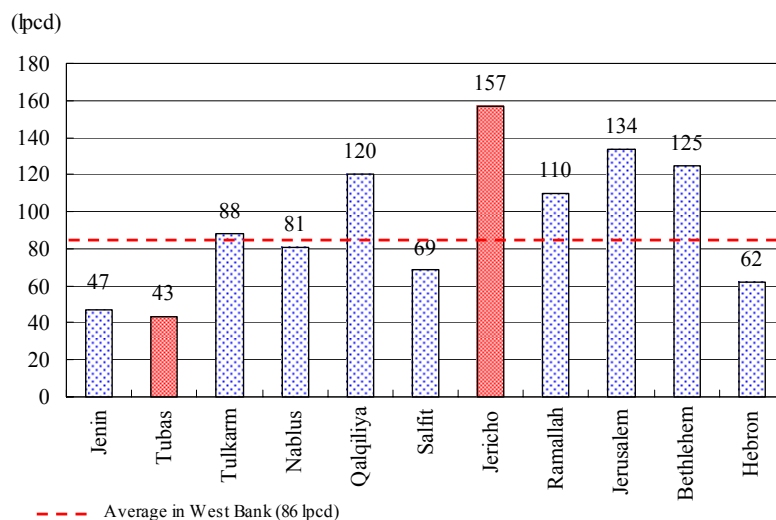
Note: - Assumed loss in conveyance system from springs is 30%.  
 - Assumed loss in no-network system from wells is 25%.  
 - Losses in the distribution network are not included.

**Figure 7.1.6 Estimated Actual Domestic Water Consumption**

Fifth, the average water consumption per capita in the West Bank is 86 lpcd. Jericho is the highest in the West Bank as in the figure below (although considering the reality of unaccounted and lost water, the



actual per capita consumption in the Jericho Municipality is estimated to be 124 to 145 lpcd). In the Jordan Rift Valley, even the highest service area does not meet the minimum Standard set out in the WHO Guideline.



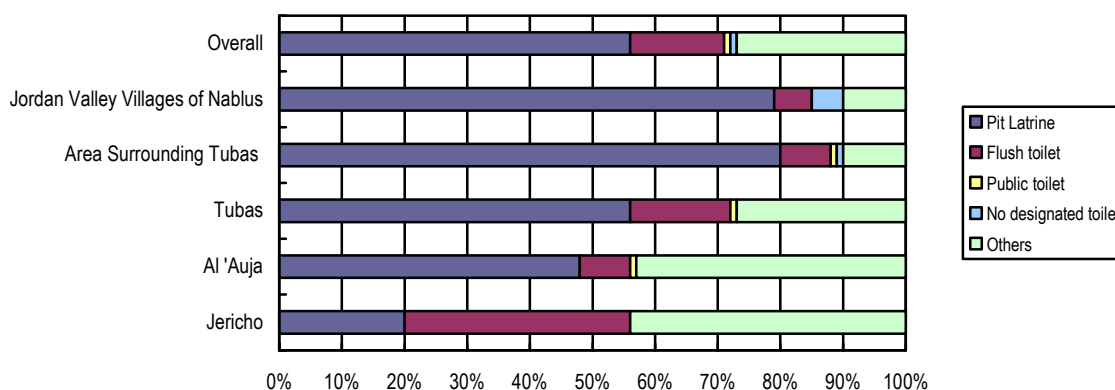
Note: including system loss

Source: Water Supply for Domestic and Industrial (PWA, 2003)

**Figure 7.1.7 Domestic Water Consumption per Capita in the West Bank**

*Wastewater*

First, in the Jordan Rift Valley area, there are no public wastewater treatment systems or collection systems. Domestic wastewater is collected mainly in cesspits. In some areas, black wastewater is collected in cesspits, while gray wastewater is discharged into open ditches. According to the socioeconomic survey, 56% and 14% of the residents use pit latrines and flush toilets, respectively (see the following table).



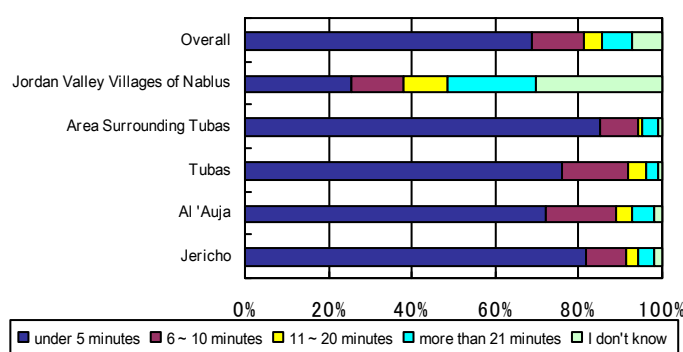
Source: Socioeconomic Survey, JICA Study Team (See Appendix)

**Figure 7.1.8 Sanitary Type in Jordan Rift Valley Area**

Moreover, as discussed later in Chapter 8, wastewater has heavily affected water resources in the region. Although the limited water resources should be preserved in order to be in compliance with the Oslo Accords, environmental deterioration has been reducing the available water resources, especially for drinking water.

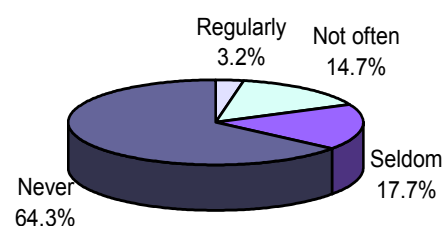
### *Solid Waste Management*

First, residents in many LGUs, especially in Nablus governorate, have limited access to solid waste dumping sites. The socioeconomic survey also shows that the disposal sites are not conveniently located for residents in villages of Nablus governorate (see the left figure below). Second, because many LGUs have not yet established a solid waste management system, the residents in such localities cannot receive solid waste collection services. Third, many residents recognize their communities as being dirty, but have not made much effort to clean public places (see the right figure below).



Source: Socioeconomic Survey, JICA Study Team  
(See Appendix)

**Figure 7.1.9 Access to Disposal Sites**



Source: Socioeconomic Survey  
(See Appendix)

**Figure 7.1.10 Cleaning Activity in Community**

### *Electricity*

Across the Jordan Rift Valley area, electricity supply is moderately well served, though the level of supply does not meet demand as further discussed in Chapter 8. Measures for the villages in Area C should be taken urgently. The Palestinian Energy and Natural Resource Authority (PENRA) has an implementation plan to connect electricity from Gaza to the Jordan Rift Valley, or import electricity from Jordan. However, neither of these plans is to be realized in a short term. It is even difficult to implement a plan to connect with the Israeli Electricity Corporation (IEC) or to develop a small-scale distribution system.

#### (4) Standard of Living

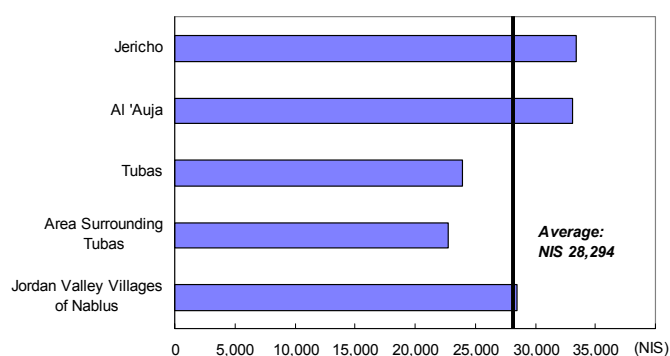
The major issues on standard of living, as identified in Annex 1, Chapter 5, are: (i) high unemployment rate, (ii) reduced income and high expenditures, and (iii) limited opportunities for income generation.

First, as noted in Chapter 5.1, the employment rate in the West Bank and Gaza has been high (26.8% in 2004) since the outbreak of the Second Intifada. The socioeconomic survey shows that the Jordan Rift

Valley area also has more or less the same level of unemployment as the remainder of the West Bank and Gaza.

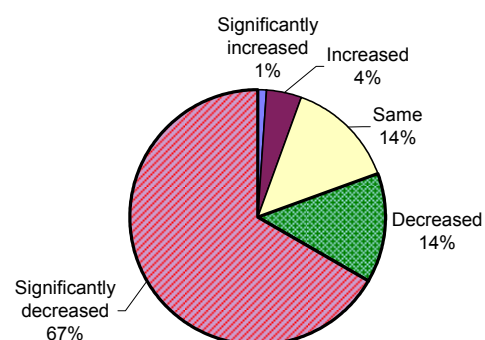
The families of those who are unemployed rely on relatives and families as a traditional safety net still functions. However, unemployment is, without doubt, one of the major causes of poverty and, in combination with political instability, it leads to hardship and anxiety for the people, which negatively affects the political situation further.

Second, presumably as a consequence of the high unemployment, income has been decreasing for the past several years. The socioeconomic survey indicates that the annual household income averages about NIS 28,000 (= US\$ 6,220). Among the five target areas of the survey, two areas in Jericho governorate, which are relatively urban, have higher incomes than those of Tubas and Nablus (see the figure on the left below). Although this figure does not necessarily conjure an image of a people suffering from low income and poverty, the survey result also shows that more than 80% of residents answer that income has decreased for the past five years, while only 5% report an increase (see the figure on the right below).



Source: Socioeconomic Survey, JICA Study Team  
(See Appendix)

**Figure 7.1.11 Annual Income by Area (NIS)**



Source: Socioeconomic Survey  
(See Appendix)

**Figure 7.1.12 Trend of Income in Last 5 Years**

Moreover, due to its proximity to the neighboring economy of Israel whose GDP per capita reaches as much as US\$ 17,000, the consumer prices in the West Bank are high and this makes Palestinian life even more difficult. As revealed by the socioeconomic survey and as pointed out in Chapter 4.2, the expenditure-income ratio is 0.96 (NIS 27,471/NIS 28,538), leaving little surplus<sup>9</sup>.

Third, income generation opportunities have been limited. In spite of being heavily affected by the political environment, there have been insufficient governmental efforts to support income generation activities. The table below indicates that governmental activities—such as technical transfer/extension, market information, coordination of business networks, economic policy, and job creation—are perceived ineffective by the local population.

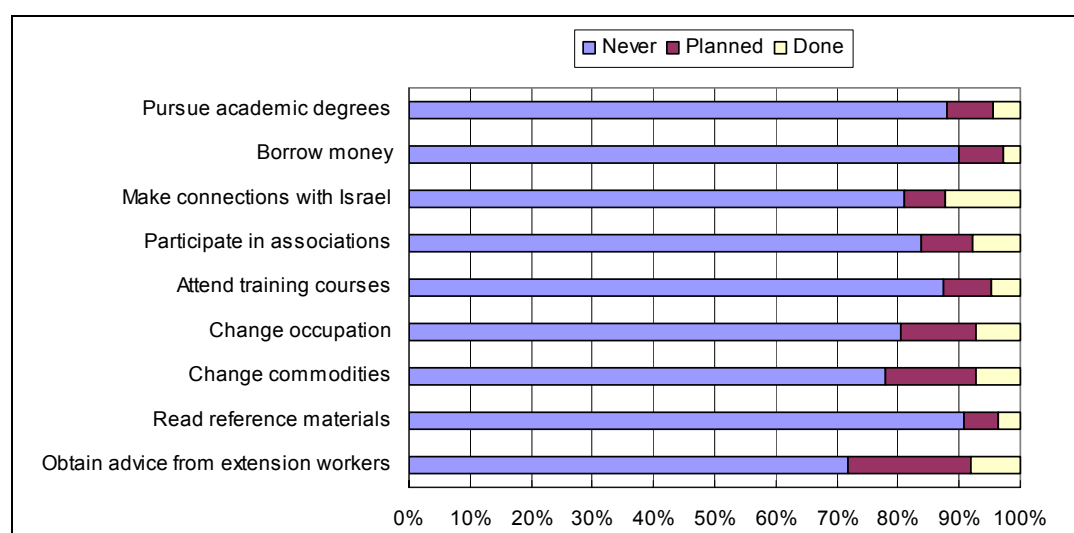
<sup>9</sup> The expenditure-income ratio is figured out by district in Annex 1, Chapter 5.

**Table 7.1.6 Degree of Satisfaction with Support for Income Generation (Scale: 1<5)**

Area	Technical Transfer/ Extension	Market Information	Coordination of Business Network	Economic Policy	Job Creation
Jericho	1.87	1.98	1.85	1.86	1.76
Al 'Auja	1.71	1.73	1.67	1.82	1.90
Tubas	1.70	1.78	1.76	1.68	1.38
Area surrounding Tubas	1.70	1.81	1.70	1.60	1.40
Jordan Valley villages of Nablus	1.52	1.48	1.42	1.49	1.37
Overall	1.70	1.76	1.68	1.69	1.56

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

There have not been adequate efforts made in the local population, either. Many people in the Jordan Rift Valley area do not pay much attention to the competitiveness of the local economy, in particular regarding the quality and price of their products. The quality of products is often uncompetitive with that of Israel, as is the case with the price of products compared with that of Jordan. The creation of income opportunities in the target area requires a well-planned strategy, reflecting the advantages of the target area. Indeed, the majority of the survey respondents answer that they have not undertaken concrete income generation measures such as obtaining advice from extension workers, reading a reference book or text on new business trends, changing commodities/products to more profitable alternatives, changing occupations to more lucrative alternatives, attending training courses, participating in associations, making a connection with Israeli, borrowing to form new investment, or pursuing advanced academic qualifications (see the following table).



Source: Socioeconomic Survey, JICA Study Team

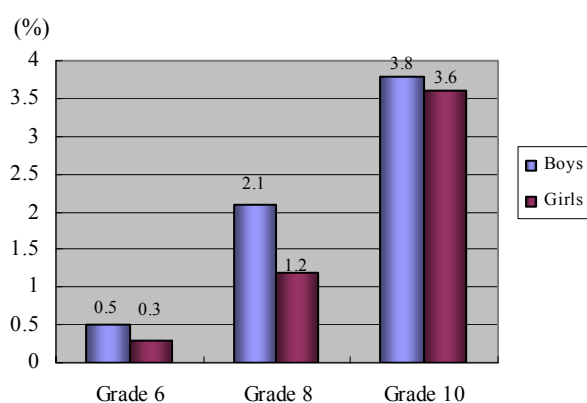
**Figure 7.1.13 Efforts for Income Generation**

#### (5) Gender Issues

The issues in relation to gender still exist in many aspects of the society. However, the main issues which need to be addressed can be summarized as: (i) early marriage and high fertility rate, (ii) limited opportunities for economic activities, (iii) limited opportunities for participating in decision-making, and

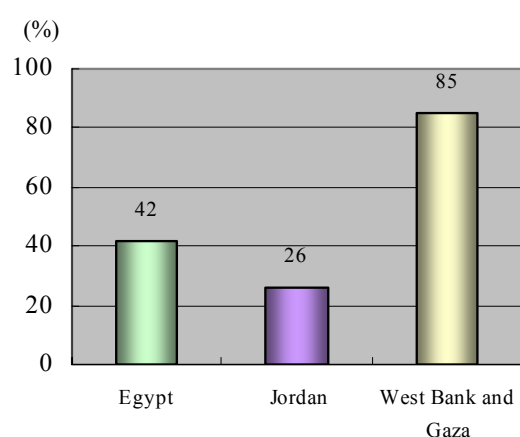
(iv) no effective networking mechanism to enable women to engage in joint efforts for their empowerment. (refer to Annex 1, Chapter 4)

The early marriage of women, in the rural areas in particular, has been exacerbating the school dropout rate amongst female students. Early marriage, in combination with low levels of participation in decision making at the household level, relate to the high fertility rate. As shown in the table below, high risk pregnancy in young women is prevalent in the West Bank and Gaza compared to its neighboring countries. This, of course, requires health education regarding reproductive health, including decision-making.



Source: Enhancing Quality Education in Palestinian Schools, Project Proposal, UNESCO

**Figure 7.1.14 Dropouts in Government Schools (%) (2002-2003)**

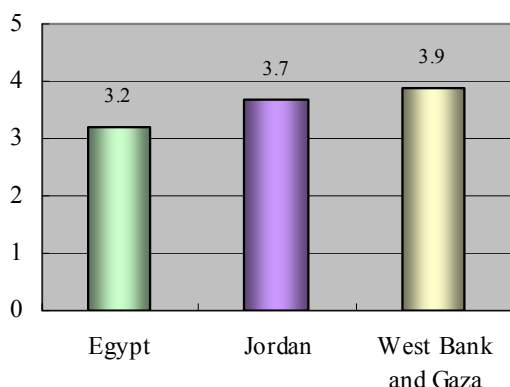


Source: State of World Population, 2005, UNFPA

**Figure 7.1.15 Birth per 1,000 women aged 15-19 (%) (2005)**

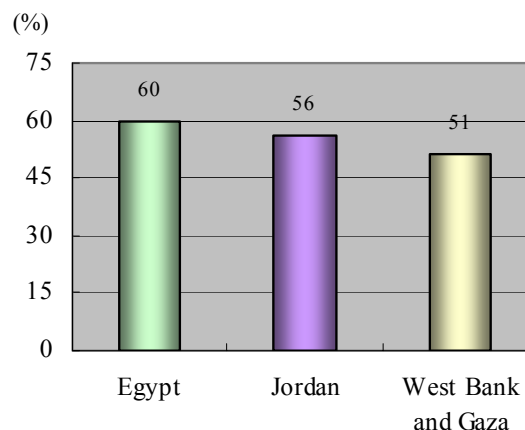
Second, although there are many active women, including those who are involved in income generation activities such as food processing, agriculture, small-scale businesses and so on, their activities are often limited since they are obliged to stay at home to look after their house and children. In some associations, it is recognized that women engaged in handcraft-making are often from a lower education background and have many children to look after due to early marriage.

Third, it is recognized that the opportunities for women to make decisions are limited, both in society at large, and in many cases at the household level. Compared to neighboring countries, their reproductive health indicators related to decision making are worse. In relation to reproductive health, women's rights for decision-making are crucial, both for their own health and for their human rights in respect of their lives.



Source: WHO EMRO

**Figure 7.1.16 Total Fertility Rate (2003)**



Source: WHO EMRO

**Figure 7.1.17 Married Women (15-49) using Contraceptives (%) (2003)**

Finally, in the current system, there is no efficient mechanism for social development yet existing at the local level in the target area, nor at the central level, since the MOWA only has two years of experience following its establishment. The communication and collaboration often takes place as a result of individual efforts and personal connections. In the seminar for women from the Tubas district during the Study period<sup>10</sup>, women emphasized the importance of opportunities to meet and to exchange information among themselves for coordination and cooperation. The idea of organizing some kind of group meeting for women’s organizations, functioning like a committee, originated from them.

#### (6) Micro-finance

The main issues that need to be addressed in relation to micro-finance are: (i) high expense/income ratios and (ii) limited access to existing bank loans. (refer to Annex 1, Chapter 6)

First, the average expense/income ratios prove to be almost 100% in most of the five areas surveyed, regardless of the income level. This naturally results in a very low level of saving and hence a high potential for borrowing when money is needed such as for children’s education, medical treatment, agricultural equipment and seeds, weddings, house construction and renovation, etc.

<sup>10</sup>The seminar was organized by a Social Services Working Group Member of Tubas Municipality on 5 December 2005, aiming at providing an opportunity for women to access external information on the food process business.

Table 7.1.7 Borrowing Characteristics by Area

	Overall	Jericho	Al 'Auja	Tubas	Area surrounding Tubas	Jordan Valley Villages of Nablus
<b>Average Household Debt and Conditions</b>						
Debt Amount (NIS)	18,212	25,413	14,705	19,871	13,161	13,161
Income (NIS)	28,491	35,433	31,938	23,929	22,785	28,181
Debt/Income (%)	64	72	46	83	58	47
Exp./Income (%)	97	113	100	97	95	75
Interest (%)	3.74	7.14	2.38	1.95	13.48	5.21
<b>Source of Borrowing (%)</b>						
Relative/Friend	64	43	68	75	64	66
Private Bank	16	29	16	10	14	14
Micro-credit	8	6	8	5	12	6
Gov. Bank	-	9	3	8	6	6
Middlemen	4	3	5	3	4	3

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

Second, despite the necessity of borrowing, people often go to their relatives or friends instead of banks and other finance institutions because private banks often request sufficient collateral to cover any future losses and offer only a higher interest rate due to the unstable economic and business environment. At present, the number of bank branches, private or governmental, is limited and their services are not easily accessible under the current security and road conditions for the people living far away from the actual location of the bank.

In such cases, micro-finance organized by NGOs and CBOs can function as a useful finance vehicle. Micro-finance is usually based on smaller communities and offers more flexibility in terms of lending conditions, with a lower interest rate in general. It sometimes also offers services other than finance such as information, advice, and training for technical improvement, business development, and even hygiene and health promotion. Its activities sometimes encourage current and potential customers with common interests to organize a small group or an association for exchanging information, mutual assistance, business development and other shared objectives. Micro-finance could be an effective and efficient tool for community development by providing not only its finance function but also its educational and organizational operations which are sometimes customized flexibly to suit the applicable individual and community needs.

### 7.1.2 Institutional Issues

Aside from the sectoral issues discussed above, other fundamental issues hampering social and community development in the Jordan Rift Valley area lie in institutional settings, especially weak administrative capacity in local governance. Indeed, the Local Government Law obliges LGUs to play an important role in delivering various social services such as water supply, sewage management, and electricity supply, though some services, including education and health, are primarily undertaken by responsible line ministries. The major institutional issues in social and community development are summarized as follows.

- (i) Many LGUs do not have sufficient capability in administration or finance to successfully deliver essential public services in an effective manner. In particular, many of the new LGUs that were formulated after the establishment of the PA in 1994 are too small and not equipped with adequate human or financial resources.
- (ii) The socioeconomic survey reveals that local residents feel little satisfaction with economy-related support such as income generation, the credit system, and job creation among services delivered by line ministries and LGUs (see the table below). This indicates that government organizations experience more constraints in delivering these types of services than social services,

**Table 7.1.8 Degree of Satisfaction with Public Services by Area (Scale: 1<5)**

Area	Health care	Education	Road condition	Drinking water	Waste disposal	Electricity	Income generation	Credit system	Job creation
Jericho	2.52	2.86	2.92	3.63	3.10	2.97	1.93	2.50	1.87
Al 'Auja	2.53	3.21	2.58	3.34	2.71	3.29	1.90	2.34	2.12
Tubas	2.68	3.24	2.67	2.91	2.94	3.49	1.96	2.38	1.55
Area surrounding Tubas	2.71	3.43	3.00	1.99	3.37	3.62	1.99	2.05	1.52
Jordan Valley villages of Nablus	1.85	2.89	2.34	2.32	1.44	2.92	1.41	1.57	1.42
<b>Overall</b>	<b>2.46</b>	<b>3.12</b>	<b>2.70</b>	<b>2.85</b>	<b>2.72</b>	<b>3.26</b>	<b>1.84</b>	<b>2.18</b>	<b>1.70</b>

Source: Socioeconomic Survey, JICA Study Team (See Appendix)

- (iii) In many cases, LGUs do not have strong institutional linkage with private and community sectors. It is evident that government organizations alone cannot deliver effective social and community services, especially those related to economic activities.
- (iv) Joint Councils for service, planning and development (JCspds) are formed as a means of extending some public services to LGUs in rural areas. As discussed in Chapter 6.5, many JCspds only provide a specific single social service, most notably solid waste collection. As with LGUs, many JCspds do not have cooperative relationships with private or community sector organizations.

### 7.1.3 On-going Projects for Social and Community Development

Several projects are being carried out by international donor agencies as well as by the line ministries of the government to tackle the issues discussed above.

#### *JICA Technical Cooperation Project on Improvement of Local Governance System in Palestine*

The JICA technical cooperation project on "Improvement of Local Governance System in Palestine" has been conducted since September 2005, with focus on local financial management and regional cooperation among LGUs. Specifically, the project aims at: (i) formulating a basic local financial policy,



(ii) creating national strategies for the strengthening of JCspds, and (iii) developing capacity in local governance through the establishment of a local governance training center. Although the project has primarily focused on strengthening of local government administration and management, it also seeks to contribute to social and community development. Indeed, strengthening of LGUs will not be possible without developing communities into more modernized and democratic ones.

*JICA Technical Cooperation Project on Capacity Development on Solid Waste Management in Jericho and Jordan River Rift Valley*

JICA has also supported the implementation of a technical cooperation project on “Capacity Development on Solid Waste Management in Jericho and Jordan River Rift Valley” since September 2005, aiming at establishing a model for solid waste management by a LGU or JCspd. The project seeks to establish a sustainable and sanitary solid waste management system, as well as to disseminate the established system into all LGUs and JCspds in the West Bank and Gaza through training and seminars. It should also contribute to promoting reduction in generation of solid waste (i.e. reduce, reuse, and recycle or the 3Rs) in addition to installing necessary equipment for collection and landfill. For example, community-based promotion of composting will reduce the amount disposed of at the landfill sites and promote amenity in villages.

*JICA Technical Cooperation Project on Improving Reproductive Health with Special Focus on Maternal and Child Health*

The JICA technical cooperation project on “Improving Reproductive Health with a Special Focus on Maternal and Child Health” has been carried out in the pilot area of Jericho and certain parts of Ramallah to improve RH and MCH. Although this project has been targeting the PHC level, it is recognized that improvement, not only at the PHC level, but also at the secondary level, is crucial for improving RH and PHC, establishing a referral system. Moreover, it is recognized that mobilization and raising awareness of the community requires support from and coordination with LGUs.

*Municipal Development and Lending Fund*

The Municipal Development and Lending Fund (MDLF) has been established under the World Bank-funded Emergency Municipal Services Rehabilitation Project (EMSRP) to establish the framework for inter-governmental transfers made to local government organizations for mitigating any emergency situation caused by the Second Intifada. The MDLF will be continuously supported by the World Bank through its Municipal Management and Service Delivery Project (MMSDP). Because of its nature as an emergency relief intervention, the Fund has primarily focused on the improvement of social services, including water supply, wastewater treatment and disposal, solid waste collection, road rehabilitation and maintenance, and electricity supply. However, the interventions in social services under the EMSRP do not appear to be sufficient to vitalize the socioeconomic situation of the West Bank and Gaza or to improve their standards of living.

*NGO Activities*

NGOs, both foreign and domestic, are actively supporting the enhancement of living standards and social services in the region. For example, an international NGO<sup>11</sup> has been assisting in the rehabilitation of water supply and sewerage systems in the Jiftlik area where village councils have been organized. Their assistance ranges from the formation of water users' groups to the supply of facilities and management for supervision and monitoring of the water supply systems. They are faced with various difficulties in getting permission for operations from the authorities, including permission from the Israeli security agency. They also find it time consuming to formulate new cooperatives for service delivery.

Some NGOs are supporting the active participation of women in social services and income generation activities. A Palestinian NGO<sup>12</sup> has been extending assistance in organizing small women's groups for household/cottage handicraft and production activities. Another Palestinian NGO<sup>13</sup> has been implementing the "Rural Women Development Project" since 2003, organizing cooperatives to be legalized by the MoL. Lessons learned by these NGO activities are informative and valuable. These lessons include:

- (i) Institutional arrangements are most important in planning and implementing social and community development projects. Without proper institutional arrangements, such activities and projects will turn out to be less sustainable.
- (ii) Cooperatives and/or community-based organizations (CBOs) should be institutionalized for promotion of the social and community improvement projects; however, individuals tend to operate their businesses independently after obtaining skills at such organizations. However, individual businesses have limitations in competitiveness, so some measures are required to maintain cooperation and linkages among producers.
- (iii) Social service delivery programs may be well managed through cooperatives and/or village councils for equitable development. Income generation activities, however, should better be initiated and operated by CBOs, which are formed through personal willingness to collaborate in such income generation activities.
- (iv) Various programs, as introduced above, could be executed more effectively if they are networked at the village/community level and at the regional level. It goes without saying that the JICA assisted reproductive health project and solid waste management project should be coordinated with other social service delivery and income generation activities at the village and community levels. This implies that the institutional strengthening is of prime importance for the successful implementation of social and community development in the region.

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<sup>11</sup> Oxfam, UK, operating in the Jiftlik area

<sup>12</sup> SUNBULA, a Palestinian NGO

<sup>13</sup> Economic and Social Development Center of Palestine (ESDC)

### 7.1.4 Pilot Project Operation and Lessons Learned

In the course of this Study, a pilot quick impact project has been implemented for community-based agro-processing activities in Tubas district. The outline of the project and lessons learned are summarized below.

#### (1) Project Outline

This pilot project was formulated in light of the greater significance of income generation activities for sustainable social and community development in the region. It has two objectives: (i) to evaluate how CBOs could be utilized effectively for new income generation activities, and (ii) to find out how the agro-processing CBO activities could be advanced as a community empowerment project. This project is consisted of the two sub-programs, (i) diversification of olive oil marketing, and (ii) olive oil soap making.

#### (i) Diversification of olive oil marketing

Olives are widely cultivated in the West Bank area and olive oil is produced locally. In line with the policy of the MoA and LGUs in Tubas district, the sub-program has encouraged farmers in the target area to grow olive trees and to process olive oil into value-added products, thereby creating opportunities to generate incomes at the community level. Indeed, olive oil is a product with high potential which can be marketed at relatively higher price due to strong demand in domestic and international markets.

The sub-program was conducted since December 2005 in ‘Aqqaba Municipality, a town near Tubas Municipality. The target group was initially set to be farmer members of an existing milling factory which has been operational since 1988 to provide for farmers’ self-consumption; however, as further discussed later, it changed to be a group of volunteers who have the willingness to participate in the project activities.

The sub-program extended financial and technical assistances to farmers to produce more value-added olive products by bottling, using their original brand label, and marketing through various niche channels including NGOs and fair traders. Major activities includes: (i) procurement of a bottling machine, (ii) creation of “Tubas original brand” and trial marketing, and (iii) capacity development for farmers through workshops and on-the-job training.



**Figure 7.1.18 Olive Trees in Tubas District**



**Figure 7.1.19 Olive Oil Workshop**

(ii) Olive oil soap making

The objectives are to disseminate a new olive oil soap making method and to promote income generation activities with the target setting on women living in several isolated places in Tubas. The sub-program consisted of three-day training for 22 women and one-day wrap-up seminar with 80 attendants. Through the trainings, the women learned a new method of making olive oil soap without heating and the importance of socialization. The wrap-up seminar was held to show the training activities and their future visions. The attendees evaluated and made various comments on the soap they manufactured, and discussed about how the sub-program would run further and be activated more profitably and widely in future.

In organizing the training programs, MoA, local NGOs and the JICA Study Team collaborated mutually for achieving the original objectives of the program as described above. For leading the sustainability of this program, MoA commented that it would provide some supports, technically and physically, and continuously monitor and supervise the next steps of these women's activities.



Practice of mixing materials with the mixing machine on the 2nd Training



Practice of cutting soaps on the cutting board on the 3rd Day Training



Wrap-up Seminar



Tubas original Soap produced in the Sub-program

**Figure 7.1.20 Olive Soap Making Seminar**

## (2) Lessons Learned

Several lessons have been learned through the two sub-programs. Major lessons learned are as follows.

## (i) Institutional building is the most important issue.

In the first sub-program, an influential olive oil factory and its group of user farmers were first selected as a target group. The designed program, however, necessitated the factory modify its organizational structure, and the project team expected to have a restructured organization to facilitate processing and marketing of products in line with a value chain. However, the factory had its own policy in its business and it was difficult for them to change the existing structure. The project team had to organize a new community group to implement the pilot project. Now, a lesson is learned that, in the event of targeting an existing organization, it is important to respect the traditional rules and regulations. If all the members are unable to agree with the new activities, the project should be flexible so as to present an alternative to the existing organization without substantially changing the existing organizational structure. Institutional analysis and the formulation of a proper organizational structure are critical when a project is designed. At the second sub-program, the project team made some opportunities which the targeted people could gradually and easily share incentives or objectives for forming a new group, and they tried to have some discussion among them. They established some objectives for continuing their own olive soap making activity and finally formed a new legalized association under the monitoring of the MoA in Tubas, and a local experienced NGO.

## (ii) A target should be selected from a broader range of alternatives.

In the first sub-program, at the beginning, the project team focused on the existing olive oil milling factory; however, it became evident later that there were other farmers who were interested in the project. Project information should have been provided to everyone in the target area. After the first targeted group refused to participate in the project, a marketing seminar on olive oil was held for everyone who was interested in the project. Extension workers of the MoA in Tubas distributed invitation letters to farmers in the target area and more than 70 participants attended the seminar. After learning the importance of olive oil quality control and marketing with a brand name, and understanding the project purpose and outline, 10 farmers in the target area voluntarily formed a community-based organization for the pilot project operation. This leads to the lesson that information should be widely open to the public and that the community-based organizations should better be formed by personnel having strong



**Figure 7.1.21**  
Product of Olive  
Oil Pilot Project

willingness to collaborate for the specific purpose. It would also be suggested that villagers are encouraged to form a CBO and create their own plan, while a supporting donor agency is to evaluate such a plan for financial and technical assistance.

(iii) Governmental organizations should support the business environment.

Institutional settings for income generation activities differ from those of social services delivery. Income generation activities should be carried out on a private basis with individual responsibility. However, governmental organization should support private initiative through the provision of information, infrastructure and financial facilities. The government should also encourage the people and communities to collaborate and build networks in order to promote community-based processing into a local industry. In the case of the agri-business sector, such roles will be cared by the MoA and Chamber of Commerce, Industry and Agriculture. The Study Team encouraged both of these governmental organizations to have close relationships for opening new business networks toward the West Bank, because some people have seriously been suffered from irregular tough closures in getting their business and education opportunities newly or improving their business activities.

(iv) Networking is a key element.

During the sub-programs, major actors such as farmers, traders, processors and retailers started negotiation with each other for their own interests. By using their individual strengths, as well as being assisted by local public agencies and consultants, they are creating a wider network for distribution and marketing as a whole. This kind of matching processes is often encouraged by advisors or consultants who have expertise in business promotion with fair and useful information dissemination to those people having strong willingness to collaborate and develop business opportunities.

## **7.2 Target and Strategies for Social and Community Development**

Based on the review of the current situation of social and community development in the Jordan Rift Valley area, as well as the issues to be addressed for improvement, some targets have been set through discussions among the stakeholders in the region. Likewise, several strategies are proposed to reach these targets.

### **7.2.1 Development Target**

With the Social and Community Development Program, the overall goal is to enhance the living condition of the people in the region, through the improvement of social services and income generation activities. Considering the current situation in relation to Millennium Development Goals (MDGs) and MTDP goals, the development targets should be to: (i) improve maternal and child health, (ii) improve education

reflecting local needs, (iii) ensure the sustainability of the environment, (iv) eradicate poverty, and (v) promote women's empowerment.

Outcome indicators for the development targets for social and community development are set out below, reflecting the relevant goals and targets, including MDGs, and the current situation.

**Table 7.2.1 Selected Outcome Indicators for Social and Community Development**

Indicator	Relevant targets	2003	2010	2015
<b>1) Improve maternal and child health</b>				
MMR (per 100,000 live births)*	MDG: Reduce 1990 MMR by three-fourths	100 (adjusted)	65 (adjusted)	41 (adjusted)
IMR (per 1,000)*	MDG: (Reduce 1990 U5MR by two-thirds)	22	15.5	11
<b>2) Improve education reflecting local needs</b>				
Dropout rate (%) in basic education	The Five Year Education Development Plan (2000-05): survival rate 95% in 2005/2006	0.7% (2002/2003)	0.5%	0.3%
Transition rate from Grade 10 to Grade 11	The Five Year Education Development Plan (2000-05): gross enrolment rate 68% by 2004	92.7% (2003/2004)	95.5%	98%
Enrolment in secondary vocational schools	The Five Year Education Development Plan (2000-05): proportion of vocational students no. projected at 8.2% in 2005/2006	4.7% (2005/2006)	5.5%	8.2%
Dropout rate (%) in secondary education	The Five Year Education Development Plan (2000-05): survival rate 95% in 2005/2006	3.7% (2002/2003)	2.4%	0.3%
<b>3) Ensure environmental sustainability</b>				
Quantity of Water Usage (person/day)	PWA Plan:		(2009)	
	Jericho	131	138	144
Water Supply Rate (litter/capita/day)	Tubas	34	75	116
	PWA Plan:			
Connection to Wastewater Treatment Plant (%)	Jericho	131	139	144
	Tubas	34	82	116
Jordan Rift Valley Average	Jordan Rift Valley Average	76	106	128
	PWA Plan:			
Jericho	Jericho	0%	47%	75%
	Tubas	0%	0%	57%
Jordan Rift Valley Average	Jordan Rift Valley Average	0%	20%	65%
<b>4) Eradicate poverty</b>				
Proportion of people living on less than two dollars per day	MDG: (halve 1990 \$1 a day poverty)	40.0%	32.5%	20.0%
Unemployment Rate		24% (West Bank)	15% (West Bank)	10% (West Bank)
<b>5) Promote women's empowerment</b>				
Dropout rate of girls in secondary education		1.56 times of boys' rate (girls 3.62%, boys 2.32%) (2005/2006)	1.25 times of boys' rate	Equals to boys' dropout rate
Use of modern contraceptive methods	National Strategic Health Plan: Increase the use of modern contraceptive methods by 10% by 2003	63,451 (total no. of people using modern methods)	66,814 (5.8% increase)	69,796 (10% increase)

\* The statistics of 2003 for the target indicators are those of UN statistics.

### 7.2.2 Development Strategies

In order to achieve the above targets, the strategies suggested are as follows: (i) holistic approach to improve the standard of living, (ii) improvement in service delivery in the health sector, (iii) improvement in service delivery in the education sector, (iv) improvement in the other social services, and (v) community empowerment through a participatory approach, taking into account lessons learned from the experiences of the pilot projects and other organizations' projects.

#### (1) Holistic Approach to Improve the Standard of Living

Improving the standard of living requires a holistic approach, targeting both organizational and individual levels in various sectors related to the people's daily lives. This strategy is adopted to achieve all the targets set out in the previous section. The organizational changes have two aspects: the delivery of social services and the cohesion of social service deliverers in different sectors. The individual changes involve the improvement in individuals' economic situations and raised awareness and behavioral change regarding sustainable development.

The current mechanism for improving the living standard has two channels in terms of its multi-sectoral aspects: a governmental channel, from the line ministries, and a non-governmental channel, from the local organizations such as NGOs and CBOs. Both the governmental and non-governmental organizations work in social services delivery; however, the governmental and non-governmental organizations do not, in general, possess mechanisms for connecting themselves in this regard, and it is therefore necessary to establish some kinds of mechanisms at the local level to link and unite them for efficient development, thus encouraging the participation of the community.

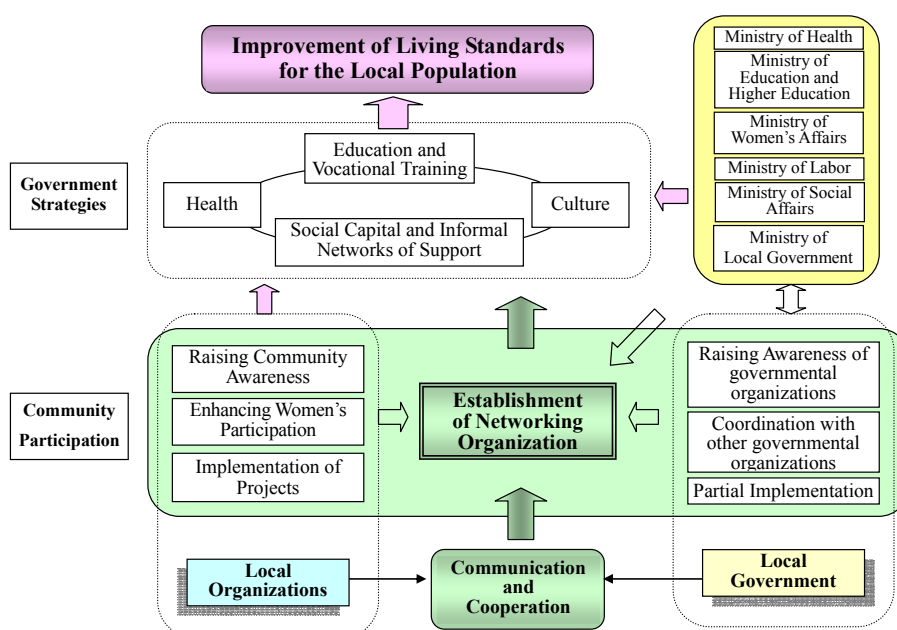


Figure 7.2.1 Holistic Approach for Social and Community Development



The above figure shows a strategy for the holistic approach which combines the activities of non-government organizations to support governmental strategies for the improvement of living standards at the local level.

In addition to the efforts at the organizational level, changes in the behavior and attitudes of individuals are also crucial for sustainability. Since decreasing income is a major issue for the majority of the population in the target area, income generation is one of the most effective approaches to improve people's standards of living, improving access to information, as well as knowledge and skills for job and income opportunities. Furthermore, to make organizational cohesion work for sustainable development, individual awareness regarding many social issues must be raised and behavior towards development should be changed, respecting the common vision among the stakeholders.

## (2) Improvement in Service Delivery in the Health Sector

This strategy is adopted to achieve the targets (i) improvement in maternal and child health. In order to improve the living standard, it is also necessary to improve the social services provided by the government, since they are the main providers. To improve these services, efforts are required at the central and local levels. In the health sector, the focus in the target areas should be on: (i) special attention to IMR, (ii) the quality of service provided by the existing public health service, and (iii) the effectiveness of the existing public health service.

### *Special Attention to IMR and MMR*

The IMR in the Jordan Rift Valley area has become worse during the last four years, as a result of the security checkpoints and the ineffectiveness of the public health service. Antenatal care has been improved in the West Bank, as mentioned previously; however, postnatal care remains limited since it requires more effort from the service provider sides, such as home visits. Therefore, this needs more attention. In addition, as pointed out before, there is a constraint on reporting maternal mortality. The introduction, by the JICA on-going project, of the mother and child health handbook containing information on both maternal and child health from pregnancy onwards will improve the difficulties in understanding maternal mortality, as well as providing appropriate information to mothers and families. Targeting women will enhance women's awareness regarding reproductive health matters and will assist their empowerment through access to the information. Such a service should be disseminated more at the community level.

### *Improvement of Quality in Health Service*

In order to provide a better service, improvement in the quality of facilities and equipment is necessary for existing PHC centers and hospitals, as well as capacity building for health workers. Outdated facilities, which are unattractive and fail to gain the trust of the patients, should be improved and better utilized, especially at Jericho Hospital. In the case of the Jordan Valley villages of Nablus, the access to primary health services should be improved. In fact, to make procedures easier, mobile clinics could

be introduced in areas which have difficulties in access. Raising the awareness of the population concerning health will also contribute to better quality and management of health services.

#### *Improvement of Effectiveness in Health Service*

The effectiveness of the public health service should be improved through the enhancement of the referral system between the PHC and secondary hospital, which is not functioning well under the current referral system. The referral is currently one way from PHC level to the hospital level in practice. This is due to the lack of administrative coordination at the local level and a lack of regulations and supervision to impose the referral system and coordination. The establishment of an effective and efficient referral system may cut down the costs for the MoH. In addition, the MoH is now discussing a strategy for decentralization; therefore, the coordination and establishment of a strategy at the local level, in collaboration with the LGU and communities, will become crucial when decentralized.

### (3) Improvement in Service Delivery in the Education Sector

This approach is adopted to achieve the targets (ii) improvement in education reflecting local needs. In the education sector, the focus should be on: (i) infrastructure, (ii) the quality of the teaching, and (iii) technical and vocational training to reflect the needs of the society in education.

#### *Infrastructure*

Students in basic and secondary schools benefit more or less from the relatively good condition of facilities. However, fundamental problems relating to infrastructure still exist, such as overcrowded classrooms, classrooms rented from the private sector, use of rooms for purposes other than as classrooms and so on. In addition, there are many classrooms rented from the private sector, which cannot provide appropriate conditions to study in. The rented classrooms are an urgent priority to be dealt with.

#### *Quality of Teaching*

There are limitations to improving the teaching-learning process under a centralized policy and strategy, since this cannot reflect the situation of the locality or the level of the students in the locality. The local needs should be reflected in the central level strategies, through a more widely based and flexible planning system. So long as the system remains centralized, the governorate should consolidate the local needs from the school, taking the central strategy into consideration, and make proposals to the central policy level. In addition, it is important to raise the awareness of the population regarding education. Raised awareness will, in turn, enhance the support given to the school, teachers and the students from parents at the community level. Indeed, raised awareness will improve the enrolment rate, the dropout rate and gender equality.

#### *Technical and Vocational Training*

Technical and vocational training is quite important to provide practical skills to the population, whether young or adult, to improve their income opportunities. Training does not need to be provided in a formal educational format. In fact, it is more effective and efficient to provide non-formal education in

the form of short courses to upgrade currently unskilled workers to meet market needs or provide the necessary information and skills for better opportunities under the current economic and political situation. During the Second Intifada, formal educational facilities were forced to close for a considerable length of time, while short and locally held courses were able to provide some necessary knowledge and skills responding the needs in a timely manner. The courses should be provided according to the demand, either by governmental organizations, or by non-governmental organizations. However, there should be a coordinator to transmit the local needs to the providers (whether governmental or non-governmental organizations). Establishing some kind of committee could play a significant role in the dissemination of information.

Furthermore, NGOs can play a great role to support people who have strong will to change their lives. Since the youth is very active in the target area, they have a great potential to be the entrepreneurs. Therefore, NGOs could pay more attention to educate and give support to youth to set up business, in either formal or non-formal education.

#### (4) Improvement in Other Social Services

This strategy is adopted to achieve the targets (iii) to ensure environmental sustainability.

#### Water

In order to improve living conditions, domestic water supply should be prioritized over supplies for agriculture. The PWA has set a target for domestic water supply level at 150 lpcd in 2020. Based on this target and the current situation in the Jordan Rift Valley area, the target supply level of 2015 is set at 144 lpcd in Jericho and 116 lpcd in Tubas.

**Table 7.2.2 Target Water Supply Level**

Governorate	Supply Level (lpcd)				
	2003	2009	2012	2015	2020
Jericho	131	138	141	144	150
Tubas	34	75	95	116	150

Source: PWA

Spring water should be allocated as a water resource in order to provide a stable water supply at low cost. Taking the regional characteristics into consideration, the availability of spring water in each area is summarized in the following table.

**Table 7.2.3 Availability of Spring Water**

Area	Localities	Current Water Resource	Spring Water	Remarks
Jericho/Al 'Auja	Jericho, Aqbat Jaber Camp, 'Ein as Sultan Camp, Al 'Auja, Fasayil, An Nuwei'ma, 'Ein ad Duyul al Foqa, 'Ein ad Duyuk at Tahta	Spring Mekorot	Abundant	Plenty of spring water
Lower Al-Far'a	Marj Na'ja, Az Zubeidat, Al Jiftlik, Frush Beit Dajan	Agri. Well Mekorot Private Well	None	-Groundwater is brackish -Area C
West Tubas	Tubas, Tammun, Tayasir, 'Aqqaba, Ras Al Fara, El Far'a Camp, Wadi al Fara, Al	Spring Private Well Mekorot	Available	Spring water is not adequate in the highland area

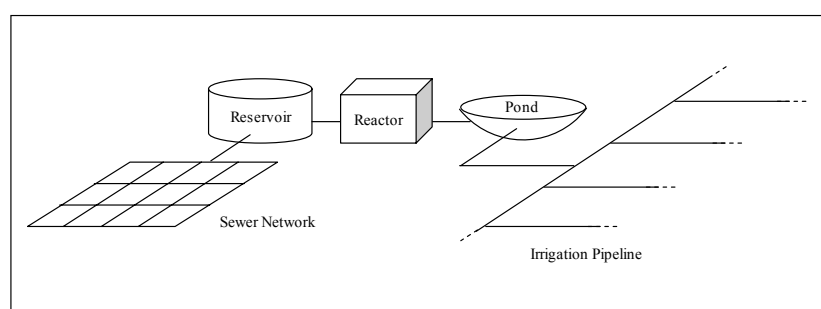
Area	Localities	Current Water Resource	Spring Water	Remarks
	Badan, Annassariya, Alaqrabaniya, Ein Shibli, Taluza, Ath Thaghra			
North Tubas	Bardala, Kardala, 'Ein el Beida, Al Farisiya, Al Malih, Al Hadidiya	Mekorot Private Well	Available	-Water from Al-Malih is brackish -Area C

Thus, only Jericho/Al 'Auja area has enough spring water. In the other areas, it will be necessary to prioritize the allocation of spring water to domestic use. In the short term, however, wells must also be allocated for domestic use in some areas. According to the regional characteristics, including the fact that some wells are too saline to drink, the strategies for domestic water supply are proposed as follows.

- (i) Allocation and conveyance of spring water to the communities;
- (ii) Development or rehabilitation of wells as domestic water resources in the areas - where no spring water is available;
- (iii) Development of desalination systems in the areas where any available water is brackish; and,
- (iv) Development of distribution network systems.

### Wastewater

Wastewater treatment should be developed in line with the strategy of water recycling (discussed in Chapter 8) in creating new water resources. From the quantitative perspective, wastewater in the urbanized areas such as Jericho and Tubas Municipalities should be treated and recycled. The wastewater collection and recycling systems for urbanized areas are illustrated in the following figure.

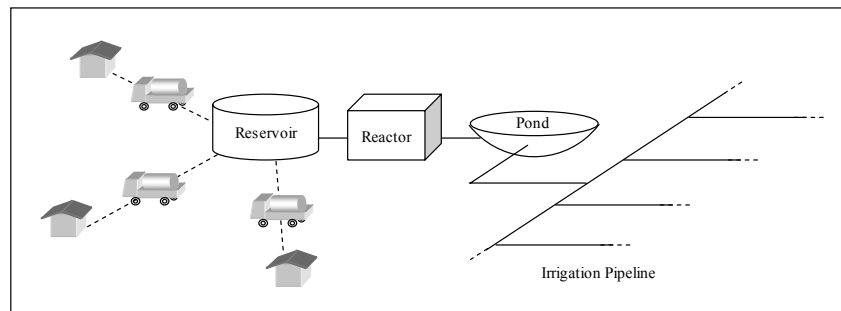


**Figure 7.2.2 Wastewater Collection and Treatment System in Urbanized Areas**

In suburban areas, development of recycling systems is not feasible from the viewpoint of cost-effectiveness. Therefore, only collection systems will be developed. The collection systems will be connected to the recycling system in the urbanized areas.

As for rural areas, a collection system is not appropriate because the population density is low and the cost per person is higher. Rural areas near the urbanized areas with recycling systems will introduce a

system of collection by tankers and delivery to the recycling plant in the urbanized areas as illustrated in the following figure.



**Figure 7.2.3 Wastewater Collection and Treatment System in Rural Areas**

Consequently, strategies for wastewater treatment are summarized as follows.

- (i) To develop wastewater collection and recycling systems in urbanized areas
- (ii) To develop wastewater collection and delivering systems in high population density areas
- (iii) To introduce wastewater collection systems using tankers in suburban areas
- (iv) To promote on-site treatment systems in rural areas

#### *Solid Waste Management*

In order to solve the issues mentioned in Section 7.1.1, it is critical to promote reduction in generation of solid waste in addition to installing necessary equipment for collection and landfill. Especially, the 3Rs (reduce, reuse, and recycle) and environmental awareness/environmental education are required at both the community and regional levels.

At the community level, special attention is to be paid to the promotion of composting of solid wastes. This will not only reduce the volume of solid waste for disposal at landfill sites, but also allow its reuse for fertilizing in crop cultivation as well as for feeding to livestock after drying. Community-based promotion of composting will, not doubt, reduce the requirement for disposal at the landfill site and promote amenity in the villages.

Attention should also be paid to environmental awareness campaigns at schools. The school children should be taught how benefits accrue from a clean environment in and around the villages. Environmental education is effective in raising public awareness for the interest of the communities. Quite a small expense is required for the environmental education, as well as for the promotion of composting of solid waste at the community level.

#### (5) Capacity Development of Community

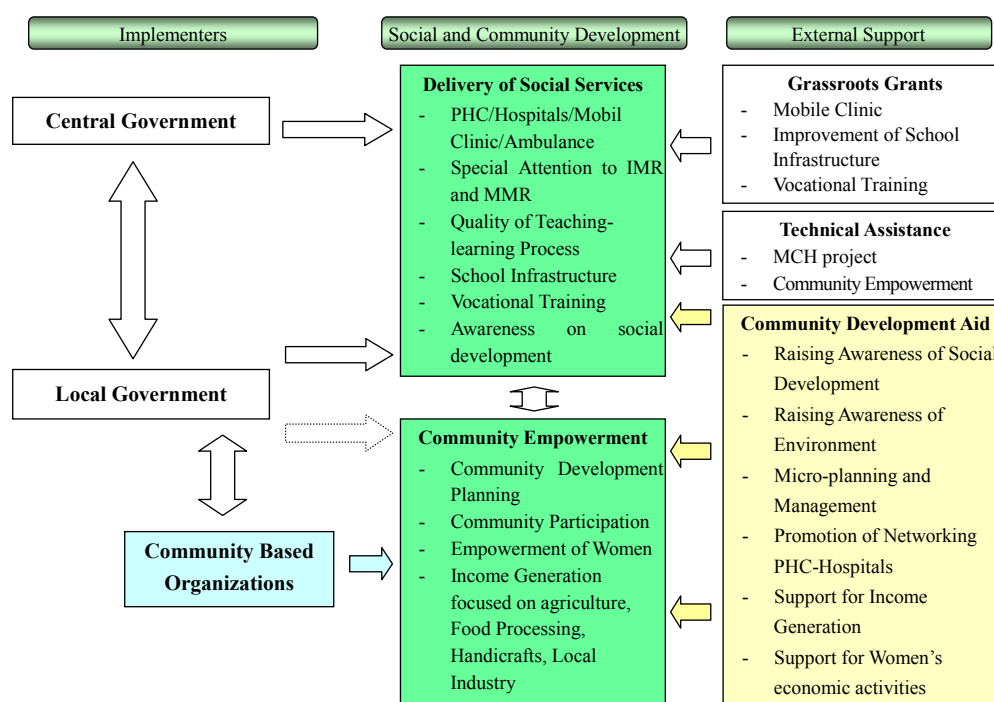
This strategy is adopted to achieve the targets (iv) eradication of poverty and (v) promotion of women's empowerment. In the figure for the holistic approach for social and community development shown previously (Figure 7.2.1), capacity development of community is a key. Capacity development of community here means developing the ability to organize the community, to manage the community organizations in a democratic manner with shared information, to enhance women's empowerment, and to coordinate their ownership of community issues through community participation.

As well as being acknowledged as a useful tool, the participatory approach is seen as a goal of democracy in social development. In the target area, the villages and settlement areas generally consist of tribes, clans and familial relations. This often allows them to act as a safety net in crises, though it can also present an obstacle to modernization and democracy. The traditional coherences generally act in the norms which prevent equity and participatory development from taking place daily due to the tacit power relationships, conflicts and diversity of interests in the community. It is necessary to orient the traditional coherence towards the modern system and to accommodate it within the modern system.

Community participation will be enhanced through communication and cooperation between LGUs and local organizations (both traditional and modern), establishing a kind of "Committee." The newly created Committees could be seen as intimidating by the existing local organizations and LGUs; therefore, the creation of mechanisms for harmonious coordination among local actors, such as the establishment of a network, would be the initial step. The initial effort should be made by the LGU, identifying the leadership of existing organizations, which will be the key player to pull in the rest of partners. The network should contain different groups depending on the themes which the organizations work on, with the involvement of related ministries. This thematic group can then lead on to a body which could implement projects in the future following registration with one of the ministries. The importance lies in utilizing the existing CBOs' understanding of the profile of each community.

### **7.2.3 Major Components of Social and Community Development Programs**

Social and community development cannot be tackled by a single sector nor a single organization, as clarified in the section on development strategies. The conceptual model, as shown in the figure below, recognizes the importance of two components for social and community development: (i) delivery of social services and (ii) community empowerment and income generation.



**Figure 7.2.4 Conceptual Model for Social and Community Development**

**The delivery of social services component** aims at achieving the following targets: (i) improve maternal and child health, (ii) improve education reflecting local needs, and (iii) ensure environmental sustainability. The strategies adopted to achieve these goals are: (1) holistic approach to improve the standard of living, (2) improvement in service delivery in the health sector, (3) improvement in service delivery in the education sector and, (4) improvement in service delivery in other sectors.

**The community empowerment and income generation component**, meanwhile, aims at achieving these targets: (iv) eradicate poverty and (v) promote women's empowerment, by adopting the strategy of (5) capacity development of community.

### 7.3 Social Service Delivery Improvement Program

Separately from approaches at the community level, it is also important to improve the delivery of social services from the central level. The most effective programs in each sector are suggested here on a sector-by-sector basis.

#### (1) Health

In the health sector, the programs recommended at the central level are: (i) promotion of networking PHC and hospitals, and (ii) improvement of service quality in Jericho hospital.

*Promotion of Networking PHC and Hospitals*

Improvement in the quality of PHC services is the most urgently required step in order to improve MCH and RH. The on-going JICA assisted MCH project aims at improving MCH and RH through training of health workers, capacity building for the management of the MoH, and the delivery of MCH handbooks raising women's awareness concerning health issues. However, this alone is insufficient to improve the overall capacity of health services regarding MCH and RH. It is also important to improve the quality of secondary level hospitals and coordination between the PHC level and secondary level in order to achieve overall improvements in MCH and RH.

Referral system improvement is also an important issue to promote the efficient and effective management of hospitals. The MoH, together with the UNFPA, has developed guidelines for a referral system for reproductive health. However, this is limited to only reproductive health, and it is quite important to establish the referral system from the PHC level to the hospitals. The MoH is currently modifying the referral system for better management; however, much change is required in order to make it manageable at the practice level. Modifying the existing guidelines and implementing the guidelines together with enhanced monitoring and supervision will enhance effectiveness and improve the quality of medical care. In addition, an online information system, together with development of a database, is necessary for better management of patient information s and will again enhance the capability of the Ministry regarding health information management.

*Improvement in Service Quality and Management in Jericho Hospital*

Although the hospital in Jericho was constructed through JICA assistance and its facility is appropriate for its level, the hospital's management generates concerns in relation to the maintenance of equipment and operations and the referral system. Currently, the maintenance of the equipment in Jericho hospital is insufficient. The hospital has an urgent need for technical assistance regarding the technical and cost management issues affecting the facilities in order to improve its services.

(2) Education

In the education sector, the programs recommended at the central level are: (i) community participatory micro-planning for Schools, and (ii) technical and vocational training programs.

*Community Participatory Micro-planning for Schools*

The PEI recognizes community participation and community development as instruments for the future of education, and the reverse can also be utilized: community development could also be carried out using school management as a tool.

In fact, the interests of parents in the West Bank in education are high enough to ensure that they contribute to schools. However, the School Management Committees in many schools do not function. The School Management Committees can be reactivated through micro-planning at the school level, with



the participation of stakeholders in the community reflecting their own needs. This will provide the community with the opportunity to have a common vision among stakeholders and to develop transparency through the implementation process, as well as to provide a better learning environment for their students. Indeed, the School Management Committees can function as a CBO for further development of the smaller size communities in the relatively larger municipalities such as Jericho.

#### *Technical and Vocational Training Programs*

As revealed through the socioeconomic survey, the people with vocational training tend to earn a higher income in the rural area compared to those with a college education. In addition, the survey demonstrated better opportunities for agricultural workers and for self-employment, rather than for employed workers. These results suggest the importance of technical and vocational training in order to improve their economic and social position.

In the Jordan Rift Valley area, there are no public technical and vocational education facilities or training schools registered under the MoEHE. However, there are NGOs which are engaged in technical and vocational training. The main courses for men are mechanics, electrical, carpentry, furniture making, and blacksmith work, while the courses for women are use of computers, sewing, hairdressing, and food processing. Although the demands for agriculture-related courses are high, because both men and women in the target area engage in agriculture, the available courses are in fact limited. The demands are more for non-formal training courses, which can facilitate the upgrading of existing skills.

For men, the priority is not increasing their levels of knowledge and skill for agricultural production, but rather marketing skills, for example, on products, price, and distribution timing. For women, the priorities are subjects related to the food processing business, including cost management as well as product quality. The small food processing businesses which already exist need to be strengthened in order to improve the individual economic situation of women in particular. The areas with the greatest potential for improvement are knowledge and skills and the most important key for development is access to information. Hence, it is recommended that local associations seek technical assistance from international and local NGOs to operate courses which are in high demand.

### (3) Water Supply

Based on the strategy for domestic water supply as discussed in Section 7.2.2, the programs for development and/or improvement in the water supply system are formed in accordance with such categories as (i) supply rate is zero, (ii) supply rate is less than the average (80 lpcd), and (iii) areas that have a large population that is without service.

In addition, the program should be formulated separately for Areas A and B and Area C because in Area C it is difficult to develop and build any structures or facilities. The order of priority for improvement in water supply has been evaluated as shown in the following table.

**Table 7.3.1 Priority Area for Water Supply Program**

Locality	Area	Population in 2003	Coverage (%)	Per Capita (lpcd)	Non-served Population	Priority
<b>(1) Area A&amp;B</b>						
<i>Jericho</i>						
Al 'Auja	A	3,760	67	84	1,241	6
An Nuwei'ma	A	1,092	0	0	1,092	7
'Ein ad Duyuk al Foqa	A	763	99	82		
'Ein ad Duyuk at Tahta	A	906	99	82		
Jericho	A	19,140	96	207		
'Ein as Sultan Camp	A	1,908	61	207	744	9
Aqbat Jaber Camp	A	5,947	92	156		
<i>Tubas</i>						
'Aqqaba	A	5,701	58	3	2,394	2
Tayasir	A	2,251	0	0	2,251	3
Al Farisiya	B	200	0	0	200	11
Ath Thaghra	A	243	39	0	148	12
Tubas	A	15,104	84	75		
Ras al Far'a	A	658	0	0	658	10
El Far'a Camp	A	5,398	100	91		
Wadi al Far'a	A	2,198	0	0	2,198	4
Tammun	A	9,803	0	0	9,803	1
<i>Wadi Al Far'a Area</i>						
Talluza	A	2,466	96	105		
Al Badhan	B	2,228	87	105		
An Nassariya	B	1,245	0	0	1,245	5
Al 'Aqrabaniya	B	824	0	0	824	8
'Ein Shibli	B	182	63	58	67	13
<b>(2) Area C</b>						
<i>Jericho</i>						
Marj Na'ja	C	719	0	55	719	3
Az Zubeidat	C	1,257	95	163		
Marj al Ghazal	C	361	0	110	361	4
Al Jiftlik	C	4,126	76	71	990	2
Fasayil	C	844	60	110	338	5
<i>Tubas</i>						
Bardala	C	1,481	82	53		
'Ein el Beida	C	1,015	86	65		
Kardala	C	155	71	65	45	8
Al Malih	C	194	0	0	194	6
Al Hadidiya	C	172	0	0	172	7
<i>Wadi Al Fara' Area</i>						
Furush Beit Dajan	C	1,066	0	0	1,066	1

Source: JICA Study Team

For other localities having distribution network systems with relatively high supply levels, it is necessary to increase the coverage and per capita supply level by means of rehabilitation of distribution pipelines to reduce leakage which is currently estimated to be 40 to 50%.

Indicative costs and a schedule of the programs proposed in Areas A and B are estimated as shown in the following table.

**Table 7.3.2 Water Distribution System Program in Areas A&B (Cost in US\$)**

Locality	Area	Priority	Population in 2015	Short Term (4 years)	Medium Term (+3 years)	Long Term (+3 years)
<b>Jericho</b>						
Al 'Auja	A	6	5,080			1,710,000
An Nuwei'ma	A	7	1,476			500,000
'Ein ad Duyuk al Foqa	A		1,031			
'Ein ad Duyuk at Tahta	A		1,225			
Jericho	A		25,863			
'Ein as Sultan Camp	A	9	2,579			870,000
Aqbat Jaber Camp	A		8,035			
<b>Tubas</b>						
'Aqqaba	A	2	7,693		2,590,000	
Tayasir	A	3	3,037		1,020,000	
Al Farisiya	B	11	270			90,000
Ath Thaghra	A	12	327			110,000
Tubas	A		20,382			
Ras al Far'a	A	10	888			300,000
El Far'a Camp	A		7,285			
Wadi al Far'a	A	4	2,966		1,000,000	
Tammun	A	1	13,229	4,460,000		
<b>Wadi Al Far'a Area</b>						
Talluza	A		3,386			
Al Badhan	B		3,060			
An Nassariya	B	5	1,711			580,000
Al 'Aqrabaniya	B	8	1,131			380,000
'Ein Shibli	B	13	250			80,000

Note: Exclusive of the cost for development of water sources.

Source: JICA Study Team

At the moment, it is impossible to schedule the programs for water supply to Palestinian villages and communities in Area C, and only the water demand and indicative cost are estimated in the following table.

**Table 7.3.3 Water Distribution System Program in Area C**

Locality	Area	Priority	Population in 2015	Cost (USD)
<b>Jericho</b>				
Marj Na'ja	C	3	972	330,000
Az Zubeidat	C		1,698	
Marj al Ghazal	C	4	488	160,000
Al Jiftlik	C	2	5,575	1,880,000
Fasayil	C	5	1,140	380,000
<b>Tubas</b>				
Bardala	C		1,998	
'Ein el Beida	C		1,370	
Kardala	C	8	209	70,000
Al Malih	C	6	261	90,000
Al Hadidiya	C	7	232	80,000
<b>Wadi Al Far'a Area</b>				
Furush Beit Dajan	C	1	1,465	490,000

Note: The cost shown is only for the distribution systems only and excludes development of the water sources.

In Tammun, a well will soon be ready for domestic use under approval by the Joint Water Committee (JWC). The PWA is drilling the well. The PWA has been conducting to drill the well. Some of areas in Jericho/Al 'Auja and lower Al-Fa'ra areas will use wells which have not previously been operated and therefore the quality of the water is unknown. In these areas, it might be necessary to install a small desalination system because the wells may be brackish. Therefore, the cost for installation of the desalination system should be added. Furthermore, currently, water rights in these areas have not been clearly identified, and it is recommended that resources for all the wells are to be appraised by the PWA.

The current occupation situation will prevent inter-regional development and development in Area C. In particular, development in Area C is important and urgently needed for the enhancement and improvement of the community's water supply and other living environment conditions. It is recommended that constructive dialogue between the Palestinian and Israeli governments be continued, and that solutions be sought so that the restrictions related to Area C can be reduced.

Some of the PWA water supply data are unavailable. As the sole organization managing water issues, the PWA should monitor not only water resources but also the water supply situation, even in small villages. Regarding wastewater collection and treatment, a system is proposed for collection by tankers for disposal in a treatment system in urbanized areas.

#### (4) Wastewater

Jericho Municipality has a plan to develop a wastewater treatment system for a projected population of approximately 26,000. There is a large test farm near the proposed site of the treatment plant. To improve the environmental condition in the Municipality, as well as to promote water recycling for agriculture in the Jordan Rift Valley, it is quite important to put this system into implementation. Tubas is the second largest municipality in the Jordan Rift Valley with an estimated population of 20,000 in 2015. The potential effectiveness of introducing a water recycling system in these two urbanized areas appears to be high. This program comprises the following facilities; (i) installation of collection pipelines, (ii) construction of water recycling systems, (iii) construction of ponds and transmission pipelines for irrigation; and (iv) capacity building for operation and maintenance. In suburban areas, wastewater will be collected and disposed of at the new wastewater treatment recycling system proposed above. The collection system should be improved in each area.

Consequently, the program proposed for development of the water recycling system is summarized in the following table.

**Table 7.3.4 Water Recycling Program**

Site of Recycling Plant	Coverage Area	Population Served (2015)	Recycling Capacity (m <sup>3</sup> /day)
Jericho	- Jericho - Al 'Auja - Ein As Sultan Camp - Aqbat Jabar Camp	42,000	5,000
Tubas	- El Far'a Camp - Tammun	41,000	4,900

Note: The cost and schedule for development of water recycling systems are discussed in Chapter 8.

(5) Solid Waste Management

Solid waste management in the Jordan Rift Valley Area should tackle the issues as summarized in Section 7.2 and discussed further in Chapter 9. In order to improve the situation, JICA has been implementing the technical cooperation project on solid waste management project since September 2005, aiming at establishing a model for solid waste management by LGUs or JCspd.

This project is both to establish a sustainable and sanitary solid waste management system and to disseminate all available information regarding the established system to all LGUs and JCspds in the West Bank and Gaza through training and seminars. The components of the project are: (i) establishment of JCC and project operation plan, (ii) institutional building of a sustainable implementation body for solid waste management, (iii) implementation of the survey on the present operational system of solid waste management, (iv) formulation of an action plan, (v) implementation of the action plan, and (vi) holding seminars/workshops.

Apart from the on-going project, the 3Rs (Reduce, Reuse, Recycle) of solid waste should be promoted. Especially, the following issues should be considered for implementation at the community level in the Jordan Rift Valley area.

*Community Composting*

Because organic waste accounts for most of the domestic solid waste, the composting of organic waste will contribute to reduce the generation of solid waste. The possibility of composting should be examined by implementation of small scale projects at the village level.

*Possibility of Separate Collection*

Separate collection is required for composting and recycling. The possibility of separating solid waste into three types (Organic, Non-organic, and for recycling) should be examined.

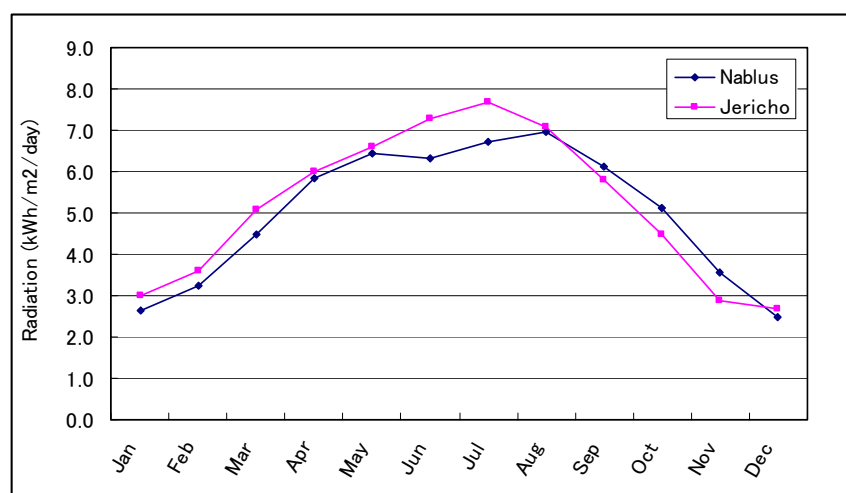
*Recycling of Agricultural Materials*

A large volume of plastic material is generated from agro-industrial waste for drip irrigation or green houses, and currently this is disposed of without treatment. Therefore, recycling of these plastic materials into agro-products or pallets should be promoted.

(6) Electricity

Improvement in electricity supply is focused on villages where no electricity supply currently exists. However, as noted earlier, the introduction of a main electricity grid is difficult to implement in the short term. The major off-grid power systems are wind power and solar energy. In the Jordan Rift Valley, the average daily wind speed is approximately 2.7 to 3.3 m/s according to the “Environmental Profile for the West Bank” prepared in 1995-1996. In order to generate power economically, the minimum daily average wind speed is generally 5 m/s. From the viewpoint of cost performance, therefore, it is not

recommended to use wind power in the Jordan Rift Valley. As for solar energy, it depends on the available radiation. The available radiation data for Jericho and Nablus are shown below.



Note: - The source is the “Environmental Profile for the West Bank” prepared in 1995 and 1996.  
 - The data for Nablus is the monthly average from 1970 to 1992  
 - The data for Jericho is the monthly average from 1994 to 1995

**Figure 7.3.1 Solar Radiation in Jericho and Nablus**

The average available radiation in Jericho and Nablus is approximately 5.2 and 5.0 kWh/m<sup>2</sup>/day, respectively. This will lead to the implication that the potential for solar energy in the Jordan Rift Valley is high. A feasibility study is necessary to collect sufficient data as well as to assess the potential solar energy and financial viability for implementation.

#### (7) Environment Awareness

Public information and awareness link with a wide range of environmental problems and strategic issues. To optimize the public information and awareness requirements, programs are to be formulated in separate strategies, including (i) water saving and wastewater practices, (ii) collection of solid and hazardous waste, (iii) prevention of waste dumping and burning, (iv) information regarding exposure risks to open hazardous waste dump, (v) public awareness regarding appreciation of landscape values, protection of cultural heritage sites and ecological areas, and (vi) public awareness with focus on the industrial sector.

In addition to the above, environmental education is an important approach to promote public awareness on environment, as pointed out earlier in Chapter 7.2. However, constraints include lack of teachers, facilities and material for environmental education. Therefore, capacity development for teachers, preparation of environmental education centers and educational material should be provided for promotion of environmental education for children.

## **7.4 Community Empowerment Program (CEP)**

The current social services system takes little account of local needs, since governmental policy is based on the national policy without any consideration for the characteristics of the particular locality, which impedes efficiency in resource allocation. As a result, local organizations, such as NGOs, play roles as service providers. However, there is no mechanism for incorporating local needs within the policy or action plans of most of the service providers. In addition, there is no shared holistic development vision among the governmental and non-governmental organizations and no mechanism for coordination at the local and central levels. Communities in the target areas are not well enough organized to lobby for their needs at the policy level.

### **(1) Definition of Community**

The term “community” is interpreted in many different ways. In this program, the definition of “community” considers the following aspects<sup>14</sup>:

- It comprises a group of people who share broad development goals.
- Their social behavior and relationship are governed by social norms that are expected to provide solidarity.

As the program will focus both on the organizational level and the individual level, the groups targeted will be: (i) LGUs as administrative organizations, and (ii) voluntary coalitions sharing the same interests, particularly in respect of income generation. The LGUs are in a position to support some of the social services such as school infrastructure and to be close enough to the local population to hear their voices as well as to have possible connections with the local offices of line ministries. Therefore, it is desirable that LGUs will be targeted. On the other hand, at the individual level, the interests of the population often differ depending on their social, economic and political situations. However, among the population, they often have formed groups; some as CBOs, others as just groups without any formal procedure. The importance will be their ownership over the activities and the sustainability of the groups.

### **(2) Formation of Community-based Organizations (CBOs)**

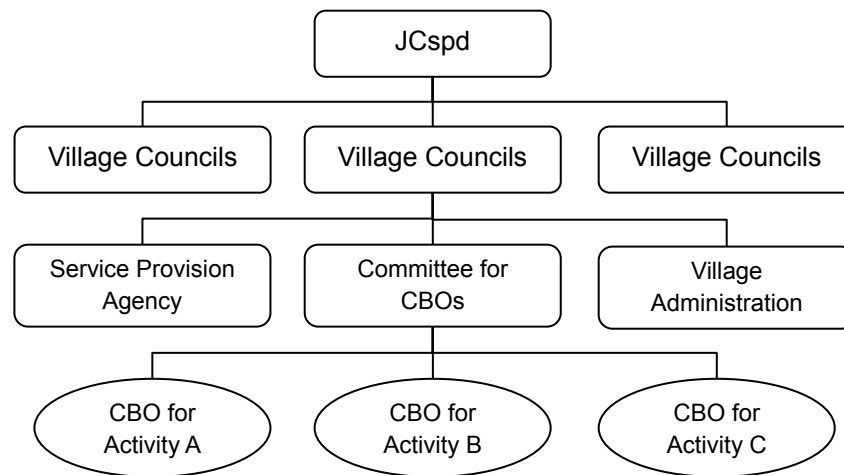
As defined above, community here is categorized into (i) local administrative authorities and (ii) voluntary coalitions. Local authorities, in this case, are village councils and JCspds, and they are expected to lead the programs for social service delivery at the community/village level. On the other

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<sup>14</sup>These definitions of community are referred to by the World Bank (World Bank Operations Evaluation Department, *The Effectiveness of World Bank Support for Community-Based and –Driven Development: An OED Evaluation, Annex A: Definition of “Community”, p55*). The proposed program has similarities with the approach that the Bank had and will aim at accessing the Municipal Development Fund originally established by the World Bank, and accordingly will take into consideration the Bank’s definition.

hand, in general, voluntary coalitions are formed for income generation activities and they might be called the CBOs for income generation.

Village Councils, or a number of Councils acting jointly, may be regarded as CBOs in the improvement of social service delivery; however, alternatively they might organize CBOs in another form under the Village Council/JCspd to deal with some income generation activities. In such a case, CBOs for income generation would better be organized into a Committee that would collaborate with administrative officers, extension workers and other public service delivery agencies. This structural formation would be desirable when administrative and budgetary structures are well established.



**Figure 7.4.1 Village Council and CBO Structure (Future Direction)**

At the moment, however, the administrative and budgetary structure is not consolidated yet under Villages Councils and JCspds. Under such circumstances, some CBOs for income generation activities might be formed in a flexible manner, either by members within the same village or across nearby villages. For instance, a CBO of women for some income generation activities may be formed by members from one village or by those from a number of nearby villages. Even in such cases, CBOs for income generation would better be networked to enhance collaboration among them with some support from administrative authorities.

(3) Formulation of Community Development Plan

The formulation of a Community Development Plan (CDP) for the Village Council or jointly by a group of Village Councils, which promotes the participation of stakeholders with the LGUs’ coordination, is recommended in order to guide the community and service providers in the same direction. The implementation of some projects based on the CDP will also offer the community a chance to establish and develop democratic governance through ‘learning by doing’, as well as actual improvement in services. In the formulation and development process of the CDP, local needs will be reflected in the improvement of services through community participation.



The CDP will be formulated through the following stages: (i) meeting of stakeholders and identification of the village profile, including the existing infrastructure and social capital, (ii) establishment of a common vision and common development goals among the stakeholders, (iii) identification of priority projects in order to achieve the goals, (iv) creation of action plans for budgeting and scheduling, (v) establishment of an implementation structure for projects from members of the community, and (vi) establishment of a mechanism for monitoring, supervision and transparency.

With the CDP, the needs of the community will be identified together with a priority ranking, which means that the social infrastructure of the community will be improved, based on their real needs. These processes will bring the community and service providers closer.

#### (4) Improvement in Social Services

In the CDP, health issues will be addressed. The plan can contribute to the JICA assisted on-going health project by identifying the local needs for RH and MCH, and can make further suggestions for the project. The project can also benefit from the mobilization of the community, which would be derived from the process of planning to deliver health education. Furthermore, the raising of health awareness can be promoted through the plan, by introducing health brochures, campaigns and so on.

The implementation of CEP will be particularly helpful to schools whose infrastructure is not well maintained and where the operations and interactions between the community and school tend to be static. The dynamics of the interaction between the community and school through activities such as school festivals will increase awareness regarding education among the community and will, in turn, change awareness within the school faculty and administration regarding the openness of the school to the community. Consequently, the community will be able to benefit from school facilities for community activities.

Furthermore, the needs of the community, such as a community center with computers and libraries, will be brought up for discussion in the CDP formulation process. When the needs are well recognized through the participation of the community, the CEP will be able to carry out such projects for the community's benefit. The recommended areas for improvement of social services under the CDP are health, education, water supply, agriculture, and empowerment of women, since these issues are already, or have the potential to be, dealt with by the LGU to some extent.

#### (5) Enhancement of Income Generation

In relation to the individual economic situation, since an increase in unemployment and a decrease in income are the most crucial issues for the target population, income generation is the program most demanded by the community. Accordingly, it is recommended that support is given to seminars and training in order to strengthen their knowledge and skills and create income generating opportunities for them. The seminars, together with related information and access to credit in-kind supported by special

training, will increase their current low income by improving their knowledge and skills. The implementation bodies for income generation should be CBOs in order to promote sustainability while establishing partnerships with the larger NGOs. In fact, some NGOs with some successful experience in micro-credit (e.g. Asala based in Ramallah) are interested in working in the Jordan Rift Valley area. The experience gained through the olive oil processing pilot project operation in Tubas will also be referred to in the enhancement of income generation activities by CBOs.

#### (6) Implementation Structure

In the process of the formulation and implementation of the CDP, the role of facilitator/coordinator should be played by LGUs, since they are recognized in the community as "an authority." The most effective way to establish a legal entity and ensure both the implementation of the CDP and better collaboration in the area will be the formulation of a multi-purpose JCspd for Jericho and Jordan Rift Valley area as a project implementation unit (PIU), with the presence of LGUs. The legal entity will enable the JCspd to coordinate project implementation at the community and village level. It will also be important to have the involvement of line ministries to form and implement the CDP. The accumulated knowledge of planning and implementation in line ministries will support the local efforts and the activities at the local level will be easily reported back to the line ministries.

The process of implementation should follow the following format: (i) meeting of PIU to decide the procedures and responsible person(s) for each step of the implementation, (ii) establishment of a cooperation mechanism with other organizations, including line ministries, (iii) establishment of an accounting system, (iv) obtaining firm competitive price quotations or holding a tender to decide the suppliers for procurement or for construction, following the laws, (v) establishment of a monitoring system, and (vi) establishment of mechanisms for transparency and accountability.

Furthermore, in order to ensure sustainability, the process of formation and implementation of the CDP should be a community-driven approach and the key players will be local CBOs who are able to act more freely in different aspects. In fact, there are existing CBOs and associations, whether they are registered or not, which are active and working in specific areas of interest, such as health, education and so on. These groups should be encouraged to participate in the network of stakeholders and collaborate toward a multi-purpose JCspd for the Jordan Rift Valley area.

Indeed, one of the keys to success is to utilize already existing organizations. Creating new organizations at the village level leads to complicated and lengthy registration procedures depending on the nature of the organization; for instance, cooperative associations must be registered at the Ministry of Labor (MoL), charitable associations/NGOs at the Ministry of Interior (MoI) and the Ministry of Social Affairs (MoSA), and so on. In addition, where there is no culture or experience in 'organizing' in any way among the participants, it will take a long time to gain a consensus in the modernized and democratic system. In turn, therefore, it will be costly. On the other hand, the creation of new organizations could

be promoted in certain cases where some kind of organization already exists, but the organization cannot function in respect of certain specific themes to promote the CDP and income generation as a result of its legal status.

#### (7) Creation of New Organizations

Although working with existing organizations is recommended, there may be a need to create new organizations depending on the profile of the community or its needs, especially in respect of income generation activities.

In the event that new cooperatives are to be formed, it will be necessary to follow the traditional laws, the Jordanian Law in the West Bank and the Egyptian Law in Gaza Strip, with the support of the Ministry of Labor (MoL). As of March 2006, the MoL does not have an original Palestinian law, though it has been waiting for the approval of the Cabinet for a long time. Set out below are procedures for (i) how to form new cooperatives, and (ii) how to develop collaborative relationships among cooperatives in similar sectors.

##### *Forming New Cooperatives*

The following procedures are required for the creation of new cooperatives:

- (i) Submission of applications required by the MoL, including the bylaws for the cooperative
- (ii) Submission of a technical proposal and list of members with their signatures
- (iii) Election of board members
- (iv) Issuing of the official certification from MoL
- (v) Opening of a bank account

##### *Developing Cooperative Relationships*

Palestine has seven sectoral unions which any authorized cooperative may belong to; i.e., Olive Oil, Agriculture, Housing, Housing Services, Livestock, Accounting, Consumer, and Credit. Cooperatives are established under each union and have close relationships with others. At the same time, unions have cooperative relationships with line ministries. In the near future, the MoL will establish a general union that will consolidate these unions under the Ministry and also a union dealing with women's affairs.

#### (8) Establishment of Organizations and System/Mechanisms

In order to mobilize the community, there should be careful planning regarding the establishment of organizations and the systems/mechanisms for operation and management, in view of the social capital of

the community, the complexity of the community in terms of its traditional sphere, and women's dynamics. The existing CBOs should be utilized wherever possible. As already clarified in Section 7.2.2, the considerations when choosing CBOs are as follows:

- (i) Organizational analysis is of primary importance when identifying the project sites;
- (ii) The target should be selected from a broader range of alternatives;
- (iii) The government should extend support in creating the business environment; and,
- (iv) Networking is a key element for social and community development programs.

In the event that new organizations are established, the following issues also require attention:

- (i) Continuous support and follow-up from the line ministries and project coordination team, together with timely training based on their needs, are necessary for a longer period than simply the initiation period of the project in order to make sure of the organization's management and operational functions.
- (ii) It is necessary to be aware that the group activities for women may be short-term because women prefer working at home rather than going out. Establishment of a mechanism for working at home individually may encourage women to stay with an organization; however, by belonging to an organization they will gain benefits such as continuing support and collective power when dealing with suppliers or in the markets.

#### (9) Networking among NGOs

There are several NGOs operating in the target area. They operate in collaboration with the donor agencies as well as with CBOs. It is important to establish good relationships with these NGOs and network with them for the efficient and effective circulation of information and resource allocation. In addition, in Area C, it is difficult and time-consuming to gain Israeli permission for new construction. Some NGOs have obtained permission but have lost the funds which were initially planned due to the lengthy waiting time. Networking with NGOs will facilitate stakeholders to share the information and to allow the funds to be allocated in the better manner.

#### (10) Utilization of Micro-finance for Income Generation Activities

Micro-credit is one of the effective and most popular approaches for targeting poverty reduction. However, it is important to be aware of the following issues:

- (i) Micro-credit is only a tool to offer the poor a chance to invest for their income generation activities;
- (ii) Poor people who are unskilled and uninformed need more assistance than simple financial resources, such as training relating to skills, knowledge and information; and,
- (iii) In order to make the development sustainable, it is necessary to establish a system which focuses on the 'return rate' of the micro-credit, as well as the social development side.

Although the program is targeting poverty reduction, rather than the establishment of a financial system, sustainability is key. Under the current political circumstances, it is important to establish a self-sustaining system in the community. Without exaggeration, CEP is quite important, not only for social and community development, but also for the enhancement of good governance in local administration as well as confidence building within the community, villages, JCspds, and the region as a whole.

### **7.5 Recommended Programs for Implementation**

Summarizing the discussions and studies in this Chapter on social and community development for the Jordan Rift Valley area, it is recommended that the following projects/programs be implemented in the short term.

**Table 7.5.1 Recommended Programs for Social and Community Development**

Sector / Program		Responsible Agencies
<b>Social Service Delivery Improvement</b>		
1. Health	1.1 Networking PHC-Hospitals	MoH
	1.2 Mobile clinic to improve access to PHC	MoH
	1.3 Equipment for Tubas hospital	MoH
	1.4 Improvement in services at Jericho hospital	MoH
2. Education	2.1 Community participatory micro-planning	MoEHE
	2.2 School building facilities in Jericho, Tubas, and 'Aqqaba	MoEHE and LGUs
	2.3 Technical and vocational training	MoEHE and MoL
3. Water Supply/Sewerage	3.1 Improvement in village water supply system	PWA and LGUs
	3.2 Pumping equipment for the well in Tammun	PWA and LGUs
	3.3 Small biological wastewater treatment systems	PWA and LGUs
4. Solid Waste Management	4.1 Promotion of community composting	MoLG-JCspd
	4.2 Promotion of separate collection	MoLG-JCspd
	4.3 Recycling of agricultural waste	MoA
5. Other Social Services	5.1 Improvement in community centers	LGUs
	5.2 Study on solar energy utilization	PENRA and LGUs
<b>Community Empowerment Program (CEP)</b>		
1. Establishment of community-based organizations and systems/mechanisms		MoLG, MoSA and LGUs
2. Networking among NGOs		LGUs
3. Utilization of Micro-finance		MoI and MoF