







Executive Summary

Final Evaluation Report of Host Communities Critical Water Infrastructure Rehabilitation Program in Jordan September 2022













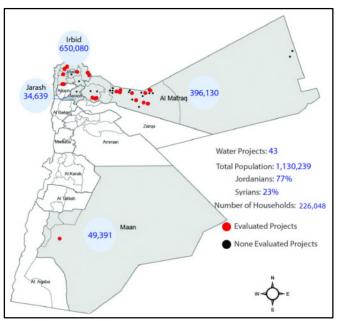




1. Evaluation Objectives and Background

This summary provides a brief overview of the key findings, lessons learned and recommendations from the final evaluation of the WatHab program "Host Community Critical Water Infrastructure" implemented between 2014 and 2021 in Jordan in response to the Syrian refugee's influx. During this period 43 water projects were executed. The final evaluation was carried out between January — August 2022 and was aimed at examining the program outcome/outputs in terms of:

- I) Accountability to affected population: evaluate whether the needs for water of Syrian refugees and Jordanian host communities are met.
- **II) Document lessons learned** to improve future program planning and achieve objectives more effectively
- **III) Value of money and efficient** implementation of program activities.

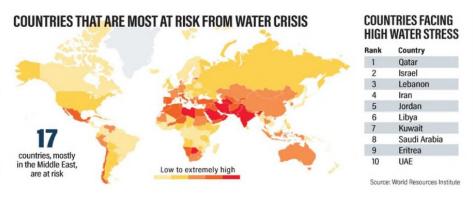


A mixed method (qualitative and quantitative) was applied to collect primary data through surveys, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and through a desk review of project documents. The 3 tracks (timeframe) approach was applied to reconstruct the context "before" and "after" the ICRC interventions and "nowadays".



1.1 Situation Analysis

Jordan is the **fifth** most water scarce country in the world. The annual water per capita dropped to **46¹ m3/ca/yr. Water is supplied rotationally,** sometimes **once every three weeks** in some areas due to water demand and limited water sources. Combined with the **low operational efficiency** of existing water **pump stations (below 45%)**, and physical losses in



transmission lines (between 40 to 70%), the average daily per capita share is much less than the national standard (40-65 LCD compared to the target of 80² LCD). As result, water is insufficient for families' daily needs: drinking, cooking, and personal hygiene. Consequently, people rely on alternative water sources. Moreover, with the forecasted population growth (estimated at 11M in 2021 (1,36M Syrian refugees) and 16.8 M by 2040), the water demand will increase significantly.

¹ GIZ Rapid Assessment of the consequences of declining water resources

² Ministry of Water & Irrigation National Standard for LCD (Amman=120, Governorates=100, remote areas=80)

[©] OAG/Encyclopedia – September-2022

1.2 ICRC "Host Community Critical Water Infrastructure"

The program's objective was to improve water supply system and increase the operational efficiency of **43 water projects** by equipping and rehabilitating: Pumping Stations - including water reservoirs and water trucking filling points (22), Water Transmission Lines (16), Boreholes (2), Water Treatment Plants (2) and flood mitigation (1). The program had a **total direct cost of 26,7M CHF.**

2. Key findings

The program achieved its objective of meeting the wide and specific needs of both Syrian refugees and Jordanians in most affected host communities through equal access to safe and adequate water by improving water infrastructure and strengthening the capacity of water utilities, though not all the improvements of infrastructure were fully sustained due the limited resources and capacity of Yarmouk Water Company (YWC).

Water System

The infrastructure interventions dramatically improved the operational efficiency of water pump stations from 22% to 86% right after the intervention and reduced physical losses in Transmission Lines from 70% to zero in some cases. The water supply system becomes more reliable, where the frequency of interrupted supply significantly dropped after rehabilitation.

- The gain in water pump stations' operational efficiency was lost by HALF due to the poor maintenance post interventions and lack of supply of genuine parts.
- **Human resources** (inadequate staff, skills, and knowledge) were a significant factor in the drop in the operational efficiency of water projects.
- There were specific technical issues (e.g. dysfunctional valves at pump outlets) that were prevalent at a high proportion of stations.
- * Although Revenue collection for YWC was growing in the past 3 years, operational cost on the other side has also been inflated mainly by Energy cost where consumption of electricity has grown up drastically, leaving YWC to continue running in deficit.

Accountability to affected populations

★ The evaluation identified a very limited number of households and other stakeholders who participated in water related surveys or consultations organized as part of the water intervention program.

Impacts on households

- * The impact on households was also significant
- The number of persons who receive less than 20 LCD dropped from 26,000 to 6,000 persons (- 77%).
- Number of people who receive water between 20 and 80 LCD increased from 381,000 to 427,000 persons (+ 12%).
- Despite the deterioration of the water *supply* over time, the **changes at the** household level in water availability were less affected. For example:
- There was a reduction in household reliance on purchasing additional water from water trucking immediately/after the water intervention, and a similar level of reliance nowadays.
- Financial burden on HHs to purchase water through trucking drastically dropped immediately after the interventions but appears to be slightly increasing again nowadays.
- * The public water network is the main source for nearly 90% of households, 83% of households still rely on purchasing additional water from other different sources, mainly water trucking (35%) and bottled (27%). Expenditure on water (both public and private sources) remains high at 30% of household income.
- * Water pressure at the household level improved immediately **after** the interventions for households though it remains **insufficient** for the same proportion of households as **before** the interventions.
- * Although the tension between Syrian refugees and Jordanians related to water supply was/is not a major issue in the opinion of most of the interviewees, though a slight decline has been observed.
- * Water supply has improved and satisfied the needs of ALL community segments as indicated by household members, school and health facility managers, adolescents and youth,female-headed households and community health workers.

Value for money

- ★ Water system improvement and efficient utilization of program resources (26.7 M CHF) helped to address the needs of 1.2 Million Syrians and Jordanians to access safe and adequate water. A comprehensive approach and the quality of work implemented ensured service continuity long enough until the operational efficiency started to deteriorate due to improper maintenance.
- * A gain of 102% of the program cost has been achieved through cost savings in HH water trucking and YWC operational cost over the period (2014-2020).

3. Program evaluation

Applying ALNAP evaluation criteria in a humanitarian context, a scale of 1 to 5 (Excellent=5, Good=4, Fair=3, Poor=2, Very Poor=1) is used below in the evaluation of program interventions based on evaluation criteria.

R1. Relevance / Appropriateness

- Needs of both Syrians and Jordanians to have access to safe and sufficient water were addressed and these needs were met by program interventions.
 - Although, the rehabilitation of the existing water pump stations and replacement of transmission lines were able to reach a daily per capita share sufficient for the basic needs yet it is still below the national standard (80LCD).
- Program outcomes/objectives/activities were SMART and aimed to increase water system reliability by
 - 1. Improving project's operational efficiency and more regular and sustainable water supply.
 - 2. Strengthening water companies' operation and maintenance capacity to the extent possible
 - Aligned with other key national water strategies like water demand/supply, community resilience, water loss reduction, energy efficiency, water resources conservation, sustainable solutions to climate posed changes related issues
 - Installed solar units for pump stations' lighting system had Insignificant cost reduction in energy cost.
 - Program interventions focused on water loss reduction in water transmission lines but neglected water loss reduction at the distribution network, where water losses are high.
- Program interventions were shaped in consultation with WAJ/YWC and local water companies.
 - No direct consultation of beneficiaries was conducted in theprogram design

Equal access to water from both Syrians and Jordanians.

Nonetheless, some HHs still have inadequate access due to

issues in the distribution network (weak pressure, misuse

in water distribution) and household connections (rented

Though some of these reasons are beyond ICRC control and

Water was adequate to meet COVID19 additional needs for

houses, shared connection, limited storage capacity).

Equal coverage of different gender and age needs

they are the responsibility of the community and water

⇒ Score=3

R3. Coverage

R2. Impact

- Dependency on public network has been increased over water trucking, but yet a high percentage of HHs still get additional water from other sources to complement their daily need for water.
- ✓ Equal & safe water distribution to ALL HHs through public network and a more reliable water system. Though water losses through leakages and the risk of water contamination will remain high in the distribution network.
- ✓ Wide and Specific needs of different community segments by (gender, and age) in HHs, schools, and health facilities were met.
- ✓ Improve in daily per capita share, *yet it is still below the national standard*.
- ✓ Tension related to water supply between Syrian refugees' families and Jordanian host communities reduced.
- ✓ Water systems become more resilient to climate change effects (flooding). Though, only water pump stations constructed below ground level were protected through flood mitigation measures.
- ✓ Drop in the repair and maintenance costs for the rehabilitated projects.
- ✓ Energy savings and water loss reduction in the water system were achieved.

⇒ Score=3

R4. Efficiency (Value for the money)

- Efficient use of program financial resources over program activities with NO relevant deviation in project estimated prices.
- ✓ Program interventions were able to achieve cost savings (102%) throughout the maintenance cost of 43 projects and alleviate the financial burden to purchase additional water from water trucking for (5.89%) of the 226,000 HHs.

hygiene practices.

⇒ Score=4

company.



⇒ Score=5



R5. Effectiveness

- ✓ Program interventions have effectively increased the operational efficiency of 43 projects and improved access to safe and sufficient water to 1.2 M Syrians & Jordanians.
 - However, this achieved gain in project operational efficiency has deteriorated due to water companies' maintenance incapacity and the absence of genuine parts where some suppliers are not present in Jordan or the region.
- ✓ Program interventions effectively contributed to strengthening water companies' capacity and reducing operation and maintenance costs for the 43 water projects.
- ✓ Improved reliability of water system has increased beneficiaries' willingness to pay water bills.

	_	_
\Rightarrow	Sco	re=4

R6. Connectedness R7. Coherence Program objectives/outcomes/activities were able to Program Interventions have limited the effects of armed conflict on Syrian refugees by meeting connect or shift from emergency response activities to their basic needs of survival (WATER). community resilience programming by provisioning Alleviated social tension between Syrians and sustainable water services through infrastructure Jordanians related to water supply. rehabilitation and utilities capacity strengthening. A more structured and diverse capacity building program on operation and maintenance should have been implemented. Score=4 Score=4 **R8. AAP - Accountability of Affected Population R9. Coordination** No participation or consultation with beneficiaries or community Close coordination of program interventions representatives during the planning and design phase of the with WAJ/YWC/local water companies across program. program phases. ⇒ Score=1 Score=5 \star \Leftrightarrow \Leftrightarrow \Leftrightarrow **R10. Sustainability R11.** Learning

- Energy saving, Sustainable and Low operation & maintenance costs through the use of VFD pumps, pumps & pipes resizing. Despite the several advantages of using VFD pumps in water systems to increase pumps lifespan and reduce maintenance and energy cost, installed VFD pumps in at least one pump station were not fit for the purpose where water is pumped at max pressure to reach distant areas rather than optimizing water flow and pressure.
- ✓ Use of Solar systems in pump stations lighting systems. However, a solar system could have been used to operate the entire pump station to achieve a significant saving in energy cost.
- ✓ Innovative engineering and technical designs like a bidirectional flow of water pipe connection to increase water system reliability.
- ✓ Installation of water filling points to provide sheep herders (livestock) and embrace host community livelihood.
- ✓ Water level meters and monitors that allowed better water production monitoring and management.
- ✓ Flood mitigation measures to safeguard water pump stations from flooding.
- Achievement reached through water supply improvement and operational efficiency went down due to water companies' limited capacity in operation and maintenance

- ✓ Feedback/Remarks/Observations were collected from each project to inform new projects' planning and design and allowed to shift from emergency to community resilience programming. Though, the program has not been adjusted to accommodate the deterioration in the water station's efficiency and to discuss the impact of water company's incapacity in operation and maintenance on interventions sustainability after project completion and handover.
- No program reviews were conducted to assess constraints and map out risks that might affect program implementation and delivery of results

⇒ Score=3





Overall Program Evaluation

Program interventions were able to address the wide and specific needs of both Syrians and Jordanians by providing equal access to safe and sufficient water to all community segments and strengthened the capacity of water companies in operation and maintenance.

In contrast, the gain achieved in water projects operational efficiency immediately after rehabilitation works, deteriorated due to both External and Internal factors that impacted the sustainability of accomplished results. External factors are YWC's limited resources for operation and maintenance and project staff capacity and knowledge. While Internal factors such as no community consultation or participation in program shaping and lack of follow-up visits to assess water projects later after work was handed over.

Overall Program Score = 3.6



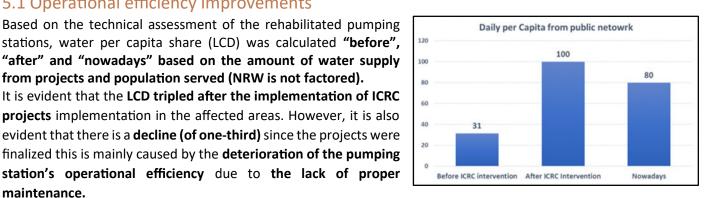
4. Lessons learned

Lesson 1	Water project's operational efficiency is maintained through regularly performed routine and			
	preventive maintenance.			
	Regular maintenance will keep water projects far from breaking point and ensure uninterrupted water			
	supply and equal access to ALL.			
Lesson 2	Improvement of the water supply system reduces dependency on getting additional water via water			
	trucking, hence reduced the financial burden on vulnerable families.			
Lesson 3	Water company's operational and maintenance capacity is strengthened, through:			
	 Energy Efficiency: Use of Proper pumps and pipes sizing; review pros and cons of using VFD pumps in non-continuous water supply system; Wider use of Solar energy Water Loss Reduction: Replacement of TLs; Procurement of repair and maintenance spare parts, tools, equipment and machinery 			
	 Safety and Security: Re-adapt chlorine gas pit, shower and mask, chlorine detection; Operator room, main building, fencing and security gate 			
	 Climate Change: Flood mitigation measures at water pump stations; Design of water pump stations 			
	 Capacity Building: Training of project operators, technicians and engineers on O&M best practices. 			
	• Equipment Standardization: Provision of equipment with no local agent or supplier for genuine			
	spare part have led to the use of locally or low-quality parts			
Lesson 4	Absence of community participation or consultation in program design would overlook the details and			
	specific needs of beneficiaries			

5. Program highlights

5.1 Operational efficiency Improvements

stations, water per capita share (LCD) was calculated "before", "after" and "nowadays" based on the amount of water supply from projects and population served (NRW is not factored). It is evident that the LCD tripled after the implementation of ICRC **projects** implementation in the affected areas. However, it is also evident that there is a **decline (of one-third)** since the projects were finalized this is mainly caused by the deterioration of the pumping station's operational efficiency due to the lack of proper maintenance.

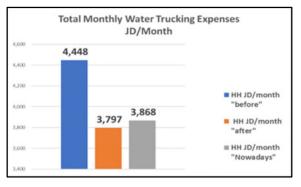


5.2 Improvements in Water Quantity

Water was sufficient for most of the beneficiary survey participants (74%) and has slightly changed across the three timeframes.

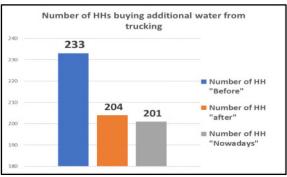
5.3 Water trucking

Significant Drop in the Number of households surveyed and supplying additional water from trucking from **233 before** the intervention to **204 (5.9%) after** the improvement of the water supply system, For the entire **226,000 HH** benefited from the program, this represents **13,321 HHs** have **relied more on public**



network rather trucking.

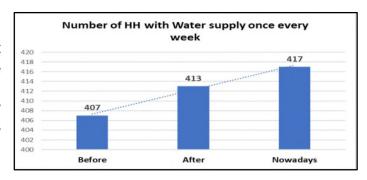
A decrease in HHs expenses on



water trucking due to increase in water quantity from public network after the operational efficiency of projects increased. Slight increase "nowadays" due to a decrease in daily water per capita as a result of the **deterioration in water projects' efficiency.** Overall water (all sources) budget is 30% of family income.

5.4 Number of days per week pumped

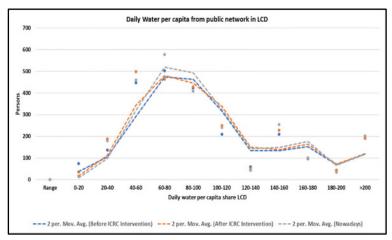
Over 90% of the HHs, receive water once a week with an increased TREND in the number of HHs after ICRC interventions and nowadays. It implies that for the (entire population served by the program), the number of HHs receiving water once a week increased by 3332 HHs after the intervention and further increased by 2189 HHs nowadays.



5.5 Improvement in daily per capita share

Program interventions improved daily water per capita from the public network (based on water consumption and billing data at HHs).

- 51% decrease in the number of persons receiving > 20 LCD before to after the interventions and further reduced by 53% nowadays due to an increase in water amount supplied after the operational efficiency of water projects has been increased
- Increase in number of people receiving 20-40 LCD by 12% right after the interventions due to water system improvement, through decreased by 8% nowadays due to deterioration in water projects' operational efficiency.
- Overall, the trend shows an increase in the number of people receiving water after vs before interventions due to the significant improvement in water projects' operational efficiency, while nowadays, the amount of water produced/distributed by YWC internal and external sources has tripled over the first quarter of 2022, increasing litter per person per day.



5.6 Water Loss Reduction and Number of breakdowns in Transmission Lines

The percentage of physical water losses dropped from **70%** "before" the intervention to **0%** "after" the replacement of **39.44 km** of old transmission lines, for instance, the number of breakdowns in Jdaitta Transmission Line dropped from **208 before 2020 to 0 in 2021 and 2022**.

5.7 Program Cost Benefit

A financial analysis of the saving generated from the number of **HHs that are no longer buying additional water via trucks** and the operation and maintenance costs of the projects that have been rehabilitated under the ICRC program is detailed below.

43
1,130,239 individuals (226,048 HHs)
3223 individuals (543 HHs)
"before" interventions= 233
"nowadays" = 201
233-201 = 32
32/543 (Total HHs sample survey) = 5.89%
= (5.89% * 226,048HHs) = 13,321 HHs
19.4 JD (2-4 JD/1 m3)
= 19.4 JD X 13,321 HHs = 258,427 JD
3,101,124 JD
20,000 JD
6,000 JD
4,000 JD
30,000 JD
690,000 JD
3,616,926 JD
5,118,017 CHF
27,091,178 CHF (102% Gain)
26,680,421 CHF

5.8 Technical impact

5.8 Technical impact		
VFD pumps	Resizing pumps and pipeline	
✓ Optimized pump flow rate and pressure	✓ Optimum flow rate and pressure	
✓ Power consumption adapted to water demand and pressure	✓ Equal water distribution	
⇒ Energy Savings	✓ Reduce energy cost-effectively	
⇒ Water Loss Reduction	⇒ Energy savings	
⇒ Less maintenance and long life span	⇒ Water Loss Reduction	
	□ Less maintenance and long life span	
Bi-directional flow	Flood mitigation projects (Climate change)	
✓ Improved water system reliability	✓ Protected 3 pump stations from being overflown in	
✓ Contingency supply	case of flood	
✓ Allows transport additional water from new sources	⇒ Prevented water supply shortages to beneficiaries	
⇒ Energy Savings		
Filling Points	Water Storage	
✓ Provide sheep herders with water	✓ Replacement of improperly sized and rusty tanks	
⇒ Hence community livelihood	✓ Appropriately sized concrete tanks	
⇒ Reduce illegal connections	✓ Reduce water losses	
	□ Increase water system reliability	
Water flow monitoring and connection to SCADA System	New Transmission Lines Construction	
✓ System operation optimization	✓ Reduce water losses	
✓ Improved water management	✓ Reduce water supply interruptions	
⇒ Water sources conservation	✓ Ensure water quality	
⇒ Energy Saving	□ Improvement in the daily water per capita share.	

Solar Power to operate PSs lighting System	Supply repair and maintenance / Training	
✓ Renewable Energy	✓ Faster repair of network breakdowns	
⇒ energy saving (minor)	 ✓ Operators' O&M skills improved 	
	⇒ Improved Operational & Maintenance	
	⇒ Water loss reduction	
Chlorine gas cylinder Pit		
✓ Provide safe working environment to project personnel and surrounding community from gas leakage incidents		
⇒ Safety operational procedures		

80%

50% 40%

30% 20%

10%

Eff. Before ICRC

interventions

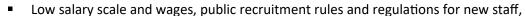
6. Program Challenges

6.1 Deterioration in operational efficiency

Poor maintenance capacity of both (routine and preventive) in local water companies resulted in the deterioration in water projects' operational efficiency, hence water supply services due to:



- Inadequate specialized staff (electricians, mechanicals, plumbers, welders, etc...),
- Lack of knowledge of operation and maintenance best practices,

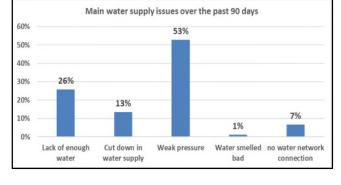


- Lack of necessary spare parts and tools for repair and maintenance,
- YWC's limited financial resources.

6.2 Water Pressure Issues

- Half of the surveyed HHs reported Weak water pressure across the three timeframes, especially in HHs located at high elevation areas.
- **16**% of HH have faced problems with water supply over the **past 3 months**.
- Weak water pressure was the main issue (53% of respondents).

The insufficient amount of water supplied due to the limited available water sources compounded with the rapid



Trend In Water Pump stations Operational Eff.

Eff. After ICRC

65%

Eff. Nowadays

drawdown in groundwater level and water losses at the networks, HHs installed online pumps on the network causing a significant drop in the pressure of water to other households.

6.3 Accountability to Affected Populations

Throughout all field surveys, **only 4 House Holds and one School manager** participated in water related surveys and no survey or consultation was organized under the ICRC program.

6.4 Technical issues

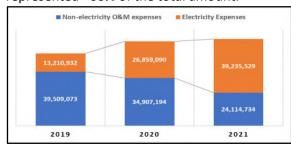
Dysfunctional non-return valves	Design Issues	
✓ There were difficulties in operation and maintenance due	✓ Difficulties in Operation & maintenance in 3	
to dysfunctional non-return valves at pumps outlets in	pumping stations that were constructed 1.5 to	
over 80% of the 12 water pump stations under evaluation	2 meters below ground level were extremely	
	difficult	

Local providers of Equipment and Supplies		Project Documentation	
✓	Difficulties in maintenance of pumps in some projects due	✓	Lack of proper project documentation such as
	to lack of genuine parts since no local representative of		(progress reports, closure reports, list of
	those suppliers exist in Jordan, leading to replace these		participants in the training courses and training
	parts with low quality locally fabricated parts.		materials) inside WatHab unit.

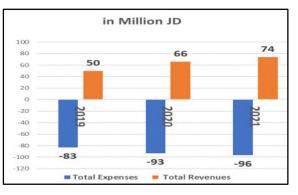
7. Other Relevant Findings

7.1 YWC Operational capacity: Revenue vs Expenses

One of the partners, Yarmouk Water, company has had sustainability issues for many years. Even though the revenue increased in the last 3 years, the expenses also increased significantly. Specially the **electrical supply expenses**, that in 2021, represented **+60%** of the total amount.



The main reason for the increase in electricity expenses is



energy consumption increased from 1500 GWH in 2014 to 2000 GWH in 2019 and 2250 GWH in 2021.

7.2Daily Water Consumption per capita (Residential Subscribers)

Public water network is the main source for 90% of HH. Daily per capita served in Yarmouk Water Company areas is much lower than in the remaining country areas served by Miyahuna (-14%) and Aqaba (-47%) water companies, mainly due to Yarmouk Water Company limited water resources, rapid drawdown in groundwater and water supply operational issues.

8. Recommendations

Program Obio	Program Objectives/needs Program Design			
Audience	Recommendation	Impact		
ICRC	Topic1: Projects Identification and Selection More systematic and multi-indicator approach in project identification and selection to be applied. Engage beneficiaries in program shaping and needs identification through consultation process.	Result-based programming bottlenecks assessment		
ICRC/YWC/ Local water companies	Topic 2: Support Community Resilience Financial resources need to be mobilized to increase rehabilitated projects' operational efficiency to at least 75%, by the maintenance of pumps and defective equipment. Increase daily water per capita throughout the construction of HHs rain harvesting/collection system.	Increase daily water per capita. Reduce abstraction and preserve water resources Increase water system reliability		
ICRC/MWI/ WAJ/YWC	Topic 3: Inadequate human resources Advocate change/improve existing recruitment rules and regulations to overcome the shortage of adequate and specialized staff for operation and maintenance.	YWC human resources is strengthened to ensure quality operation and timely maintenance. Water projects Operational efficiency maintained.		
ICRC/WAJ/ YWC → Capacity needs assessment of project operators, technicians and engineers will help to identify the gaps and		Water projects Operational efficiency will be properly maintained.		

Program Ob	Program Objectives/needs - Program Design				
Audience	Recommendation	Impact			
	needs in terms of technical themes, Operation and Maintenance best practices and project management. Review existing capacity buildings activities conducted by other partners → Design and carry out training courses/modules tailored to Capacity Need Assessment outcomes and improve the skills of projects operators, technicians and engineers. → Design and develop Standard Operating Procedures manual in Arabic.	Pumps and equipment life span will be prolonged through Operation and Maintenance best practices. Operational and Maintenance cost reduced			
ICRC	Topic 5: Enhance YWC operational and maintenance resources. → Maintenance cost saving, through the support of establishing a central workshop for YWC, fully equipped with necessary equipment and tools, and technical staff training. → Mobile workshop for each governorate equipped with necessary parts, tools and equipment to conduct repair and maintenance onsite.	YWC operational and maintenance capacity improved through maintenance cost savings, Water system efficiency improved through timely repair and maintenance response			
ICRC	Topic 6: NRW/Water loss reduction → Extend rehabilitation works of water network to include Replacement of outdated and small sized water distribution (Tertiary) network.	Ensure water quality and safety Strengthen YWC's operational and maintenance capacity through 1. Energy and Cost saving 2. Non Revenue Water reduction			
ICRC	Topic 7: Solar Power in operation → Cover the operation of water pump stations through the installation of a solar hybrid system.	Energy saving YWC Electricity bill reduced More resources for project maintenance Operational efficiency of water projects sustained. YWC operational and maintenance costs reduced Life span of project equipment prolonged.			
ICRC	Topic 8: Improve Project Implementation → Purchase supplies and equipment where spare parts are available in the local market. → More Engagement of YWC/local water companies engineers in technical bids evaluation or arrangement is made for a framework service contract to ensure timely and quality maintenance of water projects. → Project documentation needs to be improved, i.e. clear structured monthly progress reports (achieved, planned, constraints, success), similarly to project's closure report which should include the impact of project, efficiency reached, as-built drawings, list of projects personnel participated in the training.				