

A Guideline for a Comprehensive  
Planning of the Programs and  
Administration of Regional  
Community Development Centers  
of Jordan Valley

by

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## Abstract

Jordan has gone far in the Kingdom's development process since it was established as the Trans-Jordan Imdrate in 1928. During the last two decades, the Jordan Valley region has been a focus of the economic development interests and efforts of the government. This is attributed to two main reasons; its strategic importance due to the political situation in the area, and its being the most potential and rich irrigated agricultural area in Jordan.

Of special significance in the overall development of the valley has been the approach to development carried out first by the Jordan Valley Commission (JVC), and later by Jordan Valley Authority (JVA). The JVC was formed in 1973, and the JVA replaced it in 1977 with an expanded program, staff, and powers. The approach to development of these two public agencies has been comprehensive and integrates agriculture and economic development along with broad social development components which include provision for many public services.

Although the JVC and JVA development process has been comprehensive and, for the most part, effective, one important element which was overlooked has been citizen participation. Citizen participation is taken to mean the direct involvement of the local citizens in the planning and development efforts of the local communities and the overall region. A correction of this oversight occurred in the development plan of 1981-1985 when the JVA included a program for building community development centers in the valley. The 1981-1985 development plan provided for funding, design, and construction of these centers; the planning for programs and activities

that would take place in the centers was left for later implementation.

This report provides a model and guidelines for the design of a comprehensive plan, including the process of planning for the different programs, activities and administration of these centers, for maximum possible participation and thus, improvement in the quality of life in the local communities.

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## The Introduction

### Concepts of Community Development

Community development and community organization are two names that sometimes are used to describe the same process: that of improving community life. Community organization is often used to describe this effort in the developed countries, while the same kind of effort may be called community development in the developing countries.<sup>1</sup>

Community development is considered as a process because it is an organized action moving in stages from one condition or state to another, causing change in the way of life and the general attitudes as a result of the process itself. When it is carried out for a particular purpose such as improving the provision of a particular service or services, it may become a method and be considered as a mean to an end. When community development starts emphasizing a specific activity or activities it may be defined as a community program. Then, procedures are carried out to accomplish the program with less attention paid to the effect on the people. When the process starts to carry values and goals of a certain ideology or social system, and especially when it is charged with an emotional context, it can be considered as a movement.<sup>2</sup>

The approach to the development process is related to the definition of what is a community and what are the elements of emphasis in that

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<sup>1</sup> Irwin T. Sanders, "The Concept of Community Development," in Community Development as a Process, edited by Lee J. Cary, (Columbia: University of Missouri Press, 1970), p 13.

<sup>2</sup> Ibid., pp. 18-25

definition. To this paper a community is not only a geographical district or a social, cultural, and political system. The community serves a function and provides a ground for people whether in a city, town, neighborhood, or a group of them with common interests, objectives, needs, and inspirations, to work together towards the achievement of their goals. Thus, the approach to community development, according to this definition, is one that focuses its effort on the human development. It involves a balance in the development of all different aspects of life in the community, the deep involvement of the local citizens in the decisions and plans made about their own lives, a self-reliance approach, and the cooperation in action.

At the same time, the local communities are becoming, more and more, part of a whole. Matters which affect these communities are interdependent and interrelated with the surrounding region and country. More decisions which concern a local community, involves regional and national decisions as well, and plans for development should be in correlation with those of the region and the whole nation.<sup>3</sup> Experience with community development in both the developed and developing countries have shown that total self-reliance and independence of local communities proved to be unsuccessful in providing the basis for the development required. Especially in the developing countries, the initiation of the movement cannot be left to the local community due to the limited resources and what can be accomplished with them. A need was seen by the United Nations that local efforts need to be linked to the wider resources of the country, and what the national

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<sup>3</sup>Roland L. Warren, "The Context of Community Development", in Community Development as a Process, edited by: Lee J. Cary, (Columbia: University of Missouri Press, 1979), p 48.

government can provide from financial and technical assistance. Community development as was defined in a report by the U.N. and as related especially to the developing countries, is "the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social, and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to national progress."<sup>4</sup>

This definition summarizes the following points considered when discussing community development:

1. The community development is a process which formulates in itself the way to accomplish the development
2. Community development relies on the efforts and initiative of the people themselves with the help of the government, both working together to achieve their objectives.
3. Community development goals are comprehensive; social, cultural, and economical elements of the development are interrelated, and they affect each other. Economic development has a social consequence, and social factors can have a positive role or be an obstacle to the economic development. The U.N., report emphasizes the need to build social objectives at the same time with the economic objectives and include both in a comprehensive plan.<sup>5</sup>
4. Community development recognizes the interdependency and inter-relations of the local communities; this makes the development

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<sup>4</sup>Robert Perlman and Arnold Curin, Community Organization and Social Planning, (New York: John Wiley & Sons, Inc., 1971), P. 43.

<sup>5</sup>Ibid., p. 258.

plans of these communities part of those regional and national development plans. The development of local communities adds to the development and the building of the nation. As emphasized by the U.N. report, and necessary for this report's definition of community development, does not mean the imposing of plans from the national level to the local level.<sup>6</sup>

Planning decisions should be based at least partly on information and rational examination of problems and needs at the local level, and an understanding and consideration of the way local communities perceive their needs.<sup>7</sup>

#### Development of the Jordan Valley

In spite of the agricultural potentiality -- which was always appreciated by foreign visitors or occupiers -- very little was done to use its resources. The handful of people living in the valley kept their centuries old pattern of growing cereals in winter and spring -- relying on side wadies (streams) and springs for their water supply -- and migrating with their herds to the nearby hills in the summer.

In the beginning of the twentieth century, attention was turned to the utilization of water resources of the Jordan Valley. Many plans were designed but nothing was done until the 1960s when a major canal system was built from the north along most of the valley, breaking people's

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<sup>6</sup> Ibid., p. 107

<sup>7</sup> Ibid., p. 206



historical pattern of dependence on side wadies and springs and settling only adjacent to them. Instead it took water to where people lived and farmed and brought life to previously uninhabited and uncultivated parts of the valley.<sup>8</sup>

#### Political and Economical Significance of Jordan Valley

The political development of the previous fifty years had transformed the valley from an isolated, neglected farming frontier into a strategic core of a nation-state struggling to stand on its feet. This strategic setting makes the success or failure of the development program to be of importance well beyond the edges of the valley itself. Because building a strong agricultural sector was considered the base for self-sufficiency and the country's capability of feeding itself and offset massive imports of agricultural products with its own exports. Another political implication giving the valley its importance is the Jordan dependence on the people's commitment to an enduring concept of nationhood. Since Jordan's birth in 1926, the attachment of Jordanian people to their land was not really tested until the 1967 war with Israel. Unfortunately this conflict proved that the valley residents would flee the area at the first sound of gunfire and would only return when security was restored and ensured to continue. After the 1967 war, when the valley was almost emptied of its 60,000 pre-war population, a need was felt to rebuild a new kind of rural society, to stimulate a fresh, deeper commitment by farmers of Jordan to both the development of the Jordan Valley and long-term improvement of

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<sup>8</sup> Rami G. Khouri, The Jordan Valley; Life and Society Below Sea Level, (London: Longman, 1981), pp. 20-21.

their own standard of living.<sup>9</sup>

The economic importance and potentiality can be shown by comparing the three different longitudinal regions into which Jordan can be divided. Each of the three regions starts from the north of the country and extends to the south. The different regions are distinguished by their different topography, climate, and natural resources. These regions are: [see map, Figure 1]

1. The desert: it is about three-fourths of the total area of Jordan. But it has very little in proven resources and maintains only about five percent of Jordan's population.
2. The hills: this region lies to the west of the desert. It is formed from hills of different heights, with a width of between (85) kilometers in the north (52.7 miles) and (50) kilometers (30.7 miles) in the middle (near Amman), and (5) kilometers (3.7 miles) in the South (near Agaba Gulf). Most of the population is centralized in this region, as are also the services and manufacturers. Phosphate is one of the minerals in which this region is rich. Agriculture in this region depends on rain, which is concentrated in the northern part, where the rainfall average is the highest.
3. Jordan Rift Valley: it is the region that lies in the westernmost part of Jordan. It extends from Lake Tabaria (Lake of Galilee) in the north to Agaba Gulf in the south.<sup>10</sup> The natural resources of the Rift Valley are:

<sup>9</sup>Ibid., p. 9.

<sup>10</sup>Salah Al-buhaeri, Jordan Geography, (Amman-Jordan: Jordan University, 1973).

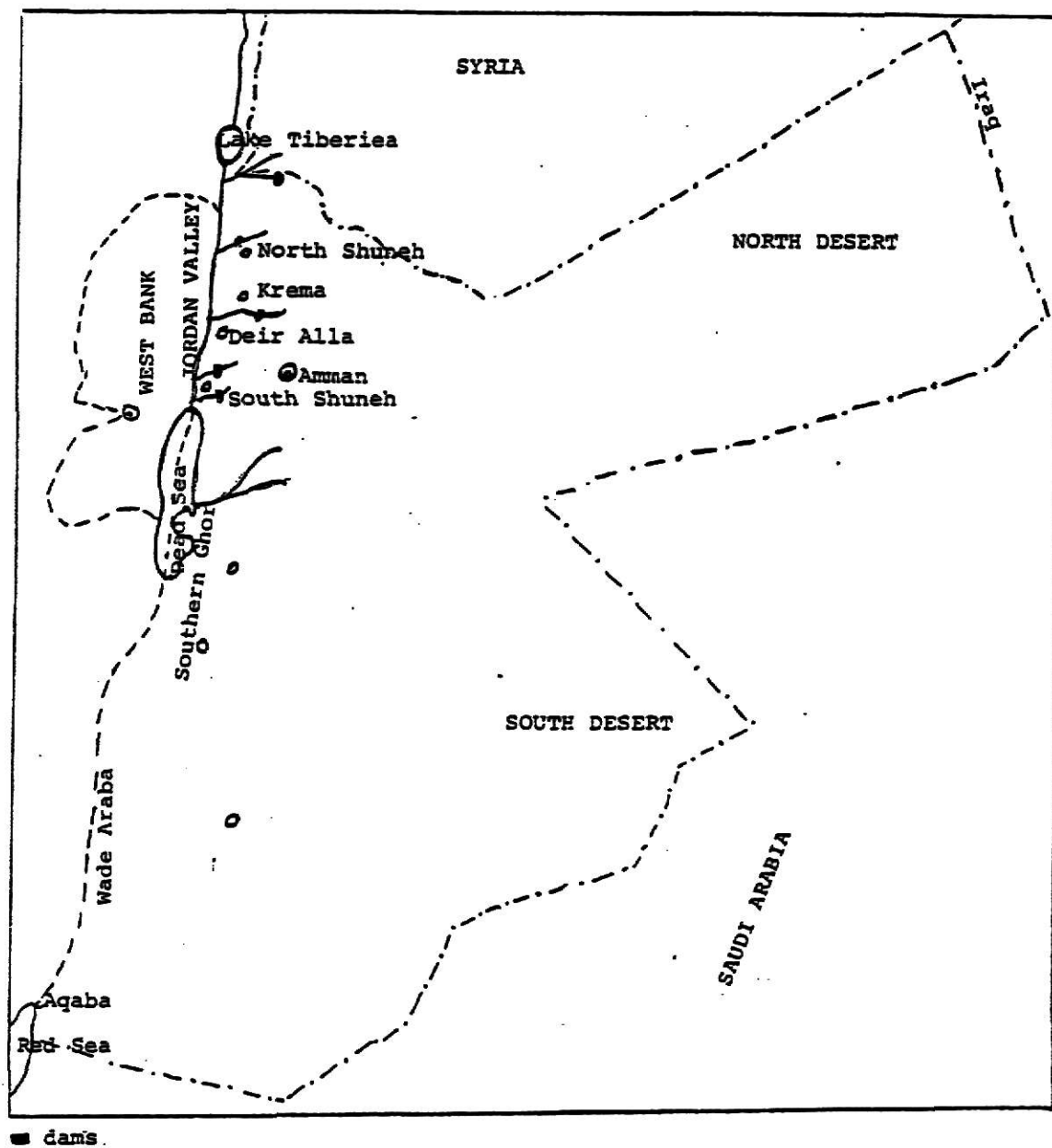


Figure (1)

Hashimite Kingdom of Jordan Map

- a. The land: the total area that can be utilized is about (510) thousand dunums (127.5 acres); (377) thousand dunums (96.25 acres) in the Jordan Valley and the rest is to the southern part of the Rift.
- b. Water: from two resources, (1) the surface water from streams and side valleys. Jordan Rift Valley has about 3/4 of the total quantity of Jordan surface water and, (2) the underground water, which consists of 41 percent of the total underground water of Jordan.
- c. The climate: Jordan Valley has a good temperate climate that gives the opportunity to produce early varied and intensive production.
- d. Dead Sea: it is a rich resource of minerals, especially potash which is important for various industries.
- e. Power: there is a good opportunity of producing power from the dams that already have been built, and from the Madarin Dam which is planned to be built on Al-Yarunok River.
- f. Tourism: many locations in the Rift Valley can be utilized to generate income.<sup>11</sup>

#### Jordan Valley Authority and the Development of the Valley

##### Establishment of JVA:

Prior to 1948, the valley was sparsely populated due to the lack of irrigation needed to bring additional valley land under cultivation.

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<sup>11</sup> Ahmad Abu-Sheka "The Rift Valley, Its Present and Future," Jordan Valley Magazine, Nov., 1980. pp. 6-7.

This held the population level at about 37,000 (most of them Palastinian Refugees) until the mid 1960s. The construction of the East Ghor Canal (EGC) at the beginning of the 1960's to transport water from the Yarmok River in the north along 43 miles of the valley, for irrigation, human consumption, animal breeding, and public and private facilities, was the most important factor in opening the valley to both greater population and productivity. By 1967, some 90,000 people were living in the valley. This development was halted in 1967 because of the war with Israel. Most of the population left the Valley and it is believed that more than half of the houses were destroyed. This period lasted until 1971, when people started to gradually return and rebuild. In 1972, Jordan Valley Commission (JVC) was established for economic and social development. However, with increased administrative and planning responsibilities and personnel, the organization became Jordan Valley Authority (JVA) in May 1977. Not until recently, in 1979, the rest of the Rift Valley (the part from the north end at Dead Sea to the Agaba Gulf) was declared the responsibility of JVA to be developed, as well.<sup>12</sup> With the establishment of JVC, and then JVA, a new approach to development was introduced in the development effort in Jordan. This included the following concepts:

1. The concept of comprehensive regional planning. Jordan Valley as a geographical and natural unit was fully economically and socially exploited to identify resources and needs, and to be developed considering the different economical and social factors.

<sup>12</sup> Jarir Dajani, et. al., An Interim Evaluation of the Jordan Valley Development Effort: 1973-1980. A report prepared for USAID, (Amman-Jordan: 1980), p. 20, 24.

2. The concept of integrated rural development by fusing the infrastructure needs of farming with the human requirements for housing, schools, health services, drinking water, electricity, and other village-based services.<sup>13</sup>

#### Goals and Plans of the JVA

The goals of JVA can be summarized as:

1. Increasing agricultural production to meet local needs and needs of the rest of Jordan.
2. Developing and sustaining an export economy for at least the countries in the Middle East.
3. Improving the quality of life for the residents in the Valley.
4. Increasing in-migration to the region.

To achieve these goals, the JVA had its first three-year development plan 1972-1975, with a follow-up development five year plan for 1975-1980. And finally, it has the recent development plan for 1981-1985. These plans included the following projects:

1. Projects to make good use of the resources of water, land and others, to improve the economic activity and standard of living through; (a) building dams, (b) completing the construction of EGC, (c) redistribution of agricultural land and reform of the holding units, (d) the use of technology in irrigation and cultivation, (e) building marketing centers, and (f) encouraging tourism.

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<sup>13</sup>Khouri, p. 10.

2. Provide the Valley with utilities and infrastructure such as streets, electricity, potable water, etc.
3. Provide social services such as housing, health centers, schools, community centers, etc.<sup>14</sup>

#### Purpose of the Paper

According to the Jordan Valley Development Law for the year 1977, the Jordan Valley Authority was made responsible for the total development of the Valley including the planning of towns, villages, services, and infrastructures, and the implementation of these projects. These facilities were provided with no cost to the local communities. JVA having the authority for development, caused the speeding and effectiveness in the implementation and spared the local communities the struggle to provide the needed financial and technical assistance. But at the same time, the local communities didn't participate in the planning and decision making, nor did they have to commit any of their resources. Dajani describes the effect of the minimal participation and commitment from the side of the local communities by: The communities of the Valley have become appreciably ahead of their counterparts in the other parts of Jordan, in as far as the provision of basic human needs are concerned ... however, they became completely dependent on JVA. ..., in a recent questionnaire about their needs, villages and towns in the Valley have offered the JVA a shopping list of needs which includes items like clubs, ... . While such facilities definitely help improve the quality

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<sup>14</sup> Abu-Sheka, p. 9.

of life in the Valley, their provision should be accomplished by local participation and cost-sharing, in order to ensure a healthy development and growth ..."<sup>15</sup>

JVA, seeing the importance of this, has established community centers to provide a way to expose the local citizens to the need of their participation more directly in the development process of the valley and their own individual and family life.

The objectives which were seen to be accomplished through these centers are:

1. To provide a way for the local community to fill the gaps in services available in the valley and meet their different needs in the areas of education, social, cultural, and recreational activities.
2. To help people understand and be involved directly in the process of planning and decision making, and play an active role in the development of their community and meeting their needs.
3. To bring individuals and different agencies to work together and promote the spirit of belonging and cooperation.

The first center was built in Kremah (a small town in the north) as part of the 1977-1980 Development Plan of JVA. The development of the other seven centers are included in the 1981-1985 Development Plan. These centers will be strategically located in villages to accommodate the needs of the largest number of the residents possible. Out of a total of eight centers, five secondary centers will be satellites to the three main ones located in north, middle and south of the valley. (Map, Figure 2).

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<sup>15</sup>Dajani, et. al., pp. 162-163.



The effectiveness of the different programs and activities, and the centers management in meeting the different needs and objectives depends on well developed plans which include: (1) the process of building a data base to understand the political, socio-economical, and cultural system and values of the communities, (2) the approaches and strategies to the assessment of needs and priorities, process of decision making, and the roles of different parts involved including citizens, local and central government, and other different agencies and groups, (3) the process of management and implementation of the different programs, (4) and finally, the process and criteria of evaluating the allocation of resources, output, staff, and different strategies and approaches of the center.

The goal of this report is to design a general model and guidelines, which accounts for the different aspects and stages of the development of a comprehensive plan for these centers.

## Chapter I

## Planning for Community Development

Principles of Comprehensive Planning for Community Development

Planning is based on the assumption that a change in the community behavior is possible. It is defined in this sense as: the method by which communities deliberately change their structure and way of life."<sup>16</sup> In a democratic society this is accomplished by democratic ways, which means that community organization and planning are carried on the interests of people of the community and are based upon their participation in the decision making.<sup>17</sup> The plan can be for causing the change deliberately or to control and direct, as possible, the anticipated change caused by natural growth of the society caused by change in technology, population characteristics, education, and other factors.

The people in the community consist of men, women, children of different age groups, interests, and needs. A comprehensive planning and comprehensive centers are important to respond to the range of needs and groups, and to deal with the different forces and involved parts, using a variety of approaches and strategies and providing a mixture of services to meet all the needs and accomplish all the objectives.<sup>18</sup>

<sup>16</sup> Arthur Hillmen, "Community Organization and Planning," Community Organization in Action; Basic Literature and Critical Comments. Selected and Edited by Ernest B. Harper and Arthur Dunham, (New York: Associate Press, 1959), p. 96.

<sup>17</sup> Ibid., p. 97.

<sup>18</sup> Stephen J. Fitzsimmons, et. al., Comprehensive Neighborhood Programs, Vol. II: A Guidance Manual. (Cambridge, Massachusetts: Abt Association Inc., 1970), p. 6.

In making a comprehensive plan, the following factors should be taken into consideration for sound planning:

1. Planning should rely on a wide base of data including:
  - a. demographic, social, and economic facts and indicators.
  - b. needs of the community as felt by the local citizens.  
The assessment of needs should include present, actual and anticipated needs.<sup>19</sup>
  - c. the decision-making process and the organization structure on the local level with reference to local government and political, cultural, and value system. To understand the effect of different forces and policies, both negative and positive, and the need for change.<sup>20</sup>
  - d. attitudes and concerns of the national government in the local community, and its different policies and development plans for the region.<sup>21</sup>
  - e. different resources and capabilities available, and constraints existing at the local level.
  - f. feed back information and monitoring for continuous evaluation and updating.

<sup>19</sup> Florence G. Cassidy, "Principles of Community Organization," Selected and Edited by Ernest B. Harper and Arthur Dunham, 1959. p. 110.

<sup>20</sup> Leonard W. Mayo, "Community Welfare Planning: Accomplishment and Obstacles," Selected and Edited by Ernest B. Harper and Arthur Dunham, 1956, p. 128.

<sup>21</sup> Hammer, Greene, Siler Association, Comprehensive Planning Assistance, in the Small Community, prepared for the Department of Housing and Urban Development (Washington, D.C., Hammer Greene Siler Ass., 1969), p. 26.

2. Participation of all parts involved in the development of the community including central and local government, different agencies and organizations serving the community, and the benefited citizens. Participation of all parts is important for future coordination and involvement and for better use of the available resources.

Uses and Characteristics of a Comprehensive Plan Process:

1. It is an important tool in collecting data and analyzing them, for identification of needs and resources, and rational assigning of priorities and allocations of human and other resources to meet these needs.<sup>22</sup>
2. It provides an administrative framework with which organized groups can communicate with each other and establish identifiable boundaries for their actions.<sup>23</sup>
3. It provides a guideline for policies, approaches, and actions.<sup>24</sup>
4. It can be a communication tool with people, by encouraging two-way dialogue, for better understanding of the nature of their problems and needs, and the limitation of available resources.<sup>25</sup> On the other hand it can be a communication tool

<sup>22</sup> Mayo, p. 131.

<sup>23</sup> Committee on Community Organization for Adult Education Association, "Community Education in Action," Selected and Edited by Ernest B. Harper and Arthur Dunham, 1965. p. 100.

<sup>24</sup> Hammer, Greene, Siler Associates, Comprehensive Planning Assistance, p. 26.

<sup>25</sup> John Crook, "Developmental Planning in Social Authority Services," Edited by: David Jones and Marjorie Mayo. Community Work, One. (London: Routledge & Kegan Paul, 1974), p. 115.

and coordination with both the local and central government, and the other plans for the community.

5. It can provide a criteria for the evaluation of both the accomplishments of the programs and their administration and to be a guide for anticipating and planning changes for the future.
6. It is responsive to the change in needs and availability of resources, and other changes, thus it should be flexible and should provide the mechanism for correction and adjustment.

#### Research for Social Development Planning

Research in the process of planning is an important tool to make decisions or select alternatives, if to be based on actual facts, rather than to be a mere value judgment or a preference of an influential party. It is important for rational planning to collect and analyze information about the community working with, its life conditions, needs and problems, goals and expectations, and to select alternatives and study the expected implications and consequences of these alternatives.<sup>26</sup>

For a comprehensive development, a wide base of information is needed, including all the different aspects of the community life affected directly and indirectly by the process of development. This wide base of data provides for:

1. Understanding the community, and its different social, economical, political, value system, and demographic conditions.

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<sup>26</sup>Perhman and Curin, pp. 206-207.

2. Indicating areas of problems for further specialized research in these areas.
3. Recognizing needs and to assign priorities in meeting these needs.
4. Monitoring change in the living conditions and social structure of the community resulting from the different development efforts, and to evaluate the results of certain programs and policies.

Research is needed in three levels, these are:

1. Building a community profile from baseline data for general description of the life in the community and future evaluation change.
2. Studying services related to and provided by the centers.
3. Evaluating efforts and outcomes.

This part of the paper will be concerned with selecting data needed in designing a profile for the communities served by the centers. This profile will consist of different quantitative and qualitative indicators to measure the different aspects of "life quality" as being the "goal" of the development effort. Improving the quality of life means meeting the different physical, social, and psychological needs resulting from the different life functions and activities, and coping with the different impacts of outside changes and pressures.

#### Selection of Social Development Indicators

How to select the indicators:

1. Indicators should be representative of the qualities being studied. Change in the quality should reflect on the indicators.

2. Simple to be interpreted in practice, and possible to collect data on it, limited in number, unrepitative, and overlapping.
3. Reflect both the material, physical qualities as well as psychological and social needs.
4. Reasonably comparable to the different groups or subgroups (ex. by sex, age, etc.), and to the regional, national, and international level, and also comparable in time<sup>27</sup>.
5. Reflect the different needs of the different community groups and interests.

Sources of data for the indicators:

1. Census and established reports of different agencies and organizations.
2. Partial studies and services concerned by certain issues and problems.
3. Expressed needs, thoughts, and expectations by the local citizens.

Selection of the Indicators for Jordan Valley

Indicators for base line data on the quality of life will be selected in accordance with the hierarchy of the basic human needs in the Jordan rural community as Dajani and Murduck adopted them from Maslow's hierarchy of human needs, and were related to the Jordan rural communities. These needs are:

1. Basic material needs, including food, nutrition, housing, clothing, and water.

<sup>27</sup> Organization for Economic Co-Operation and Development, Measuring Social Well-Being; A Progress Report on the Development of Social Indicators, (Paris: OECD, 1976) pp. 26-29.

2. Health, including both curative and preventive care.
3. Education, including both knowledge and skills, special and adult education.
4. Income and economic opportunities, including employment and income maintenance.
5. Personal adjustment and social participation, including child care and family planning, recreation, cultural and religious services, family counseling and support, community organization, participation in decision making concerning the present and future of the community, participation in voluntary work.<sup>28</sup>

Indicators will include:

1. Efforts which were done intending to satisfy these needs, (input factors).
2. The satisfaction of people and system performance, (output factors).<sup>29</sup>

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<sup>28</sup> Jarir S. Dajani and Muneera S. Murduck, Assessing Basic Human Needs in Rural Jordan. AID/NE Bureau, 1975. pp. 12-13.

<sup>29</sup> Ibid., p. 12.



Selected Indicators

1. Basic Material Needs:

a. Food and Nutrition.

Input

- Availability of a variety of food commodities in the market/its prices
- Availability of milk for children/price

Output

- Nutritional situation of the family members.
- consumption of food/per source of nutrition/per capita
- eating habits
- household/spending for food

b. Housing

- Availability of housing projects
- prices of building materials
- prices of land
- value of rent per room
- availability of sewage systems, water systems, garbage collection, waste processing, and electricity services

- Average persons per room
- average size of family per household
- percent of houses per building material
- percent of houses having kitchen, bathroom.
- percent of houses having distinguished use of rooms
- percent of people owning their houses
- percent of houses having water, sewage, electricity
- household/spending for utilities

## c. Drinking Water

- Sources of water used by local citizens
- quality of water
- price of water
- Consumption of water per household per day
- habits of water storage and keeping it clean
- household spending/for water by source of water

2. Health

- Availability of health services, curative and preventative
- availability of physicians, nurses, others/number of days
- cost of health care
- location of service and its physical and economical accessibility
- availability of services for special health problems (ex. mental, handicapped, etc.)
- Life expectancy/by sex
- Days of sickness per person
- Infant mortality and mortality rate/per sex
- popular health problems and its severity
- people seeking health care outside the community/per kind of illness/reason
- number of people with special health problems in the community, and number being treated
- health spending/per household

### 3. Education

- number of classrooms per student by sex, level
- number of teachers per student by sex and level
- availability of classes of different levels by sex
- availability of vocational training
- availability of facilities for handicapped
- number of classes for adult education
- availability of special courses related to the community life
- Number of people in school (age 6-19), by age group and sex
- Number of students in each level, by sex
- children in school-age by age group by sex
- percent of dropouts by level, by sex
- number of students in vocational training
- educational level of population not in school, (elementary, secondary, college, university, by sex)
- percent of students going to higher school level, by sex by field of interest
- number of students in vocational training by sex
- number of students in adult education by sex

### 4. Income and Economic Opportunities

- Number of jobs available, by occupation
- availability and accessibility of public transportation
- number of people in work (age 14-65), by age group and sex
- Average income per family
- income distribution

- job orientation and skill preparation in school
- availability and kind of security and insurance programs for workers
- availability of loaning agencies, purposes, sources, and eligibilities
- opportunities for income improvement
- poverty level
- average number of household members working
- dependency rate
- percent employed by age and occupation
- percent of women in labor force by age and occupation
- wages of labor in agriculture by nationality, age, sex per hour
- percent of foreign labor
- number of seasonal workers by sex, nationality
- percent of workers with insurance and/or social security
- percent of unskilled labor by age and sex
- saving ratio per household by income level
- percent of households owning cars, televisions, and/or other electrical machines
- changes in attitudes towards skill requirements and future jobs/by sex, and socio-economic status

## 5. Personal Adjustment and Social Participation

### a. Child care and family planning

- |   |  |
|---|--|
| -Availability of services for child and mother care/kind of services/ quality | -population number by sex and age group                            |
| -expenses of services   | -number of mothers using different services                        |
| -availability of nutritional programs   | -attitudes toward family planning by age and socio-economic status |
|   | -fertility rate  |
|   | -number of children 0-6 by age groups                              |
|   | -average size of family by age and socio-economic status           |
|   | -place of delivery/hospital, house with nurse, doctor, other       |
|   | -nutritional problems of mothers/ children                         |

### b. Recreation

- |  |  |
|--|--|
| -availability and accessibility of recreational facilities for children, youth, women, and elderly | -percent of people participating in the recreational activities by sex, age, and socio-economic status |
| -sources of recreational facilities/ private, public, others/expenses                              | -average hours spent on recreational activities by age, sex, and economic status                       |

- time available for recreational activities by age, sex, and occupation
- the quality of leisure opportunities.

#### c. Cultural and Religion

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>-kind of community cultural programs and activities</li> <li>-availability of religious facilities and programs</li> <li>-percentage of development expenditure on cultural and religious activities</li> <li>-availability of public library</li> <li>-availability of other public places</li> </ul> | <ul style="list-style-type: none"> <li>-level of people participating in cultural and religious activities by age, sex, and kind of activity</li> <li>-level of interests and local initiation of cultural activities</li> <li>-changes in attitudes toward work, education, leisure time, family life and marriage, and value of participation</li> </ul> |
|---|--|

#### d. Family Counseling and Support

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>-availability of services for family counseling and support/kind and size of services</li> <li>-programs and activities to maintain and develop cultural heritage relative to positive contribution to well being</li> </ul> | <ul style="list-style-type: none"> <li>-marriage rate by age groups</li> <li>-divorce rate by age group, socioeconomic status</li> <li>-kind of problems resulting from divorce</li> <li>-marriage age by sex</li> <li>-kind of problems in family life, ways of solving them</li> </ul> |
|---|--|

e. Community Organization and Voluntary Work

- |   |  |
|---|--|
| -kind of organizations; local,<br>governmental, voluntary, official | -number of people involved in<br>community organizations by        |
| -purposes and goals of organizations                                | purpose of organization, socio-<br>economic status of participants |
|   | -number of people served by these<br>organizations                 |

f. Participation in Decision Making for the Present and Future  
of the Community

- |   |   |
|---|---|
| -kind of local government                           | -position of disadvantaged groups   |
| -routes available for people to<br>participate      | -level of voting participation,<br>and in other ways of participation       |
| -availability of legal and civil<br>rights services | -accessibility to legal services/<br>time and expenses needed <sup>30</sup> |

<sup>30</sup> Ibid., p. 14.

Organization for Economic Co-Operation and Development, Development of Social Indicators, pp. 36-50, 156-170.

Wolfgang Zapf, The Quality of Life; Comparative Studies, "The SPES Social Indicators System in Comparative Perspective," edited by Alexander Szalai and Frank M. Andrews. (London: SAGE Studies in International Sociology 20, 1980), pp. 261-267.

Bernard van Deenen, "Approaches and Methods Used in the Study and Restudy of Ten German Villages," Theories and Methods in Rural Communities Studies, edited by: Henri Mendras and Joan Mihailescu. (Oxford: Pergamon Press, 1982), pp. 255-257.

## Chapter II

### Administration of the Community Centers and the Implementation of the Development Process, Programs and Activities

An important feature of the development process as it is seen by this report was described by Hayden Roberts in his book Community Development: Learning and Action. "Its assumption that man must take a hand, that he is a necessary and capable partner in the shaping of his life and the life of the society he lives in." Hence, "it assumes a capacity for and a process of learning."<sup>31</sup> This assumption should determine the general guidelines for the administration and implementation model of the development process taking place through these centers. But, the development process takes place in a certain social, economical, cultural, and political system or systems, so, any designed model to implement and administrate this process, should be aware of this system. Understanding this is important to legitimize and justify the action of adopting this model.

#### Building the Community Centers

The Jordan Government took the initiative by planning and building community centers along the Jordan Valley. This was when a need was felt to provide the place and the facilities where the local community can

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<sup>31</sup>Hayden Roberts, Community Development: Learning and Action, (Toronto: University of Toronto Press, 1979), p. 43.



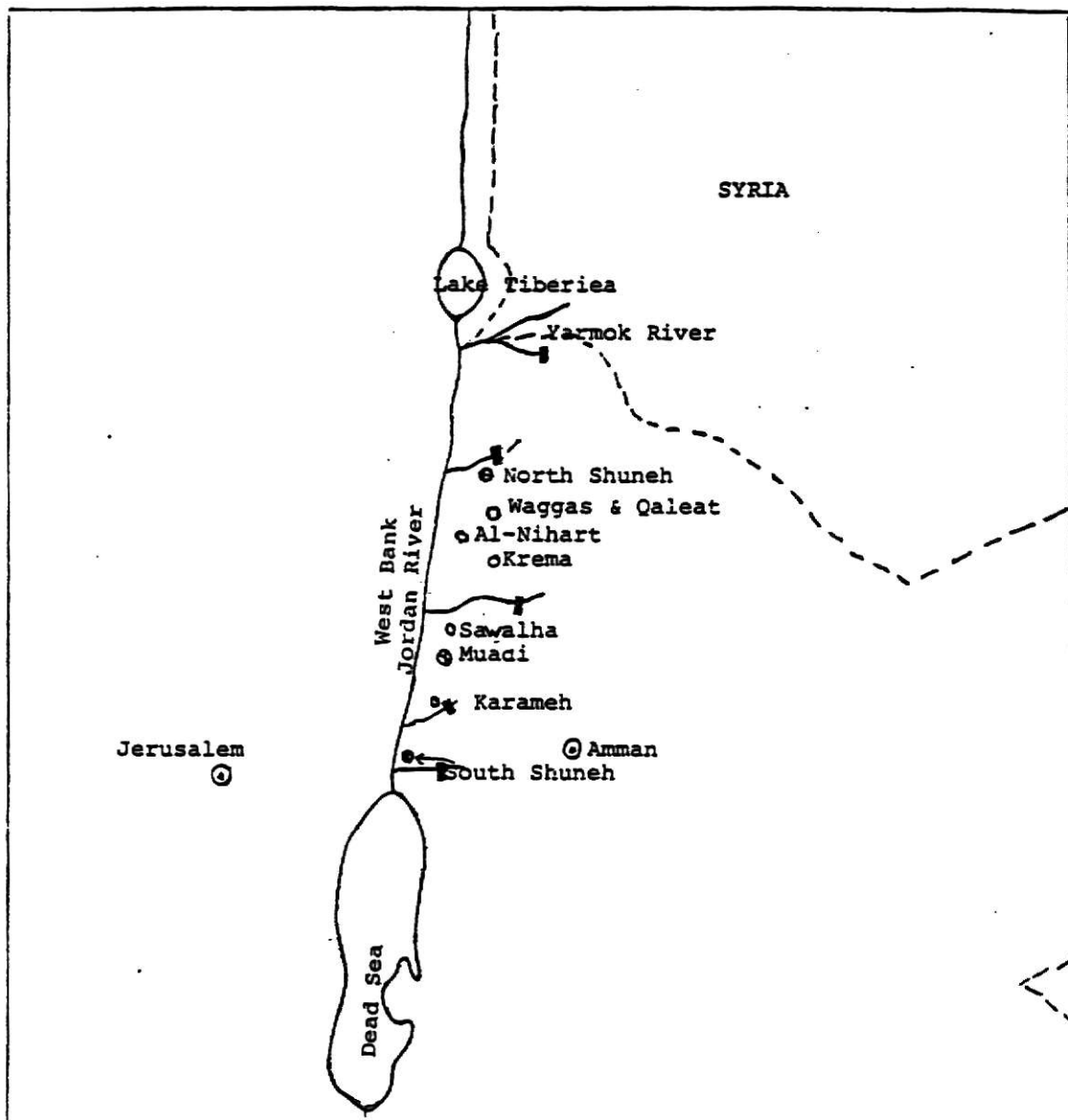
organize and be involved in building their community and meet the different economical, social, educational, cultural, and recreational needs, which are not provided by the other services, to build the community spirit and self-reliance, and to improve the quality of life of the valley inhabitants.

Eight community centers are planned to be completed by the end of the 1981-1985 development plan of the JVA. Three main centers will be built in the three major regions of the valley; the north, middle, and the south. Another five centers will be satellites to these centers. [See Map, Figure (2)]. The location of these centers was intended to make them accessible to the largest number of people in the valley. Each center is intended to serve a cluster of adjacent villages. The villages, their population size, and the different private and public services and facilities available in them, are shown in Appendix A, "Index of the Jordan Valley Villages." The index shows that in each group of villages there are at least, the following community facilities: a boys/girls preparatory schools\*, clinic, mosque, post office, and a general store. The local government in these villages varies from the Mucktar\*\* type of government to the municipal council type. Most of the villages in which community centers are located, have a municipal council.

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\* Until the twelfth grade

\*\* Mucktar is unofficial leader, has his influence through social and economical consideration and usually is selected unofficially by the elderly and the heads of the families. Usually each tribe or big family has their own mucktar.



- ⊙ Main Center
- Satellite Center
- Dams

Figure (2)

Community Centers Location In Jordan Valley

### Needs and Resources

The size, kind, and level of services will be determined by needs of the served population, and the resources available both from within the community and from outside.

The services will be directed toward the family as a unit as well as considering its individual members, and any unrelated persons in the community. These will consist of women, men, and children of different age groups and varying needs. Although it is not possible to assume knowledge of the needs before conducting studies, categories of these needs can certainly be expected, and can be helpful in organizing the efforts, writing the surveys, and analyzing the information. Categories are:<sup>32</sup>

1. Social needs: Those arising from social change and its consequences, such as changes in the family structure and movement of population. The needs will be to identify different kinds of community and public services, such as housing, schools, etc.
2. Cultural needs: Especially those arising from the tension between the traditional and new society. The need will be to preserve desired customs and traditions, and cause the change of those undesired by providing theaters, libraries, religious facilities, and different cultural activities.
3. Psychological needs: Especially the adoption of the individual strategies for coping with changes in culture and values.
4. Political needs: For education and training people to help them take part in the government process and decision-making, especially at the local level.

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<sup>32</sup>Ibid., pp. 89-90.

5. Economical needs: Education related to occupational training and acquiring consumer skills such as in investments and house budgeting.
6. Educational needs: These needs include adult education, general education, and special education.

The resources can include resources from inside the community and from outside the community, it also can be categorized into human resources, and material resources. The human resources can include skilled and professional people who are willing to help in advising, training, and direct involvement. Also potential leaders and organizers, and any voluntary workers and participants must be considered.

The physical resources can include: financial help, by providing facilities or equipment, and any other physical resource including natural resources such as stone, wood, etc. as well as climate.

#### Implementation Process of Community Development

The centers will be working in communities which have their own local government and additional public services. Although the center will be comprehensive in the sense that it will meet a range of needs for the various community groups, and its emphasis will be the overall development of the local community, it will not be able to meet all the needs of the community. Thus, it will approach the different problems and needs in different ways and techniques depending on the size and kind of problem or need. Its approach might range between a direct provision of the service to working together with other groups or agencies, or it will only indicate the problem and collect enough information to make the

problem and need clear to the responsible agency. Whatever is the approach dealing with the need or problem, an emphasis should be given to mobilizing the local citizens to make them participate and be independent as much as possible in building their own community and improving their own lives.

The process of implementing development as described by Hayden Roberts starts with:

1. The perception of a problem or a need, or even before that, it starts with a feeling of tension and unease about the situation without clear awareness of what causes the feeling.
2. The next step will be to identify what is causing the problem or need.
3. Then follows building the organization to set goals, objectives, and plans, defining alternatives to accomplish the goals and objectives, solve the problems, and meet the needs.
4. Then taking action and implementing the plans.
5. Finally, comes the evaluation of the goals achievement, and the process by which it was achieved. This will bring out other needs and deficiencies to become the goals for the future.<sup>33</sup>

The active involvement of local citizens in all of these steps is essential, in order to be a process of learning of how to understand themselves and their needs, to make rational choices and decisions, to implement them, and to revise and judge their outcomes, so that they themselves be involved and responsible for improving the conditions of their own lives.<sup>34</sup>

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<sup>33</sup>Ibid., pp. 34-36.

<sup>34</sup>Ibid., pp. 41.

Community Centers in Jordan Valley and the Implementation of the Process

Although the steps mentioned above are arranged in a certain sequence, but when implemented, not only are expected to have a feedback relation with each other, but some may interfere with others, and work will be taking place on more than one step at the same time. This will be seen clearly in what follows as the description of the guideline for the implementation process to be undertaken by the community centers of the Jordan Valley.

The first stage will be collecting the data for the indicators as suggested in the previous section, and preparing a profile of the villages individually and in groups as they are going to be served by the centers. These indicators, besides providing a baseline and forming the criteria for monitoring and evaluating the development impact on the lives of the communities inhabitants, will give an insight into the different social, economical, educational, cultural and political situations, and indicate places of problems and needs. It will also help the director of the area center to start further investigation and study of the community. In order to be able to do so, the director should start building good relationships with the existing community leaders such as the school teachers, local doctor, or nurse, religious leaders of the area, and especially the local government leaders and the mukhtars. It is important that the director be able to explain to them and help them understand the purpose of the center and its philosophy, and the importance of their cooperation, and to convince them that the center will not try to dominate or take the place and function of any of them. This will be necessary for better communication, coordination and cooperation in the future, and it will also

help to introduce the director and the center to the community as trustworthy.

Having been introduced to the community, the director can start the next step of further contact with various individuals and groups of local citizens, through formal and informal methods. The informal methods include conducting meetings and talking to people, becoming closer to them, and encouraging them to think about and discuss their problems, needs, and expectations. Other methods will include conducting surveys on different group samples, such as attitude surveys. What is expected to be accomplished during this stage is:

1. Exposing the local community to the centers aims, building certain expectations and hopes, and involving the citizens in the process of thinking and learning about their needs and problems.
2. Learning more about the problems and needs of the community, and the possible causes of these problems and deficiencies, such as the lack of resources, disorganization, unresponsive service system, etc.
3. Discovering the potential resources in the community such as, potential community leaders, physical resources, readiness for organization and involvement, and others.
4. Moving to the next step which is appointing the needed staff and selecting the organizational structure of the center administration and the process of decision making according to the advice, orientation, and understanding of expectations of the community obtained from this stage.

### The Organizational Structure of the Centers

The Organizational Structure includes:

1. Structure of the administrative staff
2. Structure of the citizen committee
3. Selecting staff and members of citizen committee
4. Decision-making process, and the relation between the two structures, and its relation to central government, other agencies, local government, and the local citizens.

### The Administrative Staff

The administrative staff will consist of the Center Director, assistants, program or project operators; i.e., professionals. [Figure (3)]

The director will be employed by the Ministry of the Social Development. The director will be responsible for appointing his staff. It is recommended to have the director from outside the community, while his staff can be from either inside or outside the community. Tasks will be assigned to the staff as described as follows, with a level of flexibility to allow cooperation, close relations, and flexible acting in accordance with the situation in hand.

Task of director and suggested needed staff:

#### 1. Center Director:

The Center Director will perform the following tasks:

- a. recruit and train staff and citizen committee members
- b. serve on the Regional Board of the centers
- c. serve as an observer on the citizen committee
- d. be responsible for overall program management, implementation and evaluation



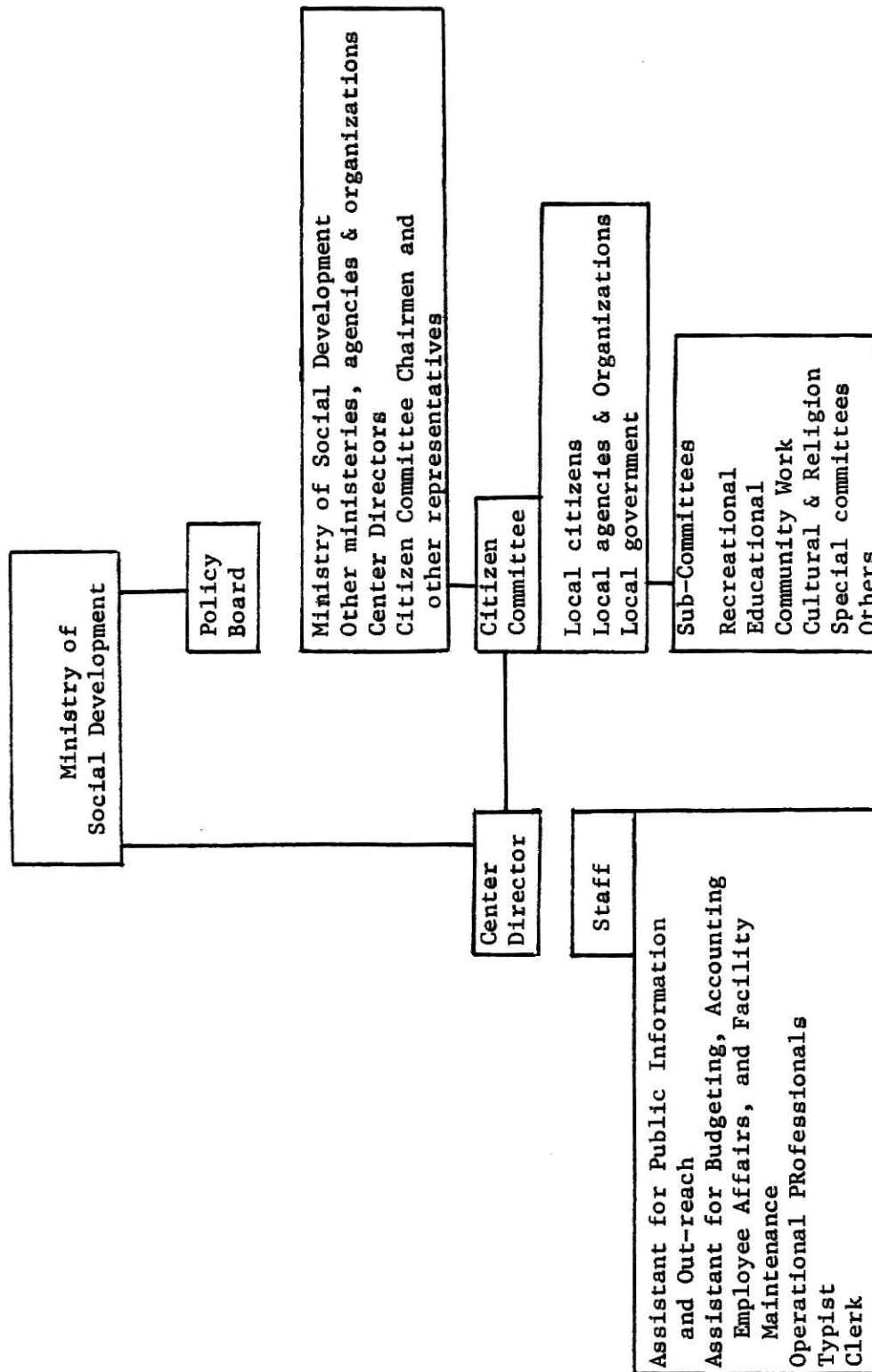


Figure (3). Administrative, Citizen Committee, and Decision-Making Structure.

- e. coordinate between the center and the other agencies in and outside the community
- f. write the final plans, proposals, and evaluation reports
- g. serve as a communicator of the center policy to the community at large, and of its different agencies and groups, and especially, a communicator and encourager to the citizens of the local community.

2. Assistant for Public Information and Outreach:

His tasks will be:

- a. distribute information using different techniques to the local citizens and other interested and related groups and agencies
- b. alert citizens to their needs and opportunities of participation in the different activities and programs, and encourage their involvement
- c. follow-up and collect data needed for diagnosis, evaluation, and other needed data
- d. help in recruiting people for voluntary participation in work, and in discovering potential resource persons
- e. communicating achievements to the community and plan ways to award participants.

3. Assistant for Budgeting, Accounting, Employee Affairs, and Facility Maintenance:

His tasks will be:

- a. bookkeeping and financial records
- b. recording and distributing money
- c. assisting in drafting financial reports and proposals

- d. managing employees affairs
- e. supervising maintenance work, monitor needs, and distribute supplies.

4. Professional Staff:

As needed for programs and activities. These can be fixed, temporarily appointed, borrowed from other departments, or contracted.

Characteristics of Center Staff

For better performance and accomplishment of the center goals and policies, it is important to select the staff, or any other worker in the center, with the following characteristics:

1. To have a warm and friendly approach to people, open-minded and readiness to deal with them on mutual basis and without being formal
2. To acquire a good knowledge of the community and understand its values, customs, and needs
3. To understand the program purposes and policies
4. To have knowledge and experience in their field of work, with preference to having experience in working with similar community and kind of work
5. To be ready to cooperate and accept the work with other staff members and workers including the citizen committee and voluntary workers.

Selection of the members of the citizen committee, and the process of decision-making

Selecting the members of the committee is a process which takes a lot of patience and skill on the part of the center director in meeting,

discussing, and convincing different community members, groups, and leaders. The process starts with the first stage of collecting information about the community, introducing the center, its policies and potentialities to the community, and discussing their needs, problems and expectations. This process will lead people who have interest and readiness to participate and put the time and effort needed in leading the work toward solving the problems and meeting the needs of their local community and those who are accepted and respected by the rest of the community. If they commit themselves to that, they will form the main body of the committee.

In this process, the center director should be aware of the need to include in this group, individuals who represent different groups of interest. Some groups will be cautious of getting involved in the selected committee, simply because of being poor, small farmers, young, or women, and of being less confident in themselves, of the center, and of the system allowing them to share in the benefits and affect the direction of the decisions, programs, and policies of the center. Members of these groups will need extra effort to convince them and help them to change their attitudes. Involving women in the committee will need even more effort, and they are expected to be the last group to be involved. The involvement of women will require:

1. convincing the committee members to accept the idea and the need for involving women, and to cooperate with them
2. convincing and encouraging potential women to participate and take a direct role in the committee, and
3. finding special arrangements to make their participation in the committee acceptable and respectful to the traditions and customs of the community.

The last group needed to be involved in the committee are those members from the local government and other local private and governmental agencies for which participation is considered to be important to community coordination and cooperation and to be a mean of the resourcefulness of the center.

#### Internal Structure of the Committee

After selecting the committee there will be a need to decide the internal structure of the committee. The items of the structure will include:

1. election of chairman, secretary, and other needed officers
2. duration of the committee, and processes of reselection
3. task/s description
4. its authorities, and to whom it should report
5. regulations of meetings
6. appointment of sub-committees.

In building the committee structure, the following should be considered:

1. Committee members will need help and advice in deciding its structure and writing its rules and regulations (or by-laws, if they were seen to be called so). The director will be responsible for providing help, or if needed, ask an expert to provide it.
2. The committee chairman is preferred to be from the local citizens, yet not to be the president of the local government.

3. Duration of the committee and procedures for the reselection to be decided by the policy board.
4. Policy board, is formed from all the center directors, committee chairmen, another member from each committee selected by his committee, representative from different involved ministries and organizations, and a representative from the ministry of Social Development who will be the president of the board.
5. The Policy Board will be the source of authority and to whom committees should report. Policy Board will report to the Minister of Social Development.
6. First task of the committee will be defining goals and objectives, their priorities and the way to accomplish them, potential resources, and evaluation procedures and criteria.
7. After putting plans to work, tasks and responsibilities should be assigned to (or chosen by) members, and sub-committees will be chosen as needed.
8. Regulations of meetings will include setting the democratic process by which the meetings are to be conducted, and the decisions made, time and frequency of meetings, record keeping procedures, and finally regulations to members commitment to the meetings and decisions carrying.

#### Training of the Members

The training of the members will be a part of the learning process which is a main part of the community development intended by the project.

The purpose of the training program will be to prepare the committee members to perform their roles, and to gain the expected experience by playing these roles. This program is suggested to be taken after the selection of the members, since most of them are not expected to have any experience or very little experience. Suggested items of the program are:

1. orientation and discussion of policies and principles of the community development process as it is seen by the center
2. orientation of the members to their responsibilities and roles in the decisions made about the programs, activities and policies of the center, and the importance of their personal values and commitment towards the interests of the community as a whole
3. Explanation of the value of the parliamentary procedures as related to the conducting of meetings, relations between the members, and making decisions
4. special training of record-keeping of meetings, development of plans, decisions, and actions taken to implement these plans and decisions
5. training of leadership skills such as conducting meetings, leading discussions, and other skills
6. training of planning skills including deciding goals and objectives, resource allocation, implementation and evaluation of the results, both self-performance and other factors involved.

Figure (3) shows the decision-making structure of the centers and its relation to the central government. Each center will have two distinguished structures; that of the administrative staff and the other of the citizens committee. Although the relationship between these two structures will be very close in cooperating and coordinating relations, the roles of each structure should be clearly defined and distinguished.

The Citizen Committee will be responsible for making the final decisions concerning the goals and objectives of its programs, plans, and strategies to achieve these goals and the implementation of these plans.

The Center Director will supervise this process and help to direct it toward the achievement of building the participation of the community and their involvement in deciding their needs, goals, and in working to meet these needs in the way which will achieve the ultimate goals of the centers and the community development process, which are building the spirit of community belonging, self-reliance, and ability to understand and make choices concerning their needs and their way of life.

In doing this, the director and the staff will be responsible for helping the committee by providing the needed information and advice as needed along the different stages of the process of development and steps of planning and implementation of different programs and activities. Also to help design and organize decision-making and implementation processes, and the ways of involving the local citizens and to coordinate with the different involved groups and other organizations and agencies.

An intermediate level between the center and the Ministry of Social Development is the policy board. The policy board will be responsible



for deciding the general policies of the center, allocation of resources available through the Ministry of Social Development according to the presented proposals, and evaluate the final efforts of the center and its effect on the overall development of the region.

#### Citizen participation

The participation of the local citizens as it is seen by this report will include all of the following:

1. people's involvement in decision making includes need assessment, goals and plans formulation, implementation, benefits and evaluation.
2. their involvement in the implementation of programs and decisions by contributing various resources or cooperation in specific programs and activities.
3. their sharing in the benefits of the development programs, and
4. their involvement in the efforts to evaluate the benefits and the implementation.

Strategies and ways of involving local citizens will include:

1. selecting members of the citizens committee and the policy board from the local community
2. being involved in the voluntary work through the sub-committees or any other voluntary participation in various ways
3. being involved in staff positions
4. participating in different programs and activities
5. informal interacting with the center and maintaining good communication with groups and individuals of the community

6. public hearings and group discussion of the various needs, plans and programs, evaluation and other decision policies and strategies
7. sample surveys of need assessment, attitude studying, and programs and output evaluation.

### Chapter III

#### The Evaluation Process

##### Definition

The evaluation process in community development is defined as:

"a process carried out in an effort to assess through the use of relevant indicators, what development, if any, is resulting or has resulted from whatever program, action, or other input has been brought to bear in the community."<sup>32</sup>

The purpose of the evaluation is to provide the necessary feedback to the different involved parts to make appropriate decisions for better achievement of the development goals, and better provision of the needed services.

The evaluation in this context is a continual process due to the fact that decisions are needed to be made continuously, and the achievement of the overall goals of programs depends on the success of the different programs in its different stages, starting from its initiation.<sup>33</sup>

Different kinds of feedbacks are expected to be obtained from the evaluation process depending on the different parts involved in the development process, goals and effects which were set out to be accomplished, and the stage in the process under evaluation.

The different involved parts which require different feedbacks include:

- a. The top policy makers: who need to know if the program should

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<sup>32</sup>Roberts, p. 150.

<sup>33</sup>Tony Tripodi, Phillip Fellin, and Irwin Epstein, Social Program Evaluation: Guideline for Health, Education, and Welfare Administrators. (Illasca, Illinois: F. E. Peacock Publishers, Inc., 1971), p. 42.

continue, is there a need for a major change in policies and strategies, is there a need for a change in the allocation of funds and other resources, and what is the overall effect of the program on the community.

- b. Center director and citizen committee: who need to know how well the program is doing in achieving the goals, which strategies and approaches are effective and which are not, and what changes are needed in the administration and operation of the center and the different programs.
- c. Staff: who need to know whether their tactical decisions of day-to-day operation were appropriate, and what is their effect on the overall achievement.
- d. The local citizens (including the citizen committee): who need to know what had been accomplished for their community and themselves, and what needs had been met in return for their effort, time, money, and other contributions.<sup>34</sup>

The evaluation process will also vary according to what effects or goals it is measuring. Whether it is measuring attitudes, values, behavior, knowledge or skills, whether it is directed towards measuring effect on certain targeted people, public, local agencies, or the larger system.<sup>34</sup>

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<sup>34</sup> Carol H. Weiss, Evaluation Research: Methods of Assessing Program Effectiveness. (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1972), pp. 14-15.

Carol H. Weiss, "Alternative Models for Program Evaluation," Edited by William C. Sze and June G. Hopps, Evaluation and Accountability in Human Service Programs, Second edition, (Cambridge, Massachusetts: Schenman Publishing Company, Inc., 1978), p. 114. and, Roberts, p. 154.

Weiss, Evaluation Research, pp. 39-42.

Finally, evaluation can be of the overall effect on the community or it can be of a specific program, activity or stage in the process.<sup>35</sup>

The traditional evaluation process goes as follows:

1. identifying the goals of the evaluation, what is the purpose of the evaluation
2. identifying the measures or criteria
3. designing the methodology and techniques according to goals and criteria measured
4. arranging and conducting the evaluation
5. analyzing and providing recommendations and communicating them to different parts.

#### Who to Administrate the Evaluation

The evaluation process should be part of the total educational experience which serves to identify community needs and increase the awareness and the involvement of the community.<sup>36</sup> This leads to the need of involving the local citizens in the different stages of the evaluation including its designing, conducting, and reaching conclusions and recommendations.<sup>37</sup>

The director of the center will be responsible for involving all different participating parts in the process including the government,

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<sup>35</sup> Tripodi, Fellin, and Epstein, p. 43.

<sup>36</sup> Roberts, pp. 156-157.

<sup>37</sup> William W. Biddle, Loureidi J. Biddle, The Community Development Process; the Rediscovery of Local Initiative, (New York: Holt, Reinhart and Winston, Inc., 1965), p. 130.

policy board, local agencies and organizations, staff, citizens committee and the local citizens. Also will be responsible for designing the studies, organizing and administrating the different stages of the process and acquiring and providing the needed resources.

Although the center might need outside consultation to provide technical help along the process, basically it will be an inside evaluation. This is because of the way the role of evaluation is viewed in this case, as being a continuous and dynamic educational process, instead of being a static picture from one point to another.<sup>38</sup> Another reason is that having the evaluator from inside the organization has the advantage of knowing the community, the staff, and the different people involved, being accepted by them, and understanding the principles, structure, goals and obsticals of the development taking place in the community.<sup>39</sup>

#### General Objectives of the Evaluation

As was mentioned earlier, the purpose of evaluation is to provide the needed feedbacks to different involved parts, to make decisions about whether they are in the right direction, and what changes and alternatives should be considered in the future. No matter what kind of feedback is obtained, the primary objectives should stem from the major goals of the centers and the development process taking place, and whether the different programs, approaches, and strategies are meeting the needs of the local community and achieving their goals.

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<sup>38</sup>Roberts, p. 157.

<sup>39</sup>Tripodi, Fellin, and Epstein, pp. 121-125.

In general an evaluation would include the following variables:

1. The input: a description of types and qualities of the different activities and efforts considered necessary for the accomplishment of program goals in any particular stage, including the time devoted by the staff and other voluntary and involuntary workers, their commitment, and the resources, funds, space and equipment used.
2. The results: a measurement of the achievement of the goals in relation to the efforts (effectiveness), which includes the measurement of:
  - a. the limit of people's participation in the different programs, activities and decision making
  - b. cooperation and coordination between the different groups in the centers and within the community
  - c. change in people's attitudes toward self-independence and reliance, and their sense of community belonging
  - d. the direct benefit from certain activities and the distribution of the benefits
  - e. the limits of the responsiveness of different programs and services to residents needs and expectations.
3. Performance (program efficiency): The study of the relationship between the efforts and their effectiveness. It often involves the comparison of techniques and approaches in respect to their effect on the kind of output obtained, and the achievement of the goals.<sup>40</sup>

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<sup>40</sup>Ibid., pp. 42-50.

### The System of Evaluation

The accountability system of evaluation in community development programs, as described by Sze, seems to fit the need and purpose of evaluation of the development process described in this report.

According to the system to meet the continuous need for decision-making, the evaluation and follow-up data is built into a systematic on-going basis, to provide the needed information for evaluation on a regular basis. Data is collected about the values, needs, goals, and priorities of the residents and other involved parts and users of the evaluation, to produce in advance the criteria for evaluation and direct the on-going process of collecting wide range data to cover the different interests and criteria. To keep this system as simple as possible is important to provide a clear and fast measurement and judgment of the performance on periodical basis, and when needed. At the same time, the outcome data can be further analyzed to study the relations between the different involved variables over different periods of time.<sup>41</sup>

Among the tools and techniques that can be used in collecting data for both needs and priority assessment as well as for the evaluation are the following:

1. Center's records: including budget and accounting records, staff and administration records, meetings, and the different activities, services, and program records.

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<sup>41</sup>Weiss, Evaluation and Accountability in Human Service Programs, pp. 39-42.



Complete, clear, simple and systematic records are important to provide data on programs, expenditures and allocation of resources, staff and other workers performance, citizens' participation by inference including what services are used and what benefits are gaining, and who is not participating and benefitting.

2. Other community organizations and agencies' records: which provide data on the characteristics, needs, and problems of the local population, what services are provided and the community use and benefits of the services.
3. General census: provides general and overall information about the economical, social, educational and demographical characteristics and indicators and gives a way to compare the studies of the community with other local communities.
4. Survey: which provides the tool for a larger scheme of the population to express their needs, attitudes and participate in decisions made to meet their needs and expectations. Also gives information about the change in their attitudes and behavior resulting from the program and policies implemented, and other affecting factors.
5. Public meetings: it gives a chance for the local citizens and the center administration to discuss and clarify certain issues.
6. Cost analytical techniques: which are used in cases of needing to study the relation between the benefits and costs of different alternatives. Among the used techniques are cost accounting,

cost benefit analysis, and cost-outcome analysis.<sup>42</sup>

### The Survey Technique

The survey as a research tool is emphasized in this report for both need assessment and evaluation. This is because:

1. It provides the way to collect data about attitudes, opinions, concerns, and needs as they were perceived by the local citizens.
2. In doing that, it provides the way to involve, as much as possible, the local citizens in deciding what needs they want to meet, in what priority, and what kinds of services they expect to have.
3. It can be used as an educational tool, by helping the residents think of their needs, problems and solutions, and what is their role in improving their community and their lives, to try to direct their attitudes towards involvement, taking responsibility, and understanding the principles and role of organization through the centers.

### Questionnaire Design

The questionnaire will have two sections. The first section will include questions of needs assessment, evaluation of the different services already provided in the communities, and to study the general attitudes of the residents toward the life in their community. This questionnaire will

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<sup>42</sup>Armand Lauffer, Social Planning at the Community Level, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1978), pp. 120-124. and Tripodi, Fellin, and Epstein, pp. 61-110.

be applied in all of the Jordan Valley communities including Kremeh pilot center communities, and the new planned centers' communities.

The other section of the questionnaire will be only applied on the communities in the area of the pilot center established in Kremeh. This section will include questions intended to evaluate the services, participation, attitudes toward the center, its services and activities, and people involved in the process.

The unit of study will be the family, with consideration to its different members. Selection of the sample will depend on resources and number of families existing in the community, a random sample would be a suitable way of selecting the families with a special attention to the need to include families from different economical and social background.

Community Survey

## Section 1

- I. Questionnaire No.: \_\_\_\_\_ II. Date: \_\_\_\_\_
- III. Name of surveyor: \_\_\_\_\_
- IV. Name of the village/town: \_\_\_\_\_
- V. Name of the head of family: \_\_\_\_\_

## A. 1. Characteristics of family members:

No.	Sex	Age	Occupation	Education Level	Place of Work	Relation to The Family
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____	_____

## B. Income and employment

2. Source of income [member working, occupation, permanent or seasonal work, part-time work, land, properties, other]

- a. \_\_\_\_\_
- b. \_\_\_\_\_
- c. \_\_\_\_\_
- d. \_\_\_\_\_

3. How do you rate your income level?

- a. very low \_\_\_\_\_
- b. barely making it \_\_\_\_\_
- c. sufficient \_\_\_\_\_
- d. medium \_\_\_\_\_
- e. high \_\_\_\_\_

4. How hard is it to find a permanent job here?

- a. very hard \_\_\_\_\_
- b. hard \_\_\_\_\_
- c. easy \_\_\_\_\_

Why? \_\_\_\_\_  
\_\_\_\_\_

5. Compared to a few years ago, how is the employment/income situation?

- a. Same \_\_\_\_\_
- b. Less \_\_\_\_\_
- c. Better \_\_\_\_\_

Explain: \_\_\_\_\_  
\_\_\_\_\_

6. What do you think can be done to improve employment/income level?

7. If the family supporter is a farmer:

7.1 How do you evaluate the farming business compared to a few years ago?

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7.2 What are the major problems?

- a. getting loans \_\_\_\_\_
- b. marketing \_\_\_\_\_
- c. provision of seeds, fertilizer, other needed material  
\_\_\_\_\_
- d. cost of needed material \_\_\_\_\_
- e. cost of labor \_\_\_\_\_
- f. technical assistance \_\_\_\_\_
- g. others \_\_\_\_\_

Comments:

7.3 Are you a member of an agricultural organization, cooperation, others?    a. Yes \_\_\_\_\_    b. No \_\_\_\_\_

If No, why? \_\_\_\_\_

If Yes, what does it provide for you? \_\_\_\_\_

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7.4 What other needs and way of providing it, you think of?

## C. Housing and living conditions:

## 8. General conditions of the house:

8.1 Quality of building: \_\_\_\_\_

8.2 Building material: \_\_\_\_\_

8.3 Number of rooms: \_\_\_\_\_

8.4 Rooms per person: \_\_\_\_\_

## 9. Availability of utilities, if not what is used:

9.1 bathroom: a. Yes \_\_\_\_ b. No \_\_\_\_ Others \_\_\_\_\_

9.2 kitchen: a. Yes \_\_\_\_ b. No \_\_\_\_ Others \_\_\_\_\_

9.3 water pipeline a. Yes \_\_\_\_ b. No \_\_\_\_ Others \_\_\_\_\_

9.4 electricity: a. Yes \_\_\_\_ b. No \_\_\_\_ Others \_\_\_\_\_

9.5 garbage collection a. Yes \_\_\_\_ b. No \_\_\_\_ Others \_\_\_\_\_

## 10. Owning:

a. car

e. gas stove

b. television

f. iron

c. radio

g. washing machine

d. fan

h.

## 11. How do you evaluate your living conditions?

a. good \_\_\_\_ b. acceptable \_\_\_\_ c. bad \_\_\_\_

Comments:

## D. Health Conditions:

## 12. What is the most common sickness in the area?

13. What are the causes and sources of sickness in the family?
14. Is there any member of the family who has:  
chronic disease? \_\_\_\_\_  
poor health \_\_\_\_\_  
handicapped? \_\_\_\_\_
15. Where do you go for medical treatment?  
a. Health clinic in the valley \_\_\_\_\_  
b. Health clinic outside the valley \_\_\_\_\_  
c. older people \_\_\_\_\_  
d. spiritual doctors \_\_\_\_\_
16. How often do you visit the doctor?  
a. for checking \_\_\_\_\_  
b. after getting sick \_\_\_\_\_  
c. after a while \_\_\_\_\_  
d. never \_\_\_\_\_
17. Where babies are delivered?  
a. In the house with relatives \_\_\_\_\_  
b. In the house with midwife \_\_\_\_\_  
c. In the house with doctor \_\_\_\_\_  
d. In the hospital \_\_\_\_\_
18. Have the babies been given the necessary shots?  
a. Yes \_\_\_\_\_ b. No \_\_\_\_\_  
If No, why? \_\_\_\_\_
19. Do the parents consider birth controls?  
a. Yes \_\_\_\_\_ b. No \_\_\_\_\_ Why? \_\_\_\_\_



20. What do you think of the health services in the area?

20.1 its quality: \_\_\_\_\_

20.2 accessibility: \_\_\_\_\_

20.3 expenses: \_\_\_\_\_

21. What do you think should be done to improve it?

E. Educational conditions:

22. What field of education do the children want to be in?

boys girls

22.1 parent's opinion:

22.2 children's opinion:

23. Who makes the decision about childrens' education?

boys girls

23.1 parent's opinion:

22.2 boy's opinion:

22.3 girl's opinion:

24. What are the fields of education allowed for girls?

25. What kind of vocational training would be considered by the  
members of the family?

25.1 girls:

25.2 boys:

25.3 For what reason (part-time work, full-time work, personal use, produce income, leisure time)? \_\_\_\_\_

26. What additional skills they would like to learn?

26.1 girls:

26.2 boys:

26.3 mother:

26.4 father:

27. What do you think of the school services provided in the area?

27.1 Its quality \_\_\_\_\_

27.2 accessibility \_\_\_\_\_

27.3 staff \_\_\_\_\_

27.4 others \_\_\_\_\_

28. What do you think should be done to improve it?

29. If there are illiterate adults in the family, would they join an adult-education class?

a. Yes \_\_\_\_\_ b. No \_\_\_\_\_ If No, Why? \_\_\_\_\_

F. Recreational facilities:

30. What does the family do in its free time?

30.1 together \_\_\_\_\_

30.2 men \_\_\_\_\_

30.3 women \_\_\_\_\_

30.4 children \_\_\_\_\_

31. What kind of facilities does the family wish to have in the community for free time activities?

•  
31.1 Men \_\_\_\_\_

31.2 Women \_\_\_\_\_

31.3 Children \_\_\_\_\_

G. Community life:

32. What other services do you think the community needs?

33. What do you think are the major problems facing the life in this community?

34. What do you think can be done to solve these problems?

35. What do you think you can do to help solve these problems, and meet the community needs?

36. Who are the people in the community whom you think can do something about it? (specify group, occupation, names)
37. What do you like most about your community?
38. What do you dislike most about your community?
39. What would you like your community to be like?
40. What do you think is the responsibility of the local citizens to make it a better community?

41. Do you like to work with a group of people from the community trying to bring your community to a better condition?

Evaluation of Kremeh Center

## Section 2

1. Have you ever participated in the center activities?
  - a. Yes \_\_\_\_\_ b. No. \_\_\_\_\_
2. If no, why not?
3. If yes, why did you participate?
  - 3.1 father \_\_\_\_\_
  - 3.2 mother \_\_\_\_\_
  - 3.3 girls \_\_\_\_\_
  - 3.4 boys \_\_\_\_\_
  - 3.5 children \_\_\_\_\_
4. What do you think of:
  - 4.1 the activity \_\_\_\_\_
  - 4.2 the staff \_\_\_\_\_
  - 4.3 other people participating \_\_\_\_\_
5. How did you know about the activity?
6. How many members of the citizen committee and staff did you know before participating?
  - 6.1 staff \_\_\_\_\_
  - 6.2 committee \_\_\_\_\_
  - 6.3 community members \_\_\_\_\_

7. How many did you get to know after participating?
- 7.1 staff \_\_\_\_\_
- 7.2 committee \_\_\_\_\_
- 7.3 community members \_\_\_\_\_
8. Do you know other people who participated in different activities?
- a. Yes \_\_\_\_\_ b. No \_\_\_\_\_
9. If yes, what do they say about it?
10. What other activities do you like to have in the center?
- Men \_\_\_\_\_
- Women \_\_\_\_\_
- Children \_\_\_\_\_
11. Do you think the center had an effect on the community after 2 years of its functioning?
- a. Yes \_\_\_\_\_ b. No \_\_\_\_\_
12. If yes, what do you think is the effect?
13. If no, why do you think it didn't?
14. How do you think the center can affect the life in the community?

15. What do you think is the importance of the citizens participation in the different activities, work, and offered position of the center?



## Conclusion

Jordan is a fast growing country in a troubled area of the world. Most of the time, development decisions have not had luxury of long range planning or careful study, but have had to be made fast and to depend on the wisdom, insight, and knowledge of the few people taking it. Planning, especially its medium and long range aspects, is a new concept in policy and decision making in Jordan. In a formal way, planning started with adoption of the first three-year national plan at the beginning of the 1970's. A participatory approach to planning at the local level is even less common, except in a few cases when the national or local government chooses to involve local citizens to review certain decisions with them, or in case of a project initiated and/or supported financially by the local citizens (e.g., building a village clinic or a school). The more common way to participation in decision making is by electing the village and municipality council, which are dependent mostly on the aid from the national government due to the limited local resources.

Although the constitution of the country encourages organized citizen participation, people have not learned how to do it. Organized local government is of recent origin and has not yet matured politically or economically, nor have they been able to organize the process of participation by local citizens.

An organized system of citizen participation in the management of community development centers, as was described in this report, will not be without obstacles or difficulties. The approaches of the report are maybe the first similar instances in the country, which make them a model

for other areas, and even increases the sensitivity of the experience. A full acceptance and coordination with the national government is essential to its implementation. Of equal importance is the understanding and acceptance of the local government and citizens.

The report provides a general outline to the process of planning, administration, implementation and evaluation of the centers. Some elements are more detailed than others. However, the emphasis is on the participation of the local citizens from the very first steps of decision-making and of planning for a comprehensive plan for their community. The participation starts with the early decisions on the priority of needs and how to meet them, runs through the different stages of plan development, and finally includes the systematic evaluation of the plans and programs.

For the process to take place, it will not be easy nor fast. It may even need to be gradual and spread over a long period of time. There is a sense that a pre-programming step may be necessary. This is by carrying out an in-depth study of the expectations of the government, both national and local, and those of the local citizens. This initial step would test ways by which they might receive the idea and respond to the proposed program development model. Then, according to the information gathered, needed adjustments in the general strategies and ways of applying the model may be proposed before the actual implementation.

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## Appendix A

## THE JORDAN VALLEY VILLAGE INDEX

- 1 Social and Economic Services
- 2 Educational Services
- 3 Private Sector Services

This Appendix is based on field data collected by the staff of the Planning and Analysis Unit of the Jordan Valley Authority, in the Winter of 1980.

Source: Jarir Dajani, et. al. An Interim Evaluation of Jordan Valley Development Effort: 1973-1980. pp.245-262

Table 1-a

## SOCIAL AND ECONOMIC SERVICES

Village Name	Social Centers	Cooperative Organizations	Agricultural Extension	Agricultural Marketing	Irrigation	Streets	Means of Transportation (Persons)	Local Industrial	Adult Education	Other
1. Kefneh		Ag. Coop.		Amman/ al-Karameh	Spring, artesian well	Y	H			
2. Al-Ramh	Sewing Center, Child Care Center		P	Amman/ al-Karameh	Hibban/Kafrein Dam	Y, X	T	Concrete Block Work, Plastic Pipe Works		
3. Al-Baida	Child Care	Cooperative for the Strengthening of Rural Life	P	Amman/ al-Karameh	Hibban/Kafrein Dam	Y	T	Concrete Block		
4. Al-Kafrein		Ag. Coop.		Amman	Hibban/Kafrein Dam	Y, X	B, T			
5. Al-Jofeh		Ag. Coop.		Amman		Y, X	B, T	2 Con. Blk		
6. Al-'Ajjrah			.	Amman	Artesian Wells	Y	B, T			
7. South Shuneh		Ag. Coop.	P	Amman	Artesian Wells & Wadi Shu'eib Dam	Y, X	B, T	3 Con. Blk		Poultry Farms
8. Al-Sukneh				Amman	Artesian Wells & Wadi Shu'eib Dam	Y	B, T			
9. Al-Karameh	Social Club for Aged and Mentally III	Poultry Farmers' Cooperative	P	Wholesale Market on Site	Artesian Wells	Y, X	B, T			Poultry Farms
10. Charat al-Raml					EGC	Y, X	B, T			
11. Daniya				Deir Alla	EGC	Y, X	B, H		P	
12. Al-Huthaleth al-Haari				Deir Alla	EGC	Y	B			
13. Mafarsa/Fanarah				Deir Alla	EGC	Y	B			

NOTE: B - Bus; H - Hitchhiking; P - Present; T - Taxi; Y - Yarmouk Dead Sea Road; X - Other Paved Streets.

(To be continued)

Table 1-a (cont'd)

Village Name	Social Centers	Cooperative Organizations	Agricultural Extension	Agricultural Marketing	Irrigation	Streets	Means of Transportation (Persons)	Local Industrial	Adult Education	Other
14. Al-Arda		Ag. Coop.		Wholesale Market on Site	EGC	Y	B			
15. Deir Alla	Sewing Center; Sports & Cultural Center	Ag. Coop.	P	Wholesale Market on Site	EGC	Y, X	B, T	Concrete Block Works		JVFA Center
16. Al-Diyyat		Ag. Coop.		Deir Alla	EGC + Zarqa R.	X	B, T		P	
17. Al-Babie				Deir Alla	EGC	X	B, T			
18. Abu al-Zighan	Child Care; Charitable Society			Deir Alla	EGC + Zarqa R.	X	B, T			
19. Al Riveofa				Deir Alla	EGC + Zarqa R.	X	B, T			
20. Dirar				Deir Alla	EGC	Y, X	B, T			
21. Khazimeh				Deir Alla	EGC	Y	B, T			
22. Balawneh		Ag. Coop.		Deir Alla	EGC + Seil Rajab	Y	B, T			
23. Abu-Lubeidch		Ag. Coop.		Deir Alla	EGC	Y	B, T			
24. Al-Faqir				Deir Alla	EGC	Y	B, T			
25. Krafneh	Local Development Center	Ag. Coop.	P	Deir Alla & Amman/Irbid	EGC	Y	B, T		P	JVFA Center
26. Abu Sido				Irbid/Deir Alla	EGC	Y	B, T			
27. Slethkat				Irbid/Deir Alla	Alm Slethkat	Y	B, T			
28. Hijeljah/Abu Fellah				Irbid	Spring		B, T			
29. Iseleirah				Abu Habbil, Irbid	Spring, Artesian Well		B, T			

NOTE: B = Bus; H = Hitchhiking; P = Present; T = Taxi; Y = Yarmouk Dead Sea Road; X = Other Paved Streets

(To be continued)



Table 1-a (cont'd)

Village Name	Social Centers	Cooperative Organizations	Agricultural Extension	Agricultural Marketing	Irrigation	Streets	Means of Transportation (Persons)	Local Industrial	Adult Education	Other
30. Abu Habbil				Wholesale Market	EGC	Y	B,T		P	
31. Wadi Al-Talib		Ag. Coop.	P	Irbid/Deir Alla/ Amman	EGC	Y	B,T		P	JVFA Ctr/ Ag. Res. Station
32. Al-Mirzish				Wadi al-Yabis	EGC	Y	B,T			
33. Tabqar-Fahal				N. Shuneh/ Deir Alla	Spring		B,T			
34. Al-Hudhar's Sport & Cultural Center		Ag. Coop.	P	Deir Alla/ N. Shuneh	EGC + Streams	Y,X	B,T	3 Concrete Block Works		
35. Seil Al-Rima				Wadi Al-Yabis Irbid/N. Shuneh	EGC	Y	B,T			
36. Imaliyya				Deir Alla/ Irbid	EGC		B,T			
37. Bileleh				Irbid/Deir Alla/ Amman	EGC	Y	B,T			
38. Tell al-arba'in		Ag. Coop.		Irbid	EGC	Y,X	B,T			
39. Al-Sheikh Hussein		Ag. Coop.		Amman	EGC	X	B,T			
40. Khirbet al-Sheikh Muhammad		Ag. Coop.		Deir Alla	EGC		B,T			
41. Waqqas Qal'at					EGC + Zighlab Dam	Y	B,T			
42. Al-Faddiyyin				N. Shuneh	EGC	Y	B,T			
43. Al-'Arasah				N. Shuneh/Irbid	EGC	Y	B,T			
44. Al-Manashiyah				N. Shuneh/Irbid	EGC	Y,X	B,T			

NOTE: B = Bus; H = Hitchhiking; P = Present; T = Taxi, Y = Yarmouk Dead Sea Road; X = Other Paved Streets

(To be continued)

Table 1-2 (cont'd)

Village Name	Social Centers	Cooperative Organizations	Agricultural Extension	Agricultural Marketing	Irrigation	Streets	Means of Transportation (Persons)	Local Industrial	Adult Education	Other
45. N. Shuneh	Charitable Society	Ag. Coop.	P	Wholesale Market on Site	EGC	Y, X	B, T	Concrete Block Works		JVFA Center
46. Al-Sabneh				M. Shuneh			B			
47. Al-Baqqureh		Savings and Loan Coop.		M. Shuneh			B			
48. Al-'Addasiyyeh				M. Shuneh	EGC	X	B			
49. Al-Mukeilbeh al-Tahta					Spring	Y	T			
50. Al-Mukeilbeh al-Fauqa			Ag. Extension (in Banni Kanana)	Irbid	Sell al-Hima (Stream)	Y, X	T			Park

NOTE: B - Bus; M - Mithkhik; P - Present; T - Taxi; Y - Yarmouk Dead Sea Road; X - Other Paved Street.

Table 1-b

## SOCIAL AND ECONOMIC SERVICES

Village Name	Health Services										Public Utilities									
	Outpatient Clinic	MCH Center	Dental Clinic	HC "A"	HC "B"	HC "C"	Pharmacy	Private Clinic	Frequency: Doctor Visits to Outpatient Clinic	Other Village Clinic	Stale, Distance: Supplementary Services	Electricity	Drinking Water	Municipal Slaughter House	Post Office	Telephone Exchange	Police Station	Mosque	Civil Defense Station	Garbage Collections
1. Suweineh	1								1/wk		S. Shuneh 21 km		Gov't Tanker		1					
2. al-Rameh	1				1				3/wk	al-Raude		P	1. Pipelines To Schools 2. Tankers 3. Stream		1	1		1		
3. al-Raude	1								3		al-Rameh 5 km	P	1. Pipelines To Schools 2. Tankers					1		
4. al-Kaffrein	1								1		S. Shuneh 7-8 km		Tankers Some areas		1	1		2		
5. al-Jofeh												P	Pipelines to Schools, Tankers		1			1		
6. al-'Ajajreh	1								2-3		8 km		Tankers							
7. South Shuneh	1	1		1			1	2	Daily	al-Sukneh al-Rameh al-Kaffrein al-Karamah Suweineh		P	Pipelines Network		1	1	1	1	1	1
8. al-Sukneh											S. Shuneh 2 km	P	PH		1	1				
9. al-Karamah	1							1				P	Pipelines to School TH		1	1	1	1		
10. Dharet al-Raml											al-'Arde 10 km	P	PH							
11. Damiya						1					Deir Alla 30 km	P	PH							

NOTE: PH = Pipeline Network; TH = Tanker; P = Present; HC = Health Center.

(To be continued)

Table 1-b (cont'd)

Village Name	Health Services								Public Utilities											
	Outpatient Clinic	MCH Center	Dental Clinic	HC "A"	HC "B"	HC "C"	Pharmacy	Private Clinic	Frequency: Doctor Visits to Outpatient Clinic	Other Village Clinic	Site, Dis- tance: Supple- mentary Ser- vices	Elec- tricity	Drinking Water	Municipal Slaughter House	Post Office	Telephone Exchanges	Police Station	Mosque	Civil Defense Section	Garbage Collections
12. al-Muthaleth al-Masri											Deir Alla 25 km		TN							
13. Ma'inara/ Fannush											Deir Alla 23 km		PN							
14. al-'Arda											Deir Alla 20 km	P	PN							
15. Ma'adi						1			2/wk		Salt 30 km	P	PN		1	1		1	1	
16. Deir Alla		1		1			1	3	MCH 2			P	PN	1	1	1		3	1	P
17. al-Diyat	1								Daily			P	TN		1			3		
18. al-Rabi'	1								Daily			P	PN		1	1				
19. Abu al- Zighan	1								2	al-Bueisha	Deir Alla 3 km	P	PN		1			1		
20. al-Bueisha											Deir Alla 4 km	P	PN		1	1		1		
21. Dizar	1					1			2	Khasineh Paqir	Deir Alla 5 km	P	PN		1	1		1		
22. Khasineh	1								2		Kreineh 6 km	P	PN					1		
23. Balawneh	1								3		Deir Alla 10 km Wadi al- Yabia		TN/PN		1			1		
24. Abu' Ubaidah											al-Balewneh 3 km		PN					1		

NOTE: TN = Tanker; PN = Pipeline Network; MC = Health Center; P = Present; Deir Alla = Malaria Center; MC = Health Center

(To be continued)

Table 1-b (cont'd)

Village Name	Health Services										Public Utilities										81
	Outpatient Clinic	MCH Center	Dental Clinic	HC "A"	HC "B"	HC "C"	Pharmacy	Private Clinic	Frequency: Doctor Visits to Outpatient Clinic	Other Village Clinic	State, District, Supply, Service	Electricity	Drinking Water	Municipal Slaughterhouse	Post Office	Telephone Exchange	Police Station	Mosque	Civil Defense Station	Carriage Collections	
25. al Faqr											Kreimeh 2 km	P	TN								
26. Kreimeh					1		1		1		Army Hospital Sleikhat	P	TN		1	1	1	1		P	
27. Abu Sido											Kreimeh 2 km		TN					1			
28. Sleikhat											Abu Ubeideh 3 km	P	TN					1			
29. Hijeljah Abu Fellah											Abu Ubeideh Hosp. 5 km		TN								
30. Iqelreh											- 5		TN								
31. Abu Habbil											- 4		TN								
32. Wadi al-Yabla 1	1			1					2/wk		- 5	P	TN		1	1		1			
33. al-Mirshah											Wadi al-Yabla 2 km	P	Spring								
34. Tabqat Fahal											al-Mushar'a 2 km	P	TN		1			1			
35. al-Mushar'a					1		1	1	2/wk			P	TN		1	1	1	3	P		
36. Seil al-Hima													TN								
37. Ismailiyya											Maqqas/Qalliyat 2.5 km		TN		1			1			
38. Bisailah											- 1 km		TN		1			1			
39. Tell al-Arba'in							1		3	al-Sheikh Ismailiyya	M. Shuneh 2 km	P	PM		1	1		1			
40. al-Sheikh Hussein											M. Shuneh 2 km Tell al-Arba'in 2 km		TN								

NOTE: P = Present; TN = Tanker; PM = Pipeline Network; \* = Not opened; al-Mushar'a, Maqqas/Qalliyat = Malaria Center; MC = Health Center.

(To be continued)

Table 1-b (cont'd)

Village Name	Health Service										Public Utilities									
	Outpatient Clinic	NCH Center	Dental Clinic	HC "A"	HC "B"	HC "C"	Pharmacy	Private Clinic	Frequency: Doctor Visits to Outpatient Clinic	Other Villages Being Clinics	Site, Distance: Supply Vices	Electricity	Drinking Water	Municipal Slaughter House	Post Office	Telephone Exchange	Police Station	Mosque	Civil Defense Station	Garbage Collection
41. Khirbat al-Shaikh Muhammad	UNRWA										Tell al-Arba'in 4 km		TN		1	1				
42. Waqqas/Qall'at	1				1				2			P	TN		1	1	1	1		
43. al-Faddiyyin											Qall'at 2 km		TN							
44. al-'Aramshah											M. Shuneh 9 km		TN					1		
45. al-Manashiyyah	UNRWA										M. Shuneh 7 km	P	TN		1			1	P	
46. North Shuneh	1	1	1	1				2 1 (Don.)				P	PN		1	1	1	1		
47. al-Sakhneh											M. Shuneh 5 km		Spring							
48. al-Baqqurah											M. Shuneh 4 km		Yarmouk R							
49. Al-'Addasiyyeh											7 km	P	ECC		1			1		
50. al-Mukheibeh	1								2		Irbid		Spring		1			1		
51. al-Mukheibeh al-Fawqa	1								2		Irbid		Seal al-Hima		1	1	1	1		

NOTE: TN = Tanker; PN = Pipeline Network; P = Present; al-Mukheibeh al-Fawqa, Waqqas/Qall'at = Malaria Center; HC = Health Center,

Table 2

## EDUCATIONAL SERVICES

Village Name	Type of Council			Population			Education (Schools)											Students From	Students To		
	Municipal	Village	Muhktara	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teachers	Number Classrooms	Labs	Libraries	Home Economics	Admin. Offices			Others	Play-grounds
1. al-Suweineh			X	442	415	857	E P	140 39	16	X	8	8	4	-	-	-	-	-	-	-	South Shuneh
2. al-Rameh			X	903	891	1,844	E P E P	93 69 91 48	105		5-E 6-P	12	6	-	-	-	-	2	-	-	South Shuneh
3. al-Randa			X	1,493	1,448	2,941	E P E P	171 13 187 101	248	X	14	15	13	X	X	X	3	-	-	-	South Shuneh
4. al-Kaffrein		X		547	464	1,011	E P E P	99 101 19 41		X	4	11	8	X	X	-	2	-	-	-	al-Jofeh
5. al-Jofeh			X	889	838	1,727	E P	230	126		6	7	6	X	X	X	2	-	-	-	al-Kaffrein
6. al-Ajajreh			X	311	276	587	E P E P	93 39 44 6	30 6 6	X X	6	6	6	-	-	-	-	-	-	-	P: al-Kaffrein S: South Shuneh
7. South Shuneh	X			1,612	1,174	2,786	E E E P P E P		49 79 145		5 5 16	8 10 25	5 5 13	-	-	X X X	1 2 2	-	-	-	
8. al-Sukneh			X	1,083	964	2,047	E P	126	122		9	9	7	-	-	-	1	-	-	-	S: South Shuneh
9. al-Karmeh			X	1,487	1,267	2,754	E P E P	439 134			16	17	16	-	-	-	1	-	-	-	S: South Shuneh
									269 55		10	11	10	-	-	-	2	-	-	-	

NOTE: E = Elementary; P = Preparatory; S = Secondary

(To be continued)



Table 2 (cont'd)

Village Name	Type of Council			Population			Education (Schools)											Students From	Students To		
	Municipal	Village	Mukhtara	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teachers	Number Classrooms	Labs	Libraries	Home Economics	Admin. Offices			Others	Play-Grounds
10. Dharet al-Bahl			X	278	218	496	E	108	21	X	4	9	9	-	-	-	2	-	-	Muthalath al-Masri	al-Arda/Ma'adi
11. Damiya			X	148	140	288	E	36	43	X	4	4	4	-	-	2	-	-	-	Ma'adi	Deir Alla
12. al-Muthalath al Masri			X	42	24	66														Damiya	
13. Maizara/Pannush			X	533	480	1,013	E	25	13	X	2	2	2	-	-	-	1	-	-		P. al-Arda S. Ma'adi
14. al'Arda		X		725	323	1,048	E	64			6	7	5	X	X	X	2	-	-	Maizara	Ma'adi
							E	86						X	X	-	2	-	-		
							E	155	133	X	9	10	5	X	X	-	2	-	-		
15. Ma'adi		X		748	670	1,418	E	93	166	X									X	Damiya Maizara	
							P	36	87		12	20	12	-	-	-	2	-	X	Al'Arda, Al Suwalha Deir Alla/Abu Ubeida, Krenieh al- Mashara, Abu Sido	
							E	95													
							S	256													
16. Deir Alla	X			1,030	803	1,833	E	307			7	10	9	-	-	1	-	-	-	Abu-al-Zighan	M(S) M'adi
							E	143			11	14	15	X	X	-	3	-	X	Al-Ruwaiha Dier Al-Rabi' (al-Twal-al- Shamali) al-Fajawra al-Diyyat	F(S) - let Dier Alla
							S	44													
							P		121		10	11	9	X	X	X	3	-	X		
							S		140												
							E		321		7	10	9	-	-	1	-	-	-	al-Diyyat	
17. Al-Diyyat			X	1,334	1,210	2,544	E		201		11		9	X	X	X	2	-	-	Rural Children from Other Areas	F(S) Dier Alla
							P		11												
							E	237			3	10	6	X	X	-	2	-	X		M(S) Deir Alla Ma'adi
							P	194													
18. al-Rabi'			X	855	838	1,693	E		111		5	5	5	-	-	X	-	-	-		S. Deir Alla
							P		8		8	10	8	-	-	-	X	-	-		
							E		167												

NOTE: E = Elementary; P = Preparatory; S = Secondary

(To be continued)



Table 2 (cont'd)

Village Name	Type of Council			Population		Education (Schools)										Students From	Students To		
	Municipal	Village	Mushkara	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teacher	Number Classrooms	Labs	Libraries			Home Economics	Adm'n. Offices
19. Abu-Zigban		X		145	138	283	E P E P		74 13		3 7	5 9	4 9	- -	- -	X X	- -	- -	- -
20. al-Ruweiba			X	486	404	890	E	36	44	X	4	3	3	-	-	X	-	-	-
21. Dirar		X		940	893	1,833	E P		184 38		8	9	8	X	X	X	2	3	-
22. al-Khasineh			X	731	704	1,435	E P	133 85	85 4	X	13	14	13	-	-	-	1	-	-
23. al-Balauneh			X	396	386	782	E E P E P E P E	165 104 38 169 192 196	97 184 38	X	7 14 14	7 19 22	7 14 14	- 1 1	- - 1	- 1 -	1 2 2	- -	- -
24. Abu'Ubaidah																			
25. al-Yaqir			X																
26. Kreimeh	X			2,304	2,147	4,451	E P E P E P E P	221 52	213 39 132		12 15 17 20	12 19 19 20	10 20 17 20	X X -	- X -	- X -	2 2 1 1	- 1 -	- -
(UNRWA)								816	570										
27. Abu Sido			X	798	741	1,539													
28. Sleikhat			X	226	216	442	E	47	36	X	2	2	3						
29. Hejjijeh/ Abu Fallah			X	82	87	169													

NOTE: E = Elementary; P = Preparatory; S = Secondary

(To be continued)

Table 2  
(cont'd)

Village Name	Type of Council			Population		Education (Schools)											Students From	Students To			
	Municipal	Village	Mushkara	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teacher	Number Classroom	Labs	Libraries	Home Economics			Admin. Offices	Others	Play-grounds
30. Ispefeh			X				E	13	3	X		1	1	1	-	-	-	-	-	-	al-Hashmiyyah
31. Abu Habil			X	263	249	492	E	76	43	X		4	4	-	-	-	-	-	-	-	H(P) Wediel Yabis
32. Wadi al Yabis		X		1,808	1,776	3,584	E P	272 78				13	12	14	X	X	-	2	2	-	Al-Masbar'a M. Shuneh
33. Al Mirisih (UNRWA)			X				E P E P	242 49 200 105	242 49			12 13	15 14	12 13	X	X	-	2	2	-	F: Felmeh H(S): M. Shuneh S: al-Masbar'a M. Shuneh
34. Tabqat-Fahal			X	161	134	275	E	76	43	X		2	2	2							al-Masbar'a
35. al-Masbar'a			X	3,498	3,316	6,810	E P S	276 229 198				24	27	20	X	X	-	2	1	-	M. Shuneh
36. Seil al-Bimma.			X	959	934	1,893															al-Masbar'a
37. Izmalittyah			X	26	104	200	E	61	46	X											F(P): Al-Sheikh Hussein S: M. Shuneh Al-Masbar'a
38. Biscileh			X	207	5	212															
39. Tell al-Arba'in			X	555	492	1,047	E P		214 53			9	13	12	X	X	X	2	2	-	M: Waqqes Qiliat M. N. Shuneh (Science) F: M. Shuneh F(S): al-Harawiyyah al-Izmalittyah Biscileh al-Sheikh Mohammed al-Sheikh Hussein Qili'at M. Shuneh al-Masbar'a

**NOTE: E - Elementary; P - Preparatory; S - Secondary**

(To be continued)

Table 2 (cont'd)

Village Name	Type of Council			Population		Education (Schools)										Students From	Students To			
	Municipal	Village	Mubtata	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teachers	Number Classrooms	Labs	Libraries			Home Economics	Admin. Offices	Others
40. al-Sheikh Hussein			X				E	81				3	3	3	1	1	1	2	1	M: al-Sheikh Mohammad al-Harawiyyeh Tell al-Arb'a'in
41. al-Sheikh Muhammad			X	966	966	1,936														
42. Maqqas/Qill'at  (UNRWA)		X		1,997	1,874	3,871	E P S E P E P	201 115 121 39 113 392 206	392	X	9 9 23 22	10 15 23 24	9 9 22 22	X X - -	X X - -	- - 1 1	2 3 - -	2 4 - -	- - - -	P: Maqqas M(S): al- Manahiyyeh al-Ismaliyyeh  al-Sheikh Hussein  Tell al-Ain'a al-Harawiyyeh Bisafleh
43. al-Faddiyyin			X	164	169	333														P: al-Manahiyyeh S: M. Shuneh
44. al-Aramshah			X	258	236	494														P: al-Manahiyyeh S: M. Shuneh
45. al-Manahiyyeh			X	1,056	1,040	2,146	E P E P E P E P	162 52 142 45 158 68 158 29			10 11 8	10 10 8	11 11 8							
46. M. Shuneh   (UNRWA)	X			3,767	3,439	7,206	S E P E P S E	30 160 403 128 168 304 119	332			12 13 13 10 13	20 15 12 15 13 13	X - - - -	- - - -	- - - -	1 1 1 1 1 1	- - - - - -	S: Ma'an Wadi Musa Liwa' Madaba Rathas Marineh Dania Deir Abu Sa'id Beni Kenana	

NOTE: E - Elementary; P - Preparatory; S - Secondary (To be continued)

Table 2

Village Name	Type of Council			Population			Education (Schools)											Students From	Students To	
	Municipal	Village	Mubharat	Male	Female	Total	Level	Male	Female	Mixed	Sections	Number Teachers	Number Classrooms	Labs	Libraries	Home Economics	Admin. Offices			Others
46. (UNRWA) (cont'd)							P	221				14	14	13						
							E	378				11	12	11						
							E		124											
							E		173											
							E		309		11	11	11							
47. al-Sakneh			X	289	274	563														
48. al-Baqurrah			X				E	75	46		8	9	8				1			
							P	31	10											
49. al-Addasiyyah		X		490	442	932	E	85	22		5	5	4				1			
							P	31												
							E	18	16	X	4	4	4				1			
50. al-Mukheiber al-Tahra							E		95		8	7	8				1			
							P		28											
							E	54			5	7	5				1			
							P	96												
51. al-Mukheiber al-Fayqa							E	36	57		4	6	4				1			
							E	119			4	5	4				1			

NOTE: E = Elementary; P = Preparatory; S = Secondary

Table 3

## PRIVATE SECTOR SERVICES

Village Name	Gasoline Station	Bakery	General Store	Construction	Tramper	Blacksmith	Poultry	Novelty Store	Comet	Agricultural Supplies	Barber	Auto Elec. Mechanics	Restaurant	Butcher Shop	Green Grocery	Cafe	Elec. & Home Supplies	Taxi Dispatch	Drivng School	Carpentry Shop	Radio/TV Repair	But-Gas Distributors	Commission Agent
1. Suweineh		1	6																				
2. al-Raneh	1		6		1																		
3. al-Rada		1	10		1																		
4. al-Kafrein			2																				
5. al-Jofeh		1	7		1	1	2	1															
6. al-'ajajreh			1																				
7. South Shuneh	1	4	10		1	1	1	2	1		1	8	4	7	6	3	4	2	1				
8. al-Sukneh			3					1					1										
9. al-Karamah	2		8		1	2		1		1	1	4	1	3	1	3	1	1	1	1	1		
10. Dharet al-Ram			3																				
11. Damiya			1										1										
12. al-Nuthelath al-Nasri			1													2							
13. Maizara/Fannush			1																				
14. Al-'Arde	1		3				1					2	2										
15. Ma'adi		1	9		1	1				1		4											
16. Deir Alla (al-Twel)	1	1	12	1	2	2	3	5		2	1	6		6	4		9	3		3	1	1	3
17. al-Diyat			4																				
18. Abu al-Zighan			2																				
19. al-Ruweiba			4																				
20. Dirar	1		5		1	1						1											
21. Khatineh			5		1	1			1					1									
22. Belavneh			6							1													
23. Abu 'Ubeideh			9							1													

(To be continued)

Table 3 (cont'd)

Village Name	Gasoline Station	Bakery	General Score	Construction	Tanker	Blacksmith	Poultry	Novelties	Cement	Outlet	Agricultural	Barber	Auto Elec. Mechanics	Restaurant	Butcher	Green Grocery	Cafe	Elec. & Home Supplies	Taxi	Driving School	Carpentry	Radio/TV Repair	Buca-Gas Distributors	Commission Agent
24. al-Rabi'																								
25. al-Pastr																								
26. Krefmeh			8	4	1	1		5			2	1	7	2	1		1	1				2		3
27. Abu Sido			5										1											
28. Siefkhat																								
29. Hijeljah/ Abu Fella																								
30. Isefereh																								
31. Abu Habbil															1									
32. Vadi al-Yabis			15			1		1				1	2	1		1								
33. al-Nirzeh			2																			1		
34. Tabqat Fehal			1																					
35. al-Mushar'a	1	2	20	1	1	1		1			1	1		2	1	1	1	3			2			
36. Sell al-Hima			1																					
37. Ismaliyya			4																					
38. Biselleh																								
39. Tell al-Arba'in			1																					
40. al-Sheikh Hussein			3																					
41. Khirbet al-Sheikh Muhammad			3																					
42. Waqas/Qali'at			20										1											
43. al-Paddiyyin																							1	
44. al-'Arambeh			1	1																				
45. al-Manahiyyeh			14																					

(To be continued)

Table 3 (cont'd)

Village Name	Gasoline Station	Bakery	General Store	Construction Suppliers	Tanker	Blacksmith	Poultry Store	Novelties	Cement Outlet	Agricultural Supplies	Barber	Auto Elec. Mechanics	Restaurant	Butcher Shop	Green Grocery	Cafe	Elec. & Home Supplies	Taxi Dispatch	Driving School	Carpentry Shop	Radio/TV Repair	Beta-Gas Distributors	Commission Agent
46. North Shuneh		3	50	5	1	2	3	1	4	2	2	2	6	6	10	6		3	1		1	1	3
47. al-Sakneh			1																				
48. al-Baqurah			3																				
49. al-'Addassiyeh			4																				
50. al-Mukheibeh al-Tahta			7																				
51. al-Mukheibeh al-Fawq		1	10																				

NOTE: Following are some additional services of some of the villages.

Deir Alla - 1-Flour Sales, 1-Bookstore, 1-Ice Sales, 1-Tailor, 1-Photographer, 1-Ironing Service, 1-Watch Sales/Repair, 1-Paint Window, and 2-Bank

al-Khasineh - 1-Chicken Feed Store, and 1-Flour Mill.

Kreimeh - 1-Bookstore.

Abu 'Ubeidah - 1-Wholesale Vegetable Market.

South Shuneh - 1-Motel, 3-Tire Repairs, and 1-Photographer.

al-Mukheibeh al-Fawq - 1-Motel.

North Shuneh - 1-Bookstore, 2-Lawyers, 1-Ironing Service, 2-Bank, 1-Watch Sales/Repair, and 2-Photographer.

Waqqa - 1-Quarry.

al-Muhar'a - 1-Real Estate (Land) Sales.

Wadi al-Yabis - 1-Tire Repair.

Ma'adi - 1-Plumber Pipe Fitter, and 1-Paint Window.

al-Karamah - 1-Flour Mill.

A Guideline for a Comprehensive  
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Administration of Regional  
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by

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An Abstract of a Non-Thesis Report  
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MASTER OF REGIONAL DEVELOPMENT  
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Department of Regional  
and Community Planning

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## Abstract

Jordan has gone far in the Kingdom's development process since it was established as the Trans-Jordan Imdarate in 1928. During the last two decades, the Jordan Valley region has been a focus of the economic development interests and efforts of the government. This is attributed to two main reasons; its strategic importance due to the political situation in the area, and its being the most potential and rich irrigated agricultural area in Jordan.

Of special significance in the overall development of the valley has been the approach to development carried out first by the Jordan Valley Commission (JVC), and later by Jordan Valley Authority (JVA). The JVC was formed in 1973, and the JVA replaced it in 1977 with an expanded program, staff, and powers. The approach to development of these two public agencies has been comprehensive and integrates agriculture and economic development along with broad social development components which include provision for many public services.

Although the JVC and JVA development process has been comprehensive and, for the most part, effective, one important element which was overlooked has been citizen participation. Citizen participation is taken to mean the direct involvement of the local citizens in the planning and development efforts of the local communities and the overall region. A correction of this oversight occurred in the development plan of 1981-1985 when the JVA included a program for building community development centers in the valley. The 1981-1985 development plan provided for funding, design, and construction of these centers; the planning for programs and activities

that would take place in the centers was left for later implementation.

This report provides a model and guidelines for the design of a . comprehensive plan, including the process of planning for the different programs, activities and administration of these centers, for maximum possible participation and thus, improvement in the quality of life in the local communities.