

ASSESSMENT OF DEVELOPMENT RESULTS JORDAN

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
sustainability MANAGING FOR RESULTS responsiveness
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HUMAN DEVELOPMENT effectiveness COORDINATION



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FOREWORD

I am pleased to present the Assessment of Development Results (ADR) in the Hashemite Kingdom of Jordan. The Independent Evaluation Office of UNDP conducted the ADR in 2016. It is the second ADR conducted in Jordan and covers the period January 2013 through June 2016.

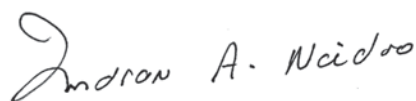
Jordan has invested heavily in the development of its human resources, and despite its scarcity of natural resources, it is currently ranked as an upper-middle-income and high-human-development country. Its social indicators show very good performance compared to other countries with similar incomes. Yet Jordan continues to face a number of challenges to sustaining its socioeconomic progress. These include fiscal and economic stress, vulnerability and poverty, high unemployment, especially among young people and women, and environmental sustainability. These interconnected factors have been exacerbated by adverse regional developments in the past five years.

UNDP has been supporting the Hashemite Kingdom of Jordan in ongoing governance and public administration reforms, mainstreaming environmental sustainability, poverty analysis and measurement, and employment and livelihoods creation. The evaluation concluded that while the contribution of UNDP under the planned outcome results varied, the country programme was relevant and responsive to the priorities of the country. The evaluation further noted that UNDP could have demonstrated greater impact if it had articulated a focused, integrated and

holistic programme approach and established linkages and synergies between and within its various components, which were designed to address a set of interlinked development challenges. The evaluation also pointed out the limited contribution to gender equality and women's empowerment in a context of significant barriers to women's political, social and economic participation. Further, UNDP has played a limited leadership role in the United Nations country team over the period of the evaluation.

This report includes a set of recommendations for UNDP to consider during the elaboration of its next country programme, covering 2018–2022. UNDP management has provided its response to the recommendations in the management response section.

I would like to thank the Government of the Hashemite Kingdom of Jordan and other stakeholders for their support throughout the evaluation process. I hope this report will be of use to UNDP and the Government of Jordan and to its development partners in prompting discussions on how UNDP may be best positioned to contribute to sustainable human development in the Kingdom.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AEM	Associate Evaluation Manager
ASEZA	Aqaba Special Economic Zone Authority
CO	Country office
CPAP	Country programme action plan
CPD	Country programme document
DIM	Direct implementation modality
DRM	Disaster risk management
DRR	Disaster risk reduction
EM	Evaluation Manager
EU	European Union
IEC	Independent Election Commission
IEO	Independent Evaluation Office of UNDP
GEF	Global Environment Facility
GMS	Gender mainstreaming strategy
GRES	Gender results effectiveness scale
JACC	Jordan Anti-Corruption Commission
JRP	Jordan Response Plan
JRPSC	Jordan Response Platform for the Syria Crisis
M&E	Monitoring & evaluation
MP	Member of Parliament
NIM	National implementation modality
NGO	Non-governmental organization
PCBs	Polychlorinated biphenyls
PMU	Project management unit
PDTRA	Petra Development & Tourism Authority
RBAS	Regional Bureau for Arab States
RC	Resident coordinator
ROAR	Results Oriented Annual Report
SOP	Standard operating procedure
UN	United Nations
UNAF	United Nations Assistance Framework
UNCDF	United Nations Capital Development Fund
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework

UNESCO	United Nations Educational, Scientific and Cultural Organization
UNEG	United Nations Environment Group
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNV	United Nations Volunteers
USAID	United States Agency for International Development
WFP	World Food Programme
3RP	Regional Refugee and Resilience Plan

EXECUTIVE SUMMARY

The Hashemite Kingdom of Jordan and the United Nations Development Programme (UNDP) have a long partnership aimed at advancing sustainable human development. This partnership is governed by an agreement signed by both parties in 1976, under which UNDP develops a country programme of cooperation. The current UNDP country programme in Jordan, the ninth, covers the period 2013–2017. At signature, the approved indicative budget was \$28.7 million. The country programme has three substantive programme components on: (a) democratic governance, (b) environment and (c) socioeconomic/resilience. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted an independent country programme evaluation, called Assessment of Development Results (ADR) in Jordan in 2016.

The purpose of the evaluation is to:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board

The evaluation assessed the extent to which the UNDP contribution to development results in Jordan through the 2013–2017 country programme has been relevant, effective, efficient and sustainable.

The evaluation analysed operational and management issues affecting UNDP performance, including the impact of the Syrian refugee crisis. Special attention was paid to the UNDP contribution to gender equality and women's empowerment.

The evaluation formulates conclusions and recommendations intended to inform the design of the next UNDP country programme, expected to start in 2018. The evaluation covers the period January 2013 to June 2016. The primary audiences of the evaluation are the UNDP country office, the Regional Bureau for Arab States (RBAS) and the UNDP Executive Board.

The evaluation used qualitative methods comprising a desk review, key informant interviews, focus group discussions and observations of project sites and activities. A total of 85 semi-structured interviews and discussions were conducted with government, civil society and private sector partners, donors, beneficiaries and UNDP and United Nations (UN) staff at national and subnational levels. Field visits were undertaken to Aqaba, Petra and Irbid. Data and information from the various sources were analysed, triangulated and validated by cross-verification of the different sources.

THE UNDP COUNTRY PROGRAMME

The ongoing UNDP Jordan country programme was prepared in 2011–2012 in the aftermath of the 2011 public demonstration. This was a period when the country was undergoing reform, which involved the gradual removal of subsidies and reductions in public spending.¹ The programme has maintained the same priorities as the previous country programme in three thematic sectors: (a) democratic governance, (b) environment and (c) socioeconomic/resilience.

UNDP support to democratic governance is aimed at enhancing the accountability of key public institutions and promoting people's interactions with the State. The UNDP envi-

1 UNDP, 'Country Programme Action Plan 2013–2014'.

ronment programme responds to the Government's priority on strengthening the legislative and institutional framework in the environment sector. The socioeconomic programme seeks to support national priorities related to poverty reduction. This component initially had two main concentrations, one on capacity development and one on youth empowerment, through employment and civic engagement. But one year into the current programme cycle, in response to the Syrian refugee crisis, the programme was adjusted to include a resilience component. It aims to strengthen the coping capacities of refugee host communities and mitigate possible tensions between the refugees and the hosting communities.

KEY EVALUATION FINDINGS

EFFECTIVENESS OF THE UNDP CONTRIBUTION

Overall the level of UNDP effectiveness is mixed. The governance programme has made some contribution to the planned outcome result on political and institutional reform through support for establishing a more transparent electoral process and strengthening accountability of selected government institutions. The most effective interventions were those that involved restructuring of institutions, incorporating electronic technology for their operational systems, and building the capacity of their human resources, for example, the work with the Independent Election Commission (IEC) and the property tax management system.

In contrast, the interventions designed to strengthen capacities of political representatives, encourage citizen participation and improve the relationship between citizens and representatives were found to be less effective. This is likely due in part to the complexities of generating behaviour change and the unpredictable effects of politics. Regarding efforts to encourage young people's participation in social, cultural, economic and political life, the evaluation found a limited contribution in this area, noting that the country

office did not have any relevant activities between 2013 and 2016.

Under the environment programme, UNDP supported the preparation of policies, regulations and guidelines to strengthen the regulatory framework, but key stakeholders interviewed did not always find these relevant. UNDP also could have contributed more to the development of a modern environmental governance system and an institutional layout embracing new strategic partnerships. In addition the environment programme was seen as overly project oriented, failing to cohesively group initiatives with similar objectives and partners.

In the socioeconomic/resilience programme, UNDP supported the Government in developing strategies, strengthening institutional capacities and improving aid coordination. However, the adoption and/or implementation of some of these strategies (specifically those addressing poverty reduction and food security) remain a challenge, despite UNDP's advocacy efforts.

UNDP's contribution to institutional capacity-building has had some initial results but much more needs to be done. For example, ADR interviews showed that partners appreciate the support to the Ministry of Planning and International Cooperation's Secretariat for the Jordan Response Platform (JRP) for the Syria crisis. However, it is not clear what will happen to the secretariat, which has been financially supported by the European Union and UN agencies, when that support comes to an end. The secretariat is responsible for providing technical support to the platform in the areas of policy advice, aid coordination, communication and information management.

With regard to local-level interventions, UNDP has worked in a number of priority areas, but field work undertaken for the ADR found mixed results. UNDP's close monitoring of activities in the cash-for-work programme, for example, was found to have supported its success, but the number of beneficiaries has been limited.

RELEVANCE OF THE UNDP CONTRIBUTION

The UNDP country programme was relevant to the context of Jordan and its national development priorities, as well as to the UNDP corporate agenda. UNDP and the Government share a common strategic framework based on cooperation for realizing Jordan's national development agenda and its international commitments, including (previously) the Millennium Development Goals and now the Sustainable Development Goals. Consecutive UNDP country programmes since 2002 had been responding to ongoing economic, political and social reforms in Jordan. The Government is signatory to the Jordan–UNDP country programme, which was developed to support the National Agenda 2006–2015. However, the relevance of the design and approach of the country programme was found to be limited and not well aligned to the context. The various programme components were designed and implemented in isolation, affecting the creation of synergies. Even within components, design and implementation of projects suffered largely from fragmentation. UNDP missed the opportunity to make its country programme an integrated and holistic one, given the interconnectedness of the development challenges it sought to address.

EFFICIENCY OF THE UNDP CONTRIBUTION

The ADR examines efficiency from the managerial and operational perspectives to understand how well UNDP organized itself to deliver high-quality outputs. UNDP demonstrated strong internal management practices in support of programme delivery. The total country programme annual expenditure increased from just over \$5 million in 2013 to \$11.5 million in 2015.² This 130 percent increase is due to successful fundraising for the response to the refugee crisis. Overall programme implementation rates, as reflected in the budget utilization rates, averaged 83 percent over the first three years of the

country programme (2013–2015). This is slightly higher than the corporate threshold (80 percent) for satisfactory utilization.

On the other hand, the country office experienced frequent staff turnover, which interrupts implementation and results in loss of institutional memory. Further, while there are some examples of synergy within the UNDP programme and with the work of other agencies, in general UNDP's coordination with other development actors was not optimal, particularly in the areas where other agencies have comparative technical strengths.

SUSTAINABILITY OF THE UNDP CONTRIBUTION

The sustainability prospects of the UNDP contribution are mixed. The results achieved under the larger interventions that incorporated explicit exit strategies in their design and included capacity-building components, such as in the governance and environment programmes, are likely to be sustained. For example, the anti-corruption project has buy-in from key national partners. Similarly, most of the interventions in the environment programme are funded by the Global Environment Facility, which mandates exit strategies and government co-financing. Most interventions also supported institutional capacity development, which enhances sustainability prospects.

On the other hand, while most of the interventions in the socioeconomic/resilience programme are at an early stage of implementation, there are indications that some, particularly the micro-business and small enterprise projects, may not be sustainable without longer-term support.

The evaluation noted the selection of strong non-governmental organizations (NGOs) as implementing partners could have enhanced sustainability had UNDP better harnessed the capacities of these partners by involving them in

2 UNDP, ATLAS data, accessed July 2016.

joint planning and design of interventions. Further, high turnover in government institutions was perceived to limit sustainability of the results to which UNDP contributed.

OTHER FINDINGS

Impact of the Syrian refugee situation: UNDP has benefited from the large flows of humanitarian funding and has leveraged funding from bilateral partners and other sources, not only for its refugee response portfolio but also for the rest of the programme. However, given projected decreases in UNDP and other funding flows, UNDP needs to re-examine some of the country office's assumptions on partnerships and results-based management practices and skills, which, if strengthened, could enhance fundraising potential.

The development of the new country programme also provides an opportunity to review human resources to determine whether a different skills mix may be required, given the changes in programme focus. The ADR also found that, despite the integration of the humanitarian and resilience pillars of the Syrian refugee response into a common framework, coordination within the UN family has been challenging.

Gender mainstreaming: Gender mainstreaming results in the country programme vary, and the internal environment for it was found to be still developing. Women were considered an important target group in the UNDP governance portfolio, yet none of the interventions contributed to gender equality and women's empowerment. In the environment programme, most interventions supported by UNDP addressed the development of policies, strategies, action plans and guidelines. Little attention was paid to targeting women in the supported downstream interventions. Results in the socioeconomic/resilience programme were rated overall as 'gender responsive', meaning the results addressed the differential needs of men or women and the equitable distribution of benefits. The programme also made some positive contribution to women's empowerment, in particular through the emergency employment programme.

Technical soundness of the country programme monitoring and evaluation framework: The inadequate attention given to results-based management in planning, monitoring and reporting on UNDP interventions hampered the design of an integrated and holistic country programme, as well as monitoring and reporting on results.

Strategic partnerships: Development stakeholders in Jordan agree that UNDP's comparative strengths (relative to other development partners) are its neutrality, flexibility, responsiveness, local presence and strong delivery channels. However, the extent to which UNDP builds on these strengths to form and leverage strategic partnerships with governmental, non-governmental and donor partners is not clear.

CONCLUSIONS

Conclusion 1. The UNDP country programme was developed to support Jordan's National Agenda 2006–2015. The programme has contributed to the achievement of planned outcome results in the three focus areas with varying degrees of success. It has remained relevant and responsive to the country's emerging priorities, particularly with respect to the National Resilience Plan 2014 and the Jordan Response Plan 2015, which highlight the needs of refugee-hosting communities. UNDP has played a crucial role in assisting the Government to place the resilience-building approach on the international agenda.

Conclusion 2. Notwithstanding the achievements under the individual programme components, UNDP's cooperation with the Government of Jordan needs to demonstrate a focused, integrated and holistic programme approach to maximize impact. Since the last ADR in 2007, UNDP has aimed to shift from a project-based approach to a programme approach. Though the number of projects in the current cycle has been reduced, still the country programme consists largely of individual projects.

Conclusion 3. UNDP has made limited contribution to advancing gender equality and women's empowerment under the country programme. It has been focused primarily on inclusion of women as beneficiaries, in which it has achieved positive results.

Conclusion 4. UNDP has been instrumental in coordinating the formulation of the resilience framework among the Government, the UN country team (UNCT), donors and NGOs. This has contributed to aid coordination and effectiveness in the country. However, in practice the resilience framework is yet to become fully operational within the UN family.

RECOMMENDATIONS

Recommendation 1. Jordan's governance and socioeconomic reforms are unfinished business. The focus of the UNDP programme on democratic governance and public sector reforms, socioeconomic development and environmental sustainability will thus continue to be relevant into the next programme cycle. To increase its impact, UNDP should establish the causal relationships and intersections between the development challenges it aims to address, such as the connection between unemployment and poverty, between good governance and economic reform, and between environmental degradation and poverty.

Management response: UNDP support was instrumental in furthering national capacities to undertake key governance reforms, especially in electoral assistance and modernization of public administrative reforms. UNDP also had notable successes in climate change issues and mainstreaming environmental sustainability, as evidenced by different evaluations. UNDP pioneered the implementation of sustainable livelihoods interventions, highlighted as successful at regional and global levels.

Recommendation 2. The Syrian refugee situation is likely going to extend over a longer period than was initially foreseen, and UNDP should continue to plan for this.

Management response: UNDP Jordan finalized a resource mobilization strategy that was approved by RBAS, and will evaluate its implementation over the coming years.

Recommendation 3. The country office should prioritize gender mainstreaming in the next country programme. This should include preparing a gender strategy and a related implementation framework.

Management response: UNDP finalized its gender strategy and applied for the Gender Seal in November 2016. The country office could not afford (budget-wise) to recruit a dedicated gender specialist, and rather opted in this case to have a gender team.

Recommendation 4. The UNDP role as lead UN agency for coordination in Jordan needs to be strengthened.

Management response: UNDP coordinates key sectors in the UNCT, including, but not limited to, the elaboration of the 2015 MDGs report, the finalization of a policy options paper on Public Administration Reform, the elaboration of a One UN approach to prevention of violent extremism, etc. UNDP also coordinates all issues related to the resilience axis, including the preparation of the vulnerability assessment, preparation of the Jordan Response Plan, and the Regional Refugee and Resilience Plan.

Recommendation 5. UNDP should use its comparative advantage with the Government to continue advocacy on sensitive issues, such as wider engagement of civil society in programme interventions.

Management response: UNDP has been advocating with the Government for increased involvement of NGOs in project implementation. In the last quarter of 2016, together with the Government, UNDP signed agreements with 37 community-based organizations.

Chapter 1

INTRODUCTION

The Hashemite Kingdom of Jordan and the United Nations Development Programme (UNDP) have a long partnership aimed at advancing sustainable human development. This partnership is governed by an agreement signed by both parties in 1976, under which UNDP develops periodic country programmes of cooperation. The current UNDP country programme in Jordan, the ninth, covers the period 2013–2017. At signature, the approved indicative budget was \$28.7 million. The programme has three substantive components, covering (a) democratic governance, (b) environment and (c) socioeconomic/resilience. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted a country programme evaluation, the Assessment of Development Results (ADR) in Jordan in 2016.

1.1 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

The purpose of the evaluation is to:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board.

The evaluation assessed the effectiveness of UNDP in contributing to development results in Jordan through its programme activities. The evaluation also assessed the quality of

UNDP's contribution based on the following criteria:

- Relevance of the UNDP projects and outcomes to the country's needs and priorities
- Efficiency of UNDP in terms of operational and management issues
- Sustainability of the results to which UNDP contributed.

The evaluation analysed factors affecting UNDP performance, including the impact of the Syrian refugee crisis. Special attention was paid to UNDP's contribution to gender equality and women's empowerment. The evaluation also looked at the contribution of United Nations Volunteers (UNV) and the United Nations Capital Development Fund (UNCDF) in their joint work with UNDP.

The evaluation includes conclusions and recommendations intended to inform the design of the next UNDP country programme in Jordan, expected to start in 2018. The evaluation covers the period January 2013 to June 2016. All 26 active programme projects³ were covered by the evaluation, as well as older projects that were carried over from the previous country programme. The unit of analysis is the outcome result as defined in the approved country programme document (CPD) and the country programme action plan (CPAP) 2013–2017. The primary audiences of the evaluation are the UNDP country office, the Regional Bureau for Arab States (RBAS) and the UNDP Executive Board.

3 This includes projects carried over from the previous country programme. Note the number of UNDP award IDs is counted, not project IDs. Including the project IDs, the total number of projects is 32. The list does not include management projects.

1.2 METHODOLOGY

The evaluation used qualitative methods, comprising a desk review, key informant interviews, focus group discussions and observations of project sites and activities. The desk review covered programme documents, including national policies and plans; project documents; previous programme evaluations; and data from UNDP corporate monitoring tools. A total of 85 semi-structured interviews and discussions were conducted with government, civil society and private sector partners, as well as donors, project participants and UNDP and UN staff at national and subnational levels. Field visits were undertaken to Aqaba, Petra and Irbid. Data and information from the various sources were analysed, triangulated and validated by cross-verification of the different sources.

The evaluation team debriefed the country office on the emerging findings at the end of the data collection. The draft report was discussed at a debriefing workshop in Amman on 8 December 2016 with the country office, national stakeholders and development partners. This final report incorporates the feedback from these stakeholders as well as the management response of the country office (chapter 5). It will be presented to the UNDP Executive Board at its second regular session of 2017, when the Board will be reviewing the new country programme.

An evaluation manager from IEO led the evaluation. The team consisted of two IEO staff and two international consultants. The country office and RBAS were consulted at various stages of the process. The evaluation is guided by the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System,⁴

particularly the utility, independence, impartiality and transparency norms.

1.3 NATIONAL DEVELOPMENT CONTEXT

This section examines the external context of the country programme from the period just before it began. The purpose is to situate the assessment of UNDP performance, particularly its relevance.

1.3.1 OVERVIEW OF DEVELOPMENT CHALLENGES

Jordan has a young, largely urban population of about 9.5 million.⁵ More than 70 percent of the population is under 30 years of age. The country has invested heavily in the development of its human resources, and despite its scarcity of natural resources, it is currently ranked as upper-middle-income⁶ and high human development.⁷ Its performance on social indicators is very good compared to other countries with similar incomes. For example, Jordan has achieved universal access to education and health care; the youth literacy rate is 99 percent (2015) for both males and females; under-five mortality is 19 per 1,000 live births (2014); maternal mortality is estimated at 58 per 100,000 live births (2016); and the proportion of the population using an improved drinking water source is 97 percent (2015).⁸

Yet Jordan continues to face a number of internal challenges to sustaining its socioeconomic progress. These include fiscal and economic stress, vulnerability and poverty, high unemployment, especially among young people and women, and environmental degradation.⁹ These interconnected factors have been exacerbated by adverse

4 UNEG, 'Standards for Evaluation in the UN System', April 2005 and 'UNEG Ethical Guidelines for Evaluation', March 2008.

5 Government of Jordan, Department of Statistics, 2015 Census.

6 Per capita GDP is \$5,157 according to the Department of Statistics (2013) as cited in the United Nations Assistance Framework 2015–2017.

7 According to the Human Development Report 2015, Jordan's human development index is 0.748, positioning the country at 80 out of 188 countries.

8 Data are from <http://mdgs.un.org/unsd/mdg/data.aspx> (accessed September 2016).

9 UN, United Nations Assistance Framework, Hashemite Kingdom of Jordan, 2015–2017.

regional developments, particularly in the past five years. The following paragraphs provide an overview of these issues and their causes.

Fiscal and economic situation. Jordan has a free market economy, with outward-oriented economic policies and a private sector-led approach. Economic growth was strong between 1999 and 2006, when gross domestic product (GDP) peaked at 8 percent.¹⁰ The services sector is the largest contributor to the GDP, representing about 72 percent in 2014. This is followed by industry at 25 percent.¹¹ The Jordanian economy is interdependent with that of its neighbours through trade, remittances, foreign direct investment and tourism, making it vulnerable to regional shocks. The effects of regional events — especially the disruption in the supply of cheap natural gas from Egypt in 2011 and the closure of the land trade routes with the Syrian Arab Republic and Iraq in 2015 — slowed down growth. The GDP growth rate fell from 3.1 percent in 2014 to 2.4 percent in 2015.¹² There are also the impacts, both positive and negative, of hosting the influx of 1.4 million Syrian refugees.

In addition to these external shocks, Jordan's economy suffers from underlying structural weaknesses. Saddled with high public debt, it relies heavily on external support to fund the government budget. Public debt is expected to be about 86 percent of projected GDP by end-July 2016,¹³ much higher than the Government's accepted limit of 60 percent. In August 2016 the International Monetary Fund approved a three-year arrangement under the Extended Fund Facility for Jordan to support economic reform

to lower public debt and enhance the conditions for more inclusive growth.

Vulnerability and poverty. The poverty rate was 14 percent in 2014.¹⁴ About 20 percent of the population lives in rural areas. Due to growing urbanization and the influx of refugees, there is considerable poverty concentrated in peri-urban areas as seen in wide regional/governorate disparities. The poverty rates range from 7 percent in Jerash governorate to 27 percent in Ma'an governorate. These rates, however, reflect only the monetary aspect of poverty. Non-monetary aspects, including attitudes, perceptions and concerns about living conditions and quality, social interaction, access to quality health care, education and social safety nets, are also very important but have not been properly documented.¹⁵ Many Jordanians are at risk of falling into poverty due to their low asset base (economic, social and political), prices and market dynamics, and inability to cope with shocks.

Unemployment. The unemployment rate in Jordan has remained in the double digits for the past decade, reaching about 14 percent in the third quarter of 2015, according to the Jordan Department of Statistics. Gender disparity was especially marked: the unemployment rate was 11 percent for males compared to 25 percent for females (see discussion of gender disparity in section 1.3.3). Young people aged 20 to 24 had the highest unemployment rate, 32 percent. The economy cannot absorb the annual flow of new job seekers.¹⁶ This is due to the country's high population-growth rate (estimated at 2.2 percent in 2010)¹⁷ and large numbers

10 Government of Jordan, Department of Statistics, 'Annual Growth Rates of Gross Domestic Product at Constant Basic Prices by Kind of Economic Activity, 1977–2009', 2009, as cited by USAID, 'Jordan Country Cooperation Strategy, 2013–2017, Amended 2015'.

11 World Bank, 'Jordan Economic Monitor: A hiccup amidst sustained resilience and committed reforms', fall 2015.

12 World Bank, 'Jordan Economic Monitor: The Challenge Ahead', Spring 2016

13 Ministry of Finance, www.mof.gov.jo/en-us/mainpage.aspx (accessed September 2016).

14 This is the baseline figure taken from 'Jordan 2025, A national vision and strategy', 2015 (p. 116).

15 Ministry of Planning and International Cooperation and UNDP, 'Thinking Differently about the Poor – Findings from poverty pockets survey in Jordan' (based on the household expenditure and income survey 2010).

16 Government of Jordan, 'National Agenda 2006–2015'.

17 Estimated to be 2.2 percent in 2010 by the Jordan Department of Statistics.

of migrants and foreign workers. Another factor is the fiscal consolidation programme, which has capped new labour market entrants into the public sector. It is the biggest employer in Jordan, employing 38 percent of workers in 2014.¹⁸

Environmental challenges. Jordan faces a number of environmental challenges due to its geographical features. These challenges include acute water scarcity, rising energy demand and prices, biodiversity depletion, deforestation, increasing pollution of air and groundwater, inadequate waste management and the impacts of climate change and global warming.¹⁹ The country is the fourth-most water poor in the world.²⁰ Agriculture contributes only 3 percent to Jordan's GDP, but 75 percent of renewable water is still used in irrigation, and the remainder for industry and domestic purposes (UNDP, 2000). Population growth, rapid and poorly planned urbanization, the influx of refugees and environmental change are aggravating the country's water scarcity problems.

On the plus side, Jordan has one of the best water treatment and delivery systems in the region and has ensured universal access to safe drinking water for its population. However, it is facing depletion of its groundwater reserves and is being forced to adopt expensive approaches such as desalination and water transfers from remote areas.²¹ Further, the country imports 96 percent of its energy.²² Its rich biodiversity is being lost to habitat destruction and unsustainable land management. Safe disposal of waste from domestic, agricultural, medical and industrial use is a problem.

1.3.2 POLITICAL AND GOVERNANCE CONTEXT

Jordan is a constitutional monarchy with extensive legislative and executive power conferred on the King as Head of State. The bicameral national assembly consists of the House of Representatives and the Senate. The latter is appointed by the King while the former is elected by direct vote of the people to a four-year term. The last parliamentary elections were conducted in September 2016.

In Jordan the 2011 public demonstrations provided impetus to ongoing economic and political reforms initiated in the early years of the new millennium. In response to the non-violent demonstrations calling for more jobs and democracy, His Majesty King Abdullah II initiated immediate political and economic reforms. Among these was a 2011 amendment of the Constitution establishing the Independent Election Commission and an integrity committee. A new political parties' law was issued that permits parties to engage with the media and receive tax exemptions. In 2015, more democratic reforms were passed, including decentralization and election laws. Despite this progress, challenges to transparent, inclusive and effective governance remain.²³ The underlying factors include limited citizen participation, centralized decision-making, perceived corruption²⁴ and growing economic and demographic pressures. Jordan also faces the threat of violent extremism,²⁵ which requires the Government to strike a balance between encouraging political participation and openness and maintaining security.

18 Jordan Department of Statistics, <http://jorinfo.dos.gov.jo/>.

19 UN Country Assessment, 2011, p. 29.

20 UNDP, CPAP 2013–2017.

21 USAID, Country Development Cooperation Strategy 2013–2017, amended 2015.

22 UNEP, National Environment Summary, Jordan, 2011.

23 USAID, op.cit.

24 Jordan is ranked 45 out of 167 countries by the 2015 Corruption Perception Index of Transparency International.

25 Jordan has an estimated 1,500 fighters in Iraq and the Syrian Arab Republic. See 'Other sources estimate the number at 2,500. See <https://data.unhcr.org>. It is believed Jordan has the highest per capita rate of foreign fighters in the world; see <http://america.aljazeera.com/articles/2015/6/5/jordans-foreign-fighters-come-home-to-roost.html>.

1.3.3 GENDER EQUALITY

The Constitution states that “All men and women are deemed to be equal as citizens”. Jordan has been working to realize this goal at a varied pace and with mixed results. In contrast to the country’s impressive human development indicators, its gender inequality index has a value of 0.478, ranking it 86 out of 188 countries.²⁶ The gender inequality index measures inequalities in three dimensions: reproductive health, empowerment and economic activity. The higher the index value the greater the disparity between females and males.

Women’s economic participation. Women represent only 16 percent of the country’s workforce, one of the lowest rates of female labour force participation in the world.²⁷ Paradoxically, over 75 percent of unemployed males have a high school education or below, while 75 percent of employed women have at least a high school diploma.²⁸ Furthermore, the average wage for females is 67 percent lower than for males in all categories of employment.²⁹ These figures not only indicate barriers to female participation in the workforce, but underscore the loss of a large portion of the country’s human resources. The Government realizes the seriousness of this matter and its debilitating impact on economic growth, which is reflected in the National Employment Strategy: “Jordan cannot achieve its goals of higher growth rates, translated into more jobs, better wages and lower poverty and income disparities without directly solving this issue of low labour participation”.³⁰

Several reasons explain women’s low participation in the workforce, but gender bias stands out. For instance, it is commonly known that male private sector employers prefer not to hire married women so as to avoid paying maternity benefits. To eliminate this practice, the Government recently amended the Social Security Law (2015) to establish a universal contribution system for funding maternity benefits.³¹ The impact of this recently passed law remains to be seen.

Another factor limiting women’s employment is family restrictions resulting from traditional social norms, which still prevail in Jordanian society. These norms constrain the type of employment and location and duration of work available to women. Some women prefer not to take part in the workforce because of the lack of an enabling environment, resulting in high out-of-pocket expenses such as for preschool, domestic help and transport, combined with a monthly minimum wage of 192 Jordanian dinars (\$270). Given these costs, some women feel that it is more economical to stay at home.³²

Women’s political participation. Women’s political participation is increasing steadily, especially in local councils. The Municipality Law 2007 allocated 20 percent of local council seats to women,³³ in 2011 this was raised to 25 percent, and by 2015 women held 36 percent of seats. The Political Parties Law (2012) mandated that 10 percent of all founding members of parties must be women, and by 2013, 32 percent of members of political parties were women. Yet the number of women in senior positions in the parties remains limited.

26 UNDP, ‘2016 Human Development Report’, www.hdr.undp.org.

27 Government of Jordan, ‘Jordan 2025 Vision’, p. 27, and UNDP, ‘Human Development Report 2015’, p. 7.

28 Jordan National Employment Strategy 2011–2020, p. 13.

29 Jordan 2025 Vision, p. 27.

30 Jordan National Employment Strategy 2011–2020, p. 5.

31 World Bank, ‘Jordan Country Gender Assessment; Economic Participation, Agency and Access to Justice in Jordan.’ Report No. ACS5158, July 2013. p. 43.

32 Ibid.

33 Salma Nims, ‘Advocacy and Awareness, Raising Women’s Political Participation and Leadership’, paper presented at the meeting of the Commission on the Status of Women, ‘Implementing the Beijing Platform for Action’, 9–15 March 2015, p. 3.

1.4 NATIONAL DEVELOPMENT POLICY AND PLANNING FRAMEWORK

In recent decades Jordan has implemented a number of national programmes and plans, such as **Jordan Vision 2025**, the current 10-year blueprint for economic and social development. Launched in 2015, Vision 2025 conceptualizes an integrated economic and social framework that will govern all policies based on five pillars: (a) human resource development; (b) social development; (c) economic development; (d) decentralization; and (e) governorate development.³⁴ Previously there was the **National Agenda (2006–2015)**, which had three objectives: (a) to enhance public participation in the decision-making process; (b) to build trust between citizens and institutions and adopt principles of transparency, good governance and accountability; and (c) to strengthen principles of social justice and equal opportunity.³⁵ A review of data over the period covered by the National Agenda showed little resolution of key issues such as unemployment, especially among young people, the development gap between governorates, and the low rate of economic participation of women. Vision 2025 recognized these challenges. These blueprints are usually implemented through three-year Executive Development Plans, the current one covering 2016 to 2018.

The **Poverty Reduction Strategy 2013–2020** is an extension of the National Agenda 2006–2015. Its goal is to contain and reduce poverty, vulnerability and inequality through the adoption of a holistic and results-oriented approach targeting poor and below-middle-class households. The strategy has five pillars, with recommended measures to target the poor under each pillar.

Sector strategies. In addition to Vision 2025 and the poverty reduction strategy, Jordan has a

number of sectoral strategies that are of relevance to UNDP work in the country:

- The **National Employment Strategy 2011–2020** was developed in response to the challenges of unemployment and insufficient job creation. It includes a Ministry of Labour by-law stipulating that for each foreign worker employed in any entity a Jordanian worker should also be employed.³⁶ The objective was to make more jobs available for young Jordanians. However, most foreign workers were in low-paying jobs in the construction and manufacturing sectors, which are of little interest to educated Jordanians. In addition, traditionally these jobs are not considered ‘honourable’, so many young Jordanians choose not to work rather than take them.
- The **National Food Security Strategy** includes an analysis of food security issues in Jordan and discusses factors that affect future food availability. The strategy calls for attention to policy issues covering food availability/consumption, access and affordability as well as nutritional status and health. It also addresses the legal framework and capacity-building for ensuring food security.
- The **Environment Protection Law of 2006** is the main legal framework for the protection and management of the environment. Several related by-laws have been enacted covering priority environmental sectors, such as environmental impact assessments, waste management and protection of soil and air.
- The **National Water Strategy 2016–2025** stresses an integrated approach to the planning and management of water resources. It focuses on integrated water resources management; water, sewage and sanitation services; water for irrigation, energy and other uses; institutional reform; and sector information management and monitoring. The

34 Jordan 2025 Vision, p. 13.

35 Ministry of Planning and International Cooperation.

36 UNDP, ROAR, 2013, pp. 69–70.

strategy also addresses cross-cutting issues of climate change adaptation; transboundary water resources; humanitarian sector coordination of water, sanitation and hygiene; public/private partnerships; and the economic dimensions of water.

- The **Energy Strategy 2007–2020** aims to reduce dependence on energy imports and to achieve energy security by developing alternative sources, including wind, solar, oil shale and nuclear energy. It aims to increase the contribution of renewable energy from 1 percent in 2007 to 10 percent in 2020. The Renewable Energy and Energy Efficiency Law, implemented in 2010, aims to promote private sector investment in renewable energy projects through the Renewable Energy Fund.
- From an environmental perspective, the **National Strategy for Agricultural Development 2002–2010** focuses on the conservation and use of land, water and vegetation to ensure sustainable agricultural production; conservation of Jordan's biodiversity; and enhancing technical and managerial capacities in the agriculture sector to cope with climate change.
- The **National Climate Change Policy 2013–2020** aims to build the adaptive capacity of communities and institutions in Jordan to increase the resilience to climate change of natural ecosystems and water supplies as well as agricultural resources. It also focuses on optimizing mitigation opportunities. It includes consideration for gender and the needs of vulnerable groups. The policy also discusses mitigation in various areas, including energy supply and renewable energy, end-user energy efficiency, transportation, solid

waste and wastewater. It addresses adaptation to climate change in every sector, including water, agriculture, food security/production, desertification, land-use planning, biodiversity, health, coastal management, tourism and disaster risk management.

1.5 REGIONAL CONTEXT

Jordan is an important participant in regional affairs due to its geopolitical position bordering Iraq, Israel, Saudi Arabia, the State of Palestine and the Syrian Arab Republic. As noted previously, political events and unrest along its borders, particularly during the last five years, have caused economic and demographic shock waves. Jordan has a history of hosting refugees, including Palestinians and Iraqis from earlier regional conflicts. In the current crisis, now in its fifth year, about half of Syria's population has been displaced from their homes including more than 4.7 million people who have been registered with refugee agencies.³⁷ According to the Government, Jordan was hosting 635,000 refugees in 2015, of whom 83 percent are living in host communities and 17 percent in camps.³⁸ Another 630,000 Syrians (non-refugees) entered Jordan before the start of the crisis in 2011.³⁹ This brings the total Syrian population in Jordan to 1.266 million, almost 20 percent of the population.⁴⁰ Other countries in the region that have absorbed significant numbers of refugees are Egypt, Iraq, Lebanon and Turkey.

Hosting such a large number of refugees is a socioeconomic burden, but it also has positive impacts to Jordan in terms of GDP growth, public revenues and flow of investments. These benefits have not been highlighted enough in analyses to date.⁴¹

37 <http://www.3rpsyriacrisis.org/wp-content/uploads/2016/11/Regional-3RP-Dashboards-August-2016.pdf> (accessed Nov. 2016).

38 Ministry of Planning and International Cooperation, 'The Jordan Response Plan for the Syria Crisis, Annual Report', 2015.

39 Ibid.

40 Ibid.

41 UK AID & Identity Centre, 'The Socio-economic Impact of Syrian Refugees in Jordan: Turning challenges into opportunities', Jordan Independent Economy Watch, August 2015.

The regional unrest also poses risk to Jordan's security. It is reported that an estimated 1,500 to 2,500 Jordanian fighters are in Iraq and the Syrian Arab Republic,⁴² making Jordan the country with the highest per capita rate of foreign fighters in the world.⁴³

1.6 RESPONSE TO THE SYRIAN REFUGEE CRISIS

Over the past few years Jordan's response to the crisis has evolved from a refugee response to a resilience-based approach combining a short-term refugee response and a longer-term development response. The **National Resilience Plan**, issued by the Government in 2014, is a three-year programme of high-priority investments to mitigate the impacts of the crisis on Jordan. The plan acknowledges the international consensus on the need for a comprehensive approach that addresses the humanitarian needs of refugees but also provides development assistance to affected host communities, which were already among the most vulnerable in the country. Based on a participatory needs assessment review undertaken in 2013, which involved the Government, donors, UN agencies and non-governmental organizations (NGOs), the National Resilience Plan prioritizes interventions that support the coping mechanisms of communities and institutions.⁴⁴ It complements the pre-existing UN Regional Response Plan (which in 2013 became the UN Regional Refugee and Resilience Plan [3RP]) and minimizes duplication.⁴⁵

A secondary objective of the National Resilience Plan is aid coordination and effectiveness. In 2013 the Government established the Host Community Support Platform, composed of the

Government and its development partners, to ensure a coordinated response. In 2014 this initiative was transitioned to the Jordan Response Platform for the Syria Crisis (JRPSC), which facilitates the mobilization and coordination of resources and technical assistance. The JRPSC issued the **Jordan Response Plan (JRP) 2015**, which reflected a shift in approach by consolidating humanitarian and development response under one nationally led framework. The JRP forms the Jordan chapter of the 3RP. As of November 2015, \$1.07 billion was committed to the JRP 2015,⁴⁶ corresponding to 36 percent of the funding requirement.⁴⁷ The current multi-year JRP covers 2016 to 2018.

In February 2016, the international conference 'Supporting Syria and the Region' took place, hosted by the United Nations, Germany, Kuwait, Norway and the United Kingdom. It resulted in the Jordan Compact, a major policy shift that opened the country's labour market to Syrian nationals. In exchange for enhanced international support to Jordan, the Government pledged to provide work opportunities for 200,000 Syrian nationals.

1.7 UNDP COUNTRY PROGRAMME

The current Jordan–UNDP country programme was prepared in 2011–2012, in the aftermath of the upheavals of 2011. It was formulated at a time when the country was undergoing reform, with the gradual removal of subsidies, and reductions in public spending.⁴⁸ The country programme has maintained the same priorities as the previous programme in three thematic sectors: democratic governance, environment and socioeconomic/resilience. It has sought to address these issues

42 See <http://icsr.info/2015/01/foreign-fighter-total-syriairaq-now-exceeds-20000-surpasses-afghanistan-conflict-1980s/>.

43 See <http://america.aljazeera.com/articles/2015/6/5/jordans-foreign-fighters-come-home-to-roost.html>.

44 Ministry of Planning and International Cooperation, 'Final Draft, National Resilience Plan 2014–2016'.

45 Ibid.

46 Government of Jordan, Jordan Response Information System for the Syria Crisis. See <http://www.jrp.org>.

47 Government of Jordan, JRP 2016–2018.

48 UNDP, CPAP 2013–2014.

Table 1. Planned outcome results of the country programme 2013–2017

Democratic governance	Jordan has undertaken political and institutional reforms at national and subnational levels in a participatory, transparent and accountable manner
	Jordan has institutionalized necessary policies and mechanisms for effective and inclusive participation of young people in social, cultural, economic and political life
Environment	Government and national institutions have operationalized a mechanism to develop and implement strategies and plans targeting key cultural, environmental and disaster risk reduction issues (including a transition to a green economy)
Socio-economic	Jordan has institutionalized improved social protection and poverty alleviation mechanisms for vulnerable people at national and subnational levels

in an integrated manner, with a particular focus on women and young people, under four broad outcome results (table 1). In addition the country programme sought to support aid coordination and effectiveness.⁴⁹

Monitoring and evaluation (M&E) framework. The outcome results for the country programme are derived from the United Nations Development Assistance Framework (UNDAF), which reflects UN system-wide support to the Government of Jordan. Thus the achievement of the outcome results is the responsibility of all participating UN agencies in the country. Each outcome is supported by output results, which reflect the specific contribution of UNDP. UN agencies are individually accountable for the achievement of output results, according to the United Nations Development Group guidelines. The outcome and output results have monitoring indicators. The country office is required to report annually on outcome indicators through an online corporate reporting platform as part of the annual progress reporting process. Output results and respective indicators, on the other hand, are supposed to be reported on through country-level project reports. The country programme M&E framework is assessed in chapter 4. The output results are supported by interventions/projects. The ADR mapped out the diagram of the country programme intervention logic (figure 1).

Implementation mechanisms. The country programme was to be implemented at national, subnational and local levels following a local development approach. This was aimed at ensuring strong community empowerment, while strengthening capacities of targeted local institutions and systems. Implementation of the programme was coordinated by the Ministry of Planning and International Cooperation.

To implement the country programme UNDP has partnered with various ministries, including the Ministries of Environment, Finance, Municipal Affairs, Political Development and Parliamentary Affairs, Culture and Justice. Other partners include municipalities, governorates, NGOs and other UN agencies. The Government executed or implemented the majority of these projects (75 percent) through national implementation modality (NIM).

Financial resources. The planned five-year budget of the country programme was \$28.7 million. However, total expenditures during the first three years (2013–2015) exceeded \$34.6 million (table 2) due to the extended Syrian refugee crisis.

The UNDAF was amended by the UN country team (UNCT) in 2015 and converted to the United Nations Assistance Framework (UNAF). The UNAF supersedes the original document, as it incorporates the resilience-based response to the refugee crisis and is aligned to the National

49 UNDP, CPD 2013–2017 (DP/DCP/JOR/2).

Figure 1. Country programme structure

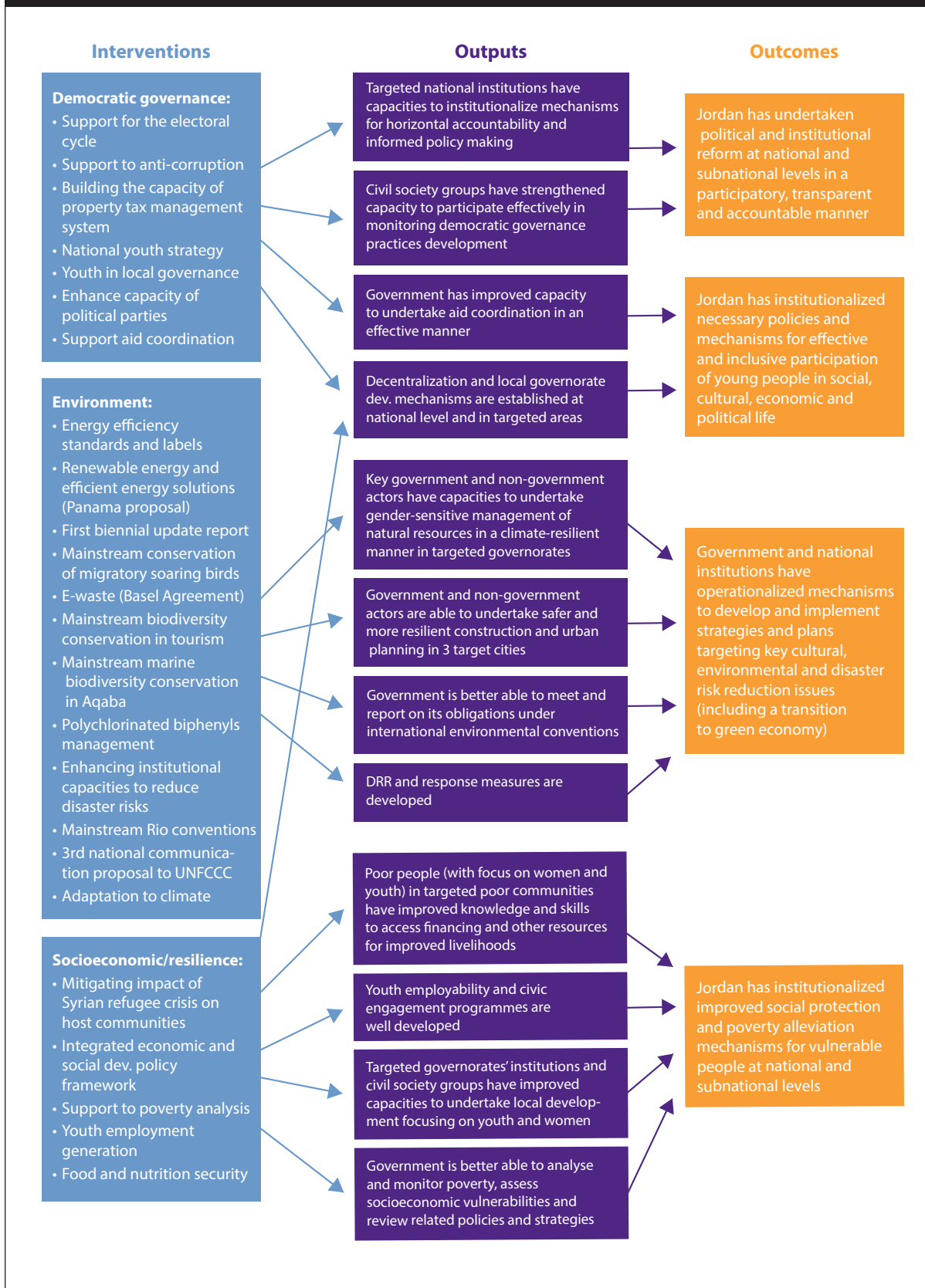
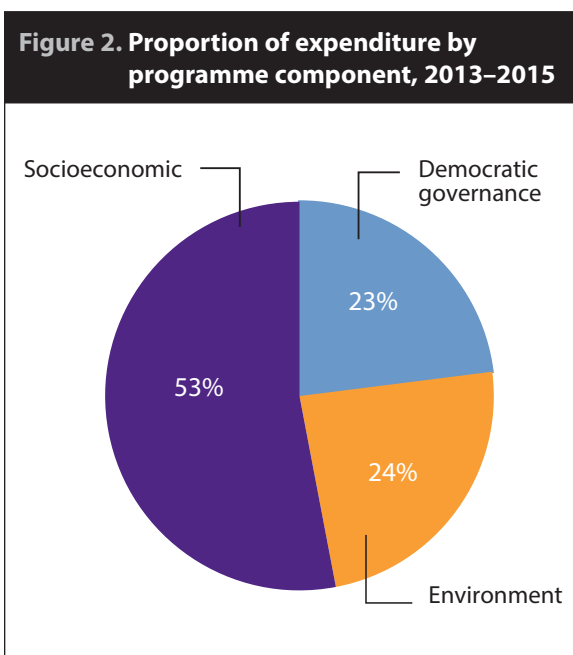


Table 2. Country programme budget, US\$			
Programme component	Planned budget (CPAP 2013–2017)	Actual budget* (2013–2015)	Expenditure* (2013–2015)
Governance	8,550,000	8,973,756	7,841,253
Environment	9,280,000	9,655,266	8,407,323
Socioeconomic	10,870,000	19,947,989	18,356,535
Total	28,700,000	38,577,011	34,605,111

*Source: UNDP Jordan, August 2016



Source: UNDP Jordan, August 2016

Resilience Plan and the JRP. The UNDP country programme strategic documents (CPD and CPAP) were not updated, likely due to the transaction costs involved in such an exercise, but they are consistent with the new UNAF).

Figure 2 shows the proportion of expenditures by programme component between 2013 and 2015. Just over half (53 percent) of expenditures were concentrated in the socioeconomic programme as it encompassed the portfolio responding to the Syrian refugee crisis. This is more than the 38 per-

cent allocated to the socioeconomic component during the design of the country programme.

Donors. Only 12 percent of the country programme resources are from UNDP core funding. The remainder have been mobilized from a variety of donors, including the Governments of Canada, Japan, Jordan and Kuwait; the Swiss Agency for Development and Cooperation; European Union (EU); and the Global Environment Facility (GEF).

Country office management and structure. UNDP Jordan is headed by a resident representative/resident coordinator and a country director. The last internal audit of the office took place in 2012 and covered the period January 2010 to December 2012.⁵⁰ The UNDP Office of Audit and Investigations gave an overall score of satisfactory, noting that “no issues were identified that would significantly affect the achievement of the objectives of the audited entity”.⁵¹

The country office has achieved gender parity office-wide, with equal numbers of men and women in senior staff posts. Gender mainstreaming in the country programme is discussed in chapter 4.

In addition to the three programme clusters representing the three substantive programmes, the country office has two cross-cutting programme support units, covering programme implemen-

50 UNDP, ‘Audit of UNDP Country Office in Jordan’, report no. 970, 13 July 2012.

51 Ibid.

tation and communication. The first, with two staff members, supports programme implementation through tracking of financial expenditures, donor relations and corporate planning and reporting. This unit also manages the audits of the projects implemented by national partners (called NIM audits). The second programme support unit is responsible for media and communications support to the office. This includes the development of information, education and communication materials, social media updates and UNDP representation in inter-agency communication forums. The unit is also engaged in documenting success stories and ensuring media coverage of the work of UNDP.

1.8 UNV AND UNCDF COLLABORATION WITH UNDP

UNDP cooperates with UNV and UNCDF on a wide range of initiatives in programme countries. Since 2015 ADRs have assessed this collaboration.

UNV was established by the UN General Assembly to contribute to peace and development through volunteerism worldwide. UNV is functionally integrated into UNDP and obtains services from it. The UNDP Executive Board provides the oversight function for all UNV activities. In Jordan UNV implemented the 'Arab Youth Volunteering for a Better Future' project. UNV is also a member of the UNAF Youth Group. Collaboration between UNV and UNDP was foreseen in this country programme through a project aimed at enhancing youth political participation and civic engagement in local governance. However, this activity did not materialize due to delays in the project components that UNV was to work on. As of December 2014 there were 21 UN volunteers working in different

UN agencies in Jordan, with additional recruitment in the pipeline. The UNV field unit office is co-located with UNDP, and it has faced operational challenges related to the co-hosting conditions, affecting its performance.⁵²

UNCDF also shares governance and operational structures with UNDP. UNCDF was initially mandated by the General Assembly to "*assist developing countries in the development of their economies by supplementing existing sources of capital assistance by means of grants and loans*". The mandate was revised in 1973 to expand beyond an exclusive focus on developing countries.⁵³ UNCDF provides investment capital and technical support to both the public and the private sector. It does not have in-country presence in Jordan but during the programme period was implementing an EU-funded project on decentralization. In this connection UNDP provided operational and other ad-hoc support to UNCDF. At the request of the Ministry of Interior, UNDP is now set to take over implementation of the project, which faced implementation challenges.

Given UNDP's limited engagement with UNV and UNCDF, this collaboration is not analysed further.

1.9 ORGANIZATION OF THE REPORT

The report has five chapters. Following this introduction, chapter 2 assesses the effectiveness of the UNDP contribution to development results through the country programme. Chapter 3 assesses the relevance, efficiency and sustainability of the UNDP contribution. Chapter 4 analyses factors affecting UNDP performance and strategic positioning in Jordan. Finally, chapter 5 presents conclusions, recommendations and a management response which is provided by the country office.

52 UNV, Country Strategic Note: Jordan, 2016.

53 UNCDF, www.uncdf.org/en/mandate-and-focus (accessed September 2016).

Chapter 2

EFFECTIVENESS OF THE UNDP CONTRIBUTION

This chapter and the next one present an assessment of the contribution of UNDP to development results through the current country programme between January 2013 and June 2016. The assessment applies the UNEG evaluation criteria of relevance, effectiveness, efficiency and sustainability. This chapter presents the assessment of UNDP effectiveness by each of the three substantive programme components: (a) democratic governance; (b) environment; and (c) socioeconomic/resilience.

2.1 DEMOCRATIC GOVERNANCE PROGRAMME

2.1.1 OVERVIEW

UNDP planned outcome result 1:	Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner
UNDP planned outcome result 2:	Jordan has institutionalized necessary policies and mechanisms for effective and inclusive participation of young people in social, cultural, economic and political life

The UNDP governance programme has a two-pronged approach: promoting accountability by strengthening intragovernmental institutions and by increasing people-State interactions. At the national level this includes working with key government ministries and institutions such as political parties, parliamentary committees, the Independent Election Commission (IEC), the anti-corruption commission, and the ministries of Finance, Municipal Affairs, Youth and Plan-

ning and International Cooperation. The goal is to strengthen oversight, representative and legislative functions, transparency, accountability and citizen participation.⁵⁴ At the subnational (governorate) level and the local (municipalities) level, the country programme focus is on reviewing local government systems to promote government accountability, and working to strengthen political participation, especially among women and youth.⁵⁵ Through the use of various platforms, including online and offline interactive forums and debate clubs, the country programme has sought to link work at national and subnational levels. The EU has been the main donor of the governance programme. Other donors include the Government of Jordan and the Spanish Agency for International Cooperation.

Interventions/projects. Under the first outcome result, support to the electoral cycle was the largest project implemented by UNDP. Establishing an inclusive, credible and transparent elections system was a key priority in His Majesty's political reform objectives. In response UNDP has been providing capacity-building support to the IEC since it was established in 2012, assisting it to create the structures and functions to oversee transparent electoral processes. Another important UNDP project was support to building the capacity of the property tax management system, with the goal of contributing to the Kingdom's ongoing reforms to improve accountability and transparency of public institutions. A third institution supported by UNDP is the Jordan Anti-Corruption Commission (JACC), established in 2008.

54 CPAP 2013–2017, p. 9.

55 Ibid.

In addition to these three institutions, UNDP also worked with the Ministry of Political Development and political parties in restructuring the forms of political participation at the institutional and public levels, including the participation of youth, who had become a national priority. This involved capacity-building for the Political Party Directorate at the Ministry of Political Development and among political parties.

Under the second outcome result, addressing youth participation in social, cultural, economic and political life, UNDP implemented two projects. In the first, UNDP supported efforts to encourage youth political participation and civic engagement in local governance through an online portal and a digital game on local governance. The second project aims to support implementation of the newly developed National Youth Strategy 2015–2020. This project will be piloted in eight youth centres in five governorates (Irbid, Ma'aen, Mafraq, Tafila and Zarqa).

Jordan has in place 182 youth centres (103 for males, 79 for females) in the country's 13 governorates. Each centre has a directorate reporting to the former Higher Youth Council (now presumably to the Ministry of Youth, as the Council has been dismantled). Most of these centres are in rural areas and vary in size, infrastructure condition and services. For many young people, especially in rural areas, youth centres are the only place where they can engage in activities such as sports and youth camps and acquire skills such as English language, handicrafts and first aid. A few even teach IT skills. Yet many youth are discouraged from attending due to the centres' poor condition, activities or location; thus these centres are not being utilized to their full potential.

2.1.2 EFFECTIVENESS

Finding 1. The governance programme has been contributing to a certain extent to the outcome result on political and institutional reform through support to establishing a more transparent electoral process and strengthening accountability and integrity in state institutions.

The effectiveness of the governance programme has been mixed. The most effective interventions were those that involved restructuring of institutions, including incorporating electronic technology for their operational systems and building the capacity of their human resources. This in particular was the work with the IEC and the property tax management system. The IEC effectively supervised the parliamentary elections in 2013, and more recently the parliamentary elections in September 2016. In both years, voter turnout was much higher compared to the 2010 elections, which had low turnout and low public confidence. According to ADR interviewees, in the 2016 elections voting booths were made user-friendly for people with physical disabilities as well as people lacking literacy skills. Other outputs include installation of cameras in voting booths and a gender-disaggregated database on registered voters.

Another aspect of the governance programme was support for the creation of a property tax management unit in the Ministry of Finance. The aim was to establish a nationwide decentralized electronic tax management system, train its staff in information and communication technology, and monitor property tax administration through the newly developed 'one window' portal. The project was initiated by the Ministry of Finance, but in response to the new Tax Law, which transfers responsibility for tax collection from the Ministry of Finance to the Ministry of Municipal Affairs, it is undergoing a gradual transfer to the municipal level. Consequently this requires building the capacities of staff at municipal offices in the new property tax system. The project is co-financed by the Government. Some 65 municipalities are implementing decentralized and well-managed property tax collection systems. According to key ADR informants, this increased the tax collection rate by about 22 per cent in 2015 compared to the previous year, while reducing the cost of collecting taxes.

These two interventions (i.e., support to the IEC and to the property tax management system) were relatively well designed, with strong links between their inputs, outputs and out-

comes. In addition, their implementation, which was a national priority, was sheltered from external factors (bureaucratic or political), and sufficient resources (financial and/or technical) were provided.

Conversely the support to the Jordan Anti-Corruption Commission has not yet produced significant results compared to the other two interventions. UNDP supported JACC to develop staff capacities to implement elements of the first National Anti-Corruption Strategy (2008–2012).

The project's 2012 evaluation found that the anti-corruption project encountered several challenges. These were primarily due to poor planning — for example, a needs assessment was not prepared, and therefore the project was not attuned to the bureaucratic, political and social realities. The list of expected outputs did not match the project's objectives, and the timeframe and budget were insufficient. In addition the project had managerial problems, and JACC faced difficulty in recruiting and retaining staff due to low wages.⁵⁶ In spite of these challenges, in 2013 UNDP work with the JACC was extended, to implement a sectoral approach on fighting corruption.

Subsequently, the health sector was the first to undergo reform under Phase 1 of this project, on fostering social accountability (2012–2013). This project was also to be part of the UNDP Global Programme on Anti-Corruption, a regional project supporting several country offices. Yet it continued to be implemented by the country office with technical support from the UNDP Regional Project on Anti-Corruption in the Arab Coun-

tries, and support from the Global Anti-corruption Initiative for Development Effectiveness.

Phase 1 had three key results. One was an 'integrity assessment' of the health sector, which was the first study to assess society's perception of corruption in the health sector, using ranking and scoring to evaluate corruption risks. Another was an online electronic platform (www.sharek.jo), which was developed by a consultative process involving anti-corruption and health officials and representatives of civil society, including women and youth groups. The web portal also utilizes integrated applications that allow citizens to report corruption through the web portal, mobile applications or text messages.⁵⁷ The Anti-Corruption Commission staff were trained on the electronic platform, and subsequently the online platform was transferred and linked to the oversight system of the national partners. A third result was production of a short video to introduce the portal's objectives. Its purpose is to refresh people's memory of government tools that allow them to voice their concerns.⁵⁸

Phase 2 of the project (2013–2015)⁵⁹ focused on three pilot locations — Irbid, Amman and Tafila. It worked to train key local stakeholders (e.g., civil society activists, public officials from the JACC, Ministry of Health, High Health Council, National Women's Health Care Centre) on how to use the online portal, Sharek (www.sharek.jo).⁶⁰ It also aimed to build their knowledge of social accountability concepts and practices in the context of performance monitoring in the public health sector.⁶¹ Implementation began in 2014, and since then the project has encountered delays due to several factors: changes in the JACC Board

56 UNDP, 'Evaluation of UNDP Support to the Jordan Anti-Corruption Commission', Final Report, revised 30 September 2012, pp. 7 and 8.

57 UNDP, 'Sectoral Initiative of UNDP's Global Programme on Anti-Corruption for Development Effectiveness, Phase 1, Year 2014 Annual Programmatic and Financial Report', p. 1.

58 UNDP, 'Concept Note, Anti-Corruption and Integrity in the Health Sector I Jordan, Phase 2', p. 2 (undated).

59 The project's closing date will be extended because its activities were put on hold (2015–2016) due to changes in JACC and the new law.

60 UNDP, 'Sectoral Initiative of UNDP's Global Programme on Anti-corruption for Development Effectiveness, Phase 1, Year 2014', p. 4.

61 *Ibid.*, p. 3.

(2015) and key staff, according to UNDP Jordan staff; changes regarding the law on corruption; the merger of the JACC and the Ombudsman into the Jordan National Integrity Commission, based on a Royal initiative; and the lack of baseline data for monitoring and evaluation.

To test the portal, the ADR team connected to www.sharek.jo. At first the website appeared to be user friendly, but the team found that it was difficult to read the comments posted. For example, the site includes five categories, none of which includes a section for complaints. There is a category for ‘participations’, with several sub-categories (hygiene and infection control, broken medical services, damaged health facilities, requesting unneeded procedures). It is possible to click on one of these subcategories and post a comment. The last input was in 2014, and the comment could not be read in full. The website seemed to be unfinished.

Similarly lacking in effectiveness were the interventions designed to strengthen capacities of political representatives, encourage citizen participation and improve the relationship between citizens and representatives. Although in principle these projects constituted horizontal and vertical accountability, these initiatives required behavioural change (e.g., of political representatives and citizens), which takes time to actualize. In addition, such interventions are more vulnerable to political changes (such as ministerial changes and/or dissolution of parliament). These challenges are difficult to predict during project design but they nonetheless affect implementation and results.

For example, a project on political parties encountered many delays due to changes in the Government, the merger of the Ministry of Political Development with the Ministry of

Parliamentary Affairs, and frequent turnover of UNDP implementers. Consequently, the project was not scaled up or sustained by the Ministry after its completion. In collaboration with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), women candidates were trained on how to run their election campaigns and communicate with the media.

The project’s only sustainable result was youth participation in political debates via social media. Two hundred young men and women aged 22 to 30 were trained in communication skills, research and argument-building, body language, debate format, judging debates and establishing debate clubs.⁶² This project, implemented at the national level, complemented the youth participation in the government project implemented at local level. According to interviews conducted as part of the evaluation, most of the youth involved in the project continue to participate in political debate online, and their numbers have significantly grown on social media.⁶³ After the project closed, capacity-building of political parties continued under an EU project and was then scaled up by the Ministry without UNDP involvement.

Under the previous country programme (2008–2012), UNDP supported capacity development in the lower house of Parliament, particularly of the newly elected Members of Parliament (MPs) and staff of the General Secretariat.⁶⁴ This project also did not achieve the main expected result, i.e., enabling MPs to amend laws to reflect human rights conventions. According to the project evaluation, this can also be traced to a significant flaw in the project design: a lack of correlation between the expected outcome, “strengthened national capacities to protect, pro-

62 UNDP, ‘Support to the Ministry of Political Development and Political Parties’, quarterly progress report, reporting period 1 June 2012–23 May 2013.

63 This statement is from a respondent who was involved in the project and has been following the youth debaters on Facebook and other social media.

64 This project, completed in 2010, was included in the ADR at the request of the country office. Consequently, most of the information provided is based on a desk review of the project documents.

mote, monitor and report on human rights”, and the project activities and output indicator. The activities were limited to raising awareness, building capacity and providing guidance to parliamentarians on human rights issues, while the project output indicator was “the number of laws amended and approved by the Legislation (sic) to become in line with human rights conventions”. In addition the possibility of turnover in Parliament was not taken into consideration. The King dissolved Parliament while the project was operating (in November 2009), leaving no MPs to be trained, so the project was closed.

UNDP interventions involved civil society groups, but there were challenges in engaging civil society. For example, engagement of civil society was a core activity in the IEC project, which was implemented only towards the end of 2015. However, the IEC, especially its Executive Management Board, was not keen to engage civil society participation. As time went on it would only consider dealing with the more prominent civil society groups, not the smaller but more relevant groups involved in political advocacy and election monitoring. As the Executive Management Board is the final decision maker, the project delayed engagement of civil society. The project continued to advocate for civil society engagement, but when the IEC finally agreed to do so, it gave this task to USAID-IFES,⁶⁵ which did not involve UNDP. It was not until a new Board was appointed in April 2016, with a new Chair who was more inclined to promote civil society participation, that UNDP was engaged to follow up on this activity. Another important issue was that IEC engagement with civil society was limited to requesting civil society groups to attend meetings and telling them what to do.⁶⁶

Finding 2. The UNDP contribution to effective, inclusive participation of young people in social, cultural, economic and political life has been limited. The country office did not have any

ongoing activities for a significant period of the country programme (between 2013 and 2016) to contribute to the planned outcome result.

UNDP’s contribution to this outcome result was through two projects that have been implemented at different times (2012–2013 and 2016–2020); consequently, there was a wide gap without any specific youth projects, although youth participation was mainstreamed in other projects.

The first project, on youth participation in local governance, sought to experiment with different channels to engage youth to participate in political debate. However according to the project’s final evaluation, conducted in 2014, the project encountered challenges throughout its duration, including the lack of a pre-project capacity assessment of the implementing partner, limited interaction between the project implementers and lack of a clear definition of local governance. Participation of young women was also a challenge, since not many women were interested in participating in a politics-oriented project. For example, only 25 percent of participants in a youth training were female. But the project contributed to fostering youth participation in political debate on social media (Facebook and Twitter). This continues today, though independent of the project.

The second project aimed to support implementation of the newly developed National Youth Strategy during 2015 to 2019, but progress was delayed. Due to the revision of the National Youth Strategy (begun in June 2016), this project has been modified from its original design. At the time of the ADR fieldwork, the revised project objectives were not finalized, since the project design was still being modified. Full implementation of the project may be delayed, since its activities are to be based on the revised National Youth Strategy, which was expected to be completed in early 2017. While waiting for the strat-

65 United States Agency for International Development - International Foundation for Electoral Systems.

66 ADR interviews.

egy, the Advisory and Management Unit of the Higher Youth Council initiated some capacity-building activities for staff of youth centres in three regions, including awareness sessions on strategic planning and M&E. The project also produced a video to encourage youth to vote in the September municipal elections. In addition, a workshop was conducted for 200 youth centre managers on strategic planning and how to choose activities that would contribute to implementation of the youth strategy.

2.2 ENVIRONMENT PROGRAMME

2.2.1 OVERVIEW

UNDP planned outcome result:	Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster risk reduction issues (including a transition to green economy) at national and subnational levels
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The UNDP programme responds to the Government's priority on strengthening the legislative and institutional framework in the environment sector. In the CPAP, the programme focused on supporting the country's transition to an energy-efficient, low-carbon economy; strengthening climate change adaptation capacities; supporting the implementation of and reporting on the Rio conventions;⁶⁷ and aiding disaster risk reduction (DRR). Support to water supply and water governance initiatives was also envisaged. The main donor of the programme has been the GEF. Other donors include the Swiss Agency for Development and Cooperation, EU, Government of Jordan and United Nations Environment Programme.

Interventions/projects. UNDP has been supporting policy advocacy and capacity development, including support to the Government to meet its obligations under international environmental conventions. This has been com-

plemented with downstream pilot activities for raising awareness and training. As planned, UNDP supported the Government's energy efficiency efforts, with a goal of managing its rising energy demands. UNDP worked with the National Energy Research Centre to reduce greenhouse gas emissions through promotion of energy-efficient domestic appliances.

Regarding climate change, UNDP supported the strengthening of the country's adaptation capabilities. UNDP also supported implementation of the country's obligations under international climate agreements, including regular reporting on relevant conventions. Regarding DRR, UNDP supported efforts to make new buildings more resilient and make urban planning more risk averse and transparent in three key cities, Aqaba, Petra and Irbid. This involved carrying out multi-hazard risk assessments and integrating the findings into land-use planning. Other interventions supported by UNDP include management and safe disposal of electronic waste and polychlorinated biphenyls (PCBs), and mainstreaming and conservation of biodiversity.

2.2.2 EFFECTIVENESS

Finding 3. As planned, UNDP-supported interventions bridged gaps in institutional frameworks and capacities in selected sectors. But key stakeholders felt that UNDP could have been more effective and relevant by contributing more to the development of a modern environmental governance system and institutional layout through support to new strategic partnerships.

A large number of policies, regulations and guidelines were produced under the programme to strengthen the environmental regulatory framework. They include the national climate change policy, energy efficiency regulations, legislation for the management of hazardous substances, an environmental assessment framework for the national tourism strategy, a tourism legal frame-

67 The conventions that emerged from the 1992 Earth Summit at Rio de Janeiro, on biodiversity, climate change and desertification.

work that supports biodiversity, guidelines for integrating biodiversity in environmental impact assessments, an integrated investment framework for sustainable land management and national hunting guidelines. In support of this work UNDP commissioned a large body of research, studies and assessments. These included, for example, a policy options assessment on energy efficiency, a market readiness assessment study as part of the Nationally Appropriate Mitigation Action process, a national inventory of greenhouse gases, an ecotourism plan for Aqaba and an integrated coastal zone management report. By the count of the ADR, a total of 27 policies, regulations, guidelines, studies and assessments were supported by UNDP between 2013 and 2015, which key stakeholders noted as being too many.

UNDP also provided crucial support for strengthening institutional capacities of entities involved in implementing policies and regulations. For example, UNDP supported the development of an institutional framework for enforcing minimum energy performance standards and energy-efficiency labelling of household appliances (refrigerators, air conditioners, freezers and washing machines). ADR interviews confirmed the capacity of the Jordan Standards and Metrology Organization was strengthened to conduct market surveillance of energy-efficient appliances and to enforce the standards and labelling of appliances. The final evaluation of this project, conducted in 2015, has noted increased consumer awareness on the new labelling system following an awareness-raising campaign that particularly targeted women as the primary users of domestic appliances. The project has contributed to mainstreaming energy efficiency in the country, as the minimum energy performance standards and labels were developed for appliances beyond those covered by the project. But the overall goal of the project, i.e., reduction of greenhouse gases, was not achieved during the project's lifetime. It is expected that the achievements made in this project will contribute to this goal in the medium to long term, according to the final evaluation report.

Jordan launched its Third National Communication to the United Nations Framework Convention on Climate Change (UNFCCC) in November 2014 with the support of UNDP and other partners. The report described the projected impacts of climate change on Jordan and included a comprehensive mitigation and adaptation assessment, as well as a detailed inventory of greenhouse gas emissions. In addition, the Ministry of Environment is currently preparing Jordan's first biennial update report to the UNFCCC, with UNDP support. UNDP also contributed to the implementation of other conventions such as the Stockholm Convention on Persistent Organic Pollutants. To this end, more than 100 tons of PCB-contaminated equipment were disposed of along with defunct computing equipment, following the development of an environmentally sound system to manage these toxic materials. Meanwhile the mainstreaming of the Rio conventions into three key national policies (rangelands strategy, drought management plan and energy efficiency action plan) is ongoing.

Other examples of effective capacity-building supported by UNDP include the collaboration with the Aqaba Special Economic Zone Authority (ASEZA). Under a flagship project designed to mainstream marine biodiversity, ASEZA successfully translocated coral reefs that were slated for destruction due to port construction. National experts who were trained under the project undertook the translocation using globally recognized best practices, and 80 percent of the reefs survived according to key informants. The evaluation team visited the site of the translocations and observed the surviving reefs. The translocation was a recommendation of the environmental impact assessment for the port construction. Previous attempts to translocate coral reefs had not been successful, according to key informants. Other translocations have been undertaken since the project ended in 2015, an indication of a mainstreaming result. The project won second prize from the Regional Organization for the Conservation of the Environment of the Red Sea and

Gulf of Aden.⁶⁸ The ADR was informed that other countries have expressed interest in learning from the Jordan experience in this field. According to the project's final evaluation in 2014, the project also produced a marine and coastal biodiversity database, which has also attracted regional attention, and marine spatial plan/land use plan.

Similar efforts to mainstream biodiversity conservation in the tourism sector are ongoing. A 'green unit' has been established in the Ministry of Environment. Strategic environment assessment guidelines for the new Jordan tourism strategy were produced, as were guidelines for integrating biodiversity considerations in environmental impact assessments. It is expected that project results will be institutionalized through the internalization of biodiversity protection into tourism through strategic environment assessment and the environmental impact assessment process. This project also facilitated the designation of the Petra Archeological Park as a national protected area. The implementing partner expects this will pave the way for international designation.

Finally, on DRR, UNDP has helped Jordan move towards managing disaster risks rather than responding to the destructive consequences of disasters. Awareness and understanding of disaster risk management issues have increased, and the capacities of subnational institutions and communities have been enhanced. With UNDP's support, the regional development entities in Aqaba and Petra (ASEZA and the Petra Development & Tourism Authority [PDTRA]) have established their respective disaster management units, with different levels of staffing and legislation. UNDP provided support to Aqaba to finalize its disaster risk management (DRM) master plan and its operationalization framework. Support was provided to develop a city disaster profile for Petra⁶⁹ and establish an early warning system for flash floods. A risk-

sensitive land use planning course was designed and made available to the DRR units in ASEZA and PDTRA. Neighbourhood disaster volunteer teams were established, trained and provided with equipment to facilitate rescue and aid missions in disasters.

At national level, UNDP contributed to incorporating seismic-resistant design and retrofitting into the National Building Code and to the development of a curriculum for training engineers. It also enhanced the capacities of the Jordan Civil Defense on DRR. However, the DRM district committees have not yet been activated, suggesting that further efforts are needed to raise awareness and build demand at the local level. The envisioned Emergency Operations Centre also was not established, and the steering committee responsible for coordinating DRR activities has been established but not yet activated.

Despite these contributions to strengthening environmental protection institutions in Jordan, key stakeholders consulted by the ADR team felt that more coordination was needed among the stakeholders to institutionalize an integrated governance system to respond to the fragmentation in the environment sector. Jordan has numerous regulations, specifications and standards for environmental concerns as well as diverse planning frameworks. In addition several public sector agencies have environmental mandates, but there is little or no coordination among them.

This is exemplified by the challenges faced in mainstreaming DRR in government functions. Some initial work has been done in linking DRR to climate change adaptation, with the aim of reducing poverty. This includes a report that maps and assesses existing and potential links between climate change adaptation and DRR, and a three-year action plan on strengthening synergies between DRR governance and climate change adaptation. However, progress is impeded

68 <http://aqabamarinepark.jo/awareness-and-education-2/coral-farming>.

69 The city profile includes a summary of key data and statistics of the city, its disaster management structure in the context of the national institutional and organizational arrangements, land use planning and management practices.

by the lack of clarity on national governance arrangements and weak coordination. The Jordan Civil Defense is mandated to work on DRR, and the Ministry of Environment to work on climate change adaptation, but neither has a mandate on poverty reduction.

Other UNDP-supported projects faced similar coordination challenges due to the involvement of multiple partners and unclear institutional roles and responsibilities. For example, coordination and leadership were an issue in the mainstreaming biodiversity conservation project in the tourism sector. The energy efficiency project also encountered coordination challenges. During project implementation, the Jordan Standards and Metrology Organization and the Ministry of Industry and Trade entered into a bilateral agreement with the EU for the adoption of EU standards and labels. This led to delays as the energy efficiency project tried to align with the EU-supported interventions.

Key stakeholders from the Government and NGOs perceived that UNDP should facilitate the development of an integrated governance system and institutional layout to facilitate the overall goal of achieving a low-carbon economy — over and above its support for developing strategies and conducting studies. According to the country office, UNDP has been advocating with stakeholders on issues related to both environmental governance and legal frameworks. UNDP finalized a comprehensive review of the Environment Law which addressed the overlap in mandates and responsibilities among several entities. The case is different for special zones such as Aqaba and Petra, as these are administered by decentralized and semi-autonomous agencies.

A similar concern about coordination relates to the design of the environment programme, which suffered from a project approach. With each project being implemented and managed individually, there was a lack of collaboration, even though the

project objectives — to strengthen institutional capacities and develop regulations — were often similar. In the case of the three projects on mainstreaming biodiversity conservation, the implementing partners were also the same in some cases. The country office maintains that the project approach is due to reliance on GEF funds.

2.3 SOCIOECONOMIC/RESILIENCE PROGRAMME

2.3.1 OVERVIEW

UNDP planned outcome result:	Jordan has institutionalized improved social protection and poverty alleviation mechanisms for vulnerable people at national and subnational levels
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The socioeconomic programme initially sought to support national priorities related to poverty reduction, particularly employment support, vocational training, social welfare and infrastructure.⁷⁰ As designed, the programme had two main concentrations: (a) capacity development of national and subnational institutions for poverty analysis (improved measurement and monitoring of poverty), policy development, local planning, local economic development; and (b) youth empowerment through employment and civic engagement. A year into the implementation of the current programme cycle, as the Syrian refugee crisis exacerbated the situation in Jordan, the socioeconomic programme was expanded to include a resilience component. This new component was incorporated into the programme name.

Interventions/projects. In the revised socioeconomic/resilience programme, mitigating the impact of the Syrian refugee crisis on Jordanian host communities is the biggest portfolio. It aims to increase the absorption capacity of the host communities most affected by the refugee crisis and mitigate tensions between the refugees and the hosting communities. The total budget of this portfolio is \$46 million as of March 2016. The funds are contributed by various

70 CPAP 2013–2017.

partners, including the Governments of Canada, Denmark, Japan, Kuwait, Switzerland and the United States plus the World Bank and UN agencies.⁷¹ The portfolio comprises interventions supporting livelihoods-creation (emergency employment, vocational training and entrepreneurship support); delivery of municipal services, particularly solid waste management and legal aid; counter-terrorism and prevention of violent extremism; food processing; and tourism services. Also related to the refugee crisis is the support provided to the Ministry of Planning and International Cooperation for coordination of the crisis response at national level.

Other interventions in the socioeconomic/resilience programme include support for research and analysis to inform Vision 2025 and related M&E plans; support for improved measurement and analysis of poverty; food and nutrition security; and vocational training and youth employment. The total budget for these interventions amounted to around \$8 million. Overall, UNDP's approach in this outcome area has included both upstream and downstream work, at both policy and implementation levels. UNDP has worked closely with government partners at central and local levels and cooperated with national NGOs and civil society groups in implementation of some project activities, particularly at the local level (such as training, employment support, etc.). The private sector has also been engaged on vocational training, youth employment and financial and business support services (such as the National Microfinance Bank for financial services, the Ruwwad Micro Venture Fund for business support services, and private companies for internship programmes).

2.3.2 EFFECTIVENESS

Finding 4. UNDP contributed to the planned outcome result on establishing poverty reduction mechanisms through support to the Government in developing strategies, strengthening

institutional capacities and improving aid coordination. In each of these areas, more remains to be done.

The UNDP socioeconomic/resilience programme has evolved over the last couple of years to respond to the Syria crisis. In this regard, though the planned outcome statement in the CPAP 2013–2017 remained unchanged, UNDP's interventions have shifted to focus more on the crisis response and support to the host communities. Therefore the outcome indicators in CPAP document do not capture the full spectrum of UNDP activities.

The ADR team found that UNDP has contributed to some important results at national level. Among the most concrete results are its contributions to fine-tuning the resilience-based approach and to establishing a planning and coordination platform for the national response to the Syrian crisis. The JRP 2015, developed with contributions from UNDP, represented a shift from a refugee response approach to a resilience-based approach. The 2016–2018 JRP further integrates short-term refugee response with longer-term development response aiming at strengthening local and national resilience capacities.

UNDP supported the Secretariat of the JRPSC, which has the responsibility to provide technical support to the Platform in the areas of policy advice, aid coordination, communication and information management. By supporting the Secretariat, UNDP contributed to the provision of advisory and technical services and the establishment of the mechanism (the Jordan Information System for Syrian Crisis) for coordinating aid flows. This online database tracks, reports and monitors the JRP projects. This is an important achievement, as the system helps to strengthen aid coordination by streamlining project approval and reporting and enhancing transparency and accountability. ADR interviews, however, revealed issues with the database,

71 UNDP, 'Mitigating the Impact of the Syrian Refugee Crisis on Vulnerable Jordanian Host Communities', progress report, March 2016.

including criticism that financial resources from donors were not fully captured, along with the challenge of double counting.

In terms of policy support, UNDP contributed to the development of Jordan Vision 2025 (providing technical expertise to support the preparation of some policy papers) and to monitoring the mega projects/initiatives within the vision (supporting the M&E unit at the Prime Minister's Office). It also contributed to preparation of the poverty reduction strategy and its action plan. UNDP aided the development of the Quality of Life Index, which helped to assess the multidimensional aspect of poverty measurement, through a joint programme of several other UN agencies (World Food Programme [WFP], United Nations Children's Fund [UNICEF], United Nations Industrial Development Organization). Also with UNDP support, a draft national food security strategy was developed and the Food Security and Rural Development Unit was established in the Ministry of Agriculture. Overall, UNDP's responsiveness and flexibility facilitated its strong partnership with the Government and its ability to contribute to these important policy-level works.

However, the adoption and/or implementation of some of these strategies remains a challenge, despite UNDP's advocacy efforts. This was the case with the poverty reduction strategy and its action plan and the National Food Security Strategy. Although the Government adopted the Poverty Reduction Action Plan, little progress was made on its implementation as the Government shifted its engagement to emerging priorities, especially the Syria crisis. Similarly, the draft national food security strategy is being revised, and its implementation has not started.

UNDP's contribution to institutional capacity-building has had some initial results but much more needs to be done. ADR interviews showed

that partners appreciated the support to the Ministry of Planning and International Cooperation regarding the JRPSC. But it is not clear what will happen to the platform secretariat when financial support from the EU and UN agencies comes to an end.

UNDP also contributed to the establishment and capacity-building of the poverty division at the Department of Statistics. This important achievement helped to institutionalize poverty alleviation at national level and improve poverty analysis and measurement. However, as noted by the final evaluation report of the poverty analysis and monitoring project conducted in 2014, there was "constant change in the administrations of the Department of Statistics, where the importance of this division (poverty division) was not a subject of consensus, and staff were relocated to other divisions and others were pushed to travel abroad for better job opportunities". ADR interviews also confirmed the challenges of staff turnover and capacity. Similarly, UNDP has contributed to the establishment of the food security division at the Ministry of Agriculture, but some capacity-building activities for the division did not materialize.

Finding 5. At local level, UNDP has worked in a number of priority areas including solid waste management, vocational training, employment and entrepreneurship support. Interviews and field visits undertaken for the ADR showed that these activities have mixed results. The cash-for-work programme has had positive impact, while entrepreneurship support through the micro-equity investment approach has faced numerous challenges. UNDP's presence and close follow-up of activities is reported to be a key factor in the effectiveness of its interventions. However, the number of beneficiaries was limited.

The emergency employment (cash-for-work) programme,⁷² a part of the livelihoods creation

72 The programme follows the '3x6' approach, which builds on short-term employment through cash-for-work for rapid improvement of community infrastructure and basic service delivery. At the same time it promotes savings (through compulsory savings) and supports emerging entrepreneurs (by creating ownership through sharing risk).

component of the host communities portfolio, has increased participants' incomes⁷³ and their sense of community awareness and belonging, civic responsibility and volunteerism. Their skills, both technical and personal, have also been enhanced, as confirmed in interviews during the field trip. At the end of the emergency employment programme, those beneficiaries opting to enrol in the entrepreneurship support interventions continued to get support for the establishment of their micro-businesses. They learned to develop business plans and were supported to implement their business ideas. They were encouraged to adopt group business ideas in order to maximize seed capital and optimize their use of financial resources. The country office reported that the emergency employment cash-for-work programme benefited 739 people, of whom 333 continued to the second phase of micro-business establishment. A total of 284 micro-businesses were established in various sectors, including retail, livestock and poultry, garment sales and alterations, and hairdressing/beauty salons, to name a few.⁷⁴ This seems to have created employment opportunities and contributed to the economic self-reliance of the beneficiaries.

However, since these are all start-up micro-businesses, their resilience is not guaranteed, and these entrepreneurs still require access to inputs, finance and markets to become profitable and sustainable. UNDP has just started the third phase of supporting these microbusinesses, with business counselling and links to markets and financial service providers. It is therefore too early to draw conclusions on the sustainability of these microbusinesses. Beneficiaries interviewed during the field visit seem to have made a good start, but the profitability and expansion of their businesses are heavily dependent on continued support.

Another part of the livelihoods component in the host communities portfolio is UNDP's entrepreneurship support through the micro-equity investment approach programme, in partnership with the Ruwwad Micro Venture Fund/Ruwwad for Development. Based on a venture capital model, 80 trainees received funding to establish their own micro-businesses. Under the micro-equity investment approach, the entrepreneurs receive an ownership share of 83.4 percent through grants from UNDP; entrepreneurs partner with Ruwwad for Development, which receives 16.6 percent of ownership. The entrepreneurs buy back 10-20 percent of Ruwwad's shares every year at the going market price.

Interviews with beneficiaries during the field visit revealed that they faced many problems in handling their start-up business, including paying for business licenses. They also complained about the financial scheme, given that Ruwwad has 16.6 percent of ownership. They felt strongly that they received too little support from Ruwwad and that the cost was too high. Yet the venture capital approach is what makes the scheme sustainable, and if successful, this intervention has the potential to create more jobs.

On vocational training and youth employment, UNDP's approach has been evolving towards a more demand-driven approach. It has learned from the experiences of the pilot youth employment-generation project, in which only a third of the participants were able to join the labour market after completing their vocational training.⁷⁵ The second phase of the youth employment-generation project followed the demand-driven approach, in which labour market needs were identified beforehand. The same approach applied to the project on vocational training and employment under the host communities

73 The country office self-reported data showed that the monthly incentives increased incomes in emergency employment beneficiaries' households by almost 54 percent (annual progress report 2015, 'Mitigating the Impact of the Syrian Refugee Crisis on the Vulnerable Jordanian Host Communities').

74 Ibid.

75 UNDP, 'Evaluation of Youth Employment Generation Project in Arab Transition Countries; Jordan Component'. 2013.

portfolio. On-the-job training was also provided through the internship programme. As a result, the percentage of participants who landed full-time jobs after the programme was much higher, reportedly around 90 percent.⁷⁶

Another key component of the host communities programme relates to the delivery of municipal and social services. A municipal needs assessment survey was carried out in 27 communities in two governorates (Irbid and Mafraq); municipal risks and resources were mapped; and municipal staff were trained on community outreach. UNDP also provided targeted municipalities with waste management equipment (compactors,⁷⁷ fogging machines and sprayers, and pesticides and insecticides). In addition it carried out a value chain analysis on solid waste management, to examine the municipal solid waste management cycle and value chain in Mafraq and Irbid governorates. This initiative identified entry points to create additional livelihoods and self-employment opportunities through waste processing.

The rehabilitation of the Al Ekaider landfill was another major component. UNDP sought to address the increasing problem of solid waste disposal and treatment at the landfill while also exploring opportunities to create jobs and improve the working conditions of the waste pickers. At the time of the ADR mission, UNDP was preparing for the construction of infrastructure, including the administration building and transfer station. UNDP also supported the delivery of machinery and equipment and provided capacity-building for the staff to manage, operate and maintain the landfill. The support is appreciated by government partners and has the potential to contribute significantly to handling the issues of solid waste management.

Based on a request from the Ministry of Justice, UNDP is assisting in developing a legal aid framework and mechanisms for Jordan. The goal is to enhance confidence and trust in security and justice institutions by improving the effectiveness of service delivery. The project was in its early stages at the time of the ADR fieldwork, but it had already stumbled due to an ongoing dispute between the Bar Association and NGOs providing legal aid. Consequently, the project is delayed.

Prevention of violent extremism is an emerging area of UNDP support, included as a component of the host communities portfolio. The UNDP strategy entails strengthening the enabling environment; building capacities; supporting livelihoods; and fostering inclusion and participation, especially among marginalized social groups. UNDP worked with religious leaders to establish a virtual teaching platform and helped prepare communications to counter violent extremism. UNDP also invested in interventions to provide income support for Syrian refugees, while also supporting vulnerable Jordanians in host communities with employability skills and micro-business development. Skills exchange between Jordanians and Syrian refugees is a related initiative aiming to promote social cohesion. Syrian refugees are supported with incomes while vulnerable Jordanians improve their employability and micro-business development skills. Overall, some important work has been done, and UNDP's role in placing prevention of violent extremism on the National Agenda is appreciated. However, it is too early to assess the final results, as work is ongoing and in some cases has just started.

Concerns with the livelihoods and employment initiatives include the the fact there there is a limited number of beneficiaries (around 2,000 people altogether) relative to the need. The country office indicated these interventions are pilots,

76 A total of 127 out of 145 participants are receiving vocational training (87%) in the youth employment-generation project as reported in the project final report; and around 90% in the demand-driven vocational training and employment project under the host communities programme, as noted in its annual report 2015.

77 A total of 18 waste compactors were provided in 2013–2014.

to be presented for scaling up (though this is not clearly articulated in the project documents). Therefore, it is important to strengthen engage-

ment with the Government and development partners to advocate for scaling up the successful pilot initiatives.

RELEVANCE, EFFICIENCY AND SUSTAINABILITY OF THE UNDP CONTRIBUTION

3.1 RELEVANCE OF THE UNDP PROGRAMME

Finding 6. The UNDP country programme was relevant to the context of Jordan and its national development priorities, as well as to the UNDP corporate agenda. UNDP was also flexible and responsive to the emerging priorities of the country, such as the refugee situation. However, UNDP missed the opportunity to make its country programme an integrated and holistic one, given the interconnectedness of the development challenges it sought to address.

UNDP and the Government of Jordan operate under a strategic framework based on cooperation for the realization of Jordan's national development agenda and its international commitments, including (previously) the Millennium Development Goals and now the Sustainable Development Goals. Consecutive UNDP country programmes since 2002 have been responding to ongoing economic, political and social reforms in Jordan. The current programme has maintained the focus areas of the previous programmes, concentrating on good governance, social justice, equal opportunity and environmental sustainability, all of which continue to be relevant.

The Jordan–UNDP country programme was designed to support the National Agenda 2006–2015. In particular, the UNDP programme is well aligned with the National Agenda pillars pertaining to (a) enhancing public participation in decision-making, building trust between citizens and institutions, and adopting principles of transparency, good governance and accountabil-

ity; (b) strengthening principles of social justice and equal opportunity; and (c) strengthening the environmental legislative and institutional framework.

Other relevant policies and strategies that underlie the UNDP programme include the poverty reduction strategy, national employment strategy, energy strategy, water strategy and climate change policy. Additionally the environment programme responds to multilateral environmental agreements such as the UNFCCC, Stockholm Convention and Convention on Biological Diversity. Some UNDP projects, such as those on preparation of Jordan's third national communication proposal to the UNFCCC and mainstreaming Rio conventions provisions into sectoral policies, were designed to support national commitments to these international conventions. The fact that UNDP has supported the Government in developing some of these strategic documents (such as Vision 2025, the poverty reduction strategy and the climate change policy) added to the relevance of the UNDP programme.

In 2013 UNDP was the first UN agency to add to its agenda the needs of the host communities affected by the Syrian refugee influx. UNDP has been playing a lead role in supporting the Government's efforts to deal with this crisis in a comprehensive manner, blending immediate humanitarian needs with enhancing resilience of host communities and institutions. UNDP has also adapted its socioeconomic programme, which now mainly deals with assisting host communities.

The activities being implemented also reflect UNDP's responsiveness to critical issues in

these communities, such as employment, vocational training, legal aid, waste management and social cohesion. In addition UNDP has started to address prevention of violent extremism in its programme. The political turbulence in the region and the expansion of violent extremism have encouraged the Government to pay more attention to the country's youth, especially those who are poor and unemployed. It is understood that their growing frustration and restlessness could push them to join extremist groups as a means both to earn income and to revolt against a system that they perceive has prevented them from having a decent livelihood.

The country programme is directly aligned with the UNDP Strategic Plan areas of work (inclusive and effective democratic governance, sustainable development pathways and resilience-building).

The CPD and CPAP 2013–2017 are supported by sound contextual analysis.⁷⁸

Needs assessments and studies to identify and prioritize interventions have contributed to the relevance of the programme at national and local levels. For example, the elaboration of the poverty reduction strategy and its action plan and the food security strategy were based on studies undertaken by UNDP, such as the socio-economic inequality study. The preparation of the resilience pillar of the JRP to address the Syrian refugee crisis was based on a comprehensive resilience and humanitarian needs assessment review. Similarly, in working to mitigate the impact of the refugee crisis on host communities UNDP conducted municipal needs assessments, which informed the design of interventions. This work led UNDP to focus on some critical needs in host communities, such as solid waste management, emergency employment and vocational training. UNDP also incorporated into its programmes selection criteria that favour vulnerable groups.

However, the relevance of the design and approach of the country programme was found to be limited and not well aligned to the context. The various programme components were designed and implemented in isolation, affecting the creation of synergies. Even within components, design and implementation of projects largely suffered from fragmentation, as noted in chapter 2.

3.2 EFFICIENCY OF THE UNDP CONTRIBUTION

The ADR examined efficiency from the managerial and operational perspectives to understand how well UNDP organized itself to deliver high-quality outputs.

Finding 7. UNDP demonstrated strong internal management practices in support of programme delivery.

The total country programme annual expenditure increased from just over \$5 million in 2013 to \$11.5 million in 2015.⁷⁹ This 130 percent increase is due to successful fundraising for the response to the refugee crisis. UNDP handled the vertical and horizontal expansion of the programme by creating a dedicated project management unit (PMU) for the host communities portfolio. According to the country office this is an agile structure that can be scaled up or down as needed. The PMU has 27 staff, including 6 interns. The impact of the Syrian refugee crisis on the country programme implementation is further discussed in chapter 4.

Overall programme implementation rates, as reflected in the budget utilization rates, averaged 83 percent over the first three years of the country programme (2013–2015). This is slightly higher than the corporate threshold (80 percent) for satisfactory utilization (table 3).

ADR interviewees from government implementing partners confirmed that project funds

78 Specifically, the United Nations Common Country Assessment 2011.

79 UNDP, ATLAS data, accessed July 2016.

Table 3. Budget utilization rate by programme component, 2013–2015	
Programme component	Utilization/execution rate (%)
Governance	81
Environment	83
Socioeconomic	85
Overall	83

Source: UNDP Jordan

were processed in a timely manner after receipt of quarterly reports. Projects implemented by national counterparts (under national implementation modality, or NIM) are required to undergo independent annual audits. NIM audit reports indicate that UNDP programmed disbursements in compliance with guidelines.

Progress reports to donors were prepared on time, though there was mixed feedback on the quality and relevance of the reports. Key donors expressed concerns on the quality of the reports, which they felt (a) tended to focus on activities rather than results, (b) were not analytical enough and (c) often were a repetition of the project concept note. After this was brought to the attention of UNDP in some instances UNDP was able to bring up the quality of the reports to an acceptable standard.

Finding 8. The country office experienced frequent staff turnover, interrupting implementation and causing loss of institutional memory.

The country office experienced frequent staff turnover, particularly in the operations section in 2014. During the ADR data collection, the post of the governance team leader was vacant and the environment team leader was working remotely. ADR interviewees noted delays in project implementation as a result of frequent staff turnover, given the time required to fill posts and orient newly recruited staff. The country office reported that turnover results from staff receiving better offers from other organizations or offices. It is not clear if the country office has human resource strategies in place to retain qualified staff.

Finding 9. There are some examples of synergy within the UNDP programme and with the work of other agencies, but in general UNDP’s coordination with other development actors was not optimal, particularly in the areas where other agencies have comparative technical strengths.

One good example of successful synergy is UNDP’s work with the World Bank project on delivery of municipal and social services. UNDP trained the municipal cadres on how to develop community plans and then helped the communities prepare participatory plans to identify and prioritize community needs. These plans will be funded by the World Bank’s emergency services and social resilience project.

However, in general UNDP’s coordination with other development actors was not optimal, particularly in the areas where other agencies have comparative technical strengths. In work on the food security strategy and mainstreaming biodiversity in the tourism sector, for example, UNDP could have coordinated better with specialized agencies (WFP and the United Nations Educational, Scientific and Cultural Organization [UNESCO]) to benefit from their technical expertise and enhance the effectiveness and efficiency of its interventions.

Within the UNDP programme the national youth strategy project (which at the time of the ADR field work had only recently been launched) had already built synergy with other projects. For example, this project entails an assessment of youth centres, which will now be carried out as a joint initiative with the project on prevention of violent extremism. There is also synergy with the project supporting the electoral cycle, for which a video was produced to encourage youth to vote.

Less successful in this area were the projects on building capacities of political parties and youth participation in local governance. These initiatives were aimed at building youth knowledge and capacities in political dialogue and participation by utilizing online platforms and social media

(Facebook and Twitter). Yet UNDP did not build synergy between them, which was a lost opportunity to improve their effectiveness. Neither project has been sustainable, though they did significantly contribute to promoting youth participation in online political debate and advocacy. This continues to the present, independently of these projects.

3.3 SUSTAINABILITY OF THE UNDP CONTRIBUTION

Finding 10. The sustainability prospects of the UNDP contribution are mixed. The results achieved under the larger interventions that incorporate explicit exit strategies and capacity development in their design, such as in the governance and environment programmes, are likely to be sustained. In the socioeconomic/resilience programme, though most of the interventions are at early stage of implementation, there are indications that some of the interventions, particularly the micro-business and small enterprises, may not be sustainable without longer-term support.

UNDP aims to implement and ensure sustainability in its projects by partnering with the Government, providing capacity-building and conducting studies and needs assessments to ensure that interventions are demand-driven. In the Jordan country programme, UNDP also leveraged co-financing from the Government for many of the projects.

Some of the larger projects in the governance and environment programmes included an exit strategy. For example, the anti-corruption project has buy-in from key national partners (the Anti-Corruption Commission, High Health Council, Ministry of Health). The plan is for them to take over and manage the web portal, as well as to link the portal with the Ministry of Health and Anti-Corruption Commission oversight system to ensure sustainability and

informed decision-making. The property tax management system project also includes an exit strategy in its project document.

Most of the interventions in the environment programme are funded by the GEF, and by design they have to incorporate exit strategies. GEF projects also require government co-financing. For example, in the project on mainstreaming marine biodiversity in Aqaba, the Aqaba Special Economic Zone Authority has established an environment and emergency fund that has been used to fund environmental projects, such as coral reef translocation. Funding sustainability is also achieved through the environmental impact assessments, which require investors to pay compensation for the ecological impacts of their property developments. The project, as with most of the environment projects, also supported institutional capacity development, which improves sustainability prospects. The cadre of national experts trained by the project to undertake the translocation of the coral reefs is still active and has continued to undertake more translocations, outside of the project.

Regarding the livelihoods and employment interventions, UNDP is now intensifying support to the start-ups with customized business services and access to financial services through its partners. But the sustainability of micro-businesses and small enterprises depends on longer-term support, which is foreseen in the agreement between UNDP and Ruwwad. However, interviews during the field visit show that there are dropouts from both training and support activities, and this highlights the need for UNDP and its partners to strengthen monitoring and follow-up. Sustainability of the interventions and the employment opportunities created is a challenge because of the impact of labour market dynamics, such as low salaries offered by the private sector or cultural restrictions that prevent people from working in certain industries. In fact, it was reported that many people left the jobs they got through the vocational training and job placement initiative.⁸⁰

80 UNDP, 'Youth Employment Generation Programme in the Arab Transition Countries, Jordan component, phase II, final report', 2014.

The smaller projects of the country programme, such as the project supporting the Ministry of Political Development and the parliamentary project, did not have an exit strategy, since UNDP's contributions were small. Rather, these projects specified tasks to be performed during a certain time frame, and it was assumed that the national partners would then sustain them and scale them up.

A factor that could have improved sustainability was the selection of strong NGOs and other organizations as partners. However, UNDP often defined a limited role for them in its projects, i.e., only as implementing partners. These organizations have mandates from the Government, and/or have established niches and considerable experience in their areas. Often they have ongoing interventions in the same thematic or geographic sectors as UNDP, so it would have been feasible to create synergies with UNDP work. Several organizations indicated to the ADR team that they would still be working in their areas long after UNDP had left the scene and, moreover, they indicated their desire to contribute more to UNDP-supported areas of work. UNDP lost a good opportunity to engage these organizations during project conceptualization, monitoring and follow-up. UNDP needs to better harness the capacities of these partners as partners.

Finding 11. High turnover in government institutions limits sustainability of the results.

High staff turnover is an important issue highlighted during the evaluation process. It particularly affects sustainability of national-level projects involving extensive capacity-building of staff. For example, in the property tax management system project — which supported capacity-building of large numbers of staff, particularly in information and communication technology — many staff members left after acquiring their training because of their low salaries. Most of them migrate to the Gulf States for employment. This is considered a major challenge in operation of the project and one with serious financial implications. Other projects faced similar problems, including the poverty monitoring project with the Department of Statistics and the project on the food security strategy with the Ministry of Agriculture. Similarly in DRR work with ASEZA and PDTRA, a key challenge for institutional capacity-building is high turnover of top management in subnational government entities. In the DRR units, it was reported that turnover leads to constant change in structure and staffing because various leaders have different ideas about the importance and priority of DRR.

Chapter 4

CROSS-CUTTING ISSUES

This chapter examines cross-cutting issues affecting the performance and strategic positioning of UNDP, including the impact of the Syrian refugee crisis on the country programme. The attention paid to M&E and gender mainstreaming are also discussed.

4.1 IMPACT OF THE SYRIAN REFUGEE CRISIS ON THE COUNTRY PROGRAMME

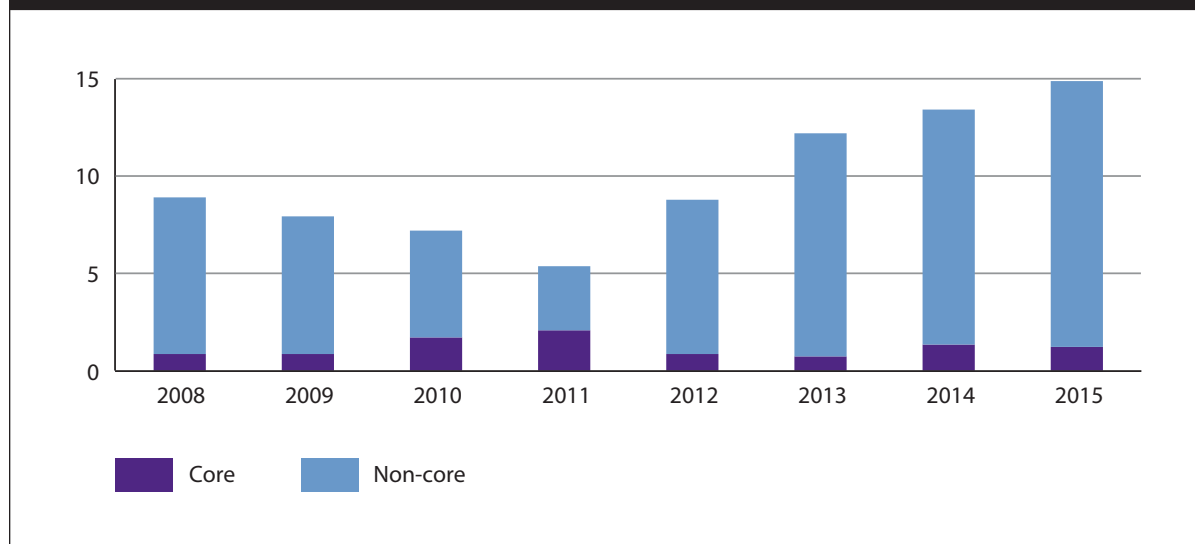
Finding 12. UNDP has benefited from the large flows of humanitarian funding and has leveraged funding from bilateral partners and other sources, not only for its refugee response portfolio but also for the rest of the programme. Country programme fundraising targets for the entire five-year cycle have nearly been met in the first three years. Given projected decreases in UNDP and other funding flows, UNDP needs to re-examine some of the country office's assumptions on partnerships and results-based management

practices and skills, which if strengthened could enhance fundraising potential.

The country programme being implemented is substantially larger than UNDP anticipated during preparation of the CPD and CPAP for 2013–2017. Between 2012 and 2015 the size of the programme in terms of throughput more than doubled, from just over \$5 million to over \$11.5 million annually. In 2013 UNDP developed the project proposal on mitigating the impact of the Syrian refugee crisis on Jordanian vulnerable host communities, which was funded by the Government of Japan. Since then the project has expanded horizontally and vertically and become a multi-donor programme for all host community-related interventions. UNDP presence in the affected host communities in the northern regions since 2013 is helping to attract donor funding.

Funding has increased beyond expectations, not only in the socioeconomic/resilience component

Figure 3. Programme expenditure by fund source, 2008–2015



Source: UNDP Corporate Planning System and Executive Snapshot

but also in the other two programmes, which almost reached their targets for the five-year budgets in the first three years of the cycle (see table 2 in chapter 1).

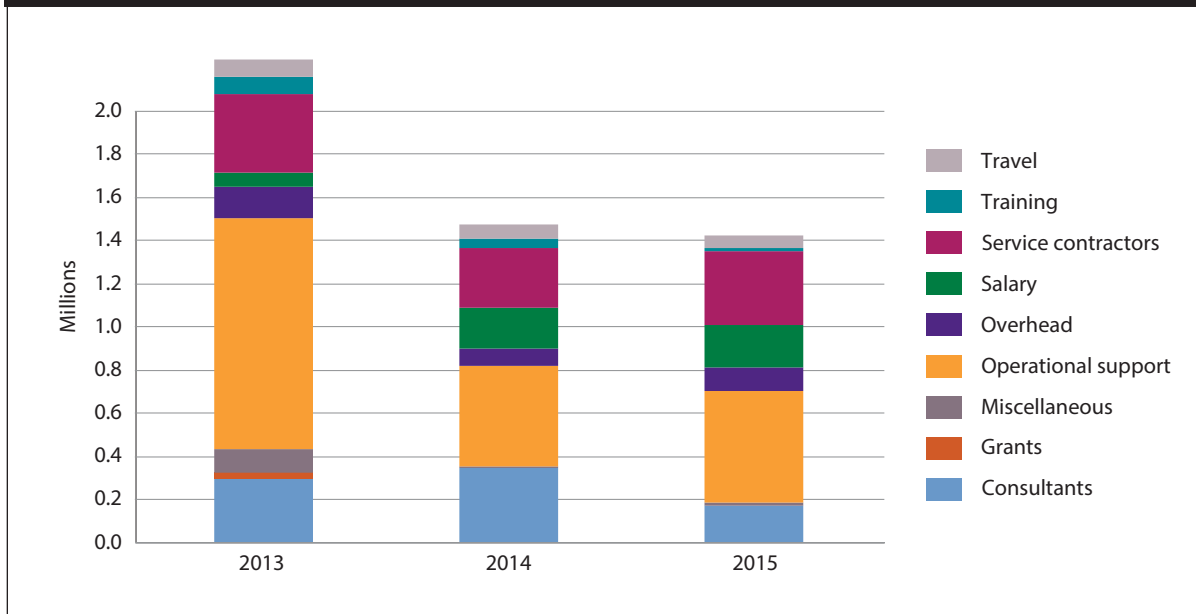
Figure 3 shows the evolution of country programme expenditures by core and non-core funding between 2008 and 2015. As can be seen, funding levels had been declining before the Syrian refugee crisis but started to pick up in 2012. Both core (UNDP) and non-core (other) funding have fluctuated over this period. Government co-sharing amounts have also decreased substantially, from \$4.76 million in the 2008–2012 cycle to \$1.89 million in the current cycle. The Government of Jordan expects UNDP to match the funds the Government allocates to UNDP programmes.

In a context of organization-wide budget cuts, UNDP core funding is projected to continue

to fluctuate, with a downward trend. Similarly, based on the commitments to the JRP (only 36 percent of the 2015 requirement is funded), donor funding is likely to decline even though the refugee crisis is unlikely to end soon. Thus UNDP may be required to do more in a context of limited resources. In 2016 the country office developed a resource mobilization action plan that identifies strategic objectives for diversifying the donor base as well as enhancing funding opportunities through current UNDP donors. The ADR team found that some of the assumptions of the country office fund mobilization action plan need to be re-examined, for example, on partnerships and results-based management practices (discussed below).

An analysis of country programme expenditures undertaken as part of the ADR found different expenditure patterns for the three programmes (figures 4, 5 and 6).⁸¹ In the socioeconomic/

Figure 4. Expenditure breakdown by account category, democratic governance, 2013–2015



81 Expenditures were analysed for a selection of projects of the ADR sample as follows: In the democratic governance programme: support to electoral cycle; building capacity of property tax management system; youth participation in local governance. In the environment programme: energy efficiency standards and labelling; mainstreaming biodiversity in tourism sector; mainstreaming marine biodiversity in coastal zone management in Aqaba; comprehensive PCBs management; Jordan’s first biennial update report; adaptation to climate change to sustain Jordan’s MDG achievement; electronic waste management. In the socioeconomic/resilience programme: mitigating the impact of the Syrian refugee crisis on host communities; promoting local economic development in Jordan; integrated economic and social development policy framework; support to poverty analysis and monitoring; food and nutrition security; youth employment generation II.

Figure 5. Expenditure breakdown by account category, environment

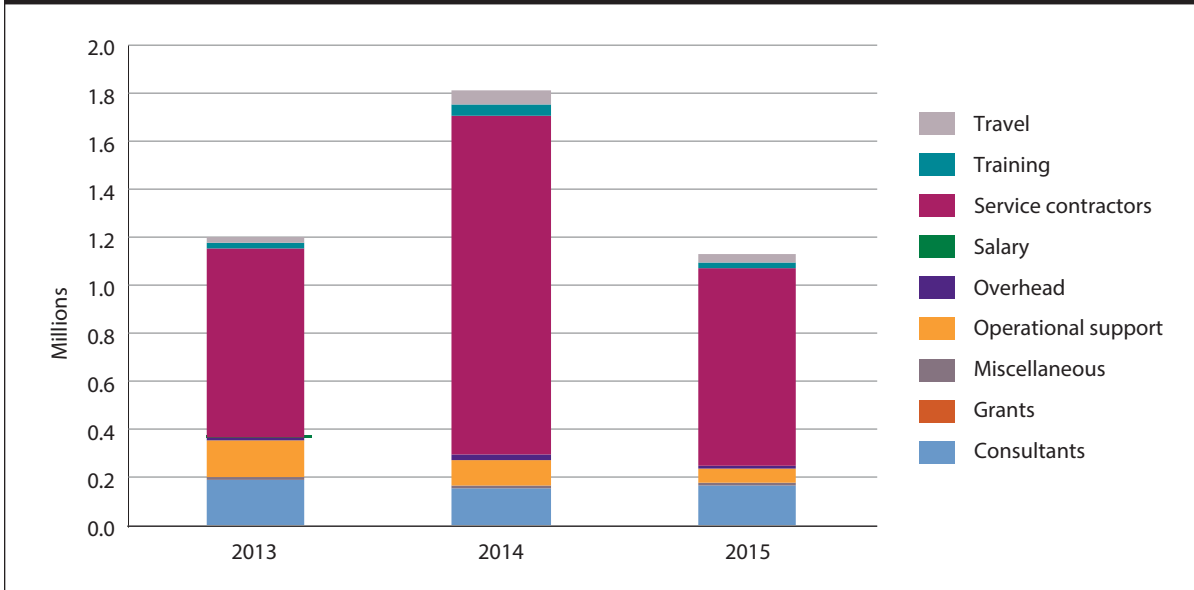
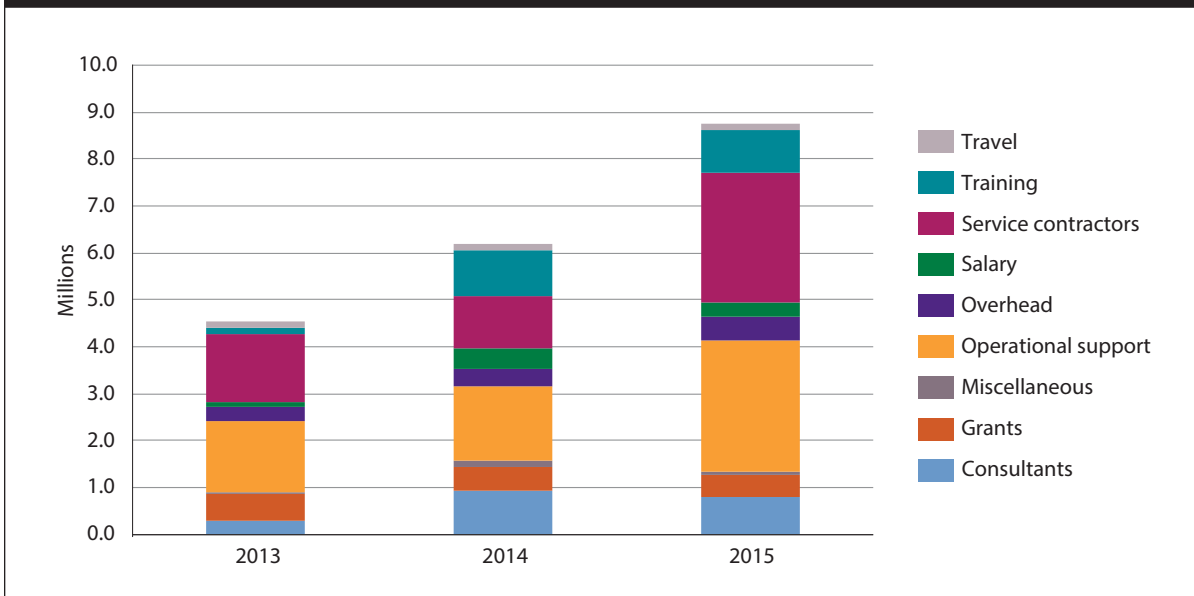


Figure 6. Expenditure breakdown by account category, socioeconomic/resilience, 2013–2015



resilience programme, the largest proportion of spending was concentrated in operational support and service contracts. This programme has a large hardware component for the solid waste management project, so further analysis is needed to understand expenditure patterns, particularly in order to maximize project outcomes and inform scale-up decisions, particularly with regard to the livelihoods and entrepreneurship activities. In the environment programme spending has been con-

centrated on service contracts, which is assumed to be mostly for advisory services, in line with expectations.

Finding 13. From a management and operational perspective, UNDP’s delivery is unaffected by the growing refugee crisis response. This can be seen in the overall high programme implementation/delivery rates maintained by the office over the last three years. UNDP is,

however, aware of some of the opportunity costs, including a lower-than-expected provision of technical expertise.

As a middle-income country before the Syrian refugee crisis, Jordan had a relatively small country office (29 fixed-term staff) with a focus on policy advocacy and capacity development. Since 2013 the portfolio handling host communities, with a large component of service delivery, has become the largest component of the country programme, representing over 50 percent of expenditures. Meanwhile, the core structure of the office has not changed; instead the country office has increased its agility by establishing a dedicated PMU for the host communities portfolio. The PMU's 27 staff members oversee the technical support and management of this portfolio. A large PMU is needed because UNDP is directly implementing the interventions for host communities (referred to as direct implementation modality, or DIM). While DIM can deliver faster and tends to be preferred by donors seeking quick results, it entails higher implementation costs compared to NIM. It can also result in staff getting bogged down with administrative and operational tasks as opposed to substantive programme management.

The establishment of a separate PMU for the host communities portfolio should ideally allow UNDP to focus on the delivery of the rest of the programme. However, according to UN agencies and donors, UNDP has not adjusted human resource capacities adequately in the shift from a small to a large programme. Shortfalls have been noted in advisory and technical support. For example, the completion of the final Millennium Development Goals report is behind schedule; and UNDP was reluctant to lead the UN agencies on emerging areas such as prevention of violent extremism, despite being more advanced on this issue than the other agencies. In addition, the UN Sustainable Development Goals working group is led by another UN agency, UNESCO, while the coordination of the resilience pillar of the JRP

within the UN family is lagging behind (discussed further below). For its part, UNDP has recognized that it is not able to provide the level of technical and strategic advice desired due to the increased workload.⁸²

The country office carried out a business process review in 2015 to consolidate adjustments initiated as a result of the changing operational landscape of the country programme. In addition to its own programme, the country office operations section services 15 resident UN agencies as well as the Iraq, Syrian Arab Republic and Yemen offices of some of these agencies whose programmes are also expanding due to the Syrian crisis. The business re-engineering process noted four priority business processes requiring review: (a) finance; (b) monitoring and evaluation; (c) procurement; and (d) resource mobilization. The exercise culminated in the identification of specific and general areas for improvement as well as standard operating procedures (SOPs) for key business processes that were adopted and implemented by the country office.

The preparation of the new country programme provides an opportunity to review internal capacities, which have remained at the same levels (in terms of numbers and ranks) as before the crisis. Different skills may be required, given the changes in programme focus as the crisis continues.

Finding 14. Despite the integration of the humanitarian and resilience pillars of the Syrian refugee response into a common framework, coordination within the UN family has been challenging.

There are 16 resident UN agencies in Jordan, and prior to the refugee crisis, the UN mainly provided technical advice, policy advocacy and to some extent service delivery, while also serving as a convener. With the onset of the refugee situation, the UN took on humanitarian response as well. The 2013–2017 UNDAF was updated

82 UNDP, '2016 Resource Mobilization Action Plan', Jordan, June 2016.

in 2015, becoming the UNAF, incorporating an additional outcome result area to address the refugee situation. This result merged refugee protection and support with host communities and institutions. Within the UN, the Office of the United Nations High Commissioner for Refugees (UNHCR) chairs the working group on refugees through the pre-existing inter-agency task force rather than through the UN humanitarian country team. As relevant discussions take place at the working group and subgroup meetings, attendance at the humanitarian country team meetings is reportedly limited.

Meanwhile, UNDP is responsible for guiding UN coordination on the resilience pillar, but ADR interviewees were not clear about coordination structures. According to these sources, UNDP is doing limited coordination, mainly focused on compiling progress reports, which has not been without its challenges. Thus, as far as could be determined by the ADR team, more work is needed to operationalize the resilience framework and bring together the two pillars (refugees and resilience).

It is worth noting that the functions of the UN resident coordinator (RC) and humanitarian coordinator were separate until 2014, and UNHCR served as the humanitarian coordinator. The coordination challenges faced by the UN in Jordan may, therefore, have more to do with disagreements about who should be doing what, than with real coordination issues. Another underlying factor contributing to the problem is the competition and turf wars between UN agencies, created by the sudden injection of huge amounts of funding.

The main link between government and UN coordination mechanisms is through the JRP, and this coordination is progressing relatively better.

UNDP has been supporting the JRP Secretariat under the Ministry of Planning and International Cooperation, which is responsible for JRP coordination (see section 2.3.2 for more details).

The RC's office has been working with the Government at a strategic level to improve aid coordination and effectiveness and streamline multiple planning tools, coordination structures and financing frameworks. This includes, for example, merging the JRP with Vision 2025 and the related executive development plan and governorates plan. This work is in progress. The Government has submitted a formal request for adoption of the Delivering as One approach.

4.2 GENDER EQUALITY AND WOMEN'S EMPOWERMENT

Finding 15. Gender results in the country programme vary. The socioeconomic programme, with its local development component, made a positive contribution to both gender mainstreaming and women's empowerment. On the other hand, the environment programme, with its upstream policy focus, paid limited attention to gender mainstreaming. Most projects under governance ensured women's participation, but effective mainstreaming was also limited.

As part of the ADR the gender results effectiveness scale (GRES) and the gender marker profile were applied to analyse the contribution to gender equality and women's empowerment. The GRES framework was developed and applied as part of the evaluation of UNDP's contribution to gender equality and women's empowerment (August 2015) to analyse the quality of programme results from a gender perspective. The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive and gender transformative.⁸³ The gender marker is

83 Gender negative = result led to a negative outcome that reinforced/aggravated gender inequalities/norms; gender blind = result had no attention to gender; gender targeted = result focused on equity (50:50) of women and men in targeting; gender responsive = result addresses differential needs of men and women and addresses equitable distribution of benefits, resources, status, rights, etc.; gender transformative = result contributes to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination.

a UNDP corporate tool for tracking budget allocation to gender equality and women's empowerment by applying ratings reflecting the degree of responsiveness.⁸⁴

Women were considered an important target group in the UNDP governance portfolio, yet none of the interventions contributed to gender equality or women's empowerment. For example, women were involved in meetings to discuss the new property tax law, gender-disaggregated data were used and a gender strategy was developed. Yet in implementation and in project outputs there was no distinction between the different needs or situations of men and women. Nor was any contribution made to gender equality and women's empowerment. The country office rated this project as GEN1 under the gender marker (will contribute in some way to gender equality, but not significantly) and the ADR rates this on the GRES as gender targeted.

Similarly the ADR found the parliament project, which entailed training women MPs on gender issues and human rights, to be gender targeted, along with the youth in local governance participation project, in which equal numbers of men and women participated in forming its youth focus group. Regarding the national youth strategy project, it is premature to draw any conclusions, since it has just begun. However, there are a few signs that this initiative may be heading in a more gender-unbalanced direction, particularly if the new national youth strategy puts more emphasis on prevention of violent extremism. For instance, of the eight pilot youth centres selected for assessment, only two are for young women; moreover, the project's primary target group is vulnerable young men.⁸⁵ The country office did not include any gender marker rating for this project because the project is being modified from its original plan. Similarly, since little activity

has been implemented, the evaluation does not classify it under GRES at this time.

The IEC project is the only project found to be gender-responsive in the governance programme. It included installing separate polling stations for women to encourage them to vote. It also collected gender-disaggregated data on voting registration and voting, and developed a gender strategy. The country office rated it as GEN3, the highest rating, indicating that the project's objective was to contribute to/advance gender equality and women's empowerment, but the ADR found the project to be gender-responsive, the fourth of five categories under the GRES.

The focus of the environment programme was on improving the policy and legal framework. Most interventions supported by UNDP were related to the development of policies, strategies, action plans and guidelines for mainstreaming biodiversity in the tourism and marine sectors, as well as sustainable land management in protected areas, e-waste, energy efficiency, etc. The programme also focused on supporting the Government in research and reporting on international environmental obligations and commitments.

In the policy-related work, insufficient attention has been paid to gender mainstreaming except in the disaster risk and climate change interventions, which aimed to ensure that all the policies and strategies produced are gender sensitive. Modest attention was paid to targeting women in some of the supported downstream interventions. For example, women were targeted as consumers and change agents in the awareness-raising campaign of a newly developed energy efficiency labelling system covering household electric appliances. The campaign aimed to empower women in efficient energy management, since they are seen as the primary decision makers for selection of household appliances. Similarly, efforts

84 The gender marker scale is from 3-0. GEN 3 = outputs that have gender equality as the main objective; GEN 2 = outputs that have gender equality as a significant objective; GEN 1 = outputs that will contribute in some way to gender equality, but not significantly; GEN 0 = outputs that are not expected to contribute noticeably to gender equality.

85 ADR interview.

were made to include both male and female staff in DRR units set up in ASEZA and PDTRA (regional authorities in Aqaba and Petra, two disaster-prone regions), even though it was challenging. Women were included in the group of volunteers trained to support communities in these regions. Attention was paid to generating gender-disaggregated data where applicable.

All but one of the projects implemented under the environment programme are rated as GEN1, meaning the overall contribution to gender equality and women's empowerment is limited or marginal. The project on mainstreaming biodiversity conservation in tourism sector was rated GEN2 (outputs that have gender equality as a significant objective), but in reality the project interventions did not target or address gender concerns. Overall the programme results can be rated as gender blind.

In the socioeconomic/resilience programme, overall the programme results were rated as gender responsive, meaning the results addressed the differential needs of men and women and the equitable distribution of benefits. UNDP advocated for the inclusion of gender-disaggregated data in some surveys and reports (e.g., employment surveys, quality of life index reports) as well as the inclusion of gender as a cross-cutting issue in the poverty reduction strategy and its action plan. In its capacity-building and development activities, the UNDP programme has focused on providing equal opportunities to participate for men and women. The country office reported that a minimum rate of 30 percent was established for women's participation in all project activities, and in the emergency employment programme, the participation of women was 50 percent for all activities.⁸⁶ Equal wages and access to services were also ensured. In the youth

employment programme, female participation is much higher than male participation, at about 80 percent.⁸⁷

The programme has made some positive contributions to women's empowerment, in particular through the emergency employment programme. In it, the participation of women in community work (through the cash-for-work initiative) helped to improve their skills and enhance their confidence, sense of belonging and community ties. The community perception of women's participation in labour-intensive community initiatives has changed for the better.

To support employment opportunities for women, UNDP also made an effort to tackle their specific challenges, for example, their limited mobility compared to that of men. Through a partnership with the private sector, UNDP opened some satellite sewing workshops, enabling about 150 women to work.⁸⁸ The interviews and field visits undertaken for the ADR also showed that women benefited equally from the micro-business support opportunities offered by the host communities portfolio. They were assisted to establish their own individual or group micro-businesses in sectors they chose based on their own experiences and interests. These included hairdressing, garment sales and alterations, and handicrafts.

It is important to note that the country office focus is on raising the number of women beneficiaries (gender targeted). For example, 80 percent of the youth participating in internship and civic engagement programmes were female, and 85 percent were female in the vocational training. While building the capacities of MPs on gender issues and human rights conventions, UNDP also focused on training women parliamentarians.

86 UNDP, 'Mitigating the Impact of the Syrian Refugee Crisis on the Vulnerable Jordanian Host Communities', annual progress report 2015.

87 UNDP, 'Evaluation of Youth Employment Generation Project in Arab Transition Countries, Jordan Component', 2013, p. 6.

88 UNDP, 'Mitigating the Impact of the Syrian Refugee Crisis on the Vulnerable Jordanian Host Communities', annual progress report 2015.

As impressive as these achievements may be, they also raise concerns. Having more women than men does not represent gender equality, but rather a reverse of the problem of gender inequality. Concentrating on the number of women participants will not necessarily lead to gender equality or women's empowerment. The projects did not focus on ensuring that women are attaining decision-making roles, which is key to empowering them. Therefore, the challenge is to find a balance between quantity and quality. Further, building sensitivity to gender issues should be geared more to men than to women because it is mainly men who lack this information.

This problem was exemplified in the capacity-building training of women parliamentarians. The evaluation found that, as Jordanian women are highly educated yet discriminated against in the workforce and socially, an organization like UNDP is needed to support their advocacy for more equality and empowerment. Yet UNDP is taking a modest approach to avoid disrupting the cultural factors that restrain women. This approach seems to defeat the purpose of the work in gender equality and women's empowerment.

The country office has no collaboration with the key national stakeholder of gender equality goals, the Jordanian National Council for Women. This has been a missed opportunity, as the council is the government mechanism responsible for mainstreaming gender equality. Collaboration with it could have helped UNDP to align its gender mainstreaming efforts with the national gender strategy. Moreover, UNDP could have tried to build synergy with the Council and gain access to its wide network of civil society, legal, academic and other groups working on gender issues.

Finding 16. The internal business environment for gender mainstreaming is still developing.

The UNDP country office does not have a gender strategy, but the office informed the ADR team that they were in the process of developing one. The office had in place a gender mainstreaming strategy (GMS) and action plan in the previous country programme, covering 2008–2012. The new UNDP corporate Gender Equality Strategy 2014–2017 gives country offices the flexibility to design their own action plans, unlike the previous strategy (covering 2010–2013) which was 'one size fits all'.⁸⁹

Some country office staff members and implementing partners limited their responses on gender mainstreaming to the number of women beneficiaries in the project under discussion. None of the project documents mention how gender needs were assessed for the project design. Some staff have attended gender training workshops offered by other UN agencies. The office established a gender focal team in 2015 but does not have a dedicated gender specialist. The current corporate gender equality strategy requires all country offices with a budget of more than \$25 million to have a dedicated, full-time senior gender adviser on its staff. Since it was only recently that the Jordan country office budget was significantly increased there has not yet been time to hire a full-time gender adviser. The gender focal team consists of programme and operations staff and is headed by the country director. The team is part of the UN gender group (which includes UN-Women, UNICEF, the United Nations Relief and Works Agency for Palestine Refugees in the Near East [UNRWA], UNESCO and Office for the Coordination of Humanitarian Affairs), which meets every one to two months.

The country office has achieved gender parity. The full human resources complement, including service contractors, is 104, comprising 53 males and 51 females.⁹⁰ Senior staff posts are also equally represented by males and females;

89 UNDP Gender Equality Strategy 2014–2017, p. 6.

90 UNDP Executive Snapshot, August 2016.

for example, there are four males and five females in senior and mid-level posts (P3/NOC to D2).

As of 2016, the country office is implementing the new corporate social and environmental safeguards. These are designed to ensure (among other priorities) that gender and stakeholder participation is considered during project design.

4.3 TECHNICAL SOUNDNESS OF THE COUNTRY PROGRAMME M&E FRAMEWORK

Finding 17. The inadequate attention given to results-based management in planning, monitoring and reporting of UNDP interventions hampered the design of an integrated and holistic country programme, as well as monitoring and reporting on results. The following paragraphs explain more.

Most of the UNDP project documents reviewed by the ADR team show substantive context and stakeholder analysis, and identify gaps in roles and capacities. These are all essential elements of human rights-based programming and results-based management approaches, which should be facilitating the formulation of clear programme theories of change. However, the ADR found inadequate attention to results-based management in the elaboration of the country programme results framework. Many of the UNDP project evaluations reviewed by the ADR confirmed this finding. This is partly related to the fact that UNDP projects are fully elaborated at later stages when funding becomes available. Application of results-based management principles was also found to be limited during project monitoring and reporting. This is partly because UNDP works in fields — such as policy advocacy, institutional capacity development and technical advice — that are difficult to measure and for which there is limited guidance and few

standard indicators. Nevertheless, there is room for improvement in developing staff capacities on results-based monitoring and reporting.

The country programme M&E framework lists the anticipated outcome results, which are derived from the UNDAF. Often several agencies contribute to each outcome result, so it has to be framed in a sufficiently broad manner to encapsulate each agency's contribution. This is not to say it should not be SMART (specific, measurable, achievable, realistic and time-bound).⁹¹ For example, this is one of the outcome statements from the UNDAF and UNDP CPAP 2013–2017: “Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner”.

According to results-based management principles, a result should correlate to a target that can feasibly be attained. This outcome statement, therefore, should reflect the UN's supporting role in Jordan's political and institutional reform; the UN is not accountable for the reform, and is not able to provide all necessary support required to undertake political and institutional reform. Furthermore, key criteria must be defined to ensure consistent interpretation; i.e., “a participatory, transparent and accountable manner” should be defined so there is agreement on how to measure it.

The country office identified the following indicators to monitor this outcome result:

1. Number of pieces of legislation drafted in a participatory and transparent manner
2. Number of national consultation processes held engaging civil society
3. Number of political reform initiatives undertaken by Government and Parliament
4. Number of national institutions with functional accountability mechanisms

91 In terms of UNDP projects, specific means it should specify the nature of the change, the target group, the target region, etc.; measurable means it can be measured using indicators; achievable means it is realistic; relevant means it is an answer to the identified problem; and time-bound means it can be achieved in the time frame of the country programme.

5. Number of local governance mechanisms for people's participation established

These indicators are not appropriate for outcome-level results; they are more suitable for monitoring of activities. Outcome indicators measure the intermediate results generated by programme outputs. They often correspond to change in institutional performance, such as sector coordination, or change in people's behaviour. According to United Nations Development Group guidelines, indicators should also be SMART, and have a baseline and target. In addition indicators must be reliable, i.e., provide a consistent measure over time. Consider the progress on indicator 2 from the preceding list (Table 4 below). Aside from being a lower-level indicator (per the results hierarchy), the framing of the indicator is not SMART. For example, and as shown by the progress statements reported by the country office between 2013 and

2015, different processes and events serving different purposes are counted as 'national consultation processes' or 'engaging civil society'.

Each outcome result is supported by a number of output results, for which UNDP would normally be singularly accountable. According to UNDP corporate planning guidelines, the outputs are indicative, meaning country offices can revise them depending on how the programme evolves. This is understandable but problematic for planning and evaluation. If part of the results framework is always changing, it becomes necessary to re-do the whole design and analysis to ensure the programme will achieve what it is supposed to. At present country offices are not required to keep a record of the revisions to output results, which makes it difficult for evaluations to undertake contribution analysis, particularly in the case of ADRs, which look at the whole programme.

Table 4. Status of progress achieved against indicator #2 of the outcome on political and institutional reform, 2013–2015

Outcome	Indicator	Base line	Target	Status/progress ⁹²		
				2013	2014	2015
Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner	# of national consultation processes engaging civil society held	1	5	Draft political development strategy developed in consultation with civil society. Integrity Committee held discussions involving civil society.	Data: 3	Data: 4 Comment: A country consultation was conducted on 29 September 2015 involving the Government, donors, international organizations, civil society organizations and the private sector on key central topics of the Forum. The consultation aimed at catalysing and capturing the state of debate on the impact and perspective of the Syrian crisis in relation to three topics: (a) making aid architecture fit for resilience, (b) social inclusiveness, and (c) private sector engagement. The outcome was a series of common and relevant action points/recommendations to feed the preparation of a resilience development forum.
				Some progress	Some progress	Some progress

Source: Extracted from the UNDP Results Oriented Annual Report 2013–2015 and UNDP Corporate Planning System

92 Status and progress information was extracted from the 2013 ROAR. For 2014 and 2015, the information was extracted from the UNDP Corporate Planning System (<https://intranet.undp.org/sites/JOR/sitepages/programmeplanmonitor.aspx?year=2016>). Term 'data' for 2014 and 2015 indicates 'quantity.'

Regarding country office M&E capacity, UNDP corporate guidelines require all country offices with annual budgets greater than \$10 million to have dedicated M&E capacity. UNDP Jordan has passed this threshold, but at the time of the ADR field work the country office did not have dedicated M&E capacity in place. Through interim arrangements, two staff were providing M&E support on a part-time basis. According to the country office, advertisements for a national M&E post had been issued several times but a suitable candidate had not been identified. The lack of adequate M&E capacity has affected UNDP's contribution to UNCT efforts to strengthen monitoring and evaluation of the UNDAF.

4.4 STRATEGIC PARTNERSHIPS

Finding 18. Development actors in Jordan widely acknowledge that UNDP's comparative strengths (in relation to other development partners) are its neutrality, flexibility, responsiveness, local presence and strong delivery channels. However, the extent to which UNDP builds on these strengths to form and leverage strategic partnerships with the Government, donors and non-governmental partners is not clear.

UNDP is regarded with high respect, especially for its neutrality and impartiality and lack of a hidden agenda. These attributes give it a strategic advantage in relation to other development partners. They enable UNDP to work on projects

with adequate support in sensitive areas such as anti-corruption, support to political parties, social cohesion and prevention of violent extremism. Moreover, UNDP is a trusted organization and has strong internal capacities to deliver.

One of UNDP's comparative strengths can be seen in its strong connections with government partners. A phrase repeatedly brought up during the ADR interviews was "UNDP is the Government's technical arm." Deconstructing this phrase within the context of other information, one can see it has a twofold meaning: the first relates to the confidence the Government has in UNDP's ability to respond to the country's needs, provide high-quality technical expertise and be flexible in responding to the evolving needs of the country. The second and related meaning is the way UNDP functions as a 'contractor', i.e., by mobilizing resources for a particular project, then subcontracting technical expertise to do the work. Some interviewees had the perception that UNDP is becoming an implementing partner.

According to some government partners and key donors, UNDP's close connection with the Government has sometimes caused tension between UNDP and some of its key partners. For example, in the electoral support and solid waste management projects, UNDP was not the first choice of partner, and some stakeholders preferred wider consultation on the identification and selection of the executing partner.

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

5.1 CONCLUSIONS

Conclusion 1. The UNDP country programme was developed to support Jordan's National Agenda 2006–2015. The programme has contributed to the achievement of planned outcome results in the three focus areas with varying degrees of success. It has remained relevant and responsive to the country's emerging priorities, particularly with respect to the National Resilience Plan 2014 and the Jordan Response Plan 2015, which highlight the needs of refugee-hosting communities. UNDP has played a crucial role in assisting the Government to place the resilience-building approach on the international agenda.

Reform in Jordan did not begin with the public demonstrations of 2011. It had been on course since 2002, when the King initiated an economic reform process with the objective of transforming the economy into one driven by investment and based on knowledge. Moreover, this reform also incorporated political and social reforms. Consecutive UNDP country programmes since 2002 have been responding to these priorities. The current country programme has maintained the focus areas of the previous programmes — strengthening good governance; social justice and equal opportunity; and environmental sustainability — which continue to be relevant. During the period under review, UNDP's most significant contribution has been providing support to institutional capacity development related to the electoral cycle and public administration reform; filling the gaps in institutional frameworks and capacities in the environment sector; and providing support to the Government in preparing the national socioeconomic blueprint, Vision 2025, the poverty reduction strategy and other development strategies.

Since 2013 the Government's most urgent priority has been addressing the impact of the refugee crisis on Jordanian host communities. The influx of refugees, once considered a temporary undertaking, has become a major challenge that compounds the country's problems of slow economic growth and unemployment. UNDP was the first UN agency to put on the agenda the needs of the affected host communities, and it has played a lead role in supporting the Government's efforts to deal with this crisis in a comprehensive manner.

Prior to 2014 the international community was focused mainly on emergency/humanitarian response. While the National Resilience Plan and Jordan Response Plan are national initiatives, partners acknowledge UNDP for its role in placing the resilience agenda and its financial instrument on the international agenda. UNDP has also been instrumental in coordinating the preparation and implementation of the JRP among the Government, donors, UN agencies, NGOs and civil society.

In 2015 the UNCT updated the UNDAF to incorporate the resilience pillar. UNDP also adapted its socioeconomic programme, which now mainly deals with assisting host communities, which led to adding 'resilience' to the name of the programme. The activities being implemented also reflect UNDP's responsiveness to critical issues in these communities, such as employment, vocational training, legal aid, social cohesion and prevention of violent extremism. Youth are a major target group for obvious reasons. Most of the host community interventions are at an early stage of implementation.

Conclusion 2. Notwithstanding the achievements under the individual programme components, UNDP's cooperation with the

Government of Jordan needs to demonstrate a focused, integrated and holistic programme approach to maximize impact. Since the last ADR in 2007, UNDP has aimed to shift from a project-based approach to a programme approach. Though the number of projects in the current cycle has been reduced, still the country programme consists largely of individual projects.

In most cases the design of UNDP projects entailed sound context and stakeholder analysis and role and capacity gap identification. This did not translate into a holistic country programme. Its interventions consist of a collection of largely disparate projects with few if any clear links or synergies between and within its components. For example, in the governance programme, the collaboration with the Independent Election Commission, property tax management and the Jordan Anti-Corruption Commission comprised restructuring of state institutions to enhance democracy, accountability and transparency. However there is little if any integration between these projects, which contribute to the same outcome. Rather, each project makes some individual contribution.

The situation is the same in the environment programme. There are no links across projects, even in the same sector or geographic location. An example is the three projects working towards mainstreaming biodiversity conservation, which aimed to strengthen institutional capacities and frameworks. All three projects individually produced strategies, plans, guidelines and databases. They also had in common several implementing partners. Yet they did not work together to produce outputs to benefit the wider area of biodiversity. Similarly, the governance and institutional reform process could have established links with this environment programme, where such gaps had been identified, but it did not.

The only example of an attempted integrated programme approach is in the portfolio covering host communities, which serves as an umbrella

for the various projects linked to specific host communities.

This challenge is partly related to inadequate attention paid to results-based management, which is not exclusive to UNDP Jordan. However, in Jordan M&E capacity did not increase as the country office's resources and operations were expanding. There are also structural issues in the design of UNDP country programmes. Such aspects as continuous revision of output result statements, the selection of inappropriate indicators and lack of theories of change impede the development of an integrated programme.

Conclusion 3. UNDP has made limited contribution to advancing gender equality and women's empowerment under the country programme. It has been focused primarily on inclusion of women as beneficiaries, in which it has achieved positive results.

The UNDP programme has focused on providing equal opportunity for participation for both men and women in all relevant interventions. In addition the socioeconomic/resilience programme has made some positive contributions to women's empowerment. The best example of this is the emergency employment programme, in which the participation of women in community work helped to improve their skills as well as community perceptions of women's participation in labour-intensive community initiatives.

However, systematic gender mainstreaming in the country programme was generally limited. More could have been done, particularly at the policy level, to address the significant gender inequality that exists in Jordan, socially and economically, and to break down the barriers to women's participation. UNDP's collaboration with UN-Women has also not been substantial. As a result, it has not gained any strategic positioning in the country as a leader or champion of efforts to achieve women's equality and empowerment. The Government's new commitment to achieving a 'Planet 50:50 by 2030'

provides UNDP with many entry points to increase its impact.

Conclusion 4. UNDP has been instrumental in coordinating the formulation of the resilience framework among the Government, the UNCT, donors and NGOs. This has contributed to aid coordination and effectiveness in the country. However, in practice the resilience framework is yet to become fully operational within the UN family.

The Government of Jordan has pushed for and achieved integration of the development needs of the affected host communities within the humanitarian response. Despite some challenges, the coordination at the government level of the Jordan Response Plan is progressing, with UNDP supporting the dedicated secretariat in the Ministry of Planning and International Cooperation. However, the resilience framework has not become operational within the UN family. The reasons are related to contextual issues and resource constraints. This has implications for the effectiveness and efficiency of the UN system, to which UNDP contributes as coordinator of the UN resident coordinator system.

5.2 RECOMMENDATIONS

Recommendation 1. Jordan's governance and socioeconomic reforms are unfinished business. The focus of the UNDP programme on democratic governance and public sector reforms, socioeconomic development and environmental sustainability will thus continue to be relevant into the next programme cycle. To increase its impact, UNDP should establish the causal relationships and intersections between the development challenges it aims to address, such as the connection between unemployment and poverty, between good governance and economic reform, and between environmental degradation and poverty.

Jordan faces a set of interconnected development challenges that have been aggravated by regional events in recent years. These pose a threat to

sustaining earlier progress. The country also faces emerging risks, such as violent extremism. The UNDP programme can enhance its impact by approaching these in an integrated fashion. The new country programme should apply an approach that fosters synergies, such as by looking at how to integrate economic reform with political reform; and the links between governance and management of the environment with poverty reduction. This requires strengthened M&E capacities in the country office, to improve the focus on results-based planning, monitoring and reporting of UNDP-supported interventions. Programme development should also be informed by causality analysis and clear theories of change analysis, which will facilitate the identification of causal relationships.

The focus on democratic governance and public sector reform, socioeconomic development and environmental sustainability will continue to be relevant. In the governance portfolio more attention is needed on articulating a strategy for empowering communities if they are to become more relevant. This requires greater involvement by civil society (see also recommendation 5). In addition the programme should continue to improve the balance between national and sub-national levels. There is a need to initiate activities on people-State accountability earlier in implementation to avoid delaying public uptake of reform initiatives, as was observed, for example, under the electoral and property tax management projects.

In addition to strengthening governance and institutional setup, the environment programme should consider the integration of environmental concerns across sectors, including budget planning. For example, the cost estimates of projects such as the new port in Aqaba should have reflected the translocation of coral reefs. The environment programme could also explore the uptake of innovative spatial analysis and use of modern technology in geographic information systems and remote sensing technologies in relevant projects, such as the mainstreaming of biodiversity in the tourism sector and the coral reef translocation.

In the socioeconomic/resilience programme, UNDP should analyse the unit costs of the livelihoods and employment interventions with a view to informing advocacy with the Government and development partners for scaling up.

Recommendation 2. The Syrian refugee situation is likely going to extend over a longer period than was initially foreseen, and UNDP should continue to plan for this.

The analysis of funding trends shows that the country office budget was decreasing before the Syrian refugee situation. The crisis has brought increased funding to the country programme in the short term, but it is not likely to be sustained. Some interventions may therefore have to be scaled down. The office should undertake an in-depth analysis of its funding situation, including of expenditure patterns, to identify efficiency gains. Further, during preparation of the next country programme, the country office should consider reviewing human resources and technical capacities to make sure that UNDP strengthens its advisory role.

Recommendation 3. The country office should prioritize gender mainstreaming in the next country programme. This should include preparing a gender strategy and a related implementation framework.

The UNDP Strategic Plan 2014–2017 calls for “faster progress in reducing gender inequality and promoting women’s empowerment”. The country programme must go beyond ensuring that women benefit from interventions and providing gender-disaggregated data. The country office should undertake gender analysis and integrate gender-specific strategies into programme design. This entails addressing traditional norms and beliefs that are hindering girls and women from being treated as equals in all spheres of life, and soliciting support from civil society and community leaders.

Interventions should include awareness-raising and capacity-building among civil society groups.

UNDP should also establish strategic partnerships — including with other UN agencies, donors, academia and the media — to advance policy advocacy to increase women’s employment and political participation. This should also address advocacy for repealing family laws that disempower women. The last ADR in Jordan, in 2007, included a similar recommendation. The country office should also strengthen staff capacities on gender mainstreaming, particularly on the gender focal team, to ensure the office has a strong enabling environment.

Recommendation 4. The UNDP role as lead UN agency for coordination in Jordan needs to be strengthened.

UNDP is the funder and manager of the UN resident coordinator system. It covers all organizations of the UN system engaged in operational development activities, and it aims to bring the UN agencies together to improve the efficiency and effectiveness of their operational activities. UNDP country offices support the coordination activities of the RC office. With the influx of Syrian refugees and the expanded UN response, coordination has become more important than ever. In addition, the Government has recently asked the UN to adopt a Delivering as One approach. This will entail more joint programming and programmes. UNDP needs to play a stronger role in coordinating and operationalizing the resilience programme within the UN, both immediately and more broadly in the future, to maximize the UN’s relatively small contribution in Jordan.

Recommendation 5. UNDP should use its comparative advantage with the Government to continue advocacy on sensitive issues, such as wider engagement of civil society in programme interventions.

Civil society groups can play a catalytic role in supporting political reform by their participation in advocacy, dialogue and networking with governmental and non-governmental actors, and by raising awareness among citizens on

the laws and public services the Government is introducing in its reform process (e.g., new election laws, electronic tax filing, reporting on corruption). The civil society landscape in Jordan is dominated by large professionalized NGOs with royal and foreign patronage.

UNDP should advocate with the Government for wider engagement of civil society groups, particularly emerging community-based organizations. The 2007 ADR also called on UNDP to advocate for wider civil society engagement.

5.3 MANAGEMENT RESPONSE

Evaluation recommendation 1: Jordan’s governance and socioeconomic reforms are unfinished business. The focus of the UNDP programme on democratic governance and public sector reforms, socioeconomic development and environmental sustainability will thus continue to be relevant into the next programme cycle. To increase its impact, UNDP should establish the causal relationships and intersections between the development challenges it aims to address, such as the connection between unemployment and poverty, between good governance and economic reform, and between a healthy environment and poverty reduction.

Jordan faces a set of interconnected development challenges that have been aggravated by regional events in recent years. These pose a threat to sustaining earlier progress. The country also faces emerging risks, such as violent extremism. The UNDP programme can enhance its impact by approaching these in an integrated fashion. The new country programme should apply an approach that fosters synergies, such as by looking at how to integrate economic reform with political reform, and the links between governance and management of the environment with poverty reduction. This requires strengthened monitoring & evaluation (M&E) capacities in the country office, to improve the focus on results-based planning, monitoring and reporting of UNDP-supported interventions. Programme development should also be informed by causality analysis and clear theories of change analysis, which will facilitate the identification of causal relationships.

The focus on democratic governance and public sector reform, socioeconomic development and environmental sustainability will continue to be relevant. In the governance portfolio, more attention is needed on articulating a strategy for empowering communities if they are to become more relevant. This requires greater involvement by civil society (see also recommendation 5). In addition the programme should continue to improve the balance between national and subnational levels. There is a need to initiate activities on vertical accountability earlier in implementation to avoid delaying public uptake of reform initiatives, as was observed under the electoral and property tax management projects.

The environment programme should consider the integration of environmental concerns across sectors, including budget planning. For example, the cost estimates of projects such as the new port in Aqaba should have reflected the translocation of coral reefs. The environment programme could also explore the uptake of innovative spatial analysis and use of modern technology in geographic information systems and remote sensing technologies in relevant projects, such as the mainstreaming of biodiversity in the tourism sector and the coral reef translocation.

In the socioeconomic/resilience programme, UNDP should analyse the unit costs of the livelihoods and employment interventions with a view to informing advocacy with the Government and development partners for scaling up.

Management response: UNDP support was instrumental in furthering national capacities to undertake key governance reforms, especially in electoral assistance and modernization of public administrative reforms. UNDP also had notable successes in climate change issues and mainstreaming environmental sustainability, as evidenced by different evaluations. UNDP pioneered the implementation of sustainable livelihoods interventions, highlighted as successful interventions at the regional and global levels.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
UNDP will establish the causal relationships and intersections between the development challenges it aims to address and the programme in its next country programme document (CPD).	Q1 2017	UNDP		
The new country programme will apply a programme approach that fosters programme synergies, balances support at national and subnational levels, and further focuses on poverty-environment interlinkages.	Q1 2017	UNDP		

Training for all officers on M&E for strengthened M&E capacities and skills in the country office.	Q2 2017	UNDP		
Continued advocacy with government institutions for uptaking governance reforms, and replication of livelihoods activities by national institutions.	Continuous	UNDP		
The environment programme will explore Global Environment Facility (GEF) financing for innovative spatial analysis and geographic information systems and remote sensing technologies; work with the concerned national institutions to promote the 'environmental economics' concept and develop relevant national capacities in that regard; and continue working on integration of environmental concerns across sectors by exploring new instruments and approaches.	Continuous	UNDP		

Evaluation recommendation 2: The Syrian refugee situation is likely going to extend over a longer period than was initially foreseen, and UNDP should continue to plan for this.

The analysis of funding trends shows that the country office budget was decreasing before the Syrian refugee situation. The crisis has brought increased funding to the country programme in the short term, but it is not likely to be sustained. Some interventions may therefore have to be scaled down. The office should undertake an in-depth analysis of its funding situation, including of expenditure patterns, to identify efficiency gains. Further, during preparation of the next country programme, the country office should consider reviewing human resources and technical capacities to make sure that UNDP strengthens its advisory role.

Management response: UNDP Jordan finalized a resource mobilization strategy that was approved by the Regional Bureau for Arab States (RBAS) and will evaluate its implementation over the course of the coming years.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
UNDP Jordan will implement the resource mobilization strategy endorsed by RBAS, making sure that it continues to do donor intelligence, try to increase government cost-sharing, and respond to national priorities to make sure that enough resources are available for implementation of the next CPD.	Continuous	UNDP		
The country office will implement all the recommendations of the headquarters business process re-engineering mission, especially the workflow and the standard operating procedures (SOPs) that have been elaborated for the seven key business processes. The office will review the SOPs periodically and reflect any changes required for their implementation.	Continuous	UNDP		

Evaluation recommendation 3: The country office should prioritize gender mainstreaming in the next country programme. This should include preparing a gender strategy and a related implementation framework.

The UNDP Strategic Plan 2014–2017 calls for “faster progress in reducing gender inequality and promoting women’s empowerment”. The country programme must go beyond ensuring that women benefit from interventions and providing gender-disaggregated data. The country office should undertake gender analysis and integrate key issues into programme design. This entails addressing traditional norms and beliefs that are hindering girls and women from being treated as equals in all spheres of life, and soliciting support from civil society and community leaders.

Interventions should include awareness-raising and capacity-building among civil society groups. UNDP should also establish strategic partnerships — including with other UN agencies, donors, academia and the media — to advance policy advocacy for action plans and interventions to increase women’s employment and political participation. This should also address advocacy for repealing family laws that disempower women. The last ADR in Jordan, in 2007, included a similar recommendation. The country office should also strengthen staff capacities on gender mainstreaming, particularly on the gender focal team, to ensure the office has a strong enabling environment.

Management response: UNDP finalized its gender strategy and applied for the Gender Seal in November 2016. The country office could not afford (budget-wise) to recruit a dedicated gender specialist, and rather opted in this case to have a gender team.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
The country office will implement the elaborated gender mainstreaming strategy (GMS) and the action plan, including training of all UNDP staff on GMS, provision of relevant resources, screening of project documents and donor reports, among others.	Continuous	UNDP		
Training of UNDP staff on GMS.	Q4 of 2017	UNDP		
Once implementation starts, UNDP will evaluate the GMS implementation strategy and discuss within the office and with counterparts any changes that are required.	Q2 of 2018	UNDP		

Evaluation recommendation 4: The UNDP role as lead UN agency for coordination in Jordan needs to be strengthened.

UNDP is the funder and manager of the UN Resident Coordinator (RC) system. It covers all organizations of the UN system engaged in operational development activities, and it aims to bring the UN agencies together to improve the efficiency and effectiveness of their operational activities. UNDP country offices support the coordination activities of the RC office. With the influx of Syrian refugees and the expanded UN response, coordination has become more important than ever. In addition, the Government has recently asked the UN to adopt a Delivering as One approach. This will require more joint programming and programmes. UNDP needs to play a stronger role in coordinating and operationalizing the resilience programme within the UN, both immediately and more broadly in the future, to maximize the UN’s relatively small contribution in Jordan.

Management response: UNDP coordinates key sectors in the UNCT, including, but not limited to, the elaboration of the MDGs report, the finalization of a policy options paper on public administration reform, the elaboration of a one UN approach to prevention of violent extremism, etc. UNDP also coordinates all issues related to the resilience axis, including the preparation of the vulnerability assessment, preparation of the Jordan Response Plan, and the Regional Refugee and Resilience Plan (3RP).

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
UNDP will continue to lead on key areas of expertise in the United Nations country team (UNCT), especially resilience and prevention of violent extremism. UNDP, on behalf of the UNCT, will finalize the issuance of the MDGs report, the national strategy on youth, the 3RP, the resilience report and vulnerability assessment, and the One UN approach on prevention of violent extremism.	Continuous	UNDP		

Evaluation Recommendation 5: UNDP should use its comparative advantage with the Government to continue advocacy on sensitive issues, such as wider engagement of civil society in programme interventions.

Civil society groups can play a catalytic role in supporting political reform by their participation in advocacy, dialogue and networking with governmental and non-governmental actors, and by raising awareness among citizens on the laws and public services the Government is introducing in its reform process (e.g., new election laws, electronic tax filing, reporting on corruption). The civil society landscape in Jordan is dominated by large professionalized NGOs with royal and foreign patronage. UNDP should advocate with the Government for wider engagement of civil society groups, particularly emerging community-based organizations. The 2007 ADR also called on UNDP to advocate for wider civil society engagement.

Management response: UNDP has been advocating with the Government for increased involvement of NGOs in project implementation. In the last quarter of 2016, together with the Government, UNDP signed agreements with 37 community-based organizations.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
UNDP to continue advocacy on above issues	Continuous	UNDP		

* The implementation status is tracked in the UNDP Evaluation Resource.

ANNEXES (available online)

The annexes of the report are available on IEO's website at:
<https://erc.undp.org/evaluation/evaluations/detail/8472>

Annex 1. EVALUATION TERMS OF REFERENCE

Annex 2. EVALUATION FRAMEWORK

Annex 3. PERSONS CONSULTED

Annex 4. DOCUMENTS CONSULTED

Annex 5. STATUS OF COUNTRY PROGRAMME OUTCOME INDICATORS



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