****

**Final Evaluation Report**

(Final Draft)

**Outcome 5 of Country Programme Document (CPD) 2013-2017**

(20 February 2018)

# Table of Contents

[Table of Contents 1](#_Toc506718806)

[Opening page 3](#_Toc506718807)

[Acknowledgements 4](#_Toc506718808)

[List of Figures 5](#_Toc506718809)

[List of Tables 5](#_Toc506718810)

[Executive Summary 6](#_Toc506718811)

[Acronyms and Abbreviations 13](#_Toc506718812)

[1. Introduction 15](#_Toc506718813)

[1.1 Purpose, Objectives and Scope of Evaluation 15](#_Toc506718814)

[1.2 Methodology 16](#_Toc506718815)

[1.2.1 Evaluation Ratings 17](#_Toc506718816)

[1.3 Ethics 18](#_Toc506718817)

[1.4 Audit Trail 18](#_Toc506718818)

[1.5 Limitations 18](#_Toc506718819)

[1.6 Structure of the evaluation report 18](#_Toc506718820)

[2. Programme Description 19](#_Toc506718821)

[2.1 National development context 19](#_Toc506718822)

[2.2 Programme Start and Duration 21](#_Toc506718823)

[2.3 Problems that the Programme Outcome Sought to Address 21](#_Toc506718824)

[2.4 Immediate and Development Objectives of the Programme Outcome 22](#_Toc506718825)

[2.5 Baseline Indicators Established 22](#_Toc506718826)

[2.6 Main stakeholders 22](#_Toc506718827)

[2.7 Expected Results 22](#_Toc506718828)

[2.8 Budget and Finance Breakdown 23](#_Toc506718829)

[3. Findings 23](#_Toc506718830)

[3.1 Programme Design and Formulation 23](#_Toc506718831)

[3.1.1 Analysis of Results Framework 23](#_Toc506718832)

[3.1.2 Assumptions and Risks 23](#_Toc506718833)

[3.1.3 Lessons from Previous Country Programmes 24](#_Toc506718834)

[3.1.4 Planned Stakeholder Participation 25](#_Toc506718835)

[3.1.5 Replication Approach 25](#_Toc506718836)

[3.1.6 UNDP Comparative Advantage 26](#_Toc506718837)

[3.1.7 Linkages between Programme Outcome and other interventions 27](#_Toc506718838)

[3.1.8 Management Arrangements 27](#_Toc506718839)

[3.2 Programme Outcome Implementation 29](#_Toc506718840)

[3.2.1 Adaptive Management 29](#_Toc506718841)

[3.2.2 Partnership Arrangements 30](#_Toc506718842)

[3.2.3 Feedback from M&E Activities used for Adaptive Management 30](#_Toc506718843)

[3.2.4 Programme Outcome Finance 36](#_Toc506718844)

[3.2.5 Monitoring and Evaluation 37](#_Toc506718845)

[3.2.6 UNDP and Implementing Partner Implementation, Execution Coordination, and Operational Issues 40](#_Toc506718846)

[3.3 Programme Outcome Results 41](#_Toc506718847)

[3.3.1 Overall Results (Attainment of Objectives) 41](#_Toc506718848)

[3.3.2 Relevance 46](#_Toc506718849)

[3.3.3 Efficiency 46](#_Toc506718850)

[3.3.5 Country Ownership 47](#_Toc506718851)

[3.3.6 Mainstreaming 47](#_Toc506718852)

[3.3.7 Sustainability 48](#_Toc506718853)

[3.3.8 Impact 50](#_Toc506718854)

[4 . Conclusions, Recommendations & Lessons 51](#_Toc506718855)

[4.1 Major Achievements & Strengths 51](#_Toc506718856)

[4.2 Shortcomings and Recommendations 51](#_Toc506718857)

[4.3 Good Practices and Lessons Learned 55](#_Toc506718858)

[Annex 1 – Terms of Reference 57](#_Toc506718859)

[Annex 2 – Itinerary 62](#_Toc506718860)

[Annex 3 - List of persons interviewed 62](#_Toc506718861)

[Annex 4 - Summary of field visits 63](#_Toc506718862)

[Annex 5 - List of documents reviewed 63](#_Toc506718863)

[Annex 6 – Evaluative Matrix 65](#_Toc506718864)

[Annex 7 - Evaluation Consultant Agreement Form 66](#_Toc506718865)

[Annex 8 – Audit Trail 67](#_Toc506718866)

# Opening page

|  |  |
| --- | --- |
| **Title of Programme Outcome** | 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 a green economy) at national and subnational levels. |
| **Programme ID#s** | None |
| **Evaluation time frame and date of evaluation report** | December 2017 to February 2018 |
| **Region and countries included in the programme** | Hashemite Kingdom of Jordan |
| **Country Development Programme/Strategic Programme** | Country Programme Document for Jordan 2013-2017 |
| **Implementing Partner and other programme partners** | Ministry of Planning and International Cooperation. |
| **Evaluation team member** | Dr Prakash (Sanju) Deenapanray |

# Acknowledgements

All the stakeholders who participated in the evaluation process are gratefully acknowledged for generously contributing their time, information and insights to the evaluation. In particular, the Ministry of Planning and International Cooperation is thanked for its support. The evaluator (Prakash Deenapanray) would also like to thank the staff of UNDP Jordan, especially Sara Ferrer Olivella (Country Director), Majida Alassaf (Programme Manager), Nedal Alouran (Head of Environment and Climate Change Unit), and Rana Saleh (Environment Programme Associate).

# List of Figures

[Figure 1. Typical management arrangement for a UNDP-implemented project. 28](#_Toc506718529)

# List of Tables

[Table 1. Rating scales. 17](#_Toc506718538)

[Table 2. Baseline and target indicators for Outcome 5 of CPD 2013-2017. 22](#_Toc506718539)

[Table 3. Results expected for Outcome 5 of CPD 2013-2017. 22](#_Toc506718540)

[Table 4. Budget and finance breakdown for Outcome 5 of CPD 2013-2017. 23](#_Toc506718541)

[Table 5. Findings of the ADR relevant to Outcome 5 of CPD 2013-2016. 31](#_Toc506718542)

[Table 6. Cumulative expenditure budgets for Outcome 5 of CPD 2013-2017. 35](#_Toc506718543)

[Table 7. Evaluation of M&E framework of Output 5 for CPD 2013-2017. 36](#_Toc506718544)

[Table 8. Projects implemented under Outcome 5 and their funding sources. 40](#_Toc506718545)

[Table 9. Evaluation of Result 1 of Outcome 5 of CPD 2013-2017. 42](#_Toc506718546)

[Table 10. Evaluation of Result 2 of Outcome 5 of CPD 2013-2017. 43](#_Toc506718547)

[Table 11. Evaluation of Result 3 of Outcome 5 of CPD 2013-2017. 44](#_Toc506718548)

[Table 12. Yearly expenditures for Outcome 5 of CPD 2013-2017. 45](#_Toc506718549)

# Executive Summary

**Outcome Summary Table**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| |  | | --- | | **COUNTRY PROGRAMME/UNDAF OUTCOME:** 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 a green economy) at national and subnational levels. **Outcome indicators:** Strategies and action plans for strategic environmental assessment and disaster risk reduction (DRR) and management are established; # of relevant energy and environment laws reviewed; # of ministry endorsed strategic planning documents that integrate climate change adaptation (CCA) measures; # of sustainable green economy projects implemented; # of new buildings implementing green building codes. **Related strategic plan focus areas:** Energy and environment for sustainable development. | | | | | | |
| The Government  will develop the  national green  economy strategy,  which will present  low-carbon and  climate-resilient actions.  Authorities in Petra,  Aqaba and Irbid will provide staff and resources to undertake DRR activities. The  Government will also manage regulatory and enforcement procedures. | UNDP will work with EU and USAID to avoid programme duplication and to complement synergies. Civil society will be supported to take a more active and responsible role in managing natural resources. UNDP will seek technical  partnerships with  UNESCO, UNICEF  and UN-Habitat in coordinating the DRR initiatives. | UNDP will provide analytical  and comparative policy analysis  and programmatic support to  help Jordan transition to a low carbon economy and adopt clean energy technology.  On a parallel track, UNDP  Jordan will support two governorates, alleviating impact of climate change on the country’s very limited and vulnerable resources. UNDP will advocate for a focus on DRR and provide support to 3 cities to undertake safer and more resilient construction and urban planning. | **Indicator:** Gender responsive NAMA and  National Adaption Program for Action (NAPA)  are in place (Baseline: No, Target: Yes)  **Indicator:** # of climate change adaptation  pilot initiatives (e.g., regarding biodiversity  and ecotourism) undertaken by communities  and subnational institutions (Baseline: 0  Target: at least 3)  **Indicator:** # of cities with gender-sensitive  urban plans which address extreme climate  hazards (Baseline: 0, Target 3) | **Output 1:** Key Government  and non-Government actors have improved capacities to  develop a more energy efficient economy, more based on renewable energy, and at both the national and subnational levels.  **Output 2:** Key Government  and non-Government actors have capacities to undertake  gender-sensitive management  of natural resources in a  climate-resilient manner in targeted governorates.  **Output 3:** Government and  non-Government actors are  able to undertake safer and more resilient construction and urban planning in 3 target cities. | **Regular:**  300,000 |
| **Other:**  7,300,000 |
| **Regular:**  180,000 |
| **Other:**  1,500,000 |

**Description of Outcome 5 of CPD 2013-2017**

The main objective of Outcome 5 of the Country Programme Document (CPD) 2013-2017 was for “government and national institutions having operationalised mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster risk reduction issues (including a transition to a green economy) at national and subnational levels”. In order to achieve this overarching objective, UNDP was expected:

1. To provide analytical and comparative policy analysis and programmatic support to help Jordan transition to a low-carbon economy and adopt clean energy technology;
2. To support two governorates, alleviating impact of climate change on the country’s very limited and vulnerable resources; and
3. To advocate for a focus on DRR and provide support to 3 cities to undertake safer and more resilient construction and urban planning.

Outcome 5 of CPD 2013-2017 sought to enhance the resilience of Jordan in the face of many environmental challenges, some of which became exacerbated by the influx of Syrian refugees. Another global issue that would compound the environmental challenges such as water scarcity and regressing biodiversity is current and future climate change and climate variability. Climate change is accompanied with increasing climate variability and increased climate-related risks (e.g. disasters related to flooding and droughts). The national and regional energy context also posed a serious threat to the continued development of Jordan.

**Terminal Evaluation Purpose and Methodology**

This terminal evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of Outcome 5 of CPD 2013-2017. The evaluation also aimed to identify lessons for future similar undertakings, and to propose recommendations for ensuring the sustainability of the results. The evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, review of available documents and records, and findings made during field visits.

**Evaluation Rating Table**

|  |  |  |  |
| --- | --- | --- | --- |
| **1. Monitoring and Evaluation** | ***rating*** | **2. IA& EA Execution** | ***rating*** |
| M&E design at entry | U | Quality of UNDP Implementation | S |
| M&E Plan Implementation | MS | Quality of Execution - Executing Agency | S |
| Overall quality of M&E | MU | Overall quality of Implementation / Execution | S |
| **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** |
| Relevance | R | Financial resources: | ML |
| Effectiveness | MS | Socio-political: | ML |
| Efficiency | S | Institutional framework and governance: | ML |
| Overall Project Outcome Rating | MS | Environmental : | ML |
|  |  | Overall likelihood of sustainability: | ML |

**Summary of conclusions, recommendations and lessons**

**Major Achievements/Strengths**

***UNDP interventions remain highly relevant with strong country ownership***

The in-country presence of UNDP, and its regular contact with MOPIC that is the umbrella ministry that carries out cross sectoral coordination in Jordan resulted in UNDP’s interventions being relevant to the development context of the country. An inclusive, multi-stakeholder approach to designing programmes and projects imply buy-in from stakeholders. The ownership is also strengthened through the NIM project implementation modality that places the project stakeholders at the centre of project management, with the support of MOPIC.

***The programme outcome has been cost-effective***

The data show that total cumulative expenditure for Outcome 5 between 2013 and 2017 was ~US$ 11 million, thereby exceeding the budget planned at the beginning of the CPD period by approximately US$ 1.715 million. Also, total cash contributions from UNDP sources amounted to US$ 858,418.30 – i.e. a factor 1.8 times more than what was planned at the start of the CPD period. The average programme outcome implementation rate between 2013 and 2017 was 93% (and it was 94.7% between 2014 and 2017), which is significantly higher than the corporate threshold (80%) for satisfactory utilisation.

**Good Practices and Lessons Learned**

***Involvement of MOPIC at the operational level of project implementation***

An emerging practice that should be replicated across all projects is the strengthening of the NIM approach for project management. Typically, MOPIC’s participation in project implementation was only at the level of the PSC. Project delays accruing at the operational or technical level remained outside the purview of MOPIC. In order to capitalise on MOPIC’s mandate to carry out cross sectoral coordination, the operational and technical issues could be more productively resolved at an early stage through MOPIC’s interventions. With the support of UNDP, representatives of MOPIC are now also involved at the operational or technical level in the project management structure.

***Overreliance on GEF funding can become a major disadvantage***

There are two attractive reasons for UNDP’s reliance on GEF funding. First, the UNDP has a net comparative advantage over other GEF Executing Agencies for leveraging GEF finance. Further, the STAR allocation is a fairly certain source of funding, and therefore provides for better visibility in terms of resources mobilization. On the other hand, an overreliance on GEF funding for implementing Outcome 5 of CPD 2013-2017 carries several disadvantages, of which the inability to support climate change adaptation and DRR projects remained the most significant. The overreliance on GEF funding has resulted in key Outcome 5 targets being not achieved.

***Stakeholder participation needs to take into account post-project requirements***

Certain stakeholders, such as NGOs or CSOs, the private sector and other technical agencies of the UN need to be better integrated in programme outcome implementation through their early involvement in project design and conceptualisation. This will also enhance the likelihood of sustainability to programme outcome contributions after the lifetime of projects or the country programme period.

**Shortcomings and Recommendations**

The eight key shortcomings and recommendations of this evaluation are summarised in the table below.

| **Shortcomings** | **Recommendations** |
| --- | --- |
| ***Detailing the risks and assumptions underlying programme design***  **Conclusion 1:** The CPD 2013-2017 was not accompanied by the assumptions and risks that would influence its successful implementation. | **Recommendation 1:** Future country programmes should make the risks and assumptions underlying its outcomes more explicitly in order: (1) to better explain the non-achievement of Outcome 5 results by referring to risks and assumptions; and (2) to inform the risks and assumptions associated with projects designed for implementing Outcome 5 (or any outcome related to environmental sustainability) |
| ***Enhancing the gender dimension of interventions***  **Conclusion 2:** Little effort was dedicated for the mainstreaming of gender issues in the design of Outcome 5, as well as the projects that were used to implement it. The weak emphasis on gender is also reflected in the weak M&E framework that is discussed below. | **Recommendation 2:** The UNDP should ensure that the Gender Strategy that was developed in 2016 is used to guide the design of the next country programme, which in turn should guide the design of projects for ensuring gender-sensitive environmental sustainability. |
| ***Harmonised M&E frameworks***  **Conclusion 3:** Inadequate attention was given to results-based management in planning, monitoring and reporting of UNDP interven­tions. Consequently, the design of an integrated and holistic country programme, including Outcome 5, was hampered, as well as moni­toring and reporting on results. Shortcomings have been identified at several levels, including: (1) lack of appropriately defined outcome-level indicators; (2) lack of gender-sensitive SMART indicators; (3) lack of coherence between programme outcome and project-level M&E; and (4) weak country office M&E capacity. | **Recommendation 3:** Tthe following are recommended:   1. The CO should take the necessary steps to strengthen the institutionalization of the M&E function in its organizational structure by funding long-term positions for M&E specialists. Further, M&E specialists should not be left to rely of their limited prior experience to carry out their functions. Rather, there should be dedicated capacity building of selected staff; and 2. The UNDP CO could make use of the results-framework developed by the Green Climate Fund (GCF) for guidance on developing appropriate gender-sensitive M&E framework, including selection of SMART indicators, for climate change mitigation, adaptation and disaster risk management. The results-framework will also be useful to harmonise M&E frameworks at both the programme outcome and project levels. |
| ***Scaling up actions on disaster risk reduction (DRR)***  **Conclusion 4**: The DRR project has done a very good job at mainstreaming disaster risk management in land-use planning at the sub-national level. However, the evaluation has revealed that the lack of a National DRR Strategy remains a stumbling block for the further institutionalization and mainstreaming of DRR. | **Recommendation 4**: There is a need for UNDP to continue supporting action on DRR at the national level, and in this process to not only support the much needed mainstreaming of DRR but also to reclaim a niche that it previously occupied. The CADRI project provides the UNDP with an opportunity to support these twin objectives by ensuring that it coordinates all CADRI-related interventions in Jordan while reinforcing its mandate for coordinating all UN agencies in the country. Another contribution of UNDP is to ensure that its coordination of UN agencies vis-à-vis government leads to more effective integration of climate change adaptation, DRR, and Agenda 2030 in national development planning for promoting lon-term planning approaches. |
| ***Enhancing private sector partnerships***  **Conclusion 5:** Outcome 5 of CPD 2013-2017 was expected to support private sector innovation through partnerships, especially regarding low-carbon, climate-resilient development. Besides the little interactions with manufacturers of electrical appliances under the EESL project and low-level funding from Coca Cola for the EDM project, there have been very limited interactions with the private sector during the CPD period. | **Recommendation 5:** The Resource Mobilisation Action Plan (RMAP) that was developed at the end of 2016 proposes to activate the Joint Platform with the private sector. The Joint Platform for partnership can be marketed as a concrete example of applying Goal 17 for furthering Agenda 2030. The RMAP proposes to also review corporate priorities. A low-cost recommendation is, therefore, to activate the setting up of the Joint Platform to capitalise on the initial benefits that have accrued during the CPD period, namely:   1. Supporting local manufacturers of electrical appliances through the Jordan Chamber of Commerce and Industry to prospect for emerging markets, such as Eastern African Community and CIS, for energy efficient Jordan-made appliances. The UNDP can make use of its local presence in these markets to facilitate market prospection; and 2. To advocate for the need for the private sector to engage in disaster risk reduction such as through the development of risk transfer instruments. The evaluation has revealed that the development of such market instruments would support the mainstreaming of DRR at all levels. |
| ***Advocating for long-term development approaches***  **Conclusion 6**: Lessons from previous country programmes have shown that UNDP needed to advocate for long-term approaches. This evaluation has found that a long-term approach is hindered by turnover at all levels of government, as well as at UNDP. CPD 2013-2017 was developed at a juncture containing the 2015 turnaround point, and the accompanying uncertainties, for many environmental sustainability orientations such as the NDC (Paris Agreement for climate change adaptation and mitigation), the Sendai Framework on DRR, and the adoption of Agenda 2030 for sustainable development (SDGs) that are all aligned to the 2030 time horizon. Future country programmes can now benefit from the visibility to 2030 regarding sustainable development orientations. | **Recommendation 6:** All the recommendations proposed in this evaluation are supportive of long-term planning approaches. The following are recommended more specifically related to Conclusion 6:   1. By drawing of the cases highlighted in this evaluation, UNDP should continue its advocacy next to MOPIC that high turnover at multiple levels of government hinders mainstreaming of results and outcomes of investments, and the loss of institutional memory; 2. UNDP should also develop a talent retention strategy and action plan to ensure continuity of its actions on the ground, as well as internalising key positions such as M&E and gender in its organisation structure; and 3. Advocate for the integration of climate change adaptation and mitigation, DRR and Agenda 2030: first, by ensuring that this is done while designing its country programme and then cascading this into project designs for environmental sustainability; and second, by advocating for this approach with MOPIC and other development partners. This recommendation can also be used to more effectively carry out coordination among UN Agencies (please see link with the CADRI partnership for enhancing long-term approaches). |
| ***Further diversifying sources of funding***  **Conclusion 7:** One of the main weaknesses and lessons learned from the implementation of Outcome 5 of CPD 2013-2017 was the overreliance on GEF funding to support environmental sustainability issues. | **Recommendation 7:** As a middle income country, Jordan cannot use its STAR allocation for implementing climate change adaptation and DRR. As these environmental sustainability issues will continue to be topical, and future climate changes and variability are expected to even increase the significance of these issues, other sources of funding will have to be secured. It is therefore proposed that the RMAP be updated to also include the Green Climate Fund as another potential source of funding. Another source of funding that is overlooked in the RMAP is the NAMA Facility under the aegis of the UNFCCC. A prior requirement would however be the development of NAMAs. |
| ***Using UNDP’s derisking approach to inform programmatic approaches to environmental sustainability***  **Conclusion 8:** Outcome 5 of CPD 2013-2017 adopted a project-based implementation approach that is usually not conducive for promoting long-term, programmatic approaches. However, there are innovative ways in which a project can foster long-term, programmatic approaches, and UNDP is in a unique situation to achieve this through its derisking methodology. Such a methodology is proposed to be implemented under the GAM project in order to catalyse private investments in low-carbon buildings at the city-wide level. UNDP’s derisking approach can yields several benefits simultaneously, including:   1. Supporting the Government of Jordan achieving environmental sustainability at the sectoral, thereby promoting long-term planning approaches; 2. Providing a roadmap for sector level interventions in terms of implementing derisking instruments that is a useful means for Government to carry out donor coordination for their respective support of these instruments; 3. Developing the DEEI approach using the GAM project thereby increasing the kudos of UNDP Jordan within the corporate structure of UNDP. The DEEI is not yet fully developed, and the GAM project should be used to further the corporate work of UNDP in terms of methodology development, testing and implementation; and 4. Using its experience in Jordan as a means for replicating lessons learned in other neighbouring countries | **Recommendation 8:** To use the GAM project to fully develop, test and implement the derisking energy efficiency investment (DEEI) methodology, and to develop a roadmap for multi-stakeholder coordination for supporting low-energy buildings at the city-wide level. It is also recommended that the UNDP would mobilise additional resources in order to implement the derisking renewable energy investment (DREI) for the implementation of the renewable energy target in the Jordan NDC. |

# Acronyms and Abbreviations

ADR Assessment of Development Results

ASEZA Aqaba Special Economic Zone Authority

BITS Biodiversity Integration in the Tourism Sector

CADRI Capacity for Disaster Reduction Initiative

CC Climate Change

CCU Climate Change Unit of the MoEnv

CO2 Carbon Dioxide

CPAP Country Programme Action Plan

CPD Country Programme Document

CSO Civil Society Organisation

DRR Disaster Risk Reduction

EDM Every Drop Matters

EE Energy Efficiency

EESL Energy Efficiency Standards and Label

ESCO Energy Services Company

EU European Union

FAO Food and Agriculture Organization of the United Nations

FBUR First Biennial Update Report

GAM Greater Amman Municipality

GCF Green Climate Fund

GDP Gross Domestic Product

GEF Global Environment Facility

GHG Greenhouse Gas

GoJ Government of Jordan

HCCD Higher Council for Civil Defense

ICPE Independent Country Programme Evaluation

JRP Jordan Response Plan

LHAP Land and Human to Advocate Progress

JREEEF Jordan Renewable Energy and Energy Efficiency

JSMO Jordan Standards and Metrology Organisation

MACC Marginal Abatement Cost Curve

M&E Monitoring and Evaluation

MOPIC Ministry of Planning and International Cooperation

Mtoe Million tonnes of oil equivalent

NAMA Nationally Appropriate Mitigation Action

NAPA National Adaptation Plan of Action

NCSCM National Council for Security and Crisis Management

NDC Nationally Determined Contribution

NGO Non-Governmental Organisation

NIM National Implementation Modality

PCB Poly-chlorinated Biphenyls

PDTRA Petra Development and Tourism Region Authority

PMU Project Management Unit

PSC Project Steering Committee

RMAP Resource Mobilisation Action Plan

SDG Sustainable Development Goal

SGP Small Grants Programme

SMART Specific, Measurable, Achievable, Realistic and Timely

TNC Third National Communication to the UNFCCC

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNDP CO United Nations Development Programme Country Office

UNESCO United Nations Educational, Scientific, and Cultural Organization

UNFCCC United Nations Framework Convention on Climate Change

USAID United States Agency for International Development

USD United States Dollar

WFP World Food Programme

# 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.

Gender gap also stands out in Jordan, which ranks 134 out of 142 under the Global Gender Gap Index of 2014 with respect to women’s economic participation and opportunities, and is thereby the lowest in the region. Ratings have almost consistently decreased since 2006, which indicates that the increase in challenges around women’s economic empowerment in Jordan is not only related to the Syria crisis. Unemployment rates for women are particularly high reflecting their low participation in the labor market compared to men. On average, 84 % of women are economically inactive (compared to 31 % among men), despite the fact that they form 60 % of university graduates. On average, female unemployment is 22.2 % (compared to 17.7 % for men), with an even higher rate in rural areas (25.6 % compared to 18.7 in urban areas). Women’s average income per year is 5.7 times lower than men (3,442 USD compared to 19,300).

## 1.1 Purpose, Objectives and Scope of Evaluation

The purpose of the evaluation is to carry out an ex-post review of the low carbon and climate resilient initiatives under Outcome 5 of the Country Programme Document (CPD) 2013-2017. The evaluation aims to assess progress made towards the achievement of the CPD outcome objectives as specified in CPD 2013-2017. The scope of the evaluation covers all low carbon and climate resilient activities undertaken in the under Outcome 5 in order to assess their contribution towards the attainment of the CPD outcome objectives.

The objectives of the evaluation are:

* Review the achievements made during the CPD 2013-2017 in respect of low carbon and climate resilient initiatives and take stock of lessons learned and challenges. This includes outcome progress, programme management, coordination arrangement, identify challenges, lessons learned, evidence based findings, conclusions and recommendations on results, effectiveness, efficiency, sustainability;
* Provide analysis of any deviations, reasons, mitigation measures any internal or external factors affected the outcome achievement;
* Review UNDP comparative advantage and added value, what worked and what did not and how to expand UNDP cooperation with related stakeholders. In addition;
* Provide recommendations on UNDP work sustainability, linkages with national priorities and how to continue in the next cycle; and
* Receive recommendations to inform the design of the next programme cycle. The information will be used by UNDP Jordan as well as the key national counterparts and Implementing Partners

## 1.2 Methodology

The evaluative matrix shown in **Annex 6** was used. These matrix questions have been used to obtain answers on the four key evaluation criteria that form the basis of the Independent Country Programme Evaluation (ICPE).[[1]](#footnote-1) These criteria are:

1. Effectiveness – The extent to which an objective has been achieved or how likely it is to be achieved;
2. Relevance – The extent to which the programme is suited to local and national development priorities and organizational policies, including changes over time;
3. Efficiency – The extent to which results have been delivered with the least costly resources possible (without carrying out a full financial audit); and
4. Sustainability – The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion – i.e. programme should be environmentally, financially, institutionally/relationships and socially sustainable.

In order to assess the above, the following have also been evaluated:

1. Results – The positive and negative, and foreseen and unforeseen, changes to and effects produced by a development intervention. These include direct programme outputs, short- to medium-term outcomes, and longer term impacts including global environmental benefits, resilience building, replication effects, and other local effects;

The above criteria are rated using the ratings described in section 1.2.1.

In order to provide empirical evidence for quantifiable assessment, the evaluation has adopted the following methodology:

Documentation review

The documents contained in **Annex 5** have been reviewed. They include:

* The Programme Document and all project reports that provided any updates to the logframe as well as performance indicators that were designed to monitor and evaluate the programme. These also provided the background of the situation analysis to gauge the relevance of the programme at the inception stage, and also to see whether any future changes were anticipated. Importantly, the ability of the programme to anticipate programme risks and how to manage them has been reviewed. The effectiveness of the programme to cater for the financial, social, institutional and environmental sustainability of the programme after its completion has be assessed (also using the results of interviews);
* All reports as mentioned in the Monitoring and Evaluation Plan of the Programme Document. These documents have allowed the evaluation of the programme implementation to be assessed against the 3 key criteria – i.e. Effectiveness, Efficiency and Results; and
* The Consultant has also reviewed relevant national or sub-national policies, strategies and action plans for promoting low-carbon, climate-resilient development in Jordan.

Interviews & consultations

The documentation review has been backed up by face-to-face interviews/consultations as per **Annex 3**. Interviews are appropriate vehicles to use when scooping the underlying reasons about the programme not meetings its outcomes or objectives, if any, or in situations when unforeseen benefits materialised. This will be the case in Jordan that has experience continued pressures and challenges from refugees due to ongoing regional political conflicts since 2011. Interviews and consultations have also been used to probe the sustainability (including replication) of the programme outcome objectives. These will be carried out predominantly using the Evaluative Matrix given in **Annex 6**.

Field visits

Under the guidance of the UNDP CO, the field visits summarised in **Annex 4** were carried out.

### 1.2.1 Evaluation Ratings

The findings of the evaluation are compared against the targets set forth in the logical results framework, and also analyzed in light of particular local circumstances. The effectiveness and efficiency of project outcomes are rated according to the 6-point scale, ranging from Highly Satisfactory (no shortcomings) to Highly Unsatisfactory (severe shortcomings). Monitoring & evaluation and execution of the implementing and executing agencies were also rated according to this scale. Relevance is evaluated to be either relevant or not relevant.

Sustainability is rated according to a 4-point scale, ranging from Likely (negligible risks to the likelihood of continued benefits after the project ends) to Unlikely (severe risks that project outcomes will not be sustained). Impact was rated according to a 3-point scale, including significant, minimal, and negligible. The rating scales are compiled in **Table 1**.

Table 1. Rating scales.

|  |  |  |
| --- | --- | --- |
| **Ratings for Effectiveness, Efficiency, M&E, IA and EA Execution:**   1. Highly Satisfactory (HS)   The project has no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency   1. Satisfactory (S)   There were only minor shortcomings   1. Moderately Satisfactory (MS)   There were moderate shortcomings   1. Moderately Unsatisfactory (MU)   The project had significant shortcomings   1. Unsatisfactory (U)   The project had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency   1. Highly Unsatisfactory (HU)   Project has severe shortcomings | **Sustainability Ratings:**   1. Likely (L):   Negligible risks to sustainability   1. Moderately Likely (ML):   Moderate risks to sustainability   1. Moderately Unlikely (MU):   Significant risks to sustainability   1. Unlikely (U):   Severe risks to sustainability | **Relevance Ratings:**   1. Relevant (R) 2. Not Relevant (NR)   **Impact Ratings:**   1. Significant (S) 2. Minimal (M) 3. Negligible (N) |
| **Additional ratings where relevant:**  Not Applicable (N/A)  Unable to Assess (U/A) | | |

## 1.3 Ethics

The evaluation was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the evaluator has signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 7**). In particular, the evaluator ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders’ dignity and self-worth.

## 1.4 Audit Trail

As a means to document an “audit trail” of the evaluation process, review comments to the draft report are compiled in **Annex 8**, along with responses from the evaluator. Relevant modifications to the report are incorporated into the final version of the final evaluation report.

## 1.5 Limitations

The evaluation was carried out at the end of the lifetime of the CPD period, and at that time (end 2017 and beginning of 2018) several projects, such as the Rio Project (Mainstreaming the Rio Convention Provisions into National Sectoral Policies) and the project on Mainstreaming Biodiversity Conservation in Tourism Sector Development in Jordan, were still ongoing. Further, the design of the UNDP-GEF mitigation project entitled “Asystemic approach to sustainable urbanization and resource efficiency in Greater Amman Municipality (GAM)” that was initiated in 2013 is expected to be approved at the next GEF Council meeting to be held in March 2018. This mitigation project was expected to contribute towards the implementation of Outcome 5 of the CPD 2013-2017. The ongoing and yet-to-be implemented GEF projects imply that the full intended impacts of Outcome 5 of the CPD 2013-2017 could not be measured at the time of evaluation.

One of the objectives of the evaluation was to use its recommendations to inform the design of the next programme cycle. However, at the time of carrying out the evaluation, the CPD 2018-2022 had already been designed and approved between the Government of Jordan and UNDP.

## 1.6 Structure of the evaluation report

The report has five chapters. Following this intro­duction, chapter 2 provides information on Outcome 5 of the CPD 2013-2017. Chapter 3 discussed the findings of the evaluation, and in particular assesses the relevance, efficiency and sustainabil­ity of the UNDP contribution. This chapter also analyses the factors affecting UNDP performance and strategic positioning in Jordan. Finally, chapter 4 presents conclusions and recommendations.

# 2. Programme Description

## 2.1 National development context

The Hashemite Kingdom of Jordan is an upper middle-income country with a population of 9.53 million,[[2]](#footnote-2) approximately 70 per cent of which are under 30 years of age. Despite unprecedented stresses caused by regional volatility, Jordan has demonstrated effective resilience capacities in maintaining stability and responding to crises. It is placed in the high human development category of countries, and ranked 86 on the 2016 human development index.[[3]](#footnote-3) Jordan has placed resilience and economic, social and environmental development at the core of its national priorities. In 2015, the Government elaborated its Vision 2025 that conceptualizes an integrated and transformational framework to achieve a prosperous, resilient Jordan through: active and empowered citizens; a proud and vibrant society; a dynamic and globally competitive private sector; and efficient and effective government.[[4]](#footnote-4) A prominent advocate for achieving the Sustainable Development Goals, the Government has highlighted the close alignment between Vision 2025 and the 2030 Agenda, and submitted its First Voluntary National Review in July 2017 (Hashemite Kingdom of Jordan, 2017).

Jordan faces several developmental challenges some of which are: sluggish economic growth, exclusion / inequalities and vulnerability (socioeconomic and environmental). Jordan’s economy has remained sluggish over the past few years.[[5]](#footnote-5) Growth slowed down in 2016 for the second year in a row to 2.0% from 2.4% in 2015. Growth was affected by a confluence of factors related to repercussions from the Syrian crisis, notably the closure of export routes to Iraq and Syria and lower tourism amid regional instability, despite a recovery in construction in 2016. GDP per capita decreased from 2,939.6 JD per person in 2013 to 2,786.6 JD per person in 2015, and increased marginally to 2,801.1 JD per person in 2016.[[6]](#footnote-6)

Jordan has a rapidly expanding population (3.2 per cent annual growth);[[7]](#footnote-7) it hosts nearly three million non-Jordanians, including 1.3 million Syrians,[[8]](#footnote-8) of whom 660,000 are registered as refugees;[[9]](#footnote-9) the population is highly urbanized (84 per cent);[[10]](#footnote-10) average unemployment is 18.2 per cent;[[11]](#footnote-11) and the poverty rate is estimated at 14 per cent.[[12]](#footnote-12) These inequalities especially impact women and youth: unemployment rates for women are 33 per cent (compared to 14 per cent for men), and 35.6 per cent for youth aged 15 to 24. Women’s participation rate in the labour force stands at 15 per cent, compared to 68 per cent for men, placing Jordan at 142 in the global ranking of 144 countries.[[13]](#footnote-13) Socioeconomic vulnerabilities vary widely between the 12 governorates, especially in terms of local economic development and concentration of urbanised poverty.[[14]](#footnote-14) The impact of the crisis in the Syrian Arab Republic continues to place localized burdens on vulnerable host communities in terms of livelihoods, employment opportunities, service delivery and sustaining social and economic stability.

The socioeconomic vulnerabilities are exacerbated by environmental vulnerabilities that are expected to become more pronounced in the face of increasing climate change and risks associated with natural disasters. The main environmental concerns that have motivated the formulation of the CPD Outcome 5 are: energy, water, disaster risks and climate change. Climate change can be seen as an issue that cuts across the first three environmental concerns. Jordan imports 97 % of its oil and gas, accounting for almost 18 % of the GDP (2014) which makes the country completely reliable on and vulnerable to the global energy market. Primary energy requirement is expected to almost double to a forecasted 15.08 Mtoe (million tonnes of oil equivalent) by 2020; from 8.205 Mtoe in 2012.[[15]](#footnote-15) According to the MEMR facts and figures summary of 2016, the cost of consumed energy in 2015 reached 2,532 million JD; equivalent to 52.8% exports; 17.5% of total imports; and forming 9.5% of GDP.[[16]](#footnote-16) The energy sector is the largest emitter of greenhouse gases (GHGs). In 2012, it accounted for 81% of the total national emissions.[[17]](#footnote-17) Jordan’s Nationally Determined Contribution (NDC)[[18]](#footnote-18) establishes a 1.5% voluntary GHG reduction from 2006 levels compared to business as usual by 2030. An additional 12.5% GHG emission reduction is conditional upon availability of international climate finance. The bulk of the emission reduction is expected to emanate from the energy sector through a combination of energy efficiency and accelerated use of renewable energy sources.

Based on their vulnerabilities, the NDC mentions that the priority sectors for adaptation are: water, health, biodiversity and agriculture and food security. Water is critically linked to all of the other sectors. Jordan is a nation burdened with extreme water scarcity that has always been one of the biggest barriers to its economic development. Jordan’s annual renewable resources of less than 140 m3/capita are far below the global threshold of severe water scarcity of 500 m3/capita. Water resources depend mainly on the limited precipitations within the country, where 92% of the country receive less than 200 mm annual rainfall.[[19]](#footnote-19) The water crisis situation has been aggravated by a population increase that has doubled in the last two decades alone because of refugees fleeing to Jordan from neighbouring countries. Climate change is yet another stressor. The main climate hazards that the water sector faces in Jordan are temperature increases, precipitation decreases, increased incidents of drought and increased evaporation. Climate sensitivity indicators in water sector were determined as reduced groundwater recharge, groundwater quality deterioration, stream flow reduction and increased water demand.[[20]](#footnote-20)

Jordan’s natural hazards profile is characterised by exposure to earthquakes, flash floods, drought, snow storms and frost. Except for earthquakes, all the other extreme events are climate-related. Flood risks, especially flash floods, are increasing due to rapid unplanned urbanization and insufficient drainage systems. Recurrent episodes of droughthave also caused significant economic stress especially in the agriculture sector, with adverse implications for food security. Massive influx of refugee populations in cities put additional strain on infrastructures and physical systems.

## 2.2 Programme Start and Duration

Outcome 5 of the CPD was implemented between January 2013 and December 2017.

## 2.3 Problems that the Programme Outcome Sought to Address

At the time of developing the CPD under review, Jordan was facing many environmental challenges, some of which became exacerbated by the influx of Syrian refugees that was discussed in section 2.3. Another global issue that would compound the environmental challenges such as water scarcity and regressing biodiversity is climate change. Climate change is accompanied with increasing climate variability and increased climate-related risks (e.g. disasters related to flooding and droughts). The national and regional energy context also posed a serious threat to the continued development of Jordan.

In light of increasing dependence on imported fossil fuels leading to an increase in the imported energy bill, and importantly increased energy insecurity due to frequent cuts in gas supplies from Egypt, Jordan prioritised moving to a low-carbon economy. This policy shift was predicated on a looming energy crisis if energy consumption continued to rise, if the country continued to rely on its current energy capabilities and technology, and if the frequent cuts in gas supplies from Egypt persisted. Jordan has no oil reserves, but does have vast reserves of oil shale.

As mentioned above, Jordan remains one of the most water-scarce countries in the world. The negative impacts of climate change on fresh water availability and other natural resources were expected to continue, resulting in disproportionate detrimental impacts on vulnerable members of society, including women. The reduction of biodiversity in Jordan remains a difficult and complicated issue due to increasing water scarcity and other factors, and forests now cover less than 1 per cent of the country. For these reasons Jordan was not on track to achieving MDG Goal 7: Ensure Environmental Sustainability.

Further, the Government was not focusing on disaster risk reduction (DRR) as natural disasters, including earthquakes, were not believed to be imminent; although it was probable there could be an earthquake within 30 years. Therefore, there was no intention for integrating DRR and CC in national policies.

Based on limited progress on the implementation of National Agenda 2006-2015[[21]](#footnote-21) and on lessons learned, there was a need for UNDP to find a niche within the ‘environment landscape’ in Jordan. It was recognised that many donors were already active in supporting Government address the water-scarcity problems and related socio-economic impacts. Consequently, strengthening support for climate-change adaptation initiatives, including those that addressed biodiversity challenges and helped the country move towards a green economy, were identified as potential entry points or niche for the UNDP. Another issue that was considered problematic, and where UNDP could have a comparative advantage, was the high turnover of Government ministers thereby posing a real challenge to long-term development. The CPD 2013-1027 identified advocacy for long-term approaches as another UNDP niche for intervention.

## 2.4 Immediate and Development Objectives of the Programme Outcome

The main objective of Outcome 5 of the CDP 2013-2017 was for “government and national institutions having operationalised mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster risk reduction issues (including a transition to a green economy) at national and subnational levels”. In order to achieve this overarching objective, UNDP was expected:

1. To provide analytical and comparative policy analysis and programmatic support to help Jordan transition to a low-carbon economy and adopt clean energy technology;
2. To support two governorates, alleviating impact of climate change on the country’s very limited and vulnerable resources; and
3. To advocate for a focus on DRR and provide support to 3 cities to undertake safer and more resilient construction and urban planning.

## 2.5 Baseline Indicators Established

The baseline and target indicators for Outcome 5 of CPD 2013-2017 are summarised in **Table 2**.

Table 2. Baseline and target indicators for Outcome 5 of CPD 2013-2017.

|  |  |  |
| --- | --- | --- |
| **Indicator** | **Baseline (2013)** | **Target (2017)** |
| Gender responsive NAMA and National Adaption Program for Action (NAPA) are in place | No | Yes |
| # of climate change adaptation pilot initiatives (e.g., regarding biodiversity and ecotourism) undertaken by communities and subnational institutions | 0 | 3 |
| # of cities with gender-sensitive urban plans which address extreme climate hazards | 0 | 3 |

Source: CPD 2013-2017

## 2.6 Main stakeholders

At the strategic and administrative levels, the main stakeholder of UNDP regarding the CPD 2013-2017 is the Ministry of Planning and International Cooperation (MOPIC). In terms of programme management, monitoring and evaluation, UNDP has interacted with a variety of stakeholders, including: national and local government, the private sector, civil society, donors and other stakeholders. Partnerships with these stakeholders are discussed in sections 3.2.2 and 3.3.5.

## 2.7 Expected Results

Outcome 5 of the CPD 2013-2017 was expected to yield the three results captured in **Table 3**.

Table 3. Results expected for Outcome 5 of CPD 2013-2017.

|  |
| --- |
| **Expected Results** |
| Result 1: Key Government and non-Government actors have improved capacities to develop a more energy efficient economy, more based on renewable energy, and at both the national and subnational levels. |
| Result 2: Key Government and non-Government actors have capacities to undertake gender-sensitive management of natural resources in a climate-resilient manner in targeted governorates. |
| Result 3: Government and non-Government actors are able to undertake safer and more resilient construction and urban planning in 3 target cities. |

Source: CPD 2013-2017

## 2.8 Budget and Finance Breakdown

The budget and finance breakdown are given in **Table 4**.

Table 4. Budget and finance breakdown for Outcome 5 of CPD 2013-2017.

|  |  |  |
| --- | --- | --- |
| **Result** | **Funding (US$)** | |
| **Regular** | **Other** |
| Result 1 | 300,000 | 7,300,000 |
| Result 2 and Result 3 | 180,000 | 1,500,000 |

Source: CPD 2013-2017

# 3. Findings

## 3.1 Programme Design and Formulation

### 3.1.1 Analysis of Results Framework

Outcome 5 of CPD 2013-2017 was designed to be achieved through the three results described in **Table 3**. The three results were mutually supporting, as they sought to address both climate change mitigation (Result 1) and adaptation (Result 2), and well as the integration of disaster risk reduction (DRR, Result 3) and climate change adaptation. Interventions were planned at both the national (ministries) and sub-national level (i.e. governorates and municipalities) thereby providing impetus for a broad and representative geographical coverage. The areas of intervention such as energy and water were considered to be national priorities, and the focus on DRR was specifically to bridge a gap in national perspectives that minimized the severity of risk hazards. Importantly, Result 3 sought to adopt a territorial approach for mainstreaming DRR in land-use planning.

The evaluation has identified three limitations with the results framework that will be discussed in more details in the remaining section of the report. These shortcomings are:

1. The risks and assumptions underlying the results framework were not made explicit, thereby denying an opportunity for informing project design in terms of risk mitigation as discussed in section 3.1.2;

2. There were limited sustainability and replication structures built into the strategic results framework (see section 3.1.5 and 3.3.7); and

3. The monitoring and evaluation (M&E) built into the results framework was inadequate for assessing programme outcome impact. The shortcomings in M&E are discussed in section 3.2.5.

### 3.1.2 Assumptions and Risks

The CPD 2013-2017 was not accompanied by the assumptions and risks that would influence its successful implementation. However, there are two pertinent points to note:

1. Although not explicit, the lessons from previous country programmes and the barriers identified during baseline analysis to inform the design of the CPD 2013-2017 (please see discussions in section 3.1.3), may be construed to imply the assumptions and risks that the CPD 2013-2017 could face; and
2. All of the results achieved under Outcome 5 of CPD 2013-2017 (section 3.3.1) were obtained through the implementation of stand-alone projects, each of which carried out its own analyses of underlying barriers, risks and assumptions. In the case of GEF-financed projects, barriers analyses and identification of risks are an integral part of project design. In these cases, risk analysis is supplemented by the application of UNDP’s Social and Environmental Screening Procedure (SESP).

Despite these observations, it is advisable that any CPD would make its assumptions and risks more explicit. These risks and assumptions may then be used to inform the design of projects that are implemented to achieve the objectives of the CPD outcomes.

### 3.1.3 Lessons from Previous Country Programmes

Based on the implementation of the then Country Programme Action Plan (CPAP) that focused on nine United Nations Development Assistance Framework (UNDAF) outcomes, providing support to social, governance, environment and disaster-risk-reduction efforts and promoting high levels of achievement on all outcomes, particularly those related to social and governance issues were still very relevant. For Outcome 5 in particular, lessons from previous country programmes and the contextual reality at the time when CPD 2013-2017 was being formulated showed the following:

* Many donors are helping Jordan address its water-scarcity problems and related social justice issues. Here UNDP should identify its niche: where it can make a difference. For example, it could strengthen its support for climate-change adaptation initiatives, including those that address biodiversity challenges and help the country move towards a green economy;
* UNDP has played a key role in donor coordination to date. This work should be increased to ensure greater aid effectiveness, linking aid to national priorities and budgets; and
* The high turnover of Government ministers poses a real challenge to long-term development. UNDP needs to advocate for long-term approaches.

As discussed in section 3.1.1, the overreliance on GEF funding to implement the provisions of Outcome 5 of CPD 2013-2017, and the inability to diversify its financial resources mobilization bases translated into UNDP not being able to capitalise on climate change adaptation (and also DRR) as niche. In contrast, addressing biodiversity challenges to support green growth is on track to be successful.

Following from the above, and especially regarding climate adaptation and DRR, UNDP’s effectiveness in donor coordination could have been better. This issue is further discussed in section 3.2.1 (Adaptive Management).

This evaluation has noted that high turnover at the level of political decision making at the sub-national level also plays a big role in hindering the mainstreaming of DRR and climate change adaptation. This was evidenced within ASEZA concerning the mainstreaming of DRR in land-use planning, as well as the management of the marine park in Aqaba, where turnover in political decision makers and staff is causing disruptions in mainstreaming efforts. Further, field visits organised by LHPA, the implementer of the EDM project, have shown that investments at the municipal level concerning the restoration of traditional ponds and establishing community amenities such as recreational areas that are lit with solar PV and watered using existing traditional water systems were being misused after project completion and hand over to municipalities in the north east parts of Jordan. The deterioration and neglect of improved infrastructures could be linked to turnover at the decision making level. These examples reveal that renewed efforts for long-term approaches are needed not only at the ministerial levels but also at all levels of governance.

### 3.1.4 Planned Stakeholder Participation

As discussed in section 3.1.6, the strength of UNDP is its in-country presence and close proximity with a wide range of local and national stakeholders, as well as the donor community. All the projects listed in **Table 8** were conceptualised, designed, developed and implemented using an inclusive, multi-stakeholder process. Since the majority of projects were funded by the GEF, it is useful here to mention that the incremental reasoning approach of the GEF requires that proposed projects carries out close coordination with all baseline projects, project participants, including beneficiaries, by specifying their roles and responsibilities from project concept identification through to implementation, and monitoring and evaluation. The incremental reasoning also implies coordination with other development partners in the areas of intervention.

The Management Arrangements discussed in section 3.1.8 are designed based on the inclusiveness and representation of project stakeholders at different levels, such as political level (e.g. Project Steering Committee) or operational level (technical working groups).

The evaluation notes that planned stakeholder participation was executed satisfactorily.

### 3.1.5 Replication Approach

Analysis of the results framework showed that it lacked a clear replication approach. While the UNDP advocates for programmatic approach (please see the discussion under section 3.2.1 regarding the programmatic approach that UNDP supported regarding resilience-building through the Jordan Response Plan, JRP) to develop because of its higher effectiveness and efficiency in bringing about long-term outcomes through replication and scaling up, there are two structural features that hinder the programmatic approach, and hence limits replication:

1. Several of the GEF-funded projects are for Enabling Activities whose sole purpose is to support the Government of Jordan to report on its commitments regarding various UN Conventions. Examples from **Table 8** include the following projects: Minamata, FBUR, and TNC. While the execution of these projects by UNDP is important, they do not lend themselves to replication; and
2. All the other initiatives are stand-alone projects with finite lifetimes, and as observed by the ADR,[[22]](#footnote-22) they do not necessarily lend themselves to replication or scaling up that would be expected of a programmatic approach. Nevertheless, it should be noted that each GEF-financed project is accompanied by an exit strategy in order to ensure sustainability beyond the project lifetime. But this is not the same as ensuring replication or scaling up of project initiatives. Financial resources are needed to replicate the efforts of a programme. Hence, another closely related issue regarding replication is funding constraints, both in the form of increased competition for accessing funding, and the overreliance on GEF funding. If the initial project was funded by the GEF, then the GEF will not fund its replication. The overreliance on GEF funding therefore translates into a vicious circle that hinders replication.

Notwithstanding the above, it is pointed out that the yet-to-be implemented GAM project has an in-built replication mechanism through the development of NAMAs and adopting UNDP’s derisking approach. While the outcomes and impacts of the GAM project are yet to be verified, replication is expected to follow as a result of the following:

* A NAMA is a tool for leveraging international climate finance beyond GEF funding. So building on the lessons learned and experiences from the GEF investments, the NAMAs will allow Jordan to mobilise further climate finance, such as through the NAMA Facility or bilateral funding, to replicate and scale up actions related to thermal insulation in buildings and efficient street lighting across other cities and governorates in Jordan; and
* The project will also identify the most cost effective basket of policy and financial derisking instruments to catalyse private sector investments in low-energy buildings using an ESCO model. Further, the GAM project will support the well capitalized Jordan Renewable Energy and Energy Efficiency (JREEEF) to at least partially fund the financial derisking instruments.

As is discussed in section 4, other strong attributes of the UNDP’s derisking approach are: (i) using a project to support a programmatic approach; and (ii) enhancing UNDP comparative advantage through improved donor coordination using an evidence-based approach.

### 3.1.6 UNDP Comparative Advantage

UNDP has a significant comparative advantage in Jordan. It is a long-term trusted partner of the Government and others for its leadership in developing policy, enabling implementation of resilience, driving inclusion and addressing inequalities. UNDP is recognized by national and local partners as playing a highly relevant role in the country’s development progress and in delivering on partners’ priorities.[[23]](#footnote-23) It has a consistent record in building effective cross-sectoral partnerships, especially in bridging gaps and changing behaviours between state institutions and citizens, and in delivering impact at scale with efficient utilization of limited resources. In particular, UNDP has demonstrated specific comparative advantage in supporting national resilience efforts, especially for regional crises and other aspects of the humanitarian-development nexus, which necessarily contain a strong environmental and climate change dimension. Development stakeholders have identified UNDP’s impartiality, flexibility, responsiveness, local presence and strong delivery channels as key elements of its comparative advantage, especially on areas of technical expertise and capacity building.[[24]](#footnote-24) UNDP is also recognized as having significant comparative advantage in the national context thanks to its thought leadership on developmental issues, especially in relation to providing an institutional capacity for the implementation of the 2030 Agenda.[[25]](#footnote-25)

However, there are two specific areas relevant to Outcome 5 where the comparative advantage of the UNDP has eroded during the period covering the CPD 2013-2017:

1. At the beginning of the CPD 2013-2017, UNDP had a distinctive competitive advantage in DRR in Jordan, and the obvious next step was for supporting / coordinating the development of a National DRR Strategy. UNDP’s retreat from the ‘DRR space’ meant that other institutions, such as OCHA, which does not have a mandate to work on DRR filled the gap. Local authorities and DRR project stakeholders were adamant that UNDP should have capitalized on the successful implementation of the DRR project to mobilise funding to support the development of a National DRR Strategy. Lack of capacity could be one reason that prevented UNDP to capitalise on the situation. Until seven months ago, all aspects related to DRR were managed by UNDP’s Governance Unit that does not have the technical expertise in DRR. The responsibility for DRR is now under the Environment and Climate Change Unit that is better equipped technically to oversee DRR initiatives.

With the CADRI mission in execution, there is now an opportunity for UNDP to carry out national and inter-UN agency coordination towards the development of a National DRR Strategy. This is a no/low-cost opportunity for the UNDP. Further, given its cross-sectoral developmental mandate, UNDP can also ensure the harmonization of the DRR (Sendai Framework), climate change adaptation (NDC) and the Sustainable Development Goals (Agenda 2030). Given that the Sendai Framework, NDC and Agenda 2030 cover the same time horizon provides new impetus for UNDP to advocate for a long-term approach to cross-sectoral development.

2. The second area that was discussed in section 3.1.1 where UNDP lost a niche was climate change adaptation. As explained, this is related to an overreliance on the GEF financing. Nevertheless, UNDP is now in a position to capitalise on new opportunities to diversity its sources of funding through the Green Climate Fund (GCF) to make up for this shortcoming. At the time of the evaluation, UNDP was in the process of developing a GCF concept note on building resilience in social and environmental systems in the face of climate change through the water-food-energy nexus.

### 3.1.7 Linkages between Programme Outcome and other interventions

The evaluation has revealed that the linkages between the projects listed in **Table 8** to implement the provisions of Outcome 5 of CPD 2013-2017 and other interventions were well established. This follows mainly from the incremental approach that is used by the GEF to justify the necessity and cost effectiveness of GEF funding. In fact, one of the key requirements of any donor (multilateral or bilateral) funded project is effectiveness, and achieving effectiveness implicitly implies the elimination of duplication and seeking complementarity with ongoing initiatives.

Except for the EESL project that suffered delays because of the lack of coordination with the EU Twinning initiative, project reviews (mid-term or final evaluation in Annex 5) have shown that there were no deficiencies regarding linkages between projects implemented under Outcome 5 and other interventions.

### 3.1.8 Management Arrangements

One of the comparative advantages of UNDP is national and/or sub-national institutional strengthening for managing projects using locally available expertise. For this, the UNDP uses the National Implementation Modality (NIM)[[26]](#footnote-26) where national stakeholders (those identified during the inclusive, multi-stakeholder approach discussed in section 3.1.4) are in charge for project implementation. A typical management arrangement for a UNDP-implemented project (the GAM project in this case) is shown in **Figure 1**.

A Project Steering Committee (PSC) is usually responsible for making by consensus, management decisions when guidance is required by the Project Manager, including recommendation for UNDP/Implementing Partner approval of project plans and revisions. In order to ensure UNDP’s ultimate accountability, PSC decisions are made in accordance with standards that ensure management for development results, best value for money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the PSC (which is seldom the case), the final decision rests with the UNDP Programme Manager. The Executive Position of the PSC rests with MOPIC that is the primary in-country counter party to the UNDP.

The management structure further supports the discussion in section 3.1.4 by showing the multi-stakeholder and inclusive approach used for project management. Stakeholders cover the spectrum from those who provide political (PSC) to operational and administrative (Project Management Unit) to technical (technical working groups and inputs from contractual services) support in project implementation, and monitoring and evaluation. For smaller projects like the Panama project or EDM, a simplified management structure is used wherein operational and administrative support is provided by the implementing partner. Also, technical inputs may then be provided directly by the implementing partner or through contractual services. Where necessary, development partners are also represented on the PSC to ensure coordination with other donor-supported interventions.

The evaluation of the projects listed in **Table 8** has shown no shortcomings in using the NIM for project implementation. This evaluation has revealed that the structure shown in **Figure 1** has been enhanced recently in order to avoid unnecessary administrative delays by involving representatives of MOPIC (that has the political mandate for carrying out cross sectoral coordination) also in technical working groups. The reasoning is that the technical working groups meet more frequently that the PSC and that any administrative delays can be identified and remedied earlier at the technical working group level through the intervention of MOPIC.

**National Project Manager**

**(based at GAM – Directorate of Licensing)**

**Project Steering Committee**

**Senior Beneficiary:**

*GAM, JNBC, MoE, MEMR, Private Sector*

**Executive:**

Ministry of Planning & International Cooperation (MoPIC)

**Senior Supplier:**

*UNDP and other development partners*

**Project Assurance**

***UNDP CO Jordan***

**Project Support**

Technical Officer 1

Technical Officer 2

Administrative Assistant

**Project Organisation Structure**

**TWG Component 1**

**Urban Sustainability Planning Tools**

(4 D. CMs + 100 CR, NERC)

**TWG Component 3**

**MRV**

(MoE, JREEF, GAM)

**TWG Component 2**

**Enabling framework for low-carbon building**

(JNBC, RSS, MoE, JGBC, JSMO, GAM)

**TWG Component 4**

**Proof-of-concept**

(GAM, MPWH, NERC, MEMR Private Sector)

Inputs from contractual services

**National level**

**National Project Director**

*GAM (Director, SSD)*

Figure 1. Typical management arrangement for a UNDP-implemented project.

## 3.2 Programme Outcome Implementation

### 3.2.1 Adaptive Management

The original objective of Outcome 5 of CPD 2013-2017 and the strategic results framework remained unchanged throughout the implementation period. In contrast with the ‘governance’ and ‘livelihood’ dimensions of the Syrian refugee crisis, adaptive management from an environmental sustainability perspective has been very limited. Except for the relatively very small projects like Every Drop matter and Panama, none of the other projects sought to address the environmental impacts of refuges in a systemic way.

Since the results of Outcome 5 have been implemented using a project-based approach (**Table 8**), adaptive management may also take place at the project implementation level. Here the evaluations of mainly GEF-funded projects are ambivalent. For instance, the final evaluation of the PCB project noted that there had been limited adaptive management measures implemented. It also noted that the project had not adapted to the changed circumstances associated with the need for interim storage facilities for PCB containing equipment and waste. Much of the affected equipment would be disposed/destroyed by the end of the project, and the evaluation observed that it was essentially too late to provide interim storage facilities needed to temporary hold equipment and wastes until project sponsored transboundary shipments were made.

In contrast, the terminal evaluation of the EESL project revealed that the project was run in a flexible and adaptive manner. In particular, the outputs and activities of the project were reformulated late in 2011 when it became known to the PMU and project stakeholders that the Jordan Standards and Metrology Organisation (JSMO) would adopt the EE regulations and standards through an overlapping EU-Jordan ‘Twinning Project’. Although these changes delayed project implementation, its relevance, effectiveness, efficiency, and sustainability were significantly enhanced.

### 3.2.2 Partnership Arrangements

At the programme level, the main partnership agreement is between MOPIC and UNDP. The signature of the CPD between the two parties also formalises the partnership agreement between stakeholders (national and sub-national, and development partners) mentioned in the country programme.

As mentioned in section 3.1.8, the projects under Outcome 5 of the CPD 2013-2017 were executed under NIM. As such, the signature of project documents between the executing and implementing agencies formalised the partnership arrangements with project stakeholders. In the case of GEF-funded projects, the partnership arrangement also extends to co-financing by project partners and beneficiaries. As discussed in section 3.1.4, all the projects were conceptualised, designed, developed and implemented using an inclusive, multi-stakeholder process, whereby the roles and responsibilities of each project stakeholder are defined. The final evaluation of UNDP-GEF projects has shown that these projects have in general developed adequate partnerships between government institutions. Partnership arrangements with other development partners have been shown to be effective. A concrete example is the synergy with USAID for enhancing electrical appliances testing facilities that was developed under the EESL project.

However, there are areas showing shortcomings:

* The projects implemented under Outcome 5 were not very successful at developing partnerships with the private sector. It is pointed out that the aim to stimulate business innovation and private-sector participation related to certain clean-energy options did not materialize; and
* The ADR noted that there was still more efforts needed to enhance inter-UN agency partnerships. Regarding the BITS project, it noted the weak coordination with spcialised agencies such as the World Food Programme (WFP) and the United Nations Edu­cational, Scientific and Cultural Organization (UNESCO) (section 3.2.6).

The work activities completed under the various outputs were arranged through contracts with service providers or individual consultants, and mostly based upon competitive bidding.

### 3.2.3 Feedback from M&E Activities used for Adaptive Management

The mid-term review of the CPD 2013-2017 was carried out late in the period of implementation. The Assessment of Development Results (ADR): Jordan covered the period January 2013 through to June 2016, and it was finalized in April 2017 – i.e. just eight months before commencement of the present final evaluation of its Outcome 5. Before proceeding to investigate how the ADR was used for inform adaptive management, it is observed here that better integration of its recommendations would have been possible if it had been carried out earlier in the CPD period. Nevertheless, the ADR will be useful to inform the design of the next country programme – i.e. CPD 2018-20122.

The ADR made several recommendations, which are listed in **Table 5**. The last column of this table also shows the steps taken by the UNDP CO to adapt its management for enhanced effectiveness, efficiency and sustainability with special focus on the objectives of Outcome 5 of the CPD 2013-2017.

Table 5. Findings of the ADR relevant to Outcome 5 of CPD 2013-2016.

|  |  |  |
| --- | --- | --- |
| **Recommendation** | **Management Response** | **Evaluation of Management Response** |
| 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. | *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.* | Environmental sustainability is due integrated in the CPD 2018-2022. In particular, UNDP will support the integration of environmental considerations in the development plans and strategies of decentralized bodies, including resilient and sustainable responses to rapid urbanization and climate change, and green economic growth and it will mainstream women’s and other marginalized groups’ involvement in environmental issues. UNDP will work with relevant ministries, environmental agencies and subnational institutions to strengthen engagement on the water-food-energy nexus and ensure integrated planning for the governance, design and management of scarce natural resources, such as water, and improvement of sustainable land management and spatial planning practices.  It is pointed out that the UNDP has taken the lead, with FAO as technical partner, in developing a concept note for leveraging climate finance through the Green Climate Fund (GCF) for increasing the socio-economic and environmental resilience of local communities in three geographical locations of Jordan (Central Badia, Northern Highlands and Southern Highlands) through a systemic approach using the Food-Agriculture-Energy-Climate Change nexus. This concrete example shows the steps taken by UNDP to establish the causal relationships and intersections between developmental challenges. The concept note also integrates DRR and climate change adaptation. |
| 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. | *UNDP Jordan finalized a resource mobilization strategy that was approved by RBAS, and will evaluate its implementation over the coming years.* | The environmental impacts of Syrian refugees that will be exacerbated by future climate change and climate variability, and hence increased disaster risks, as well as the resulting increase in energy demands that will increase GHG emissions, have been given less importance that other socio-economic issues including livelihoods, violence, education, and health among others (and for understandable reasons). Regarding environmental impacts, solid waste management figures prominently. However, the management of waste was not covered under Outcome 5 of the CPD 2013-2017, as its oversight was under UNDP’s Governance Unit, and not under than of the Environment and Climate Change Unit.  While a Resource Mobilisation Action Plan has been developed, structural weaknesses in sources of funding, such as overreliance on GEF funding, to implement outcomes relevant to environmental sustainability (see section 3.3.1 for a detailed discussion), especially climate change adaptation and DRR, and emerging opportunities for international climate finance were not identified. In fact, the RMAP proposes to ‘mobilise more resources through GEF’.  The RMAP identifies opportunities to diversity funding sources such as through bilateral sources, increased government contributions/cost-sharing, and private sector involvement. It is too early to evaluate the impacts of the RMAP. |
| 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. | *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****.*** | Outcome 5 sought to support a gender-differentiated approach to climate change adaptation and DRR as evidenced by the target indicators listed in Table 1. While it is necessary that UNDP developed a gender strategy and related implementation framework, it is equally important to have a sound gender-differentiated M&E framework that will allow the implementation of the gender strategy to be monitored and evaluated.  Shortcomings in the M&E framework adopted under CPD 2013-2017 regarding Outcome 5 are discussed in section 3.2.5. |
| Recommendation 4. The UNDP role as lead UN agency for coordination in Jordan needs to be strengthened. | *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.* | Regarding environmental sustainability, the UNDP has an great opportunity to enhance its role as lead UN agency for coordination in Jordan, and thereby taking steps to once again renew its engagement with DRR at the national level by ensuring that it effectively coordinates the efforts of specialized UN agencies to lead the Capacity for Disaster Reduction Initiative (CADRI) mission in Jordan.[[27]](#footnote-27) |
| 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. | *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.* | Environmental impacts including the impacts of climate change and hazards take place at the local level, and the most affected are vulnerable communities that are exposed and having least coping capacity. NGOs working at the local level maintain a close proximity with these communities. A logical next step after formalising agreements with the NGOs is for their inclusion in designing and developing interventions that seek to enhance the resilience of communities.  A notable example of UNDP’s comparative advantage in working with civil society and NGOs is through the Small Grants Programme (SGP) of the GEF. It is noted that the ADR did not assess the contributions at the local level of the SGP. Some statistics that are relevant here are:   * A total of 18 projects were funded through GEF SGP OP5 over the period of 2011-2014, with grant amount of 550,000 USD and co-financing reached up to 1.2 million USD. Also, 22% of the funded NGOs during OP5 were led by women. Most projects funded dealt with water harvesting and solar water heaters to provide additional water resources and to cope with the escalating electricity prices in Jordan. Equally, land degradation projects have received attention during the OP5. Improving the efficiency of irrigation projects by reducing losses in irrigation water, and enhancing the water productivity, have been also quite dominant in OP5;[[28]](#footnote-28) * A total of 7 projects have been funded to date under GEF SGP OP6 (2015-2018), and the total value of grants disbursed was US$ 900,000. Out of these projects three are led by women civil society organisations/NGOs. It is expected that the remaining grant allocation of US$ 650,000 will be released before 1 July 2018. The scope of interventions covers community renewable energy, forest management, sustainable agriculture, sustainable resources management and eco-tourism.[[29]](#footnote-29) |

### 3.2.4 Programme Outcome Finance

As shown in section 2.8, the total planned budget for Outcome 5 of CPD 2013-2017 was expected to be to the tune of US$ 9,280,000 (US$ 9.28 million), out of which US$ 480,000 would be contributed from UNDP funds. The remaining US$ 8,800,000 (~95%) was expected to be mobilised from external sources. Data for cumulated budgets for Outcome 5 were obtained from the UNDP Country Office, and they are shown in **Table 6**. The first column shows the sources of funding; the second row the cumulative budget; and the last column shows the sum of actual expenses and full asset cost. The data show that total cumulative expenditure for Outcome 5 between 2013 and 2017 was ~US$ 11 million, thereby exceeding the budget planned at the beginning of the CPD period by approximately US$ 1.715 million. If cumulative expenses (column 3) equaled cumulative budget (column 2), resources mobilization would have exceeded the budget planned at the beginning of the CPD period by another ~1 million US$.

Another observation is that cumulative contributions from UNDP sources amounted to US$ 858,418.30 – i.e. a factor 1.8 times more than what was planned at the start of the CPD period.

Table 6. Cumulative expenditure budgets for Outcome 5 of CPD 2013-2017.

|  |  |  |
| --- | --- | --- |
| **Source of funding** | **Cumulative budget, US$** | **Cumulative expenses + full asset cost, US$** |
| DDC | 699,354.87 | 457,237.90 |
| FIN | 109,538.92 | 78,787.55 |
| GEF Voluntary Contribution | 2,650,053.6 | 2,567,781.65 |
| GEFTrustee | 5,462,297.51 | 5,134,917.71 |
| IFAD | 58,500.00 | 55,926.52 |
| JOR | 545,291.44 | 441,932.15 |
| JTIF | 188,733.49 | 180,473.84 |
| MP Cost-Sharing Prog Res | 26,962.00 | 25,241.04 |
| MPTF(JPAA) | 297,303.00 | 299,830.36 |
| PRIVSECT | 79,244.00 | 72,904.48 |
| Programme Cost Sharing | 158,246.43 | 151,397.24 |
| Programme cost sharing - GOV1 | 65,588.82 | 48,573.53 |
| Programme cost sharing - IFAD1 | 52,717.00 | 43,797.09 |
| SDC | 303,278.24 | 308,736.07 |
| SIDA | 56,000.00 | 60,803.62 |
| SIWI | 17,731.00 | 18,801.95 |
| SPA | 64,973.00 | 69,514.78 |
| TRAC (Lines 1.1.1 and 1.1.2) | 305,904.00 | 301,996.48 |
| UNDP | 551,707.43 | 510,132.87 |
| UNDP\_MA | 46,288.60 | 46,288.95 |
| UNEP | 89,244.00 | 67,012.44 |
| UNICEF CEE | 50,000.00 |  |
| UNSO2 Cost Sharing Contrib | 39,550.76 | 20,571.31 |
| WHO | 35,323.00 | 32,845.85 |
| Grand Total | **11,953,830.97** | **10,995,505.38** |

Source: UNDP CO

### 3.2.5 Monitoring and Evaluation

The outcome results for the country pro­gramme, and hence for Outcome 5 of CPD 2013-2017, are derived from the United Nations Development Assistance Framework (UNDAF), which reflects UN system-wide support to the Government of Jordan. As discussed in sections 2.5 and 2.7, Outcome 5 is supported by output results that have specific targets. Monitoring indicators are set for both the outcome and its output results. 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.

During the final evaluation of Outcome 5, no annual reports (either corporate or country-level) on progress made on outcome and outputs results indicators were made available by the UNDP CO.

The main finding of the ADR was that inadequate attention was given to results-based management in planning, monitoring and reporting of UNDP interven­tions. Consequently, the design of an integrated and holistic country programme was hampered, as well as moni­toring and reporting on results. Consistent with the findings of the ADR, the final evaluation has found several shortcomings specific to M&E of Outcome 5 (**Table 7**).

Table 7. Evaluation of M&E framework of Output 5 for CPD 2013-2017.

|  |  |
| --- | --- |
| **Feature of M&E framework** | **Findings** |
| Outcome-level indicators | The indicators associated with Outcome 5 were:   * Strategies and action plans for strategic environmental assessment and disaster risk reduction (DRR) and management are established; * # of relevant energy and environment laws reviewed; * # of ministry endorsed strategic planning documents that integrate climate change adaptation (CCA) measures; * # of sustainable green economy projects implemented; * # of new buildings implementing green building codes.   These indicators were not adequate to monitor and evaluate outcomes. Outcome indicators should measure the intermediate results generated by programme outputs, and they often correspond to change in insti­tutional or sectoral performance. The above indicators are indicators that track the achievements of outputs or activities. More adequate outcome indicators would be:   * Amount of greenhouse gas (GHG) emission reductions arising from energy efficient building codes, tCO2e/year * Quantity of energy saved (MWh/year) due to adoption of green building code * Economic value of assets and infrastructure protected (or avoided damages) resulting from the integration of DRR in land-use planning, USD/year * Number of green jobs created and differentiated by gender, number/year * Number of gender-differentiated beneficiaries from CCA interventions, number/year * Number of males and females made aware of climate threats and related appropriate responses, number/year * Degree to which gender-sensitive policies, institutions, coordination mechanisms and regulatory frameworks are effective for low-emission planning and development   It is recommended that the UNDP CO could make use of the results-framework developed by the Green Climate Fund (GCF) for guidance on developing appropriate M&E framework, including selection of SMART indicators, for climate change mitigation, adaptation and disaster risk management.[[30]](#footnote-30) |
| Use of SMART indicators | According to the United Nations Development Group guidelines, the indicators used for M&E should also be SMART, and have a baseline and target. The first thing to note is that the outcome-level indicators used were not accompanied by baselines and targets, implying that achievement of the intermediate impacts of Outcome 5 could not be verified.  Further, the indicators used were not SMART because what was measured by the proposed indicators do not measure outcomes in the first place. This follows directly from the erroneous definition of indicators in the first place.  While Outcome 5 aimed to embrace a gender-differentiated approach (as reflected by the gender dimension in the definition of output-level indicators shown in **Table 2**), the outcome-level indicators did not provide for a gender-sensitive measure of outcomes.  Examples of SMART outcome-level indicators are proposed above. |
| Country programme versus project-level M&E | The ADR found that the definition of outcome- and output-level indicators in the country programme M&E were constrained by the lack of visibility regarding its implementation at the beginning of the CPD period. Since ~95% of resources were expected to be mobilized for implementing Outcome 5, and not knowing the sources of funding, made the use of SMART indicators difficult.  It also noted that, according to UNDP corporate planning guidelines, the programme outputs are indicative, meaning country offices can revise them depending on how the programme evolves. This is understandable but problematic for plan­ning and evaluation. At present country offices are not required to keep a record of the revisions to programme output results, which makes it difficult for evaluations to undertake contribution analysis, particularly in the case of ADRs, which look at the whole programme.  Evidence for these is obtained when comparing the M&E frameworks used in the country programme design and those used for projects. Two examples are provided here through comparison with the BITS and GAM project that has the following outcome-level indicators (the targets are not shown):  For BITS project   * Percentage allocation for biodiversity conservation in tourism development proposals * Hectares of landscape where impacts on biodiversity are avoided, mitigated or offset * Total annual revenue earned from tourism operations in targeted protected areas   For GAM project   * Direct project CO2 emission reductions from the range of interventions proposed by the project, tCO2e * Number of gender-disaggregated beneficiaries benefiting from investments in building envelope thermal insulation * Area of building envelope insulated (differentiated between new and existing buildings) * Number of policy and financial de-risking instruments identified and quantified   It is clear that none of these indicators may be reconciled with the outcome indicators defined for Outcome 5 in CPD 2013-2017. A similar observation is made regarding the output-level indicators. |
| Country office M&E capacity | As noted by the ADR, the UNDP CO did not have a dedicated M&E capacity, which becomes mandatory (as is the case with CPD 2013-2017) when annual budgets exceed $10 million. At the time of the final evaluation, two M&E Officers were in place at the country office to provide programme-wide M&E support. However, both persons were on one-year contracts.[[31]](#footnote-31) While it can be argued that these positions could be renewed, the CO must take steps to institutionalise M&E position within its organization structure more long-term positions. Further, there was evidence that the M&E Officers were not M&E specialists but had rather had some limited prior experience in M&E.  The M&E Officers mentioned that they were aware of all the shortcomings in M&E frameworks used at both the country programme and project levels, and that they were working on developing a harmonized M&E framework that would be applicable at both levels. Hence, there was more thought being put into developing a more holistic approach to country programme design and results-based M&E framework. |

Based on the assessment of M&E framework given in **Table 7**, the M&E design at entry point is rated as unsatisfactory. Because of the short period (8 months apart) between the ADR and final evaluation of Outcome 5 of CPD 2013-2017, changes made by the UNDP CO to M&E modalities at the programme level could not be gauged during the CPD period. In this case, any adaptive learning has been gauged by analysing the M&E framework used in CPD 2018-2022. The facts that the UNDP CO: (i) is not required to keep a record of the revisions to programme output results, (ii) took steps to establish M&E as a formal process, and (iii) developed an improved and holistic M&E framework for CPD 2018-2022 are testimony to adaptive learning. Hence, implementation of M&E has been rated moderately satisfactory.

### 3.2.6 UNDP and Implementing Partner Implementation, Execution Coordination, and Operational Issues

The evaluation revealed that implementing partner implementation was satisfactory, especially given that the NIM management arrangement (section 3.1.8) was suitable for allow the implementing partners to coordinate all stakeholders at all levels, to obtain political support from MOPIC, and to make effective use of technical inputs through technical working groups and contractual input services.

The ADR had noted that there were several national institutions with unclear roles and responsibilities that hamper institutional coordination. An example is the integration of DRR and climate change adaptation is hindered because the mandate for DRR rests with the Higher Council for Civil Defense (HCCD), whereas that for climate change adaptation rests with the Ministry of Environment. A related example is the delay in operationalizing the National Centre for Security and Crisis Management (NCSCM) that was established as early as in 2009 because of overlapping and conflicting mandate with the HCCD. These situations can lead to delays in project implementation, and the implementing partner does not necessarily have the clout or mandate to resolve disputes at the operational level. In order to address such issues promptly, representatives of MOPIC are now involved at the operational level (technical working groups) in project implementation in addition to the role that MOPIC has in providing political support for project implementation through the PSC in the NIM approach (section 3.1.8). The influence of this project management change in appeasing project implementation delays needs to be monitored in the future. While necessary, this project management change is not sufficient. Continued efforts by UNDP to support alignment of the mandates, roles and responsibilities of national institutions are still necessary. While not explicitly mentioned, it is proposed that institutional barriers related to misaligned mandates, roles and responsibilities could be addressed under Output 1.2 of CPD 2018-2022.[[32]](#footnote-32)

The ADR also reported that, 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.

Frequent staff turnover in the UNDP CO particularly in the operations section in 2014 led to operational problems and delays in project execution as noted in the ADR. Of relevance to Outcome 5 of CPD 2013-2017, 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 organisations or offices. The ADR noted that it was not clear that the country office had human resource strategies in place to retain qualified staff, and the lack of clarity persisted at the time of this evaluation. A concrete example is the lack of human retention strategy for institutionalizing the M&E function in the country office (section 3.2.5)

UNDP staff turnover outside the country office has been identified as an additional operational issue. For developing GEF-financed project, UNDP country office staff is reliant on technical support from UNDP’s Regional Services Centre in Istanbul, and on UNDP staff based in New York for technical and financial clearance of proposed projects prior to submission to the GEF Secretariat for review and approval. UNDP’s overreliance on GEF-financing therefore exposes the country office to risks associated with turnover in UNDP staff outside the country office. A notable example is the significant delays in getting the UNDP-GEF GAM project’s appraisal by the GEF Secretariat because of staff turnover both at the RSC and in New York. The resulting poor follow up and miscommunications during the project development stage are estimated to have delayed project appraisal and approval by at least 6 months. A risk mitigation measure is to diversify the resources mobilization bases away from the GEF, and this is not possible with opportunities offered by the Green Climate Fund (GCF).

## 3.3 Programme Outcome Results

### **3.3.1 Overall Results (Attainment of Objectives)**

|  |
| --- |
| **Overall results / effectiveness is rated as: MODERATELY SATISFACTORY** |

As shown in **Table 3**, Outcome 5 of CPD 2013-2017 aimed to achieve three main results. Before discussing the achievement of results, it is first important to discuss the means and modalities used to achieve them. Looking at **Table 4**, it is clear that the achievement of the results expected of Outcome 5 hinged heavily on financial resources mobilization from external sources (95%). For Result 1 the reliance on external funding was at 96%, while it was at 89% for the combination of Results 2 and 3. **Table 8** summarises the projects implemented under Outcome 5, and it also identifies their sources of funding. Without going into the details of resources mobilization that is discussed in section 3.2.4, the main observation that is relevant to assessing the achievements of results under Outcome 5 is the strong reliance on GEF financing. The overreliance on the GEFTrust Fund has two broad implications regarding achievement of Outcome 5 results, namely:

1. GEF financing cannot be used to directly support private sector initiatives; and
2. GEF financing is used to support countries achieve their engagements vis-à-vis UN Conventions, including the United Nations Framework Convention on Climate Change (UNFCCC). Since Jordan is a middle income country, the use of GEF financing towards supporting the objectives of the UNFCCC is limited to climate change mitigation initiatives. This poses a severe constraint on UNDP’s ability to implement climate change adaptation initiatives in Jordan.

Table 8. Projects implemented under Outcome 5 and their funding sources.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Project title** | **Sources and amount of funding** | | **Co-financing¥ (US$)** | **Status** |
| UNDP✝ (US$) | External (US$) |
| Energy efficiency standards and labels for Jordan (EESL) | 100,000 | 965,000  (GEFTrust Fund) | 1,223,615 | completed |
| Renewable energy and efficient energy solutions (Panama proposal) | 100,000 | 100,000  (Panama) |  | completed |
| Third National Communication to UNFCCC (TNC) |  | (GEFTrust Fund) |  | completed |
| First biennial update report (FBUR) |  | 352,000  (GEFTrust Fund) | 98,000 | completed |
| Mainstream conservation of migratory soaring birds§ | 100,000 (Tranche 2) | 3,600,000  (Tranche 2)  (GEFTrust Fund) | 2,000,000 (Tranche 2) | Tranche 2 started in 2017 |
| Mainstream Biodiversity Conservation in Tourism (BITS) | 500,000 | 2,700,000  (GEFTrust Fund) | 22,210,343 | ongoing |
| Mainstream Marine Biodiversity Conservation in Aqaba | 500,000 | 950,000  (GEFTrust Fund) | 7,310,000 | completed |
| Polychlorinated Biphenyls Management (PCB Phase 1) | 150,000 | 950,000  (GEFTrust Fund) | 3,010,000 | completed |
| Enhancing institutional capacities to reduce disaster risks (DRR project) | 100,000 | 782,750 (Swiss Development Corporation)  350,000 (JTI Foundation) | 250,000 | completed |
| Mainstream Rio Conventions (Rio Project) | 50,000 | 996,000  (GEFTrust Fund) | 1,082,485 | Ongoing |
| Every Drop Matters (EDM) |  | 217,000  (Coca Cola) | 50,000 | completed |
| Strengthening National Decision-making towards Ratification of the Minamata Convention (Minamata Project) |  | 200,000  (GEFTrust Fund) |  | ongoing |
| A Systemic Approach to Sustainable Urbanization and Resource Efficiency in GAM (GAM Project) | 100,000 | 2,640,000  (GEFTrust Fund) | 21,915,000 | Yet to start |

Sources: thegef.org; documents listed in Annex 5

Notes: ✝ captures UNDP’s cash contribution; an exception is the TNC project that covers both cash and in-kind contributions;

¥ consolidates both cash and in-kind parallel financing; values are those that were drawn from project documents and do not necessarily reflect actual levels of co-financing. The reasons are: (1) several projects are either ongoing or yet-to-start, and are, therefore, yet to be evaluated (either mid-term or final); and (2) final evaluation of GEF-financed projects has shown that there was insufficient data to track the flows of parallel financing in some projects. Also, for regional projects, the parallel financing is that from Jordan only;

§ this is a regional project that covers 7 countries (Djibouti, Egypt, Eritrea, Ethiopia, Jordan, Lebanon, and Sudan). The project is managed by the UNDP CO in Jordan. As the activities are trans-boundary, the GEF funding corresponds to the total funding. Tranche 1 was not implemented under the CPD 2013-2017;

Without going into the details of each project listed in **Table 8**, the achievements towards the expected results summarised in **Table 3** are now discussed.

*Result 1: Key Government and non-Government actors have improved capacities to develop a more energy efficient economy, more based on renewable energy, and at both the national and subnational levels*

According to the CPD 2013-2017, several broad activities were expected to be completed in order to achieve the three main results under Outcome 5. The evaluation of activities for Result 1 is given in **Table 9**.

Table 9. Evaluation of Result 1 of Outcome 5 of CPD 2013-2017.

|  |
| --- |
| *The country programme will assist the country in its transition to an energy-efficient, low-carbon economy and in its adoption of clean energy technologies. The support will include a national mitigation action plan (NAMA) and a plan for the phased introduction of low-emission technologies.*  The only major project related to energy efficiency and low-carbon economy during the CPD period was the EESL project. While this project has delivered several important results for the introduction of standards and labels for electrical appliances in Jordan including setting up of testing facilities for electrical appliances, and developing a roadmap for providing local manufacturers with sufficient time and resources to adjust their manufacturing plants to be aligned with the standards and labels, the EESL project did not support development of a NAMA.  While the Panama Project supported the deployment of clean energy technologies (e.g. LED lights with intelligent control systems and solar PV systems) at the local level (Municipalities in Sabha Dafyaneh, Al Za’tri, Bireen, Hallabat, etc…), the scope and scale of the project remained very small and without any plan for replication or scaling up.  The GAM project is expected to be endorsed at the GEF Council Meeting in March 2018, and it has provisions for developing two city-wide NAMAs on thermal insulation in buildings and solar PV street lighting. These NAMAs are not expected to be formulated before 2020/21. The design, development and approval of this GEF project have suffered from significant delays, some of which are related to the lack of adequate technical support from UNDP. This is further discussed in section 3.1.6. |
| *UNDP will support: an analysis of the possibility of removing regulatory barriers that are promoting fossil fuel use; a cost-benefit analysis of clean-technology options; and a study of how to stimulate business innovation and private-sector participation related to certain clean-energy options.*   * An analysis of barriers that promote fossil fuel use has not been carried out, and, gauging from the design of the GAM project, is not expected to be carried out; * Although cost-benefit analysis of clean-energy options has not been carried out, the TNC project did develop a marginal abatement cost curve (MACC) for mitigation options that were identified for reducing national GHG emissions. Hence, this activity can be considered to have been partially met; * A study of how to stimulate business innovation and private-sector participation related to certain clean-energy options has not been carried out. However, it is pointed out that: (1) the EESL project developed a roadmap for local manufacturers to re-engineer their production lines in order to abide by the new standards and labels for electrical appliances; and (2) the GAM project will analyse the basket of most cost-effective and cost-efficient policy and financial derisking instruments for promoting the adoption of thermal insulation in existing and new buildings in GAM through a private-sector led model using energy services companies (ESCOs). |
| *Support will be provided for the development and adoption of green building codes and to assist in setting up mechanisms in governorates to enforce these codes.*  This is an objective of the GAM project that is yet to be implemented. The project will be implemented in GAM covering the Amman Governorate with replication in other governorates through the development of city-wide NAMAs. |
| ***Achievement of target: Gender responsive NAMA is in place*** **(Table 2**)   * This target was not achieved at final evaluation. It might be achieved under the GAM project around the 2020/21 horizon. |
| ***M0DERATELY UNSATISFACTORY*** |

The evaluation of activities for Result 2 is given in **Table 10**.

Table 10. Evaluation of Result 2 of Outcome 5 of CPD 2013-2017.

|  |
| --- |
| *Efforts will be made to strengthen the country’s climate-change adaptation capabilities so as to reduce potential negative impacts of climate change and to build climate-resilient communities. These efforts will include providing support for the development of a gender-sensitive climate change national action plan.*  Because of the overreliance on GEF financing, and as discussed above, UNDP was limited in its reach regarding climate change adaptation initiatives. Consequently, a gender-sensitive climate change national action plan was not supported. It should be noted that the UNDP assisted the Ministry of Environment to develop the National Climate Change Policy in 2013, and given its comparative advantage, UNDP was well positioned to continue its support to MoE through the development of a NAPA (and NAMA as indicated above). As is discussed in section 3.1.3, one of the lessons learned from previous CPDs was that UNDP had to identify niche areas for its interventions, and climate change adaptation was one such niche. Because of lack of ability to diversify its financial resources bases, UNDP lost this competitive edge. In this instance, another donor (GIZ) was ready to capitalise on the vacuum left by the UNDP. |
| *At the governorate level support will be provided to promote low-emission, climate-resilient development. This will involve promoting biodiversity and ecotourism, as well as water scarcity initiatives that focus on women, as defined in the gender climate-change strategy. The aim is to improve the ability and capacity of local agencies, civil society organizations and industry to promote green growth and generate revenue from clean energy while delivering high-quality climate-resilient services that improve the lives of women and lead to the achievement of the MDGs.*  Besides the fact that Jordan still does not have a gender-sensitive NAPA, this is one area that has been well implemented through various the biodiversity and ecotourism initiatives carried out under projects such as the BITS, Rio and EDM at the local level. These projects are very topical given that the Government of Jordan would like to use green growth as a means of kick-starting a sluggish economy.[[33]](#footnote-33) These projects are squarely aligned with the National Green Growth Plan 2016.[[34]](#footnote-34) |
| ***Achievement of target: Gender responsive National Adaption Program for Action (NAPA) is in place*** **(Table 2**)   * This target has not been achieved. At the time of evaluation, the NAPA development was ongoing and it was supported by GIZ.   ***Achievement of target: # of climate change adaptation pilot initiatives (e.g., regarding biodiversity and ecotourism) undertaken by communities and subnational institutions*** (**Table 2**)   * Target has been achieved. |
| ***MODERATELY SATISFACTORY*** |

The evaluation of activities for Result 3 is given in **Table 11**.

Table 11. Evaluation of Result 3 of Outcome 5 of CPD 2013-2017.

|  |
| --- |
| *Disaster Risk Reduction. UNDP will support making the construction of new buildings more resilient and making urban planning more risk adverse and transparent in three key cities: Aqaba, Petra and Irbid. Support will include multi-hazard risk assessments, including as regards extreme climate events (e.g. flash floods) and the integration of the findings into land-use planning.*  Result 3 was successfully completed with multi-hazard risk assessments completed in Aqaba and Petra, and with the Aqaba Special Economic Zone Authority (ASEZA) and the Petra Development and Tourism Region Authority (PDTRA) having institutionalised the findings of the risk assessments into land-use planning.  Baseline assessments at pilot sites were carried out for different hazards. The structural integrity of buildings against earthquakes was assessed in Amman, Irbid, Aqaba and Wadi Mussa (Petra), while the impacts of flash flooding and landslides (rock falls) were assessed at Wadi Mussa.  The evaluation revealed that the mainstreaming of disaster risk reduction (DRR) at the sub-national or governorate level was hindered by the following:   1. The lack of a National DRR Strategy that will provide guidance to governorates and local authorities through harmonized approaches; 2. A high turnover of political decision-makers at the sub-national, especially in the absence of a National DRR Strategy; and 3. The lack of private sector involvement in managing DRR, especially through the development of risk transfer mechanisms.   These are areas wherein UNDP can develop niche initiatives to further its comparative advantage in Jordan. It was noted that there was a loss of momentum regarding the mainstreaming of DRR at all levels in Jordan that could be explained by (1) the shifting priorities to address the acute Syrian refugee crisis; and (2) lack of capacity at UNDP. These are further discussed in section 3.1.6. |
| *UNDP will support: (i) the establishment of professional certification for building and construction practitioners at the national level; and (ii) the development of guidelines for construction materials and of related enforcement mechanisms.*  The DRR project was fully aligned with the Hyogo Framework for Action and it sought to integrate DRR and climate change adaptation. Besides supporting the multi-hazard risk assessments and their integration in land-use planning, the project delivered the following:   * A certification scheme for building and construction practitioners was developed, and 25 engineers were trained and accredited. These engineers are currently practicing in their fields of accreditation in various national institutions responsible for ensuring the structural integrity of buildings, such as the Jordan National Housing Council (JNBC) and the Higher Council for Defense (NCD); * Buildings codes were updated to improve the seismic structural integrity of buildings; * 20 public buildings were audited for structural integrity in the face of seismic activities based on the updated codes; * Guidelines were developed for construction materials to be in conformity with the updated building codes, and enforcement mechanisms were strengthened at the JNBC and HCD. |
| ***Achievement of target: # of cities with gender-sensitive urban plans which address extreme climate hazards*** *(****Table 2****)*   * Target has been achieved (and exceeded). |
| ***SATISFACTORY*** |

### **3.3.2 Relevance**

|  |
| --- |
| **Relevance is rated as: RELEVANT** |

It is noteworthy that 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. The CPD 2013-2017 was designed to support the National Agenda 2006–2015, its Outcome 5 was well aligned with the National Agenda pillars pertaining to strengthening the environmental legislative and institutional framework. This reveals country ownership at the strategic level.

Regarding Outcome 5, several national policies and strategies underlie the UNDP programme including the energy strategy, water strategy and climate change policy. Additionally Outcome 5 has responded to multilateral environmental agreements such as the UNF­CCC, and the Convention on Biological Diversity.

### **3.3.3 Efficiency**

|  |
| --- |
| **Efficiency is rated as: SATISFACTORY** |

Efficiency has been assessed from the financial and operational (or project level) perspectives. The year-on-year use of finances for implementing Outcome 5 of CPD 2013-2017 is summarised in **Table 12**. Expenditure was highest in the first two years of the CPD period, amounting to ~55.6% of total expenditures between 2013 and 2017. A peak of ~31.3% in total expenditure was recorded in 2014. The relatively lower expenditures between 2015 and 2017 could be explained by the development and inception of new GEF-financed projects. Also, several GEF-funded projects, such as BITS and Rio, are still under implementation, and the GAM project will only start in 2018 (with full project development initiated in 2016), implying that some (BITS and Rio projects) or all (GAM project) project expenditures will be accounted outside the CPD period under review.

The overall programme outcome implementation rate has been calculated as the ratio of total expenses (i.e. Expenses + Fixed Asset Cost) to current year budget. The average implementation rate between 2013 and 2017 was 93% (and it was 94.7% between 2014 and 2017). These rates are significantly higher than the corporate threshold (80%) for satisfactory utilization.

Table 12. Yearly expenditures for Outcome 5 of CPD 2013-2017.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Expenditure** | **2013** | **2014** | **2015** | **2016** | **2017** |
| Current year budget, USD | 3,113,335.85 | 3,719,109.14 | 1,693,224.54 | 1,605,797.93 | 1,821,619.51 |
| Expenses + Fixed Asset Cost, USD | 2,682,164.91 | 3,442,447.15 | 1,639,236.26 | 1,520,122.08 | 1,727,581.22 |
| Ratio total expenses to current budget (%) | 86.2% | 92.6% | 96.8% | 94.7% | 94.8% |

Source: UNDP CO

Projects implemented under NIM are subject to independent annual audits, and UNDP-GEF projects are submitted to mid-term and final evaluations. The NIM audit reports indicated that UNDP programmed disbursements in compliance with guidelines, and the evaluation of UNDP-GEF projects revealed the efficiency use of projects financial resources.

Operational deficiencies due to turnover of UNDP staff both within and outside the country office were discussed in section 3.2.6. Operational deficiencies typically result in delays in programme execution, and delays in resources mobilization (as witnessed for the GAM project). These are issues that impact negatively on efficiency, and which MOPIC raised during bilateral discussions carried out during this evaluation.

### 3.3.5 Country Ownership

Country ownership can be gauged at two levels, namely: (1) the outcome (i.e. Outcome 5), and (2) the projects that are implemented to achieve the objectives of Outcome 5 of CPD 2103-2017. It has been found to be generally satisfactory. At the strategic outcome level, country ownership is assured through a government-sanctioned, joint strategic framework that allows UNDP to operate in Jordan (section 3.3.3). Further, there are several elements at the project level that further demonstrate adequate country ownership. These are:

1. As explained above, all projects are conceptualized, designed, developed, and implemented using a participatory, multi-stakeholder approach. This process ensures that a project is aligned with national policies, strategies and action plans, and is responsive to the needs to stakeholders;
2. The NIM project management approach (section 3.1.8) further ensures that project implementation, and monitoring and evaluation are carried out by national stakeholders, thereby reinforcing country ownership stemming from 1 above; and
3. The TNC, FBUR, Minamata and Rio are projects designed to support national commitments to UN Conventions. These national commitments translate into country demand for UNDP’s support, and, hence, ensure country ownership.

At the project level, country ownership can also be assessed through the parallel financing contributions by national and sub-national stakeholders. However, it has not been possible to verify the commitment of project stakeholders to pledged co-financing as discussed in the notes (¥) to **Table 8**.

### 3.3.6 Mainstreaming

A strong focus of Outcome 5 of CPD 2013-2017 regarding environmental sustainability was on climate change (adaptation and mitigation) and DRR. The evaluation has found mixed levels of mainstreaming of climate change and DRR. At the institutional framework and policy levels, it can be argued that mainstreaming has taken place. For instance, the Climate Change Policy 2013 has played a catalytic role in the institutionalization of climate change in sectoral strategies and action plans, and is squarely supportive of Jordan’s Nationally Determined Contribution (NDC). At the sub-national level, there is also evidence that multi-hazard assessments have been used to inform land-use planning in Aqaba (ASEZA) and Petra (PDTRA). On the other hand, several shortcomings have hampered the further mainstreaming of environmental sustainability. The main ones are:

* Mainstreaming across all levels takes place more effectively through a programmatic approach. However, as discussed in section 3.3.1, Outcome 5 of CPD 2013-2017 has been implemented using a project-based approach. As has been noted in the ADR, the project-based approach has led to a disjointed approach that leaves out synergies between interventions. ;
* Climate change and DRR are developmental issues, and should, as such, be treated as cross-cutting issues for more effective mainstreaming. For the most part, they have been treated as stand-alone issues, with little linkages with the other development outcomes of the CPD 2013-2017, such as livelihoods, poverty reduction, governance and job creation. A novel approach is needed whereby climate change (through the NDC under the UNFCCC), DRR (Sendai Framework) and the SDGs (Agenda 2030) are integrated at all levels, starting with the appropriate design of the country programme at entry point;
* In some cases, mainstreaming has been hampered by staff turnover. For instance, more effective use of risk-informed land-use maps to inform evidence-based decision making regarding physical development plans in ASEZA has been hampered by changes in personnel at the political level. There was also evidence that the management of the marine park in Aqaba was being affected by lack of staff due to either turnover or redeployment of staff within government departments; and
* Also, mainstreaming of DRR was hindered because of: (1) the lack of a National DRR Strategy that would provide harmonization of actions at all levels; and (2) the confusions resulting from overlapping mandates of national institutions such as the HCCD and the NCSCM

The CPD 2013-2017 was not informed by a dedicated gender analysis and strategic action plan. Hence, Outcome 5 of the CPD did not have a gender mainstreaming plan at entry. This is reflected in the total absence of gender-sensitive measures at the outcome-level (section 3.2.5). There is, however, evidence of corrective measures for mainstreaming gender at both the programme and project levels. At the strategic level, UNDP developed a gender strategy at the end of 2016 that has been used to inform the design of the CPD 2018-2022. At the project level, it is noted that, while the Rio project did not have a gender mainstreaming plan at entry, steps have been taken to carry out a gender analysis to inform the integration of a gender action plan in the project’s results framework.

Another element of the CPD was on low-carbon technologies. In this case, it is noted that the EESL project has been instrumental in mainstreaming energy efficiency standards and labels for selected electrical appliances. The success of the project can be gauged by the fact that work is ongoing regarding the development of standards and labels for additional electrical appliances.

As mentioned in section 3.3.1, it was not possible at the time of evaluation to assess the mainstreaming effects of ongoing projects (BITS and Rio), and the yet-to-be implemented GAM project.

### **3.3.7 Sustainability**

|  |
| --- |
| **The Overall Likelihood of Risks to Sustainability is rated as: Moderately Likely** |

Sustainability is generally considered to be the likelihood of continued benefits after the programme outcome funding ends. Each sustainability dimension is critical, so the overall ranking cannot be higher than the lowest one. In general, UNDP aims to implement and ensure sustain­ability in its programmes and projects by partnering with the Government, providing capacity-building and conducting studies and needs assessments to ensure that interventions are demand-driven. Further, UNDP responds the needs of government to fulfill its reporting commitments regarding international conventions (section 3.3.2 and 3.3.5). Since most projects implemented under Outcome 5 were funded by the GEF, it is pointed out that, except for Enabling Activities, these projects have a sustainability strategy as an integral part of their design.

***Financial Risks***

|  |
| --- |
| **Financial Risks to Sustainability is rated as: Moderately Likely** |

Two elements of financial risks have been assessed, namely: (1) co-financing contributions; and (2) UNDP’s financial resources mobilization strategy. Pledged co-financing for the projects implemented under Outcome 5 of CPD 2013-2017 amounted to US$ ~59 million (Table 7), which is ~6.4 times larger than the proposed budget for Outcome 5 (**Table 4**). However, the actual amount of funding (grant or in-kind) disbursed by government or project partners could not be ascertained because: several projects are either ongoing or yet-to-start, and are, therefore, yet to be evaluated (either mid-term or final); and (2) final evaluation of GEF-financed projects has shown that there was insufficient data to track the flows of parallel financing in some projects (documents in Annex 5).

The UNDP CO has been strongly biased towards the GEF for financing its environmental sustainability projects that form the core of Outcome 5. This overreliance on GEF as a source of funding, while understandable from UNDP’s comparative advantage to do so, has translated into missed result targets as discussed in section 3.2.1 thereby undermining the effectiveness of Outcome 5. UNDP’s Resource Mobilization Action Plan calls for intensifying resources mobilization from the GEF, which will increase the risks associated with the financial sustainability of outcomes related to increasing resilience in the face of climate change and disaster risks.

***Socio-Economic Risks***

|  |
| --- |
| **Socio-Economic Risks to Sustainability is rated as: Moderately Likely** |

The lingering political conflicts in neighbouring countries, mainly in Syria, and the resultant influx of refugees into Jordan has been a significant burden to the Government of Jordan. Environmental sustainability is, of course, affected by this situation, i.e., the financing priorities of the Government need to be balanced against these socio-economic extraordinary circumstances. Since the refugee situation is not expected to be resolved in the near future, the corresponding socio-economic risks will persist, while noting that Jordan has shown to be resilient in the face of this adversity.

***Institutional Framework and Governance Risks***

|  |
| --- |
| **Institutional Framework and Governance Risks to Sustainability is rated as: Moderately Likely** |

A large number of policies, regulations and guide­lines were produced under Outcome 5 of CPD 2013-2017 to strengthen the environmental regulatory frame­work. Some examples are: the national climate change policy, energy efficiency standards and labels for electrical appliances, an environmental assessment framework for the national tourism strategy, a tourism legal frame­work that supports biodiversity, guidelines for integrating biodiversity in environmental impact assessments, an integrated investment framework for sustainable land management and national hunting guidelines, multi-hazard profiling for mainstreaming disaster risk management in land-use planning, codes for disaster-proof buildings, and guidelines for building and construction materials, among others. All these initiatives have been supported with human and institutional capacity building (as reported in the ADR).

The Rio project has also proposed an institutional structure for mainstreaming the management of drought under the oversight of the NCSCM, and linking lines ministries and operational entities to the NCSCM through a National Hazard Management Committee. The institutional framework can be replicated for any hazard.

With respect to governance, the ADR had noted that programme sustainabil­ity could be improved through 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, especially given that these NGOs would still be working in their areas long after UNDP had completed its project interventions. A positive step taken by UNDP has been to sign partnership agreements with 37 community-based organizations, together with the Government. A logical next step after formalising agreements with the NGOs is for their inclusion as partners in designing and developing interventions that seek to enhance the resilience of communities.

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, and also regarding mainstreaming of climate change and disaster risk management in government operations.

***Environmental Risks***

|  |
| --- |
| **Environmental Risks to Sustainability is rated as: Moderately Likely** |

Jordan will continue to experience the adverse impacts of climate change and climate variability, probably increasing the frequency and impacts of extreme events/hazards (section 2.1). Environmental sustainability will also be affected negatively by the continued pressures that refugees place on ecosystem services.

### Impact

In an analysis of impact, the key findings that should be brought out in evaluations include whether the project has demonstrated: (1) verifiable improvements in ecological status; (2) verifiable reductions in stress on ecological systems; and (3) through specified process indicators, that progress is being made towards achievement of stress reduction and/or ecological improvement. Such analysis is best carried out at the project level rather than at the outcome level. All UNDP-GEF projects are evaluated for impact or progress towards the achievement of impacts at the end of project cycle. The EESL and PCB projects have been evaluated for impacts and the findings have shown these to be negligible or minimal. For instance, the EESL project did not deliver any direct greenhouse gas emissions that is required to stabilize the climate system. For the PCB project, the conclusion was that the activities completed on the project were not leading to verifiable improvements in ecological status.

It was not possible at the time of evaluation to assess the impacts of ongoing UNDP-GEF projects (BITS and Rio), and the yet-to-be implemented GAM project.

GEF-financed and UNDP-implemented enabling activities (TNC, FBUR, Minamata) are not evaluated for impact.

# 4 . Conclusions, Recommendations & Lessons

## 4.1 Major Achievements & Strengths

***UNDP interventions remain highly relevant with strong country ownership***

The in-country presence of UNDP, and its regular contact with MOPIC that is the umbrella ministry that carries out cross sectoral coordination in Jordan resulted in UNDP’s interventions being relevant to the development context of the country. An inclusive, multi-stakeholder approach to designing programmes and projects imply buy-in from stakeholders. The ownership is also strengthened through the NIM project implementation modality that places the project stakeholders at the centre of project management, with the support of MOPIC. Although the level of co-financing that is actually born by project stakeholders could not be verified, a positive sign is that projects implemented under Outcome 5, especially GEF-funded projects, are accompanied by a significant level of pledged co-financing. The coordination between stakeholders can be further enhanced (section 4.2).

***The programme outcome has been cost-effective***

The data show that total cumulative expenditure for Outcome 5 between 2013 and 2017 was ~US$ 11 million, thereby exceeding the budget planned at the beginning of the CPD period by approximately US$ 1.715 million. Also, total cash contributions from UNDP sources amounted to US$ 858,418.30 – i.e. a factor 1.8 times more than what was planned at the start of the CPD period. The average programme outcome implementation rate between 2013 and 2017 was 93% (and it was 94.7% between 2014 and 2017), which is significantly higher than the corporate threshold (80%) for satisfactory utilisation.

## 4.2 Shortcomings and Recommendations

**Corrective actions for the design, implementation, monitoring and evaluation of the programme outcome**

***Detailing the risks and assumptions underlying programme design***

**Conclusion 1:** The CPD 2013-2017 was not accompanied by the assumptions and risks that would influence its successful implementation. The result is twofold, namely: (1) the non-achievement of Outcome 5 results could not be linked to any risks and assumptions; and (2) projects designed for implementing Outcome 5 could not be informed by the risks analysis at the programme level, and benefit from an adequate design to mitigate them.

**Recommendation 1:** Future country programmes should make the risks and assumptions underlying its outcomes more explicitly in order to inform the two points mentioned above.

***Enhancing the gender dimension of interventions***

**Conclusion 2:** The evaluation has revealed that little effort was dedicated for the mainstreaming of gender issues in the design of Outcome 5, as well as the projects (e.g. Rio project) that were used to implement it. This was a significant issue since the pro-poor development agenda, which is also reflected in the Sustainable Development Goals (SDGs) that is promoted by UNDP has a strong gender-differentiated approach. The weak emphasis on gender is also reflected in the weak M&E framework that is discussed below.

**Recommendation 2:** The UNDP should ensure that the Gender Strategy that was developed in 2016 is used to guide the design of the next country programme, which in turn should guide the design of projects for ensuring environmental sustainability.

***Harmonised M&E frameworks***

**Conclusion 3:** Inadequate attention was given to results-based management in planning, monitoring and reporting of UNDP interven­tions. Consequently, the design of an integrated and holistic country programme, including Outcome 5, was hampered, as well as moni­toring and reporting on results. Shortcomings have been identified at several levels, including: (1) lack of appropriately defined outcome-level indicators; (2) lack of gender-sensitive SMART indicators; (3) lack of coherence between programme outcome and project-level M&E; and (4) weak country office M&E capacity.

**Recommendation 3:** In order to remedy the shortcomings, the following are recommended:

1. The CO should take the necessary steps to strengthen the institutionalization of the M&E function in its organizational structure by funding long-term positions for M&E specialists. Further, M&E specialists should not be left to rely of their limited prior experience to carry out their functions. Rather, there should be dedicated capacity building of selected staff; and
2. The UNDP CO could make use of the results-framework developed by the Green Climate Fund (GCF) for guidance on developing appropriate gender-sensitive M&E framework, including selection of SMART indicators, for climate change mitigation, adaptation and disaster risk management. The results-framework will also be useful to harmonise M&E frameworks at both the programme outcome and project levels.

**Actions to follow up or reinforce initial benefits from the programme outcome**

***Scaling up actions on DRR***

**Conclusion 4**: The DRR project has done a very good job at mainstreaming disaster risk management in land-use planning at the sub-national level, as evidenced with progress made at ASEZA and PDTRA to institutionalise multi-hazard risk assessments to inform physical development planning. The evaluation has revealed that the lack of a National DRR Strategy remains a stumbling block for the further institutionalization and mainstreaming of DRR.

**Recommendation 4**: There is a need for UNDP to continue supporting action on DRR at the national level, and in this process to not only support the much needed mainstreaming of DRR but also to reclaim a niche that it previously occupied. The CADRI project provides the UNDP with an opportunity to support these twin objectives by ensuring that it coordinates all CADRI-related interventions in Jordan while reinforcing its mandate for coordinating all UN agencies in the country. This position will also place UNDP in a unique position to also carry out more effective coordination on DRR among other development partners, which could open up opportunities for further resources mobilization by UNDP. Another contribution of UNDP is to ensure that its coordination of UN agencies vis-à-vis government leads to more effective integration of climate change adaptation, DRR, and Agenda 2030 in national development planning. Hence, the opportunity to coordinate the CADRI partnership is a useful means for UNDP to promote long-term and systemic planning approaches at the national level.

***Enhancing private sector partnerships***

**Conclusion 5:** Outcome 5 of CPD 2013-2017 was expected to support private sector innovation through partnerships, especially regarding low-carbon, climate-resilient development. Besides the little interactions with manufacturers of electrical appliances under the EESL project and low-level funding from Coca Cola for the EDM project, there have been very limited interactions with the private sector during the CPD period. Yet, there are low-cost options that could be used for UNDP to address this weakness.

**Recommendation 5:** The Resource Mobilisation Action Plan (RMAP) that was developed at the end of 2016 proposes to activate the Joint Platform with the private sector. The Joint Platform for partnership can be marketed as a concrete example of applying Goal 17 for furthering Agenda 2030. The RMAP proposes to also review corporate priorities. A low-cost recommendation is, therefore, to activate the setting up of the Joint Platform to capitalise on the initial benefits that have accrued during the CPD period, namely:

* Supporting local manufacturers of electrical appliances through the Jordan Chamber of Commerce and Industry to prospect for emerging markets, such as Eastern African Community and CIS, for energy efficient Jordan-made appliances. The UNDP can make use of its local presence in these markets to facilitate market prospection; and
* To advocate for the need for the private sector to engage in disaster risk reduction such as through the development of risk transfer instruments. The evaluation has revealed that the development of such market instruments would support the mainstreaming of DRR at all levels.

**Proposals for future directions underlining main objectives**

***Advocating for long-term development approaches***

**Conclusion 6**: Lessons from previous country programmes have shown that UNDP needed to advocate for long-term approaches. The discussion in section 3.1.3 related the root cause to be the high turnover of Government ministers. This evaluation has found that a long-term approach is also hindered by turnover at all levels of government, as well as at UNDP. CPD 2013-2017 was developed at a juncture containing the 2015 turnaround point, and the accompanying uncertainties, for many environmental sustainability orientations such as the NDC (Paris Agreement for climate change adaptation and mitigation), the Sendai Framework on DRR, and the adoption of Agenda 2030 for sustainable development (SDGs) that are all aligned to the 2030 time horizon. Future country programmes can now benefit from the visibility to 2030 regarding sustainable development orientations.

**Recommendation 6:** All the recommendations proposed in this evaluation are supportive of long-term planning approaches. More specifically related to the conclusion made above, the following are recommended:

* By drawing of the cases highlighted in this evaluation, UNDP should continue its advocacy next to MOPIC that high turnover at multiple levels of government hinder mainstreaming of results and outcomes of investments, and the loss of institutional memory;
* UNDP should also develop a talent retention strategy and action plan to ensure continuity of its actions on the ground, as well as internalising key positions such as M&E and gender in its organization structure; and
* Advocate for the integration of climate change adaptation and mitigation, DRR and Agenda 2030: first, by ensuring that this is done while designing its country programme and then cascaded into project designs for environmental sustainability; and second, by advocating for this approach with MOPIC and other development partners. This recommendation can also be used to more effectively carry out coordination among UN Agencies.

***Further diversifying sources of funding***

**Conclusion 7:** One of the main weaknesses and lessons learned from the implementation of Outcome 5 of CPD 2013-2017 was the overreliance on GEF funding to support environmental sustainability issues. The reasons and disadvantages for UNDP’s (over)reliance on GEF funding are discussed in section 4.3.

**Recommendation 7:** As a middle income country, Jordan cannot use its STAR allocation for implementing climate change adaptation and DRR. As these environmental sustainability issues will continue to be topical, and future climate changes and variability are expected to even increase the significance of these issues, other sources of funding will have to be secured. It is therefore proposed that the RMAP be updated to also include the Green Climate Fund as another potential source of funding. At the time of evaluation, it was brought to the attention of the evaluator that UNDP was partnering with FAO and national and sub-national stakeholders to develop a concept note for attracting GCF grant financing for a climate change adaptation and DRR project. The proposed project will also have elements of climate change mitigation. Leveraging funding from the GCF would also support a more programmatic approach to environmental sustainability that emanate from the large scale and scope of interventions.

Another source of funding that could be sought is for climate change mitigation through the NAMA Facility under the aegis of the UNFCCC. A prior requirement would however be the development of NAMAs.

***Using UNDP’s derisking approach to inform programmatic approaches to environmental sustainability***

**Conclusion 8:** Outcome 5 of CPD 2013-2017 adopted a project-based implementation approach that is usually not conducive for promoting long-term, programmatic approaches. However, there are innovative ways in which a project can foster long-term, programmatic approaches, and UNDP is in a unique situation to achieve this through its derisking methodology. Such a methodology is proposed to be implemented under the GAM project in order to catalyse private investments in low-carbon buildings at the city-wide level. By identifying the most cost-effective and efficient mix of policy and financial derisking instruments for achieving a long-term energy efficiency or renewable energy target, UNDP can make use of the derisking methodology to achieve the following simultaneously:

1. Support the Government of Jordan achieving environmental sustainability (here in terms of greenhouse gas emission reductions arising from savings or substitution of fossil fuels) at the sectoral, thereby promoting long-term planning approaches. For instance, the derisking approach may be applied to implement the mitigation part of the NDC using the most cost-effective mix of derisking instruments;
2. Provide a roadmap for sector level interventions in terms of implementing derisking instruments that is a useful means for Government to carry out donor coordination for their respective support of these instruments. This will strengthen UNDP coordination role among donors, particularly in a context where instruments will be supported by agencies that have technical expertise that is not possessed by UNDP;
3. To develop the DEEI approach using the GAM project thereby increasing the kudos of UNDP Jordan within the corporate structure of UNDP. It is pointed out here that the DEEI is not yet fully developed, and that the GAM project can be used to further the corporate work of UNDP in terms of methodology development, testing and implementation; and
4. UNDP can use its experience in Jordan as a means for replicating lessons learned in other neighbouring countries.

**Recommendation 8:** To use the GAM project to fully develop, test and implement the derisking energy efficiency investment (DEEI) methodology, and to develop a roadmap for multi-stakeholder coordination for supporting low-energy buildings at the city-wide level. It is also recommended that the UNDP would mobilise additional resources in order to implement the derisking renewable energy investment (DREI) for the implementation of the renewable energy target in the Jordan NDC.

## 4.3 Good Practices and Lessons Learned

**Good Practices**

***Involvement of MOPIC at the operational level of project implementation***

An emerging practice that should be replicated across all projects is the strengthening of the NIM approach for project management. In the conventional approach (**Figure 1**), MOPIC’s participation in project implementation was only at the level of the PSC, whereby it would provide political support for project implementation and, importantly, for advocating the mainstreaming of project outcomes. However, it was noted that project delays accrued at the operational or technical level that remained outside the purview of MOPIC. In order to capitalise on MOPIC’s mandate to carry out cross sectoral coordination, the operational and technical issues could be more productively resolved at an early stage through MOPIC’s interventions. With the support of UNDP, representatives of MOPIC are now also involved at the operational or technical level (e.g. technical working groups in **Figure 1**) in the project management structure.

**Lessons Learned**

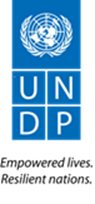
***Overreliance on GEF funding can become a major disadvantage***

There are two attractive reasons for UNDP’s reliance on GEF funding. First, the UNDP has a net comparative advantage over other GEF Executing Agencies for leveraging GEF finance. Further, the STAR allocation is a fairly certain source of funding, and therefore provides for better visibility in terms of resources mobilization. On the other hand, an overreliance on GEF funding for implementing Outcome 5 of CPD 2013-2017 carries several disadvantages, of which the inability to support climate change adaptation and DRR projects remain the most significant. The overreliance on GEF funding has resulted in key Outcome 5 targets being not achieved. It is also a concern that the RMAP has proposed more intensified efforts for securing GEF funding. Such an approach would severely constrain the scope of environmental sustainability by excluding climate change adaptation and DRR.

***Stakeholder participation needs to take into account post-project requirements***

Stakeholder participation on the activity level was sufficiently inclusive. But, certain stakeholders, such as NGOs or CSOs, the private sector and other technical agencies of the UN need to be better integrated in programme outcome implementation through their early involvement in project design and conceptualisation. This will also enhance the likelihood of sustainability to programme outcome contributions after the lifetime of projects or the country programme period.

# Annex 1 – Terms of Reference



**Terms of References**

**Country: Jordan**

|  |  |
| --- | --- |
| **Post Title:** | International consultant to evaluate CPD outcome 2013-2017 on low carbon and climate resilient initiatives |
| **Starting Date:** | December 17th , 2017 |
| **Duration:** | 25 working days over two months period with 1 week mission to Jordan |
| **Location:** | Jordan – Amman- UNDP |

**Background**

The country development programme (2013-2017) has been developed within an emerging national context of socio-political reform, in which the Government priorities and people’s priorities are calling for social justice and an end to corruption. The programme of support was determined after: a thorough analysis of the political context; an in-depth study of the issues facing Jordan and their root causes; an analysis of lessons learned during the previous programme; and a critique of the support that has been provided by other development partners. The programme focus is derived from the five outcomes laid out in the 2013- 2017 UNDAF. These are:

1. Systemic reform. Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner.

(2) Social Protection. Jordan has institutionalized improved social protection and poverty alleviation mechanisms for vulnerable people at national and subnational levels.

(3) Social Services. Jordan is providing equitable delivery of quality social services for all people.

(4) Young people. Jordan has institutionalized necessary policies and mechanisms for the effective and inclusive participation of young people in social, cultural, economic and political life.

(5) Environment. Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster-risk-reduction issues (including transitioning to a green economy) at national and subnational levels.

**Support of low carbon and climate resilient initiatives:**

UNDP supported number of environmental policy reform actions in Jordan, notably in climate change sector. For instance, UNDP supported the Government of Joran in developing a pioneering National Policy on Climate Change in 2013. The policy has been developed with a dual objective in mind. The first is to strengthen Jordan's capacity to respond to the detrimental impacts of climate change expected to add a multiplying effect to current challenges in sectors like water and agriculture. The second is to strengthen Jordan's global stewardship in addressing options to reduce emissions while achieving sound and sustainable developmental objectives especially in the various sectors of energy. Since 2013, the policy outlined the backbone for climate change agenda in the country, which has been seriously under implementation by the Ministry of Environment.

In 2014, the work on climate change was pursued by developing the Third National Communication (TNC) on Climate Change; the report was launched in November 2014 and submitted to UNFCCC secretariat in December 2014. The report, as part of Jordan’s fulfillment of its international obligations, provides a long-term, scientifically sound description of the projected impacts of climate change on Jordan as well as a comprehensive mitigation and adaptation assessment and a detailed inventory of GHG emissions. Additionally, UNDP in cooperation with the Ministry of Environment has recently submitted Jordan first Biennial Update report to UNFCCC secretariat during climate change COP23 which was held in Bonn, Germany. The report includes an update of the GHGs emissions for the years 2010 and 2012 associated with establishment of a national Measurable, Reportable and Verifiable (MRV) system.

The creation of these three key documents (policy, TNC & BUR) at the national level resulted in creating a positive trend to consider climate change in the national sustainable development landscape; this is evident in the latest national sustainable development agenda that includes a separate theme for climate change, In addition, climate change was included in the new Poverty Reduction Strategy launched in January 2013. It also has formed a transformational joint towards engaging key sectors, mainly water and energy, by having climate change mainstreamed considerably into their development agenda. As well, the Ministry of Environment has recently established a new directorate specialized in climate change based on recommendations of the policy. Such a positive trend in expanding climate change agendas in Jordan is expected to continue within over the coming new years.

In the event of implementing climate change mitigation actions in the country, a new regulations for energy efficiency standards and labeling were developed and officially endorsed, the regulations entered into force in July 2014 and aimed to enforce energy efficiency standards on locally manufactured as well as globally imported appliances. In association with this important reform, a huge awareness campaign was conducted to spread the knowledge about the new labeling system, the campaign was informed by a previously conducted survey of 1,000 Jordanian consumers, gauging their knowledge of, and opinions towards, energy efficient home appliances.

This significant policy was accompanied with capacity development actions to enhance enforcement sustainability . For instance, UNDP supported the establishment of a national data base system for energy efficiency labeling system to help in better surveillance of the local market. In addition, professionals were trained on managing and monitoring appliances in the local market.

UNDP supported sustainable energy efficiency solutions, mainly the development of national energy efficiency standards and labeling system for home-based appliances. In doing so, a Technical Market Assessment was conducted in 2013, and aimed at developing marginal abatement cost curves for a range of appliances. Also a Policy Options Assessment was conducted; it provided the Government with a menu of potential options for implementing EU-compatible energy efficiency appliance regulations whilst minimizing the short-term cost impacts on manufacturers and consumers.

UNDP has been also supporting renewable energy solutions at the municipal and household level. For instance, more than 150 households and public institutions have benefited from solar water heaters and from the installation of efficient LED lights and PV solar systems with the support of UNDP

Moreover, UNDP continued its support to climate change adaptation initiatives in accordance with international best practices to enhance sustainable water harvesting solutions as a mean to adapt to climate change impacts . For instance, UNDP supported the renovation of old traditional water harvesting ponds to enable local communities to harvest more quantities of water used in farming and irrigating surrounding parks and many other initiatives to support water sustainable management solutions.

**Scope of Work**

UNDP seeks the recruitment of an international and independent consultant to undertake an evaluation on low carbon and climate resilient initiatives under outcome 5 of Jordan CPD 2013-2017. The evaluation to assess progress towards the achievement of the CPD outcome objectives as specified in CPD 2013-2017. The scope of the evaluation will cover all activities undertaken in the framework under outcome 5 related to low carbon and climate resilient and assess the actual results to determine their contribution to the attainment of the CPD outcome objectives.

**Objective of the Evaluation**

The purpose of this evaluation is as follow:

* Review the achievements made during the CPD 2013-2017 in respect of low carbon and climate resilient initiatives and take stock of lessons learned and challenges. This includes outcome progress, programme management, coordination arrangement, identify challenges, lessons learned, evidence based findings, conclusions and recommendations on results, effectiveness, efficiency, sustainability;
* Provide analysis of any deviations, reasons, mitigation measures any internal or external factors affected the outcome achievement;
* Review UNDP comparative advantage and added value, what worked and what did not and how to expand UNDP cooperation with related stakeholders. In addition;
* Provide recommendations on UNDP work sustainability, linkages with national priorities and how to continue in the next cycle and;
* Receive recommendations to inform the programmes in the next programme cycle. The information will be used by UNDP Jordan as well as the key national counterparts and Implementing Partners

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Duties and Responsibilities**  The outcome to be covered in this evaluation is related to outcome 5 “Environment. Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster-risk-reduction issues (including transitioning to a green economy) at national and subnational levels. The focus of this evaluation will be towards low carbon and climate resilient initiatives. The evaluations should take into account the aspects of projects effectiveness, efficiency, relevance, timeliness, impact, sustainability and linkages with other programme areas/projects in UNDP Jordan as well as partnership with national counterparts including government and CSOs, international donor community and academic groups. The evaluation should also recommend untapped partner groups and the potential resource mobilization partners. In addition, this evaluation must address how the intervention sought to strengthen the application of the rights-based approach and mainstreaming gender in development efforts**.**  **Methodology for the evaluation**  The evaluation will provide quantitative and qualitative data through some the following methods:   * Desk study and review of all relevant projects documentation including project documents, annual work-plans, p progress reports and annual reports. * In depth interviews to gather primary data from key stakeholders using a structured methodology. * Focus Group discussion with project beneficiaries and other stakeholders. * Interviews with relevant key informants (a list of relevant institutions and contact persons will be provided).   The final evaluation report should describe the full approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.   |  |  |  |  | | --- | --- | --- | --- | | **Evaluation Ratings:** | | | | | **1. Monitoring and Evaluation** | ***rating*** | **2. IA& EA Execution** | ***rating*** | | M&E design at entry |  | Quality of UNDP Implementation |  | | M&E Plan Implementation |  | Quality of Execution - Executing Agency |  | | Overall quality of M&E |  | Overall quality of Implementation / Execution |  | | **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** | | Relevance |  | Financial resources: |  | | Effectiveness |  | Socio-political: |  | | Efficiency |  | Institutional framework and governance: |  | | Overall Project Outcome Rating |  | Environmental : |  | |  |  | Overall likelihood of sustainability: |  |   **4. DELIVERABLES**  Below are the required activities and expected outputs (deliverables), based on the objectives and scope of work stated above, respective timelines/deadlines and number of working days:   |  |  | | --- | --- | | **Output** | **Timeline** | | 1. Work plan and agenda of meetings and report submission time-plans | 3 days after signing the contract | | 1. A first draft of the evaluation report | 20 days after signing the contract | | 1. Final evaluation report | 30 days after signing the contract |  1. **REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS**   **A) Education:**   * Advanced university degree in energy, climate change, environment, sustainable development or another relevant subject.   **B) Professional Experiences & Skills:**   * Preferably 10 years of professional experience in fields relevant to climate change, environment or relevant fields. * Experience in conducting outcomes of UNDP CPD evaluation is preferable * Sound knowledge of results-based management (especially results-oriented monitoring and evaluation). * Fluency in written and spoken English. Arabic is valuable but not required. * Full computer literacy.   **C) Competencies**   * Strong interpersonal skills, communication and diplomatic skills, ability to work with stakeholders including governments. * Ability to plan and organize his/her work, efficient in meeting commitments, observing deadlines and achieving results * Openness to change and ability to receive/integrate feedback * Ability to work under pressure and stressful situations * Strong analytical, reporting and writing abilities  1. **DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS.**  * Interested individual consultants must submit the following documents/information to demonstrate their qualifications: * 1. Proposal:   (i) Explaining why they are the most suitable for the work  (ii) Provide a brief methodology on how they will approach and conduct the work.   * 2. Financial proposal * 3. Personal CV including past experience in similar projects and at least 3 references   **FINANCIAL PROPOSAL**  **Lump sum contracts**  The financial proposal shall specify a total lump sum amount including fees, travel cost (total of two weeks mission), tickets, DSAs, accommodation. While local transportations (local travel means inside each country will be covered by the project). Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount.   1. **EVALUATION OF CANDIDATES**   Individual consultants will be evaluated based on the following methodologies:  Cumulative analysis  When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:  a) responsive/compliant/acceptable, and  b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.  \* Technical Criteria weight; 70%  \* Financial Criteria weight; 30%  Only candidates obtaining a minimum of 50 point would be considered for the Financial Evaluation   |  |  |  | | --- | --- | --- | | ***Criteria*** | ***Weight*** | ***Max. Point*** | | *Technical* | *70%* |  | | Having carried out similar or related work |  | *35* | | Technical approach and methodology and work plan demonstrating a clear understanding of the job to be done |  | *35* | | *Financial* | *30%* | *30* |  1. **DURATION OF MISSION**   The expected duration of this assignment is up to two months maximum, expected to consist of approximately 25 working days with 1 week mission to Jordan to conduct necessary meetings and finalize the evaluation report. |
|  |

# Annex 2 – Itinerary

|  |  |
| --- | --- |
| **Mission dates** | **Activities carried out** |
| Friday 5 January 2018 | Traveling to Amman, Jordan from Mauritius via Dubai |
| Saturday 6 January 2018 | Arrival in Amman |
| Tuesday 9 January 2018 | Drove to Aqaba. Left Amman in the evening/night. |
| Wednesday 10 January 2018 | Returned to Amman. Left Aqaba in the mid-afternoon. |
| Thursday 11 January 2018 | Traveling back to Mauritius via Dubai (night flight) |

# Annex 3 - List of persons interviewed

|  |  |
| --- | --- |
| **Name of persons** | **Affiliations/Roles** |
| Dr Nedal Alouran | Environment and Climate Change Specialist, UNDP CO |
| Ms Rana Saleh | Environment Programme Associate, UNDP CO |
| Mr Anas Khasawneh | Manager of the GEF Small Grants Programme, UNDP CO (current position);  Formerly Project Manager for the UNDP-GEF project entitled “Energy Efficiency Standards and Labelling in Jordan” |
| Mr Majed Hasanat | Project Manager for the UNDP-GEF project entitled “Biodiversity Integration in the Tourism Sector” |
| Ms Dina Kisbi | Director of Climate Change Directorate, Ministry of Environment; National Designated Authority for the Green Climate Fund |
| Mr Bilal Shqarin | Assistant Director, Climate Change Directorate, Ministry of Environment |
| Ms Maha Abu Moais | Acting Head, Mitigation Section, Climate Change Directorate |
| Mr Sami Tarabieh | Project Manager of the UNDP-GEF Enabling Activity project entitled “Mainstreaming *Rio* Convention Provisions into National Sectoral Policies”. |
| Dr Soud Quran | National Consultant, OCHA/IUCN; and former Project Manager for the project on DRR entitled “Enhancing Institutional Capacities to reduce Disaster Risk and to integrate Climate Change in the Hashemite Kingdom of Jordan”. |
| Mr Maher Abd Rahman | Head of Aid Coordination Division, International Cooperation Department, Ministry of Planning and International Cooperation |
| Mr Awwad Hararsheh | Project Management Unit, Ministry of Planning and International Cooperation |
| Eng. Abd Muhieddin Tawalbeh | Head of Rational Use of Energy & Solar Thermal Division, National Energy Research Centre, Royal Scientific Society |
| Mr Ziyad Al Alawneh | Director, Land and Human to Advocate Progress |
| Ms Mervat Kamal Batarseh | Head of Environmental Education Section, Royal Society for the Conservation of Nature |
| Ms Ruba Ajjour | Head of Climate Change Division, Environment and Climate Change Centre, Royal Scientific Society |
| Dr Iyad Abu Haltam | Director, Mohamad Abu Haltam Group |
| Arch. Khaled Abumisheh | Director, Urban Policy Planning, Aqaba Special Economic Zone Authority (ASEZA) |
| Mr Abdallah | Director, Aqaba Marine Park |
| Ms Rabia Hasan | Monitoring & Evaluation Officer, UNDP CO |
| Mr Maisam Otoum | Monitoring & Evaluation Officer, UNDP CO |

# Annex 4 - Summary of field visits

As mentioned in Annex 2, field visits were carried out to Aqaba in order to meet Arch. Khaled Abumisheh, Director of Urban Policy Planning at ASEZA, and to interview Mr Abdallah regarding the establishment of the Aqaba Marine Park. Time was also taken to visit the Information and Education Centre of the Aqaba Marine Park.

# Annex 5 - List of documents reviewe****d****

GEF (2014) CEO Endorsement Request of the Project “Mainstreaming Rio Convention Provisions into National Sectoral Policies”.

GEF and UNDP (2015) Joint GEF-UNDP Evaluation of the Small Grants Programme.

Hashemite Kingdom of Jordan. 2017. *Jordan’s Way to Sustainable Development: First National Voluntary Review on the Implementation of the 2030 Agenda*.

UNDP (2011) Project Document – Enhancing Institutional Capacities to reduce Disaster Risk and to integrate Climate Change in the Hashemite Kingdom of Jordan.

UNDP (2012a) UNDP Country Programme Document 2013 – 2017.

UNDP (2012b) Traditional Water Harvesting Improves Community Resilience and Climate Change Adaptation – Inception Report.

UNDP (2014) Terminal Evaluation Report of the UNDP-GEF Project “Third National Communication for Climate Change”.

UNDP (2015a) Terminal Evaluation Report of the UNDP-GEF Project “Implementation of Phase I of a comprehensive polychlorinated biphenyls (PCBs) management system in the Hashemite Kingdom of Jordan”.

UNDP (2015b) Terminal Evaluation Report of the UNDP-GEF Project “Energy Efficiency Standards and Labeling in Jordan”.

UNDP (2016a) Mid Term Review Report of the UNDP-GEF Project “Mainstreaming Biodiversity Conservation in Tourism Sector Development in Jordan”.

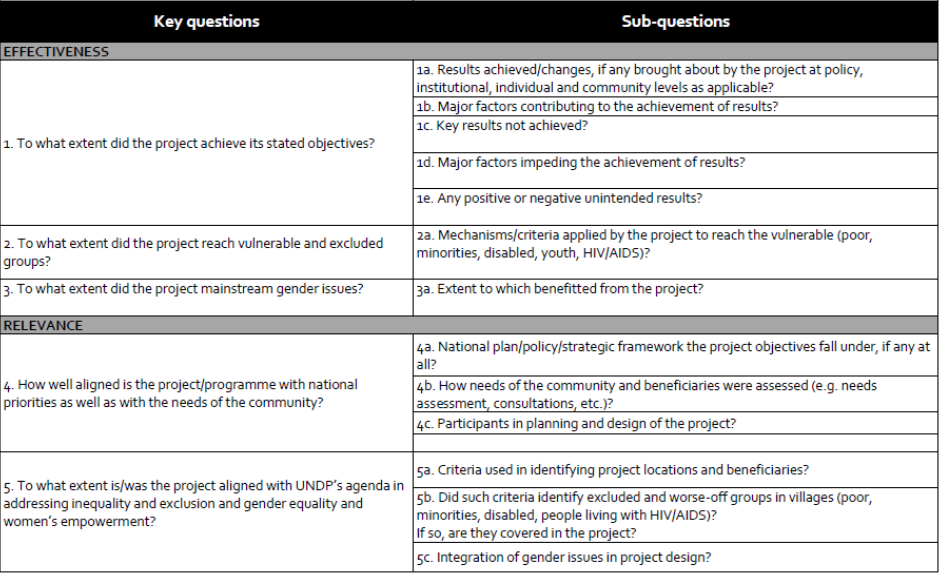
UNDP (2016b) UNDP-GEF management response to the Mid Term Review of the full size project –“Mainstreaming Biodiversity Conservation in Tourism Sector Development in Jordan”.

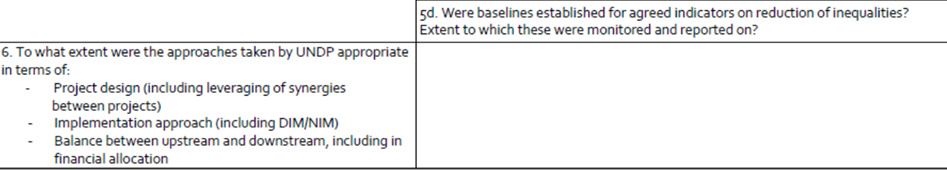
UNDP (2016c) Progress Report of the Project “Increase the use of Renewable Energy and Energy Efficiency (RE/EE) solutions to satisfy increasing demands electricity sustainability”.

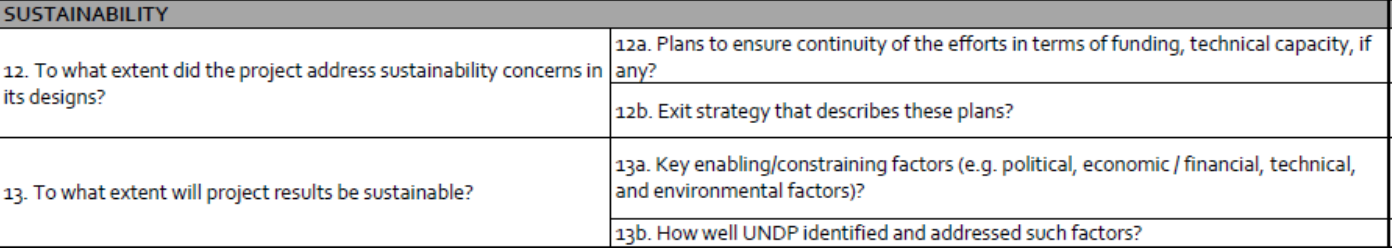
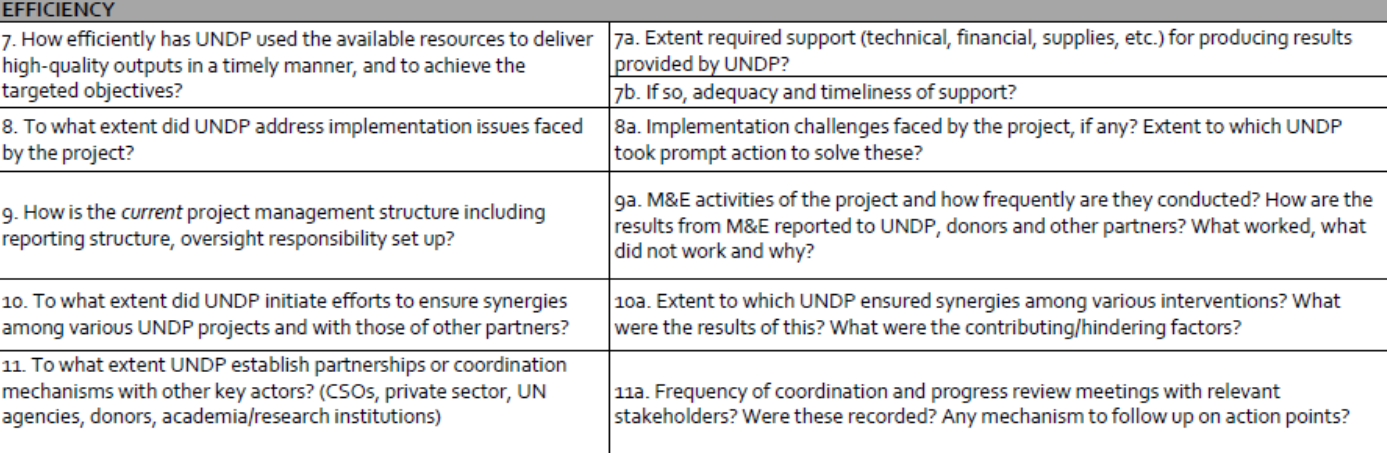
UNDP (2017) Annual Project Report 2016-2017 of the Project “Mainstreaming Rio Convention Provisions into National Sectoral Policies”.

World Economic Forum (2017) The Global Gender Gap Report 2017.

# Annex 6 – Evaluative Matrix







# Annex 7 - Evaluation Consultant Agreement Form

**Evaluator:**

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

|  |  |
| --- | --- |
| **Evaluation Consultant Agreement Form**  Agreement to abide by the Code of Conduct for Evaluation in the UN System  Name of Consultant: Prakash Deenapanray  I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.  Signed in Mauritius on 18 February 2018  Signature: | |
| **Prakash Deenapanray**  Terminal Evaluator |  |

# Annex 8 – Audit Trail

1. <http://web.undp.org/evaluation/evaluations/assessment-of-development-results.shtml> - accessed 24 January 2018. [↑](#footnote-ref-1)
2. 2015 Jordan Population and Housing Census, Department of Statistics (DOS), March 2016. [↑](#footnote-ref-2)
3. *Human Development Report*, UNDP 2016 (out of 188 countries and territories). [↑](#footnote-ref-3)
4. Jordan 2025: A National Vision and Strategy, May 2015. [↑](#footnote-ref-4)
5. World Bank. 2017. *Jordan Economic Monitor: The Green Economic Boost*. [↑](#footnote-ref-5)
6. Department of Statistics (DOS). 2017. *Jordan in Figures 2016*, pg. 34. [↑](#footnote-ref-6)
7. Jordan Data, World Bank, 2016. [↑](#footnote-ref-7)
8. 2015 Census, DOS. [↑](#footnote-ref-8)
9. Syrian Refugees in Jordan, UNHCR, July 2017. [↑](#footnote-ref-9)
10. 2015 Census, DOS. [↑](#footnote-ref-10)
11. Quarterly Unemployment Figures, DOS, June 2017. [↑](#footnote-ref-11)
12. Vulnerability Assessment Framework Baseline Survey*,* UNHCR, 2015. [↑](#footnote-ref-12)
13. Global gender gap index, World Economic Forum, 2017. [↑](#footnote-ref-13)
14. Jordan Human Development Report, UNDP, 2015. [↑](#footnote-ref-14)
15. Ministry of Environment. 2017. *Jordan’s First Biennial Update Report to the United Nations Framework Convention on Climate Change (UNFCCC)*. [↑](#footnote-ref-15)
16. Ministry of Energy and Mineral Resources (MEMR). 2016. *Energy 2016 – Facts & Figures.* [↑](#footnote-ref-16)
17. Ministry of Environment. 2017. [↑](#footnote-ref-17)
18. <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Jordan/1/Jordan%20INDCs%20Final.pdf> – accessed 5 February 2018. [↑](#footnote-ref-18)
19. Hashemite Kingdom of Jordan. 2015b. *National Water Strategy 2016-2030*. [↑](#footnote-ref-19)
20. Ministry of Environment. 2014. *Jordan’s Third National Communication on Climate Change*. [↑](#footnote-ref-20)
21. Hashemite Kingdom of Jordan. 2006. *National Agenda 2006-2015*. [↑](#footnote-ref-21)
22. Assessment of development results (ADR), UNDP Independent Evaluation Office, April 2017 [↑](#footnote-ref-22)
23. UNDP partnership survey 2017 (92 per cent of respondents in Jordan). [↑](#footnote-ref-23)
24. ADR, April 2017; UNDP partnership survey 2017 (83 per cent of respondents). [↑](#footnote-ref-24)
25. UNDP partnership survey 2017 (71 per cent of respondents in Jordan). [↑](#footnote-ref-25)
26. The NIM follows the Standard Basic Assistance Agreement (SBAA) between UNDP and the Hashemite Kingdom of Jordan*,* and the Country Programme Action Plan (CPAP). [↑](#footnote-ref-26)
27. The Capacity for Disaster Reduction Initiative (CADRI) is a global partnership composed of 15 UN and non-UN organizations that works towards strengthening countries’ capacities to prevent, manage and recover from the impact of disasters. The CADRI Partnership draws upon the diversity of expertise of its members to offers a unique combination of knowledge, experience and resources to support countries implement the Sendai Framework for Disaster Risk Reduction. In 2017, the CADRI Partnership started vulnerability assessments in Jordan with the aim of supporting the development of a National DRR Strategy and Action Plan. [↑](#footnote-ref-27)
28. UNDP-GEF. 2016. *SGP Country Programme Strategy for OP6*. [↑](#footnote-ref-28)
29. Statistics provided by UNDP’s SGP programme management. [↑](#footnote-ref-29)
30. <https://www.greenclimate.fund/documents/20182/226888/GCF_B.13_26_-_Further_development_of_some_indicators_in_the_performance_measurement_frameworks.pdf/0ad22e10-703d-49ae-baad-eb87669d0223> - accessed 12 February 2018. [↑](#footnote-ref-30)
31. One M&E Officer was a UN Volunteer, and the other was on a Service Contract. [↑](#footnote-ref-31)
32. This output of CPD 2018-2022 is: *Output 1.2: National and subnational government effectiveness levels enhanced, and accountability strengthened***.** [↑](#footnote-ref-32)
33. World Bank. 2017. *Spring Economic Monitor – Jordan.* [↑](#footnote-ref-33)
34. Ministry of Environment. 2016. *National Green Growth Plan*. [↑](#footnote-ref-34)