

Terminal Evaluation
Final Report
February – May 2019

FINAL DRAFT

**Mainstreaming Rio Convention Provisions into National Sector
Policies (CCCD) Project**

UNDP Project PIMS ID: 5275
GEF Project PMIS ID: 5570

Final Draft 30th May 2019

Region: Arab States

Focal Area: “Multi-focal Areas: Cross-Cutting Capacity Development Strategy”
(GEF 5)

GEF Agency: United Nations Development Programme

Executing Agencies: Ministry of Environment

Project Timeframe: May 2015 – May 2019

Evaluator & Reporter: Francis Hurst
Contract No. IC/2019/4

SECTION I

Terminal Evaluation opening page:

PROJECT DETAILS:

Project name:	Mainstreaming Rio Convention Provisions into National Sector Policies
Project ID:	GEF PMIS: 5570 UNDP PIMS: 5275
Country:	Jordan
Region:	Arab States
Focal Area:	Cross-Cutting Capacity Development Strategy (GEF 5)
Strategic Programs 3(C):	<u>Objective 3</u> : Strengthened capacities for policy and legislation development for achieving global benefits. <u>Expected Outcomes</u> : Enhanced institutional capacities to plan, develop policies and legislative frameworks for effective implementation of global conventions. Core outputs and indicators: (i) National plans, policies and legal frameworks developed (Number) (ii) Institutional capacities enhanced in recipient countries to implement global conventions (Number of institutions strengthened).
Funding Source:	GEF Trust Fund
Implementing Agency:	United Nations Development Programme
Implementing Modality:	National Implementation Modality (NIM)
Executing Agency:	Ministry of Environment
Other Partners:	Ministry of Planning and International Cooperation Ministry of Water and Irrigation Ministry of Agriculture Ministry of Energy and Mineral Resources Royal Botanic Gardens

FINANCIAL DETAILS:

GEF Project Grant:	US\$ 996,000
Co-financing Total:	US\$ 1,132,485
Total Costs:	US\$ 2,128,485

PROJECT TIMELINE:

Received by GEF:	August 2013
Preparation Grant Approved:	November 2013
Concept Approved:	November 2013
MSP Approval by GEF:	December 2014
Project Document Signature/Start Date:	May 2015
Midterm Review Date:	Not applicable (MSP)
Closing Date (Planned):	May 2018
Closing Date (Actual):	May 2019

TERMINAL EVALUATION DETAILS:

Terminal Review Timeframe:	February – May 2019
Terminal Reporting Language:	English



Evaluator:

Francis Hurst, 30th May 2019

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“To define our region by problems and not solutions, is to miss huge potential.”

His Majesty King Abdullah II Ibn Al Hussein in his opening address to the World Economic Forum on the Middle East and North Africa, 2015.



Ain Ghazal community managed rangeland (foreground) and state managed rangeland (background)

SECTION II

Executive Summary

Project summary table

Project Summary Table				
Project Title: Mainstreaming Rio Convention Provisions into National Sector Policies				
GEF Project ID:	5570		<i>at endorsement (US\$)</i>	<i>at completion (US\$)</i>
UNDP Project ID:	5275	GEF financing:	996,000	995,550
Country:	Jordan	IA/EA own (UNDP core):	50,000	50,000
Region:	Arab States	Government: cash in kind	1,132,485	777,000 870,480
Focal Area:	MFA-CD	Other: RBG SIWI	282,485 287,480	569,990.03
Operational Program:	CD3 to strengthen capacities to develop policy and legislative frameworks	Total co-financing:	1,132,485	2,170,440
Executing Agency:	MoEnv	Total Project Cost:	2,128,485	
Other Partners involved:	MWI	ProDoc Signature (date project began):	18 May 2015	
		(Operational) Closing Date:	Proposed: 18 May 2018	Actual: 18 May 2019

Project Description

The medium-size project on *Mainstreaming Rio Convention Provisions into National Sector Policies (CCCD) Project*, approved under the GEF 5 programming in May 2014, commenced on the 11th December 2014. However, the Project Document was not signed by the government of Jordan until May 18, 2015. However, there were delays in establishing the Project Coordination Unit (PCU) and a Project Coordinator was not appointed until September 2015. Therefore, the inception phase lasted from September 2015 until January 2016 with the production of the Inception Report. Originally planned as a three-year project, closing in May 2018. On request of the PCU and implementing partners, the project submitted a draft extension request to the RTA on the 25th March 2018, which was submitted to UNDP-GEF HQ by the RTA in and approved after revisions on the 26th March 2018. The revised planned closing date became May 2019.

The Rio Conventions consist of the United Nations Framework Convention on Climate Change (UNFCCC), the Convention to Combat Desertification (CCD) and the Convention on Biological Diversity (CBD).

The overall goal of the project was to “to mainstream Rio Convention provisions into key national sectoral policies and/or legislation”. The project had two components: Component 1: Mainstreaming the global environment into sectoral development and Component 2: Improving stakeholder attitudes on global environmental conservation. This was to be achieved by the following outcomes and outputs:

Outcome 1	Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions.
Output 1.1	SWOT and Gap analyses of Jordan’s policy and institutional framework for Rio Convention implementation.
Output 1.2	Strengthening inter-ministerial communication, coordination, and collaboration on Rio Convention mainstreaming.
Output 1.3	Rio Convention mainstreaming in the National Rangeland Strategy.
Output 1.4	Rio Convention mainstreaming in the National Drought Management Action Plan.
Output 1.5	Rio Convention mainstreaming in the National Energy Efficiency Action Plan.
Output 1.6	Resource mobilization to replicate Rio Convention mainstreaming.
Outcome 2	Improved awareness and understanding of Rio Conventions’ contributions to sustainable development.
Output 2.1	Awareness-raising workshops on linkages between Rio Conventions and socio-economic development.
Output 2.2	Training programme and accompanying knowledge materials.
Output 2.3	Public awareness campaign.

Project implementation was through National Implementation Modality (NIM) and the Project Coordination Unit (PCU) was embedded in the Ministry of Environment as the lead agency, Focal Point for two of the Rio Conventions (climate and biodiversity) and the Executing Agency. Partner agencies were the Ministry of Planning and International Cooperation, Ministry of Water and Irrigation, Ministry of Agriculture, Ministry of Energy and Mineral Resources and the Royal Botanic Gardens. The United Nations Development Programme was the Implementing Agency.

Evaluation Rating Table

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	S	Further details in Sections 3.1.1, 3.1.2 and 3.2.5.
<i>M&E design at project start up</i>	U	The principal tool for the M&E, the SRF, was not fit for purpose. Indicators were in fact a mix of activities, targets and outputs or deliverables. Baselines and targets were not aligned and many of the targets simply restated the indicator. It was not clear what were outcome and output indicators (regardless the SRF should have only included outcome indicators). There were 49 indicators in total with 22 baselines and 91 targets; far too many to track and could have reduced the project to a meaningless chase after targets in order to appear on track. The pedantic detail and inclusion of monthly figures for targets was unrealistic. A SMART assessment of all of the indicators found not of them to be fully compliant. The Risk Assessment lacked utility and did not properly rate the risks as High, Medium or Low. It included risks that were “nominal” although some of the risks were correctly identified other, such as the risk that the Drought Management Plan would not be ready at the project’s start up, were not.

Criteria	Rating	Comments
<i>M&E Plan Implementation</i>	HS	<p>Routine reporting (Quarterly Progress Reports and APRs), annual work plans and budgets, and meetings (PSC) undertaken in a timely, transparent and often self-challenging manner.</p> <p>PCU has a clear understanding of the importance and relevance of M&E tools, periodicity and importance. The PCU has used the M&E programme to its best effect given that the inherent weaknesses in the SRF, the UNDP CO has provided sound project assurance and the importance of M&E has been shared with the project partners to develop a collective understanding of the importance of M&E which has carried over into the inclusion of monitoring frameworks included in the various project outputs and has added value to the capacity building by instituting a culture of M&E.</p> <p>Despite the weaknesses in the SRF, M&E has been carried out in a timely fashion. There is clear evidence of thoughtful and honest consideration of criticism and challenges to the project and considerable evidence that the project has used its own assessments (M&E evidence) to good effect in strengthening the project.</p> <p>The project could have completely overhauled the SRF during the inception phase however, this would be highly unusual and the TE judges that such a move could have easily derailed the project at a very vulnerable time.</p> <p>The project could also have revised the Risk Assessment during the inception phase however, the TE is confident that the considerable adjustments made to the project at its start-up greatly reduced the risks for the project's remaining lifetime.</p>
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	HS	<p>From the start the project has performed extremely well. The inception phase was able to identify the strengths and weaknesses in the original project's design and make intelligent changes to the project while always maintaining sight of the objective and outcomes. The PCU has worked very well in bringing together the partners and the partners themselves have seized the opportunities offered by the project in a responsible way.</p> <p>As a result, the NIM modality has worked very well with clear signs of national and institutional ownership, and critically; a shared collective vision of the future. A measure of this is that, as the project draws to a close, the participants are all on good terms and realistically, innovatively and constructively looking for ways to consolidate the gains from the project in the future for a process that will clearly need continued, albeit, measured external support for some time to come.</p> <p>This hasn't happened by accident, the PCU has worked tirelessly and skilfully behind the scenes for this to happen and has been well-supported by the UNDP CO.</p>
<i>Implementing Agency Execution</i>	HS	<p>The UNDP CO is clearly a well-liked, trusted, while sometimes bureaucratically-challenging, partner. As a CO it has considerable experience in the environmental sector and with GEF projects <i>per se</i>. The CO has provided the quality assurance role, largely supported the PCU in its decisions. When problems have arisen; it has provided support to the process and the TE considers that, in this instance, given the multi-partner nature of this project, it has provided a considerable support for the PCU and creates a junction for the free flow of information and experience between similar projects. A measure of this success is the way that the partners are collaborating in the closing months of the project to ensure that there is continued support to the project's achievements, wherever that support is required and that outputs such as the DEWS are already operational.</p>
<i>Executing Agency(s) Execution</i>	HS	<p>The MoEnv was the institutional home of the PCU and it has worked well in what has been at times a tricky institutional arrangement with the PCU in the MoEnv while the main focus of the work has at times been within the remit of another ministry (e.g. the drought policy and DEWS). However, it has handled these relationships well and steered the project responsibly while strengthening its policy and regulatory role in regards to the two Rio Conventions (CBD and CCD).</p>
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	HS	Rating based on separate assessment of project Outcomes and Outputs (Annex 9).
<i>Relevance</i>	R	The project's objective and outcomes remain relevant. An important point, and one noted throughout the TE report is that the actions of the PCU, UNDP CO and partners

Criteria	Rating	Comments
		have increased that relevance over what it might have been if the project's SRF was slavishly followed. Instead, the PCU, by " <i>focusing on promoting Rio Conventions principles rather than obligations</i> " increased the relevance of the Rio Conventions so that they addressed the " <i>mainstream social concerns raised during the "Arab Spring" such as poverty alleviation, and unemployment</i> ".
<i>Effectiveness</i>	HS	Extent of achievement of objective and outcomes, or likelihood of being achieved: The project has achieved what it set out to do, any shortcomings in this are largely due to the project's design, which, while the overall concept was sound, lacked the necessary depth to embed the outcomes at the different levels of policy, institution, and practice. Furthermore, the inclusion of energy and the National Energy Efficiency Plan had too narrow a focus on efficiency and not the sector <i>per se</i> . However, significant changes made during the inception phase by the PCU and partners (removing the energy plan as a mainstreaming avenue, introducing a larger number of pilots and taking the project's intervention down to a community/end user scale, etc.) greatly increased the impact, made the project highly effective and increased the likelihood of sustainable outcomes.
<i>Efficiency</i>	HS	The project has been remarkably efficient. It has used a comparatively small GEF fund and been able to more than double this amount with cash co-financing after the project started. The modest GEF fund has been used to great effect to mainstream the Rio Conventions into rangeland management and water resource issues by delivering a number of high-quality policy and regulatory documents, embedding a "Rio approach" to addressing " <i>mainstream social concerns</i> " and solving problems rooted in climate change and environmental degradation. It has delivered high-quality training and raised public awareness. While the project has required a one-year extension this was quite reasonable considering there were delays in starting up and the considerable adaptive changes that needed to be made to the project during the inception.
Sustainability (using 4-point likelihood scale)		
Overall Likelihood of Sustainability ¹	L	The project outcomes are assessed as having a high likelihood of continuing and growing after the end of the GEF-funded project.
<i>Financial resources</i>	L	The HKJ faces some very real and present threats from environmental degradation exacerbated and accelerated by climate change. When the PCU changed the focus of the project to address " <i>mainstream social concerns</i> ", a conceptual shift that saw issues such as poverty alleviation, and unemployment regarded not as competing concerns to environmental issues but part and parcel of the same inefficiencies and inequalities in management that need to be reformed, it opened up doors for financial resources which were likely closed before the project. That is; poverty alleviation is not seen in isolation but as part of a larger picture of environmental stresses driving urban drift and loss of rural livelihoods. For the avoidance of doubt, HKJ, despite its apparent prosperity is does not have the financial resources to address these issues on its own, not least because it has a considerable burden hosting refugees from neighbouring countries that not only place further burden on the public purse but also, as was demonstrated in the <i>CDI Validation summary report and drought vulnerability maps</i> produced by the project, magnify the risks of environmental degradation and drought. Therefore, it is reasonable to conclude that the CCCD project is financially sustainable because the outputs and outcomes will continue to receive finances from the public purse but this will need to be augmented by donor support. The CCCD project should not be viewed in isolation, but rather as a suite of projects implemented by UNDP (and a number of other donors) and the Government of Jordan which feed into each other and the UNDP CO is aware of this and plans follow-on interventions as part of a strategic approach. In this way, through a mix of government and donor financing the project outcomes are judged to be sustainable.

¹ The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table (p. 30): Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

Criteria	Rating	Comments
<i>Socio-economic</i>	L	<p>The TE has repeatedly highlighted the way in which the PCU and partners have mainstreamed the Rio Convention principles, rather than as obligations, into the “<i>mainstream social concerns</i>”. There is a growing body of peer-reviewed evidence to support climate change and environmental degradation (see section 3.1.5, para. 68), in its broadest terms, as the principle driver the loss of rural livelihoods, urban drift and the associated social security issues. The CCCD project went straight to the heart of this using the Rio Convention principles as the “go to” means by which these challenges are addressed. In some instances, this has required a re-thinking in the way that statutory agencies prepare and respond, or the way in which they relate to communities.</p> <p>Coupled to the on-going process of decentralisation, the strategic use of the pilot projects and the inclusion of the Badia Restoration Programme there are a number of external drivers that the project has cleverly keyed into which all suggest that the outcomes will be sustainable from a socio-economic perspective.</p> <p>Lastly, the pilot projects have real applications to improving rural people’s livelihoods and security. These pilots, because they have their basis in sound environmental management (the Rio Conventions and principles), can be built upon. Thus, water harvesting becomes water conservation, becomes ecological management of farmland and pastures and so on, until one activity supports or provides multiple ecosystem benefits.</p>
<i>Institutional framework and governance</i>	L	<p>The TE report has commented at length on the skilful way the project has been embedded in the political process and the business and structures of government <i>per se</i>. It has made a number of changes to the three Rio National Committees which are now linked to the Higher Council chaired by the Minister for Planning with the Minister for Environment as the Deputy Chairperson. This is supported by two national By-laws (related to biodiversity and climate), and there have been significant changes to the approach to drought, in particular de-politicising the response to drought through the DEWS. Drought itself is now firmly centred in the MWI which has its own Drought Management Unit. The MA is now reassessing the way it manages rangelands, it is clearly aware and responding to the enormous challenge of climate change and it is doing so in a way that works with the socio-ecosystem and partners with NGOs and CBOs.</p> <p>As stated at length in this report; institutionally these issues are being considered as causative factors of the challenges facing government rather than an international obligation to be added on to the end of the annual budget, should funds remain. Rather, there are the seeds of a proactive approach, avoidance rather than retroactive responses (e.g. the DEWS, socio-ecological pasture management for multiple ecosystem goods and services, etc.).</p> <p>In short, the previously compartmentalised spheres of water, rangeland, agriculture, health, employment, poverty, biodiversity, drought, <i>ad infinitum</i> are now more often regarded as parts of a continuum rather than the responsibilities of different sectors to be addressed through a holistic policy process. To be clear, there is still an awful long way to go, but the CCCD has played a major part in opening the door.</p>
<i>Environmental</i>	L	<p>While some might argue otherwise, the HKJ is largely a socio-ecosystem due to its long association with mankind (the term being used in the broadest non-gender specific sense). While the National Rangeland Strategy already prioritized community-based management; policy in this field often runs far ahead of the practice. The PCU held particular skills and experience in community-based natural resource management (CBNRM) and sustainable use and it has thrown these skills into the mix to good affect teaming with the RBG and the MA in the field of rangeland management. This is important because provides the means to operationalise the policy objectives of the National Rangeland Strategy. Sustainable use is defined in the CBD as the “<i>use of components of biological diversity in a way and at a rate that does not lead to the long-term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations</i>” (Article 2, CBD). Use can and, under favourable condition, does improve the conservation status of biodiversity resources. A rational framework to guide decision-making is an essential first step in conservation planning and management. This point is important because previously much of Jordan’s</p>

Criteria	Rating	Comments
		<p>conservation policy focused on an “alternative livelihoods approach”. This is an important and progressive step.</p> <p>As much as one could expect, using a GEF fund of less than one million US dollars, the CCCD project has moved the environment (or the Rio Convention principles) to a place where it firmly underpins development in two important sectors, water and agriculture. But it has also spun this out to include health, to some extent energy and because it is linked to issues such poverty and unemployment, it is moving towards the political mainstream. It has also provided some good technical tools to aid this as well as pilots to demonstrate. This is by no means “mission accomplished” and it needs to be built upon but for the amount spent on it; it is very good value for money.</p>
Impact (using 3-point impact scale)		
<i>Environmental status improvement</i>	S	<p>The initiative of Al Disi Women Cooperative to breed Al Ghadah (a native plant) to be planted in the degraded habitats of Wadi Rum Protected Area; the piloting of water harvesting to support the vegetation cover of Al Shaumari Wildlife Reserve (an important breeding reserve for endangered species such as Arabian Oryx and several other species). Due to the prevailing drought conditions the reserve was in need to expand their planning to a watershed management approach to support the natural vegetation with harvested water from the flash floods; the pilots on rangeland reserves contributed to the conservation of the biodiversity values of the rangeland; the selection criteria for natural rangelands reserves on the basis of the environmental values of the natural rangelands to be prioritized for protection and conservation. Rangelands in Jordan forms approximately 80% of the total area of Jordan and spans all sectors (water catchment, agriculture, food security, rural livelihoods and security, etc...) as well as all three Rio Conventions (climate, biodiversity and desertification).</p> <p>All these represent a good, albeit modest, improvement in the environmental status from a modest investment which was largely targeted at the institutional level. Importantly, all these pilots show considerable scope for replication and upscaling and, in most part, will drive a process of improving natural resource/environmental governance.</p>
<i>Environmental stress reduction</i>	S	<p>Issues such as water, drought, pasture management and agriculture are no longer being viewed through the narrow lens of production but rather as a part and parcel of the same challenge. Alongside this the project has given the key players a number of useful tools to manage the systems in a more proactive manner such as the National Policy Statement on Drought and the DEWS, as well as a means to proactively intervene. For instance, the DEWS is not just about warning of impending drought; it has very real national planning applications in terms of what and where development takes place. Each pastureland that comes under better and sustainable (without external inputs) management is a further reduction of stress on the system.</p>
<i>Progress towards stress/status change</i>	S	<p>It is arguable that water, drought and rangelands are one of the principle factors which will define Jordan’s future. In recent history and due to a number of drivers both internal and external, their management has been, to a large extent, to exhaustion and destruction respectively and the two things are not unlinked. Climate change, a large, unpredictable and global driver is now accelerating this process. Therefore, an intervention to the way in which droughts are monitored, managed and as much as possible avoided is, by any measure, good progress. While the National Rangeland Strategy pre-dated the project the efforts of the MA, the RBG and the PCU have certainly improved the future outlook by operationalising a more holistic and socio-ecological approach towards their management. To be sure, there are still powerful vested interests that will promote economic development over ecological resilience in both spheres (water/drought and rangelands), but the policy instruments are now better suited, institutionally the key players are better prepared, and practical applications have been demonstrated.</p>
Overall Project Results	HS	

Satisfaction scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Sustainability scale: Likely, Moderately Likely, Moderately Unlikely, Unlikely
Impact scale: Significant, Minimal, Negligible

Relevance scale: Relevant; Not Relevant

Summary of Conclusions

The Project Document was overall a reasonable strategy but had a number of weaknesses. In parts it presented a generic approach but overall the concept of creating a national enabling environment containing the principles and objectives of the Rio Conventions, promoting a broad awareness of the Conventions and their linkage to sustainable development while “learning by doing” was reasonable. However, while the Project Document narrative promoted this approach the strategy as set out in the Strategic Results Framework did not and described a project which was highly technocratic and dependent upon a high proportion of technical assistance consultancies (as much as 68% of the GEF fund was allocated to consultancies excluding the Terminal Evaluation). While the Terminal Evaluation is cautious of being too critical of the Project Document it does appear to have been written in a hurry and at time it appears to be generic in its approach. That said, it provided the basis for the project and its financing.

The project’s monitoring and evaluation at entry, based upon the strategic results framework (SRF) was extremely poor and considered not fit for purpose by the Terminal Evaluation. Structurally it was weak with output indicators and just three inappropriate outcome indicators. The indicators themselves lacked any utility as a means to monitor the project consisting as they did of activities, targets or restated outputs. Furthermore, the risk log was insufficient to monitor risks.

During the inception phase the PCU, partners and UNDP have showed considerable dexterity in adapting the project without losing sight of the overall objective and outcomes. These included, *inter alia*: removing output 1.5 which was to mainstream into the National Energy Efficiency Action Plan, to reduce the number of consultancies, to produce a National Policy Statement on Drought and to give greater focus to policy practice through the pilot projects.

The CCCD project has been a success by any measure, even by the indicators and targets set out in the original and somewhat dysfunctional SRF. For a very modest GEF investment it has provided a space for stakeholders to think about the challenges presently facing Jordan, and in the future, facilitated the restructuring of the institutional arrangements for two of the principle sectors (water and irrigation, and agriculture) involved in implementing the Rio Conventions and their working relationship with the MoEnv which is the statutory home for the Conventions and the primary regulator.

The decision to not pursue the National Energy Efficiency Plan was, in the eyes of the TE, a wise one, not least because it allowed the project to focus on the remaining two vehicles, agriculture / rangelands and water / drought in order to produce strong and sustainable outcomes but also because the energy efficiency plan itself had too narrow a focus and was anyway due for revision shortly after the project had started.

The project has carried out extensive training and facilitated the partner organisations capacity building by provided a safe space for the experts and non-experts to think about the problems they face and develop solutions broadly framed within the Rio Conventions. In particular, it has changed the way that the Rio Conventions are perceived from being international obligations to be met to set of guiding principles and mutual outcomes that need to be achieved to underpin sustainable social and economic development.

It has developed a national policy on drought management (unforeseen in the Project Document) and a tool with which to implement it (the DEWS). Within the MA it has enabled the implementation of the rangeland policy by partnering with other capable organisations such as the RBG and CBOs in successfully mainstreaming community-based approaches to resource management. In both instances (water and agriculture) this has involved a mix of highly technical interventions and adaptive interventions.

The institutional governance has been streamlined to better fit the workings of government and Parliament empowering the three National Rio Committees by placing them under the Higher Committee chaired by the Minister of Planning and co-chaired by the Minister for Environment. This is supported by two national By-laws on biodiversity and climate.

The project and its partners (state and non-state) have successfully taken the policy and regulatory environment down to the level of the resource users themselves by implementing a number of very good pilot projects, all framed within the Rio Conventions. Within this mix of pilot interventions, the project has introduced progressive approaches to resource management which are broadly in line with all three Rio Conventions, the most interesting of these being the introduction of community-based rangeland management which has implications for rangelands throughout the Kingdom.

The PCU has been highly adaptive and ably supported by its partners and the UNDP CO. This is demonstrated in the way that it has adapted the Project Document during the inception phase and made the appropriate changes to strengthen the project's strategy and its way of doing business. The UNDP CO has encouraged the national ownership of the project and its outcomes and this has been reciprocated by the project partners and the MoEnv.

The PCU has shown excellent communication skills, in particular by aligning the project outcomes with those of government, and an ability to work well with other organisations including other donor-funded projects working in similar areas. Work planning and implementation have been carried out intelligently and in a timely fashion and there has been good financial controls on the project. Reporting, monitoring and evaluation has been carried out however, the PCU has struggled with the SRF due to the poor nature of the indicators. The project requested and was granted a one-year no-cost extension in 2018.

The success of the project has also been supported by a national process of decentralisation and support to rural communities as well as a desire to strengthen local governance at the governates level. It is unlikely that the project could have reached as far as it did if there was not a broadly supportive enabling environment. But equally, the project expressed in the Project Document would not have been able to ride this wave of support and it was the actions of the project partners, the PCU and the UNDP CO which ensured that the *project* and national *processes* were closely aligned.

Despite the shortcomings of the Project Document the project is rated as **Highly Satisfactory**.

Recommendations

Greater attention should be paid to the strategic results framework during project design: It is hard to understand how the project's SRF was approved. Log frames or SRFs are many and varied and invariably there are different opinions and often heated discussion on what constitutes an outcome, an objective, an indicator and a target. However, in this instance the SRF had structural weaknesses (e.g. output indicators) as well as the inappropriate choice and / or phrasing and the number of indicators, baselines and targets.

Action to be taken (UNDP CO): Future project designs should be subject to a stricter and more systematic approach to developing the SRF. Whether this is through an expert panel or similar mechanism but the main point being that the SRF is developed during the design phase. Large stakeholder workshops are probably not the forum to do this because they are large, unwieldy and include too many participants with little interest in the monitoring and evaluation process. Neither is a narrow focus of the Consultant tasked with developing the Project Document. An expert consultation process followed by a facilitated expert workshop would be expensive but unless there is greater investment in developing the SRF they will continue to be of poor quality.

Attention should be paid to assessing risks in the project design: There were a number of un-assessed risks not mentioned in the Project Document risk assessment. The most important were related to the NEEAP and the National Drought Action Plan.

Action to be taken (RTA): Project Documents are fairly impenetrable affairs. They are wordy and confusing including a mixture of narrative, strategy and tools (e.g. the Risk Log, the budget, the SRF, etc.). The narrative component is important because GEF projects are dealing with complex systems and should not be ignored. However, different RTAs appear to have different formats for many of the tools especially the risk log and the SRF. These need to be standardised, removed from the narrative part of the document and included as annexes and a checklist. Risk logs should be colour-coded with

a “traffic lights” system (High – red, Medium – orange, Low – green). Overall, Project Documents need to be made more accessible and “user-friendly” in the future.

Actions to Follow Up or Reinforce Initial Benefits from the Project and Proposals for Future Directions Underlining Main Objectives

Continued external support is necessary: The UNDP CO is preparing a project proposal based on the progress of the CCCD project on drought. It was recognized that it is important to establish a regional collaborative framework for drought adaptation through which countries of the region can exchange knowledge and share data on climate and to demonstrate practical measures for climate adaptation that reduce the risks of climate displacement, particularly in water and food security sectors. The project entitled “*Applying ecosystem-based approach to build the resilience of food and fragile socio-ecological systems in Jordan and Lebanon to adapt with the adverse impacts of climate change*” is a multi-country project (Jordan and Lebanon) funded from the Adaptation Fund² and the three outcomes: 1) *Regional framework to develop a capacity and knowledge base of climate risks to avert food insecurity and climate displacement*; 2) *Demonstrated measures for applying ecosystem-based and other “hybrid” approaches at the farm landscape levels to improve resilience local livelihoods and food systems*, and; 3) *Knowledge on climate change adaptation measures is captured and institutionalized at community, landscape and upstream level*, pick up where the CCCD project has left off and build on the important gains made by the project.

In particular, the current capacity and resources in the newly established Drought Management Unit within the MWI are still insufficient to lead the process of localizing the scientific approach to drought projection and upscale the local autonomous knowledge of drought adaptation to inform the national drought management plan and should be a particular focus of attention and support.

Lessons

Global benefits need to have local relevance: It is easy to lose sight of the purpose of the Rio Conventions within the febrile environment of a project. For instance, a shepherd in the Jordanian badia does not need to know that he or she is responding to the social articles in the FCCC, CCD or CBD. Sustainable use is defined in the CBD as the “*use of components of biological diversity in a way and at a rate that does not lead to the long-term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations*” (Article 2). Use can and, under favourable condition, does improve the conservation status of biodiversity resources³. There is a growing body of evidence already cited in this report to show that resilient and diverse pasture lands sequester carbon in the soil and good soils increase water infiltration and reduce accelerated run off, recharging aquifers and reducing flood hazards and preventing the spread of desertification. Arguably, his or her actions, the choices and trade-offs made, are part and parcel of the Conventions.

Sustainable use versus alternative livelihoods: Much of the conservation effort in Jordan, particularly where it is related to protected areas, has until recently been focused on an *alternative livelihoods trade-off* approach⁴. Whereas, when it came to resource use the CCCD project (along with its partners in the MA and RBG) took a robust *sustainable use* approach and also linked this to community-based natural resource management (CBNRM) and co-management arrangements (in the case of grazing reserves).

Considerable attention is given to this (self-reliance and social capital) in all three Conventions in one way or another and it is not necessary to cite the specific articles here. The Project Document more

² The Adaptation Fund is an international fund that finances projects and programs aimed at helping developing countries to adapt to the harmful effects of climate change. It is set up under the Kyoto Protocol of the UNFCCC

³ Sustainable Use: Issues and Principles, South African Sustainable Use Group, IUCN Species Survival Commission, Undated.

⁴ Final Evaluation - Conservation and Sustainable Use of Biodiversity in Dibeena Nature Reserve Project (JOR/02/G35, 00013204) Document submission date: 25th June 2007

or less set out to do this, at least as it relates to the institutional, policy and regulatory framework. However, the project, through its approach to implementation put policy into practice. This in itself is an important and progressive step and it should be important to continue to support and monitor the progress of this change in approach.

Project design and Strategic Results Frameworks; what goes wrong? The SRF is the primary tool for monitoring and evaluation in UNDP-GEF projects. However, in the TE's experience the quality of these tools is often very poor. Major problems include, *inter alia*, inappropriate indicators, "SMARTness" of indicators and targets, misunderstandings over what is an outcome, an output, an indicator or a target, different formats across different projects, indicators with unachievable and/or very expensive data collection, data gathering beyond the competences of the country, data which will only be available following the successful capacity building by the project but necessary for a start of project baseline, to name a few.

In the case of the CCCD project it is apparent that the shortcomings of the project's SRF were widely recognised. However, very few changes were made to the monitoring and evaluation tool, despite the PCU and the UNDP CO being very experienced in project implementation and having a good track record of monitoring, evaluation and successful project implementation.

The TE posits that there is a dynamic within these projects which makes it difficult to contest and thereafter make substantial changes to the SRF. Whether or not this is real or perceived doesn't matter. Making any necessary and substantive changes to a project's SRF rarely happens. It is important that this dynamic is recognised by all those involved in developing a Project Document and steps are put in place from the very beginning to ensure that the development of the SRF is through a participatory process and remains highly adaptive until the inception phase of the project has ended. For the avoidance of doubt, in the case of the CCCD project's SRF a revision would have required the replacement of forty-nine indicators, twenty-two baselines and ninety-one targets. This is allowable and in theory it should have happened. However, it is wholly understandable if the project felt that such a move would have created considerable delays, may have been viewed with suspicion of "mission creep"⁵ by others and given that the project was already experiencing delays beyond its control, the decision to proceed with the SRF largely intact was reasonable under the circumstances.

⁵ The gradual or incremental expansion of an intervention or project beyond its original agreed scope, focus or objective

Section III

ACRONYMS AND ABBREVIATIONS

APR	Annual Progress Report
BRP	Badia Restoration Programme Fund
CBD	Convention on Biological Diversity
CBNRM	Community-Based Natural Resource Management
CBO	Community-based Organization
CCA	Common Country Assessment
CCCD	Cross-Cutting Capacity Development
CCD	Convention to Combat Desertification and Drought
FCCC	Framework Convention on Climate Change
GEF	Global Environment Facility
GEF Sec	Secretariat of the Global Environment Facility
GIZ	German Society for International Cooperation
IUCN	International Union for Conservation of Nature
JREDS	Royal Marine Conservation Society of Jordan
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEA	Multilateral Environmental Agreement
MoA	Ministry of Agriculture
MoEMR	Ministry of Energy and Mineral Resources
MoE	Ministry of Environment
MoWI	Ministry of Water and Irrigation
MoPIC	Ministry of Planning and International Cooperation
NBSAP	National Biodiversity Strategy and Action Plan
NCSA	National Capacity Self-Assessment
NGO	Non-Governmental Organization
NPD	National Project Director
PCU	Project Coordination Unit
PIF	Project Identification Form
PIR	Project Implementation Review
PMU	Project Management Unit
PSA	Public Service Announcement
RBG	Royal Botanical Garden
RDEP	Royal Department for Environment Protection
RSCN	Royal Society for the Conservation of Nature
SCA	Special Conservation Area
SRF	Strategic Results Framework (Log Frame)
STAP	Scientific and Technical Advisory Panel
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

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1 Introduction

1.1 Purpose of the Evaluation

1. The GEF Monitoring and Evaluation Policy⁶ has two overarching objectives at the project level, namely: to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance of the partners involved in GEF activities; and to improve performance by the promotion of learning, feedback and knowledge sharing on results and lessons learned among the GEF and its partners, as a basis for decision-making on policies, strategies, programme management, projects and programmes.
2. The terminal evaluation (TE) is an integral part of the UNDP/GEF project cycle. Its purpose is to provide a comprehensive and systematic account of the performance of the completed project by assessing its design, process of implementation, achievements (outputs, outcomes, impacts and their sustainability) against project objectives endorsed by the GEF (including any agreed changes in the objectives during project implementation) and any other results.
3. The TE has four complementary purposes:
 - i. To promote accountability and transparency, and to assess and disclose levels of project accomplishments.
 - ii. To capture and synthesize lessons that may help improve the selection, design and implementation of future GEF activities, as well as to suggest recommendations of replication of project successes.
 - iii. To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues.
 - iv. To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on the quality of monitoring and evaluation across the GEF system.
4. To this end, the TE is intended to:
 - i. enhance organizational and development learning;
 - ii. enable informed decision-making; and
 - iii. create the basis for replication of successful project outcomes.
5. At the national level the TE plays an important role by providing an independent and impartial feedback to the UNDP CO, Project Coordination Unit, Executing Agency(s) and project partners which can be used to, identify weaknesses, strengthen the achievements of the project and contribute to the sustainability of the project's outcomes. In the case of a GEF medium-sized project (with a budget up to US\$ 2,000,000 GEF fund) a Mid-term Review (MTR) is discretionary event in the monitoring and evaluation framework (e.g. in the case a poorly performing project, etc.) and therefore the TE may be the only external and independent assessment of the project.

1.2 Scope and Methodology

1.2.1 Scope and Context

6. The TE of the medium-size project on *Mainstreaming Rio Convention Provisions into National Sector Policies (CCCD) Project* was carried out by an independent, international Consultant. The

⁶ *The GEF Monitoring and Evaluation Policy 2010*, Evaluation Document November 2010, No. 4. 32 pp.

terms of reference (ToR) developed by UNDP Jordan, are based on the UNDP guidance for TEs of GEF-financed projects.⁷

7. The TE has been undertaken in line with GEF principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities³. The Consultant has signed the Evaluation Consultant Code of Conduct Agreement Form thereby agreeing to abide by the UNEG Code of Conduct in the UN System (2008).
8. The evaluation process is independent of the GEF, UNDP, the Ministry of Environment (MoEnv), Ministry of Water and Irrigation (MWI), Ministry of Agriculture (MoA), and the Ministry of Planning and International Cooperation (MOPIC), and project partners. The opinions and recommendations in this TE are those of the Evaluator and do not necessarily reflect the position of GEF, UNDP, the PMU, or any of the project stakeholders. Once accepted, the TE becomes a recognised and publicly accessible component of the project's documentation.
9. The TE was scheduled to be carried out in February (field mission) and March 2019 (analysis and reporting). However, due to a medical emergency the Consultant was unable to travel on the agreed dates. The field mission comprised of six days in-country (16th – 21st March) meeting and interviewing implementing partners, contractors, beneficiaries and other key stakeholders in the project sites and in Amman. Details of the itinerary and schedule of meetings with stakeholders to be consulted are provided in Annex 3.

1.2.2 Approach and Methodology

10. The TE is an evidence-based assessment of a project's concept and design, its implementation and its outputs, outcomes and impacts as documented in the Annual Progress Reviews (APRs), and Sustainable Results Framework (SRF), which should provide indicators and targets for measuring success in implementation and measures of impact. Evidence was gathered by reviewing documents, interviewing key, selected stakeholders, visiting project sites and from other *ad hoc* observations, meetings and discussions.
11. The evaluation commenced with a desk review of relevant project documents. This informed the itinerary and scheduling of the mission, which was planned in close cooperation with the Project Coordination Unit (PCU) who, in turn, liaise with the UNDP Country Office. This preparatory phase culminated with the Inception Report that included the planned itinerary, identified stakeholders to be met, described the approach and provided a series of templates for completion by the PCU (sent as separate documents) and an evaluative criteria questions matrix (Annex 5).
12. Interviewees and site selection were made, in consultation with the PCU, to ensure that all project partners were consulted, provide a representative cross section of stakeholders and, largely related to site visits, to reflect the different scales at which the project was working. Feedback from interviews was cross-checked with other interviewees and against project reports and other background documentation.
13. Interviews with implementing partners and stakeholders, and the Evaluator were usually held on a one-to-one basis and semi-structured around the evaluation questions framed in the standard UNDP-GEF Evaluative Criteria Questions Matrix.
14. Key aspects of the evaluation approach included:

⁷ *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects*, UNDP Evaluation Office, 2012.

Defining the scope of the Evaluation's focus: through discussions with the PCU and UNDP and partner agencies, the areas and extent of inquiry to be defined.

Emphasis on constructive analytical dialogue: with the project partners; providing the project participants with an opportunity to explain the strategies applied to date, the challenges that have been faced and the inevitable nuances that affect a project. In this way the Evaluation will deepen the partner's conceptual understanding of the key issues underlying the project and the driving forces that have shaped, and continue, shaping events.

Critical analysis of the project design: the original design and strategic approach will be challenged against best practices and in light of the project's experience to consider whether there were flaws in its logic and approach or whether there were assumptions, known or unknown, that have not proven correct.

Critical reflection on the measures of project success: measuring progress and performance against the indicators provided in the project's SRF with the participation of the project partners and reflecting on their relevance and adequacy.

Assessment of the project's performance and impact to date: analysing the performance and progress against the indicators and reasonably expected impacts of the project's implementation.

An examination of process: critically examining the project's actions and activities to ensure that there has been sufficient effort in ensuring that elements of capacity building and participation, establishing processes and mechanisms, that would enable the targets to be achieved in the longer term rather than being *expedient*.

Synthesizing plausible future impacts: using analytical methods to identify plausible future outcomes resulting from the impact of the project in the future.

Jointly defining the conclusions and recommendations with the PCU and UNDP: ensuring that there is a common understanding of any weaknesses or shortcomings in the project's implementation and an understanding of the reasons for, and the appropriate detail of, any remedial actions that might be necessary.

15. No specific tools were used to evaluate gender equality and the empowerment of women into the evaluation scope. The Environmental and Social Review Criteria in the project document stated that the project was not likely to significantly impact gender equality and women's empowerment⁸. As there were no specific indicators provided in the project's SRF the PCU disaggregated data related to participation and beneficiaries by gender.
16. The CCCD project is a complex project working at different scales. Moreover, it has, through the use of pilot projects, engaged directly with the development process and promoted a community-based management approach in mainstreaming the three Rio Conventions. The TE therefore paid particular attention to determining the project's understanding of these rights-based approaches, the implications of the transfer of authority and responsibilities, and the possible risks of creating greater gender inequalities as well as the opportunities to promote women's empowerment.
17. Preliminary findings were shared at a meeting with the PCU and UNDP in Amman at the close of the field mission.

⁸ This does not reflect the view of the TE.

18. In addition to a descriptive assessment, project achievements (outputs and outcomes), sustainability of outcomes, monitoring and evaluation system (design and application), are rated with respect to either the level of satisfaction achieved or the likelihood of various dimensions of the outcomes being sustainable by the end of the project. Also, three criteria (relevance, effectiveness and efficiency) are used, as appropriate, to evaluate the levels of achievement attained with respect to the project objective and outcomes in accordance with GEF requirements. These criteria are defined as follows:

- **Effectiveness** is the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- **Efficiency** is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
- **Relevance** is the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.

19. The different scales for rating various criteria are set out in the main report, and further defined in terms of a level of satisfaction scale and a likelihood of sustainability scale. Sustainability concerns the extent to which environmental, social and economic benefits are likely to continue from a particular project or program after GEF assistance/external assistance has ended.

Table 1 Ratings and their scales for different evaluation criteria

Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability	Relevance
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR)
	Additional ratings if relevant	Impact
	Not Applicable (N/A) Unable to Assess (U/A)	3. Significant (S) 2. Minimal (M) 1. Negligible (N)

20. The project objective and outcomes were rated according to their respective outputs (**Annex 9**), based on evidence provided by PCU and assessed by the Evaluator (**Annex 9**), and by means of performance indicators (**Annex 9**)⁹ using the 6-point satisfaction scale (**Table 2**). Other aspects of performance, such as effectiveness, efficiency, relevance and sustainability, were assessed using the full set of ratings shown in **Table 1** and **3**.

Table 2 Definitions of ratings of levels of satisfaction (Guidelines for GEF Agencies in Conducting Terminal Evaluations, 2008)

⁹ Normally a TE would assess the outcomes separately from the outputs but due to weaknesses in the project SRF both structurally and in terms of the choice of indicators this was not possible and outcome and outputs are assessed in on Annex (9)

Rating	Definition
Highly Satisfactory (HS)	The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Satisfactory (S)	The project had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Satisfactory (MS)	The project had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Unsatisfactory (MU)	The project had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Unsatisfactory (U)	The project had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Highly Unsatisfactory (U)	The project had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

Table 3 Definitions of levels of risk to sustainability of Project outcomes (UNDP Evaluation Guidance for GEF-Financed Projects, 2012)

Rating	Definition
Likely (L)	Negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future.
Moderately Likely (ML)	Moderate risks , but expectations that at least some outcomes will be sustained.
Moderately Unlikely (MU)	Substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on.
Unlikely (U)	Severe risk that project outcomes as well as key outputs will not be sustained.

21. UNDP CO and the PCU was provided with a draft report in April 2019 to share with the Implementing Partners and UNDP Regional Office and the report was subsequently finalised after receiving feedback in Late May 2019. The audit trail for the evaluators' response to these review comments can be found in **Annex 8**.

1.2.3 Specific issues relating to the CCCD project

22. Following a review of the APRs and electronic discussions with the PCU a number of issues have had been identified prior to the country mission and will be analysed and assessed during and are analysed and discussed in this report. These are:

- To what extent has the assumption made in the projects design: *"This project represents an opportunity to illustrate how a relatively small incremental investment of GEF resources through the CCCD programme can help strengthen the underlying capacities necessary to institutionalize the foundational capacities necessary for Rio Convention implementation to have long-term impacts"* held true in achieving the project's stated objectives and outcomes given the scope of the project and the uncertainties of the region as a whole such as the social and economic impacts and pressures resulting from the "Arab Spring"?
- Given that during the inception phase a number of weaknesses were found in the Project Document, namely; the expiration of the Ministry of Energy and Mineral Resources (MEMR) national energy plan, the absence of a national drought management plan, etc. Have the decisions made during the inception phase; to focus on mainstreaming Rio Conventions into

the National Range Land Strategy, develop a National Drought Management Plan, governance and including additional pilots in order to strengthen the “learning by doing” aspects of the project, and to meet the pressing needs of national stakeholders, been an example of reasonable adaptive management and wise use of a limited fund, or; simply project expedience?

- Has the project’s strategic results framework (SRF) aided or hindered the project’s adaptive management given that the outcome indicators are very prescriptive and in some cases are more reflective of targets than indicators?

1.3 Structure of the Evaluation Report

23. The structure of this TE report follows the latest UNDP guidance for terminal evaluation of GEF-Financed Projects⁴ and follows Annex F of the UNDP template for Terminal Evaluation Terms of Reference (ToR).

Section 1 (this section) provides a brief introduction to the purpose, scope and methodology used by the TE.

Section 2 provides a description of the of the project, the problems and issues the project sought to address, the key stakeholders, the expected results and the means to assess progress and performance of the project.

Section 3 provides an account of the TE’s main findings related to the project’s formulation, implementation and the actual results achieved.

Section 4 provides the TE’s main conclusions and recommendations.

24. Sections 3 and 4 provide a greater depth of analysis and discussion of the CCCD project than is normally encountered in a TE report because the CCCD project (along with a number of other mainstreaming projects implemented by the UNDP CO in Jordan¹⁰) are throwing up some interesting experiences and also, because of the weaknesses in the project’s SRF, it has been necessary to expand on the reasons reasoning behind the TE rating within the report’s narrative.

2 Project Description and Development Context

2.1 Project Start and Duration

25. The medium-size project on *Mainstreaming Rio Convention Provisions into National Sector Policies (CCCD) Project*, approved under the GEF 5 programming in May 2014, commenced on the 11th December 2014. However, the Project Document was not signed by the government of Jordan until May 18, 2015. However, there were delays in establishing the Project Coordination Unit (PCU) and a Project Coordinator was not appointed until September 2015. Therefore, the inception phase lasted from September 2015 until January 2016 with the production of the Inception Report. Originally planned as a three-year project, closing in May 2018. On request of the PCU and implementing partners, the project submitted a draft extension request to the RTA on the 25th March 2018, which was submitted to UNDP-GEF HQ by the RTA in and approved after revisions on the 26th March 2018. The revised planned closing date became May 2019.

Table 4 Project Milestones

	Milestone	Date
1	Received by GEF	August 2013

¹⁰ *Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway (MSB) and Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan (BITS) Project.*

	Milestone	Date
2	Preparation Grant approved	November 2013
3	Concept approved	November 2013
4	GEF CEO MSP approval	December 2014
5	Project Document signed	May 2014
6	Project Document signed by the government of Jordan	May 2014
7	Start date	18 May 2015
8	Recruitment of Project Manager and establishment of PCU	September 2015
9	Operationalization of the Project Coordination Unit	November 2015
10	Technical inception and Orientation Workshop	December 2015
11	Delivery of Inception Report	January 2016
12	Approval of cash co-financing project on drought management	May 2016
13	Approval of cash co-financing on Badia Restoration Programme	October 2016
14	No-cost extension approved	March 2018
15	Proposed project closure date	May 2018
16	Terminal Evaluation	February – April 2019
17	Terminal Evaluation Report	May 2019
18	Actual project closure	May 2019

2.2 Problems that the Project Sought to Address

26. All GEF projects are addressing complex systems. It is both their strength and their weakness. A strength because they ambitiously set out to fix the whole problem rather than focusing on a single isolated component, and a weakness in as much as a time-bound project with a pre-determined budget is a poor, and somewhat blunt, tool with which to intervene. The Project Document stated the barriers to global environmental objectives which are provided below:

The HKJ's main challenges to addressing global environmental problems arise from the targeting of sectoral socio-economic priorities to the exclusion of developing systemic, institutional, and technical capacities that are necessary for achieving and sustaining global environmental outcomes. The NCSA, which was finalized in January 2007, identified a number of barriers that remain relevant to this day, including a weak knowledge base and networking, a disconnect between research and policy development, and limited coordination mechanisms among line ministries for the cost-effective achievement of global environmental outcomes. This further exacerbates¹¹ the implementation of innovative approaches to meet global environmental outcomes as a result of an insufficient critical mass of social actors that are aware and understand the intrinsic values and contributions of the global environment to national socio-economic development.

Systemic

One of the key systemic barriers to addressing environmental challenges in Jordan is the general lack of awareness for the public in general, within sectoral institutions, and all the way up to the members of Parliament. In a recent mission trip to consult with stakeholders about the context and needs for this proposed project, there was a consensus among interviewees that awareness-raising was a critical need. This is consistent with findings from the NCSA which state, "The

¹¹ Presumably *exasperates*

knowledge barrier in Jordan is the most important because of the limited information and weak knowledge generation and processing, especially regarding environmental management.” (Ministry of Environment, 2007, p. 102¹²). In general, mainstream social concerns raised during the “Arab Spring” such as poverty alleviation, and unemployment receive more public attention, and also jeopardize long term sustainability for shorter term gains (Wardam, 2011)¹³.

“At present, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development (Ministry of Environment). Insufficient understanding of Rio Convention benefits is an issue within government institutions, but awareness-raising is also needed among stakeholders at the margins of sustainable development. For example, the media has the potential to play an important role in promoting environmental values and attitudes. Similarly, academia may contribute by continuing to research innovative approaches to achieve global and national environmental outcomes. As stated in the NCSA, a greater sense of civic responsibility and involvement in environmental and developmental issues is needed in order to improve overall motivation and commitment to sound environmental management and sustainable development (Ministry of Environment, 2007¹⁴).

Institutional

Related to the lack of awareness, is the poor institutionalization of environmental issues into national developmental planning and policy-making. Environmental costs and benefits are not adequately internalized within the financial and economic decision-making processes (Wardam, 2011¹⁵, IUCN-ROWA, 2014¹⁶). As a result, environmental governance suffers from inadequate government budgetary appropriations. In fact, the only actual appropriations set aside for environmental governance are limited to staff salaries, with very limited, if any, going to environmental conservation programmes. These financial constraints and equipment shortages, along with a lack of trained personnel and low levels of environmental awareness have led to inconsistent application and enforcement of environmental laws (Ministry of Environment, 2007). While the international donor community has stepped in to fill this void over the past 20 years since the signing of the Rio Conventions, this has created a culture of donor-dependency to finance the needed human resource capacity needs through projects. Moreover, the low level of coordination between donors further limits the potential for synergies (Wardam, 2011).

Another barrier to the achievement of Rio Convention objectives is the weak enforcement of laws in general, but particularly environmental laws. Capacity building at local and national levels has improved enforcement of laws concerning the Protected Areas, but more generally there is poor application of bylaws and regulations. This is particularly apparent in certain regional settings where political conditions lead to more lenient enforcement of the law (IUCN-ROWA, 2014).

Individual

The NCSA identified limited technical capacity and technology transfer to be one of the priority constraints hindering Rio Convention implementation. This deficiency was echoed in a recent report by MoWI which stated weak national capacity to develop sectoral adaptation responses was a key barrier to Jordan’s sustainable achievement of its MDGs, but also to its ability to adapt

¹² Ministry of Environment. (2007). *National Capacity Self-Assessment for Global Environmental Management (NCSA) - Jordan*. Amman: Ministry of Environment

¹³ Wardam, B. (2011). *National Environmental Summary*. Amman: UNEP.

¹⁴ *Ibid*

¹⁵ *Ibid*

¹⁶ IUCN-ROWA. (2014). *Fifth National Report on the Implementation of the Convention on Biological Diversity*. Amman, Jordan: Ministry of Environment; GEF; The World Bank.

to climate change (El-Naser, Telfah, & Kilani, 2014¹⁷). The limited accessibility of information and knowledge is directly tied to Jordan's weak technical capacity to generate and process data, particularly data related to monitoring (Wardam, 2011). Considering these limitations, there is a need not only for capacity building of researchers, managers and practitioners across the conventions, but there is also a need for innovative technical and institutional mechanisms that will strengthen environmental management practices to procure local, regional and global environmental benefit (Ministry of Environment, 2007¹⁸)".

27. Although the Project Document drew heavily on the earlier National Capacity Self-Assessment, it is still important to critically review the stated barriers. On the surface they appear very reasonable, and indeed, barriers that are familiar to most GEF projects, in many countries and situations; developing, transitional or developed. However, the statement: *"In general, mainstream social concerns raised during the "Arab Spring" such as poverty alleviation, and unemployment receive more public attention, and also jeopardize long term sustainability for shorter term gains"* deserves greater scrutiny.
28. In the Project Document analysis, the "Arab Spring" and the drivers of social and political unrest are regarded as distractions from, or competing with, improving environmental governance. Whereas, an alternative analysis might be that; many of the key drivers that led to the "Arab Spring", such as the *"mainstream social concerns"*, poverty, and unemployment, were manifestations of the inequalities and inefficiencies in governance *per se*, and in the governates or rural areas these were directly resulting from ineffective policy responses to drought, the loss or rangeland and biodiversity, if indeed these effects can be disaggregated. Climate change, desertification and the loss of diversity, the focus of the three Rio Conventions, cannot and should not be separated from these *"mainstream social concerns"*.
29. This point is noted here because it has considerable significance to the project response subsequent to the project's start-up. Rather than trying to work towards the obligations of the three Rio Conventions (UNCCD, UNFCCC, CBD) the PCU and project partners chose to realign the project; from an intervention that would have been extremely technocratic and consolidated power at an institutional-technocratic level to one which directly addressed those *"mainstream social concerns"* from the perspective of the Rio Conventions. As such it made two Conventions *relevant* at a national socio-political scale¹⁹. In boldly framing the Conventions in this socio-political framework of pressing national interests it changed the direction of the project from one which would have likely strengthened the institutional *power over* the process; to one which gave *power to* the partners, including those that suffer the consequences of climate change, desertification and the loss of biodiversity, most keenly at what we loosely term *the community* scale. In short, the revised approach empowered stakeholders to organise themselves in such a way that they have more control over their futures within the broad objectives of the three Rio Conventions.

2.3 Immediate and Development Objectives of the Project

30. The overall goal of the project, as defined in the Project Document, is:

"to mainstream Rio Convention provisions into key national sectoral policies and/or legislation".

¹⁷ El-Naser, H., Telfah, B., & Kilani, S. (2014). *Establishing the Post-2015 Development Agenda: Sustainable Development Goals towards Water Security - The Jordanian Perspective*. Amman: Ministry of Water and Irrigation.

¹⁸ *Ibid*

¹⁹ Energy was removed as a main thrust of the project during the inception phase.

31. According to the Project Document:

“under GEF-5, this project conforms to the GEF-5 Cross-Cutting Capacity Development Strategy, Programme Framework 3, which calls for the strengthening of capacities to develop policy and legislative frameworks for improved management of the global environment. More precisely, this CCCD framework provides the vision for CCCD projects to more effectively deliver global environmental benefits by integrating environmental priorities within national developmental planning and decision-making processes (sub-programme framework 3.1)”²⁰.

32. Further, according to the Project Document the project is aligned with the United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme (CP):

UNDAF Outcome:

5) 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 sub-national levels

UNDP Strategic Plan Environment and Sustainable Development Primary Outcome: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded

UNDP Strategic Plan Secondary Outcome: Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change.

Expected Country Programme Outcomes:

5) 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 sub-national levels (same as UNDAF)

Expected Country Programme and Action Plan Output(s):

5.2) National institutions are better able to manage integrated ecosystems, cultural and natural heritage in a sustainable and participatory manner

5.3) Government and key actors are able to integrate disaster risk reduction and climate change adaptation into strategies and operational plans at national and local levels

5.4) Government is able to operationalize national green economy action plan in a gender sensitive and inclusive manner

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

2.4 Baseline Indicators Established

33. Notwithstanding the criticism of the indicators made later in this report (sections 3.1.1, 3.2.3 and 3.2.5) baseline indicators were established during the project’s design.

34. Normally the indicators would be listed here but in the case of the CCCD project they are too numerous and indicators, baselines and targets cannot be aligned. The indicators have been

²⁰ Project Document, p. 24, para. 102

assessed as to their compliance with SMART criteria²¹ and the TE assessment is provided in Annex 13. No indicator was found to meet the SMART criteria.

35. The utility of the indicators aside, there were two objective indicators (also labelled “outcome indicators”) with seven baselines and three targets. The nine outputs (albeit under the two outcomes) included a staggering forty-nine indicators, twenty-two baselines and ninety-one targets. Matching indicators to targets and baselines, due to the way they were presented in the SRF, has proved a thankless task.
36. The Capacity Development Scorecard included as Annex 6 in the Project Document was never included as an indicator or part of an indicator in the SRF.

2.5 Main Stakeholders

37. The Project Document reiterates that the stakeholder consultations leading up to the CCCD project began with the earlier National Capacity Self-Assessment (2005 – 2006). Above and beyond this, it is not clear how much stakeholder consultation took place during the project’s design phase. It would appear that there was consultation with statutory agencies and the draft project document was also presented and discussed at a Validation Workshop on 10 November 2014.²² However, the list of participants shows mainly agency, institutional or established non-governmental participants. Considerable stakeholder participation across a broader spectrum and hierarchy of stakeholders, was placed, *ex-ante*, upon the project’s implementation phase, effectively presenting stakeholders with a *fait accompli*²³ project design at the start up.

Table 5 Stakeholders analysis from the Project Document

Stakeholder	Project Role
Parliamentarians (Government)	Parliamentarian representatives will participate in the awareness-raising activities, as well as support appropriate political support to help institutionalize project outputs.
Ministry of Agriculture (Government)	MoA will ensure the mainstreaming of Rio Convention provisions in the National Rangelands Strategy, and play a key role in developing and testing the operational roadmap.
Ministry of Energy and Mineral Resources	MEMR will ensure the mainstreaming of Rio Convention provisions in the National Energy Efficiency Action Plan, and play a key role in developing and testing the operational roadmap.
Ministry of Environment	MoE will ensure the mainstreaming of Rio Convention provisions in the three selected sectoral plans. MOE will oversee the implementation of the project and promote adaptive collaborative management.
Ministry of Higher Education and Scientific Research	MoHESR will contribute to project activities, such as training, awareness-raising, curriculum development, as well as peer-reviews.
Ministry of Municipal Affairs	MoMA will catalyze active participation from municipalities in the mainstreaming process
Ministry of Planning and International Cooperation	MoPIC will facilitate inter-ministerial communication, coordination, and collaboration
Ministry of Water and Irrigation	MOWI will ensure the mainstreaming of Rio Convention provisions in the National Drought Action Plan, and play a key role in developing and testing the operational roadmap.

²¹ SMART: Specific, Measurable, Achievable, Relevant, Time-Bound

²² Project Document, p. 48, para. 151

²³ An accomplished fact, something that has already occurred.

Stakeholder	Project Role
Ministry of Public Sector Development	MoSD will contribute to the learning-by-doing training programmes and facilitate their appropriate institutionalization within MoSD's long-term training programmes.
Royal Society for the Conservation of Nature	RSCN will contribute to expert input into the mainstreaming exercises, as well as to help design and implement demonstration projects.
EDAMA	EDAMA will contribute to the implementation of the awareness activities.
Jordan Green Building Council	JGBC will contribute to the implementation of the awareness activities.
University of Jordan Balaqa Applied University	The project will strengthen and help institutionalize collaborative relationships between academic researchers and policy-making. Academic stakeholders will participate in the peer-review activities as well as in the technical committees. The project will strengthen and help institutionalize collaborative relationships between academic researchers and policy-making. Academic stakeholders will participate in the peer-review activities as well as in the technical committees.
Civil Society	Various individual civil society representatives will participate in the mainstreaming activities to ensure relevancy and validity of proposed activities in the draft operational roadmap.

2.6 Expected Results

38. The Project Document presents a somewhat confusing description of the project objectives and strategy and at the same time as providing a very detailed (and constraining) list of outputs and activities, the sum of which bears more relation to a very prescriptive project work plan, rather than any strategic explanation of how the intervention would bring about a change in circumstances. The Project Document states:

*The goal of this project is to deliver global environmental benefits through more holistic and effective management of the natural environment to meet national socio-economic priorities. To this end, the project's objective is **to mainstream Rio Convention provisions into key national sectoral policies and/or legislation**. Specifically, this will be carried out by engaging a large number of government staff in the MoE, MoPIC, and other line ministries that oversee key national policies in the policy assessment and mainstreaming of Rio Conventions. This learning-by-doing approach will help strengthen the institutional and systemic capacities of the HKJ to minimize the unintentional negative impact that implementation of national sectoral policies may have on the global environment²⁴.*

39. The confusion in the strategy comes not necessarily from the number and type of outputs (although outputs 3, 4 and 5 might have been combined for simplicity), but in the prescriptive activities contained in the outputs. From the Project Document, the project appears to be targeted at agencies and institutions, essentially the design was for a technocratic project. While there is mention in the narrative of community-based organisations (CBOs), this does not filter down to the outputs and especially, to the SRF. The Project Document allocated US\$650,000 for Consultancy (not including the TE)^{25,26}. The Project Document then sets out two project components and outcomes and nine outputs (Outcome 1, six outputs; Outcome 2, three outputs):

²⁴ CCCD Project Document, p. 31, para. 119

²⁵ Project Document, p. 57, Table 5

²⁶ Inconsistencies in the budgeting in the Project Document are discussed in section 3.2.4

Component 1: Mainstreaming the global environment into sectoral development

Outcome 1: Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions.

This outcome targeted the institutional capacities in order to strengthen the institutions to “formulate and design sectoral policies, plans, programmes and strategies that are embedded with Rio Convention provisions” effectively “mainstreaming the three Rio Conventions into national sector policies and/or legislation” the outcome of which would be to “minimize dependency on the global community”. The Project Document goes further: “Under the first outcome, the project will produce core outputs leading to targeted Rio Convention mainstreaming in three priority strategies and plans: the National Rangeland Strategy, the National Drought Management Action Plan, and the National Energy Efficiency Action Plan”²⁷. In the Project document it has assigned an estimated cost for the Outcome of \$1,317,485 of which the GEF contribution was \$610,000.

Component 2: Improving stakeholder attitudes on global environmental conservation

Outcome 2: Improved awareness and understanding of Rio Conventions’ contributions to sustainable development

The second outcome was intended to build on the first by enhancing “awareness and understanding of how the Rio Conventions contribute to the sustainable development process and national development priorities. This outcome will focus on engaging large number of stakeholders from all segments of society including youth, women, academia, NGOs, media, local communities, the private sector. The purpose of this engagement is to improve awareness of the overall benefits of proper management of global environment and its linkages to national environmental challenges”²⁸. In the Project document it has assigned an estimated cost for the Outcome of \$597,000 of which the GEF contribution was \$300,000.

Table 6 Project outcomes and outputs, as specified in the Project Document

Outcome 1	Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions.
Output 1.1	SWOT and Gap analyses of Jordan’s policy and institutional framework for Rio Convention implementation.
Output 1.2	Strengthening inter-ministerial communication, coordination, and collaboration on Rio Convention mainstreaming.
Output 1.3	Rio Convention mainstreaming in the National Rangeland Strategy.
Output 1.4	Rio Convention mainstreaming in the National Drought Management Action Plan.
Output 1.5	Rio Convention mainstreaming in the National Energy Efficiency Action Plan.
Output 1.6	Resource mobilization to replicate Rio Convention mainstreaming.
Outcome 2	Improved awareness and understanding of Rio Conventions’ contributions to sustainable development.
Output 2.1	Awareness-raising workshops on linkages between Rio Conventions and socio-economic development.
Output 2.2	Training programme and accompanying knowledge materials.
Output 2.3	Public awareness campaign.

²⁷ Project Document, p. 33, para. 123

²⁸ Project Document, p. 41, para. 133

40. Arguably, had the project strategy, as described in the Project Document, simply provided this generic strategy then it would have been broad enough so that any capable project manager could have followed it, give or take a few adjustments and some imagination. However, the Project Document goes on to describe the outputs in fine detail, including detailed activities which are transcribed into the SRF as indicators and targets. Furthermore, it is heavily reliant upon technical assistance and in so doing it becomes a “top down” project. Something that could be solved through further expert analysis rather than patiently picking through a problem to find a solution. If there is an assumption, then it is that; the challenge can be addressed using existing expertise, protocols and operations, and, implementing the solutions falls to someone with the authority to address it²⁹.
41. However, the project was always going to encounter situations for which solutions lay outside the current way of thinking and applying existing procedures and understanding would not necessarily provide the solution needed.
42. Stakeholders were, and remain, acutely aware of the issues contained in the Rio Conventions. At the community level they manifest themselves as the loss of rangeland, drought, water scarcity, loss of livelihood / employment, insecurity, at a political level they were, and are, manifesting as discontent, internally displaced people, unemployment, the economic and environmental burden of hosting additional refugees, and many other problems that can lead to insecurity.

3 Findings

3.1 Project Design / Formulation

43. The project’s design should be viewed through two lenses. The first being the design as articulated by the Project Document and the second being the project that emerged from the inception phase. The latter will largely be dealt with in section 3.2.1 (Adaptive management). The TE is critical of the project design presented in the Project Document. There are a number of inconsistencies and weaknesses in the design. However, these are not unusual in the design of a GEF project because, by their very nature, these projects are interacting with highly complex systems and situations.
44. That said, the overall design was too prescriptive, insufficient due diligence was taken in ensuring that the three plans, energy, drought and rangeland, were in fact suitable to mainstream into, particularly given that the project had a very modest GEF fund budget. For instance:
 - The National Energy Efficiency Action Plan (NEEAP): The NEEAP did not represent the energy sector strategically, that is; it only addressed energy efficiency, and therefore any project efforts or investments with regard to mainstreaming would have a limited impact. Furthermore, the NEEAP was developed in 2013 for the period 2013-2015 and was therefore due for review and updating in 2016. In summary, the document was too narrow, dealing only with energy efficiency and not production, and, it was due for a substantive review process and updating. While the latter is a frequent occurrence in GEF projects due to the long lead in period it should still have been identified as a risk. The former should have been identified and addressed in the design. In the event, the project quite reasonably excised this output during the inception phase.

²⁹ For further explanation see: Heifetz, Ronald A.; Leadership Without Easy Answers (Belknap/Harvard University Press, 1994).

- The National Drought Management Action Plan (NDMAP): This, more than any other plan in Jordan, was the most critical and had relevance across all three Rio Conventions. The Project Document states that the plan was “*under preparation*”³⁰ and was expected in 2015³¹. In the event, the Water Sector Policy for Drought Management³² was not produced until 2018. However, no more mention was made and it is reasonable to assume to suggest that the Project Document assumed that the plan would have been finalised by the time the project started. However, this was never logged as a risk or even as an assumption. At the inception phase it was found that the NDMAP was not yet ready, indeed it wasn’t ready until 2018.
- The National Rangeland Strategy (NRS): This was updated in 2013 – 2014 and is a fairly comprehensive document that builds on the ancient tradition of *Hima*, which integrates natural resources, community life, ethics, animal welfare, and more. It encourages communities to build their own institutions to manage the rangelands³³. Like drought, this strategy has a complex institutional framework but it is a fairly robust document, especially when it came to addressing the Rio Conventions. Critically, the challenge was not so much mainstreaming into the policy documents *per se*, but rather; enabling or implementing them. The use of *Hima*, a traditional use system is interesting. It is not mentioned in the Project Document, however, the NRS is a progressive strategy which will be challenging to implement because the use of traditional systems requires a considerable rearrangement of authority and responsibility, tenure and pricing and the costs and benefits of wise management.

45. Therefore, at the start of the project the NEEAP was unsuitable for mainstreaming and coming to an end and the plan itself was too narrow a focus to accommodate mainstreaming the Rio Conventions, the NDMAP was not yet developed and would not emerge until 2018 as the Water Sector Policy for Drought Management, and, the NRS was geared towards a CBNRM approach for which the projects outputs, as articulated in the Project Document and particularly the SRF, were largely unsuitable.

46. Overall, the project strategy was reasonable but it gives the impression of being a generic document and the narrative description throughout the document promises much more in terms of pilot projects and stakeholder, especially community, participation than translates into the strategy (Section C.2.d, p. 33 – 44, para. 122 – 136) and the SRF.

3.1.1 Analysis of the Strategic Results Framework

47. The projects SRF fits very narrowly with the strategy as described in Section C.2.d (p. 33 – 44, para. 122 – 136). However, the larger narrative in the document suggests much broader expectations and a more holistic approach than that described in the SRF.

48. Before critically analysing the project’s logic or strategy it is worth noting that under the CCCD programme the GEF resources were extremely modest and it was always the intention of the programme to affect change at an institutional level and in governance systems *per se*. Guidance on this is given the GEF-5 Focal Area Strategies as:

³⁰ Project Document, p. 6, para. 5

³¹ Project Document, p. 37, para. 130

³² Water Sector Policy for Drought Management, 2018. Goal WASH/UNDP. Goal Wash is part of the UNDP Water and Oceans Governance Programme and is coordinated by the Water Governance Faculty at the Stockholm International Water Institute (SIWI). Goal WASH is financed by Sweden.

³³ FuturePolicy.org <https://www.futurepolicy.org/healthy-ecosystems/jordans-updated-rangeland-strategy/>

“The challenge of the cross-cutting capacity development projects lies in their inherent complexity, as sectoral institutions attempt to structure and regulate interacting and evolving financial, economic and environmental systems. The objective of these projects is to address those important capacity needs that will enhance a country’s ability to meet its obligations under the Conventions by creating synergies, while at the same time catalyzing the mainstreaming of multilateral environmental agreements (MEAs) into national policy, management or financial and legislative frameworks. Targeting specific components of the environmental governance system should allow for a more practicable approach towards meeting Rio Convention objectives and achieving environmental sustainability.

Cross-cutting capacity development projects will provide resources for reducing, if not eliminating, the institutional bottlenecks (e.g., barriers to data gathering) to the synergistic implementation of the Rio conventions. The expected outcomes of these projects are therefore to strengthen multi-sectoral processes that promote policy harmonization, realize cost-efficiency, and enhance operational effectiveness in Convention obligations. To this end, cross-cutting capacity development projects would focus on the environmental governance system and mainstreaming global environmental issues into national development programs, implemented through four programmatic frameworks.”³⁴

49. Much depends on how you define an environmental governance system and whether you step that down to the society of users; farmers, water users, pastoralists, and others. While it is undeniable that the technocratic and bureaucratic framework of policy needs to be aligned with the Rio Conventions, arguably it is these “end-users” who are the *de facto* managers of the land and what takes place upon it; it is these people who reap the benefits, or bear the costs of poor environmental governance. From the project’s stated strategy and the SRF, it is not very clear how these people would have anything other than a passive role to play in the project. To be fair, this appears to be a weakness in the CCCD programme and not necessarily the Project Document *per se*. However, a third outcome that stepped down to this scale would have addressed this shortcoming, which is effectively what the PCU and partners did during the inception phase.

Strategic Results Framework and Indicators

50. The Project Document states:

*“GEF Cross-Cutting Capacity Development is a programme that does not lend itself readily to programme indicators, such as reduction of greenhouse gas emissions over a baseline average for the years 1990 to 1995, or percentage increase of protected areas containing endangered endemic species. Instead, CCCD projects are measured by output, process, and performance indicators that are proxies to the framework indicators of improved capacities for the global environment. To this end, CCCD projects look to strengthen cross-cutting capacities in the five major areas of stakeholder engagement, information and knowledge, policy and legislation development, management and implementation, and monitoring and evaluation”.*³⁵

51. Guidance on programme indicators are provided in the GEF-5 Focal Area Strategies (2011) which tends to support the statement above and as such it is not particularly helpful. Overall, the project’s SRF, the main tool for project monitoring and evaluation, lacks utility, indeed, it is not fit

³⁴ GEF-5 Focal Area Strategies, The Global Environmental Facility, 2011, p. 99
https://www.thegef.org/sites/default/files/publications/English_-_Strategies-may2012-optimized.pdf

³⁵ Project Document, p. 25, para. 105

for purpose. It is clear that the PCU has struggled to use the SRF for monitoring and the TE has similarly found the SRF less than useful.

52. In many ways the SRF resembles at best, a work plan, and at worst a “to do” list. The TE disagrees with the statement that the indicators in the SRF are proxy indicators³⁶. The indicators as written in the SRF are either activities, targets or in some instances simply restating the output. They are far too detailed and include precise time frames (presumably to make them “SMARTer”) which would be impossible to meet because they assume that everything will go to plan. If there is one certainty in these complex projects it is the fact that very little will go to plan and on time.
53. The utility of the indicators aside, there were two objective indicators (also labelled “outcome indicators”) with seven baselines and three targets. The nine outputs (albeit under the two outcomes) included a staggering forty-nine indicators, twenty-two baselines and ninety-one targets. This is far too many indicators, even if they were phrased correctly. The SRF runs for some sixteen pages (Project Document p. 74 – 89) which is likely to be some sort of record. It reads more as a set of discrete instructions rather than a tool to understand if the project is a) performing and, b) having the predicted impact. Matching “indicators” to base lines and subsequent targets is not possible with any clarity as most “indicators” appear to have multiple baselines and targets unless one refers back to the project strategy (Project Document p. 33 – 45) which is itself an intimidating thirteen pages in length. Even then the baselines are hard to match to the indicators. Normal UNDP-GEF guidance is for outcome indicators and not output indicators, presumably, because they are complex projects.
54. The GEF-5 Focal Area Strategies advice on indicators is for the programme level. The Jordan CCCD project best fitted Objective 4 (D) “Strengthened capacities for management and implementation on convention guidelines”³⁷. The Objective Outcomes could have been translated into the SRF:
- 4.1 Enhanced institutional capacities to manage environmental issues and implement global conventions.
 - 4.2 Good environmental management standards defined and adopted.
 - 4.3 Sustainable financing mechanisms in place at national level.
55. The document goes on to suggest the following “cores outputs and indicators”:
- Institutional capacities for management of environment strengthened (*number*)
 - Standards developed and adopted
 - Management capacities for implementation of convention guidelines and reporting enhanced – countries (*number*)
 - Capacities of CSOs and CBOs as SGP partners, strengthened (*number*)
 - Sustainable financing mechanisms developed (*number*)
 - Financing mechanisms for environment created (*number*)
56. These are also not particularly helpful in understanding any impact the project might have been having, but arguably, the Project Document could have developed a smaller number of indicators based on the outcomes given above from the GEF-5 Focal Area Strategies guidance.

³⁶ Project Document, p. 25, para. 105

³⁷ GEF-5 Focal Area Strategies, The Global Environmental Facility, 2011, p. 107

57. At the inception phase, the PCU could have reconstructed the SRF using the narrative strategy in the text to match outputs with indicators and targets and further. However, this would have been of little benefit because of the inappropriateness of the SRF indicators *per se*.
58. Alternatively, it could have revised the entire SRF during the inception phase. Adjusting the SRF, by addition, removal or revision, is allowed within the range of outcome and output-level indicators, targets, or corrections of baseline without the need for GEF approval and can be proposed by the PCU, UNDP CO, RTA or Mid-term Review and are subject to RTA and PEB approval. The points during the project cycle that this can take place are; during the inception phase, the Mid-term Review, PEB meetings, or even in the annual progress reports.
59. Therefore, it is reasonable for the TE to question why this did not take place. However, before examining the reasons for not replacing the SRF it is important to note that GEF projects are, by their very nature, complex and unwieldy instruments because they are dealing with complex and unpredictable socio-ecological systems in which the political, economic, social and environmental drivers interact in highly uncertain ways. Therefore, there are normally only a small number of individuals involved in the project who fully comprehend the logical hierarchy from activities to outputs, outputs to outcomes, and outcomes to the objective in its entirety. Most stakeholders are likely to only be familiar with their component be it outcome, output or activity or even their specific administrative area.
60. Overlaying this is the hierarchical structure of a project which includes, the GEF, the Regional Technical Adviser (RTA), International Consultant and National Consultants involved in producing the Project Document, the UNDP CO, PCU, Partner Agencies, National Focal Points, and non-state stakeholders. The power to make changes to the project, particularly during the design stage and inception is not evenly distributed across these strata of project “players”. As mentioned above, it is unreasonable to expect many of these different parties to have a clear understanding of the picture in its entirety, or, to be fully conversant with strategic results frameworks or log frames.
61. Therefore, the key players who can influence the SRF at various times during the project cycle are likely to be: The International Consultant drafting the Project Document, the RTA, the GEF Scientific and Technical Advisory Panel (STAP), the UNDP CO, the PEB and the PCU (in effect, the Project Manager/Coordinator).
62. From the quality assurance perspective for the management and monitoring role, projects are expected to and should take necessary measures and use existing adaptive management tools and approaches to ensure the project’s selection of outputs and activities are at an appropriate level, outputs are accompanied by SMART, results-oriented indicators that measure the key expected development changes, each with credible data sources and populated baselines and targets, including gender sensitive, target group focused, sex-disaggregated indicators where appropriate³⁸.
63. Quite why and how the SRF passed through these channels without significant revision is not clear to the TE. GEF SRF’s are, at least in the experience of the Evaluator, of varying quality and utility as monitoring tools. This particular SRF was especially poor and should have been identified as such during the project’s design phase. However, it was approved.
64. Once the Project Document is signed and the project begins, the onus is then on the UNDP CO and the PCU to guide the other stakeholders in any revisions to the SRF. In theory this is possible,

³⁸ Comments on the First Draft, Regional Technical Adviser, May 2019.

indeed necessary. In practice it doesn't happen that often. Small changes may be made to indicators, targets and even the wording of outcomes; but in this instance the entire SRF needed replacing. The PCU in particular, is likely to be encountering the SRF for the first time, as they will be comparatively new players, and are unlikely to have been involved in the project's formulation.

65. To be clear, the SRF did not need revision, it needed replacing with something fit for purpose. The consequences of doing this during the inception phase in a project that had already been delayed by almost a year would likely have been further and lengthy delays. Furthermore, it would likely have been the responsibility of an individual, most likely a Programme Analyst or the Project Coordinator, to challenge the collective wisdom of all who had already approved the project. In the opinion of the TE, given that this was not *changes to* the SRF but *changing of* the SRF, to attempt to rectify the problem would have caused considerable delays and been divisive and extremely disruptive. As those implementing the project were not necessarily involved in its design, the decision to go ahead with the SRF was perhaps in theory not the right one; but in practice it was a reasonable thing to do under the circumstances.

3.1.2 Assumptions and Risks

66. There was no specific risk log provided in the Project Document. Section C.3.c³⁹ provides a narrative account of the risks and assumptions identified during the project's design but doesn't rate their impact or likelihood. This is not particularly helpful to the PCU, Implementing Agency and any steering committee. These are repeated in the SRF in various forms along with the assumptions. This makes it hard to evaluate and hard for the PCU and Implementing Agency to track throughout the project cycle. However, during the inception phase the PCU and Implementing Agency took steps to significantly reduce the risks, such as they were, identified in the Project Document.
67. The Project Document lists two "main" risks and then goes on to identify four without any rating (main is hardly a risk rating) including a "nominal risk". Quite what a nominal risk is; is not clear, presumably this was *minimal* and not *nominal*. A nominal risk should not be included in a risk log; its nominal⁴⁰, why worry?
68. In summary, the Project Document failed to fully identify risks or to adequately rate their likelihood and impact. Risks related to the co-financing were not fully explored.

³⁹ Project Document, p. 47, para. 144 - 149

⁴⁰ Existing in name only

Table 7 Risk “log” from Project Document

Risk (extracted verbatim from Project Document)	Impact	Likelihood	Mitigation (extracted from Project Document)	End of Project Perspective
To ensure acceptance of the project by local communities.	Not given	Not given	The adaptive collaborative approach to project management. By engaging stakeholders early in project design and throughout implementation, communities will have the opportunity to voice concerns or suggestions that ultimately affect stakeholder buy-in. Piloting activities at the municipal level will further engage local stakeholders in the process and improve the likelihood of acceptance.	Given the strictures of the SRF there was nothing adaptive about the project as presented in the Project Document. The TE sees no evidence that the project design engaged stakeholders at the community level. However, piloting activities at the municipal-level would mitigate against this as long as they were relevant to them, but the SRF does not indicate that this was pre-planned, neither does there seem to have been sufficient budget allocation and neither are there indicators in the SRF that would support the statements in the Project Document. In the event the project did achieve this to great effect through a process of municipal/community consultation and partnering with other projects “on the ground”. For the avoidance of doubt; the project as presented in the Project Document would unlikely have had broad acceptance by local communities. The project executed by the PCU and partners did have broad acceptance and ownership at this level.
Commitment from the line ministries. Not only is there a great risk involved in the limited absorptive capacity to carry out the extensive mainstreaming exercises due to limited cash co-financing for programme activities, but there is also a risk that key stakeholders within institutions are not committed to project activities. Given that this project is largely constructed as a learn-by-doing set of mainstreaming exercises, a	Not given	Not given	Distributing the roles and responsibilities amongst numerous partner ministries that would take the lead, in consultation with MoE as executing agency and independent expert non-state organizations to provide additional technical expertise.	The TE agrees in part with this risk statement in as much as the risk was very real and the mitigation was reasonable. However, this is at odds with the Project Document’s reliance on technical assistance consultancies; US\$680,000 was allocated ⁴¹ for consultancy. It was reported to the TE that the Minister for Environment stated that Cabinet would never agree to the project because it would just produce more reports when they needed activities on the

⁴¹ Project Document, p. 57, Table 5

Risk (extracted verbatim from Project Document)	Impact	Likelihood	Mitigation (extracted from Project Document)	End of Project Perspective
<p>significant cost to the project is the cost of stakeholders' extensive allocation of time and effort to develop quality mainstreamed roadmaps for the selected priority strategy and plans..... The risk associated with this in-kind contribution is that stakeholder absorptive capacity is strained thus limiting the ability of these organizations to fulfil their other responsibilities. The danger is that this could ultimately lead to the decision by the respective ministries to withdraw from mainstreaming exercises prior to their completion.</p>				<p>ground⁴². The TE would agree with the Minister on this. The over-reliance on consultancies in the Project Document was not conducive to encouraging ownership of the project nor its outcomes, indeed, more reports might have just been regarded as more people from outside telling civil servants and community <i>what to do</i>.</p> <p>There was no cash co-financing in the original Project Document (except if the UNDP contribution was included). Therefore, all project activities would rely on in-kind co-financing and it is hard to see how this co-financing would be mobilized given that 68% of the GEF fund was to be spent on consultancies.</p>
<p>Proposed amendments to legislation and regulation are not officially approved or enacted in a timely fashion due to the Government's and Parliament's current focus on the other political-reform related legislation stemming from the Arab Spring uprising. This risk is rated as medium, given the important implications of the Arab Spring uprising crisis combined with increasing pressure on already strained resources as a result of the continuing influx of refugees from neighbouring countries. There is no risk mitigation measure for addressing the potential delay of government and parliamentary approval of recommended legislative and regulatory amendments.</p>	Not given	Not given	<p>By virtue of mainstreaming the Rio Conventions through a learning-by-doing approach, the project is strategically designed to build champions from within the government, among other key stakeholder representatives. The most realistic expectation that the project can make in light of political issues is that these champions and key individuals seek the most opportune timing for</p>	<p>Approval by Parliament is arguably beyond any project's control, at least it should be in a functioning democracy. This was never really a risk as long as the project linked the Rio Conventions to the big political issues. The Project Document had already stated that <i>"in general, mainstream social concerns raised during the "mainstream social concerns raised during the Arab Spring" such as poverty alleviation, and unemployment receive more public attention, and also jeopardize long term sustainability for shorter term gains"</i>⁴³ de-linking the Rio Conventions (climate change, biodiversity and desertification) from "drivers" such as poverty, migrations, unemployment, etc..., and while identifying it as a risk did not provide any</p>

⁴² Anon, Amman, March 2019

⁴³ Project Document, p23, para 97, citing Wardam, 2011

Risk (extracted verbatim from Project Document)	Impact	Likelihood	Mitigation (extracted from Project Document)	End of Project Perspective
			securing political endorsement and approval.	mitigation measures (because they had been ruled out by the single bland statement). Ignoring the fact that there was no mitigation the Project Document still included Parliamentarians approval and endorsement in the SRF as a target. The PCU very wisely removed it during the inception phase and explicitly linked the Rio Conventions to the “ <i>mainstream social concerns</i> ”.
The executing agency could change which would create additional transaction costs if project administration needed to be transferred. Nonetheless, this risk is low given that the HKJ reversed its decision to merge the MoE with the MoMA and MoE houses the Focal Points for all three Rio Conventions.	“nominal”	Low	The HKJ reversed its decision to merge the MoE with the MoMA and MoE houses the Focal Points for all three Rio Conventions.	While this risk was awarded a chance of likelihood (low) its impact was given as “nominal”. If a risk is nominal it is meaningless.
Assumption: the Jordanian media is supportive of and active in implementing the project’s awareness raising campaign.	Not given	Not given	Not given	This could easily have been determined during the project design. The Jordanian media is very open and accessible.
Assumption: Another key assumption is that by improving capacities to more adequately incorporate global environmental considerations into sectoral planning and policy-making, and by raising awareness of key stakeholders about synergies between the Rio Conventions and national development priorities, the decisions made in relation to the global environment will become more inclusive, legitimate, resilient and robust.	Not given	Not given	Not given	The TE does not understand the assumption.

3.1.3 Lessons from Other Relevant Projects Incorporated into Project Design

69. The CCCD design relied heavily on the earlier National Capacity Self-Assessment (NCSA) project. In total the NCSA identified a set of thirty-five thematic capacity constraints and seven strategic cross-cutting constraints⁴⁴. The seven cross-cutting capacity constraints were:

- i. Knowledge management, outreach and networking
- ii. Technical training and technology transfer
- iii. Developing and maintaining a national coordination mechanism
- iv. Using research for policy-making
- v. Resource mobilization
- vi. Local community empowerment and participation
- vii. Development of infrastructure facility

70. The project's initial design included means to address most of these constraints, but critically, it did not address the issue of local community empowerment and participation, indeed the strategy as expressed in the SRF would arguably have side-lined local communities⁴⁵ because of its very technocratic and bureaucratic approach.

71. There were three mainstreaming projects either underway or in the process of development in Jordan around the time that the CCCD project formulation was taking place. These were: *the Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management in the Aqaba Special Economic Zone project, the Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan project, Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley/Red Sea Flyway - Regional Project, Mainstreaming Biodiversity in Silvo-Pastoral and Rangeland Landscapes in the Pockets of Poverty of Jordan*. While the first three were in various stages of their development had yet to be reviewed or evaluated the pastoral project was certainly throwing up interesting lessons. As a "bigger picture", these lessons could be paraphrased as a recognition that the implementation of the rangeland strategy was not just the purview of the state, local communities of resource users played a pivotal role in its implementation and this required transferring authority and responsibility to the level of the community. In effect, the difference between government; *power over*, and governance; *power to*.

72. With this information and the NCSA advice on community, there should have been sufficient evidence to make community participation more central to the strategy in the Project Document, especially in the SRF.

⁴⁴ Ministry of Environment, NCSA, 2007

⁴⁵ Except where used in direct quotation the term "local communities" or "local community" is used loosely to describe a range of stakeholders at the local level represented by a Civil Society Organisation, a community of people, a recognised association or individual. At times it may also include individuals or associations with a commercial interest, an enterprise or other activity and therefore there is some cross-over with the "private sector", but on the whole it precludes non-state actors.

3.1.4 Planned Stakeholder Participation

73. What is, arguably, clear from the Project Document is that there was a disconnection between the issues encapsulated in the Rio Conventions and the manifestation of climate change, biodiversity loss and desertification on the lives of rural people the stakeholders as perceived by the design:

“Other non-state stakeholders have played and are envisaged to continue to play an important role in ensuring that the project remains grounded to on-the-ground realities and expectations as well as focused on Rio Convention obligations. Community-based organizations could play an important role in sustainable development of regions by taking into account local culture and traditions. Informal stakeholders (citizens’ groups, professional networks, etc.) will be engaged through awareness raising activities to illustrate synergies between their respective activities and those of the project as well as build broad political support and commitment.

74. Given that in table 5 (section 2.5) rural people are reduced to “civic society” and “organizations could play an important role in sustainable development of regions by taking into account local culture and traditions”, or “be engaged through awareness raising activities to illustrate synergies between their respective activities and those of the project” it would appear that; as far as those who live on the land and whose actions are constrained or promoted by the prevailing policy framework; the project would take a top down approach. This is further supported by the statement that: “The draft project document was also presented and discussed at a Validation workshop on 10 November 2014. Stakeholders consulted for the development of the project document include:

- German Development Agency (GIZ)
- EDAMA
- European Union (EU)
- Jordan Green Building Council
- Ministry of Agriculture
- Ministry of Energy and Mineral Resources
- Ministry of Environment
- Ministry of Municipal Affairs
- Ministry of Planning and International Cooperation
- Ministry of Water and Irrigation
- National Committees on the Rio Conventions
- Health and Environment Committee of the Parliament
- Royal Society for the Conservation of Nature
- Royal Botanical Garden
- University of Jordan⁴⁶

75. There was no representation outside of the donors, state agencies and institutions and the organised NGOs. In Turkey there is a saying: “if you don’t have a seat at the table, then you are probably on the menu”.

76. This was implicitly recognised during the inception phase with an informed and well-thought through adjustment to the stakeholder analysis and framework for involvement which has had a profound and positive effect on the project’s impact. The thought process behind this explicitly recognised the political aspects of climate change and the role that rural people (be they civil society, local communities, or by any other name) play within a socio-ecosystem. In particular, that the system’s ability to continue to provide life-supporting ecosystem goods and services was critical to their future. Furthermore, their ability to manage their activities is largely determined

⁴⁶ Project Document, p. 48, para. 151

by the political, administrative, technological and economic policies and not necessarily by their desire to secure a sustainable future. The Inception Report stated that:

“The project document identifies the stakeholders and their expected roles, but it doesn’t recognize if the potential role is significant or marginalized. Accordingly, the stakeholder analysis was revised by the PMU based on the consultative meetings undertaken and the interests were revealed by different stakeholders. Furthermore, it is necessary to recognize that any mainstreaming project must engage with the political process if it is to have any effect on the environmental management system in Jordan. Whether this amounts to advocacy or whether it actively engages with the legislature. Therefore, the revised matrix will be ranking stakeholders based on the “priority of intervention” to enhance the understanding of Rio convention and its contribution to the sustainable development”⁴⁷.

77. The revised stakeholder matrix provided a much more comprehensive picture of the stakeholders including their ability to influence events, that is; their power to make decisions about their future. While this was implicit in the strategy developed in the Inception Report it is clear that the project had fundamentally changed its approach from a “top down” to a “bottom up” approach. In so doing; it had inextricably linked the three Rio Conventions to the people loosely defined as “civil society” in the Project Document, now it had *relevance* at this scale, what remained was for the project to steer the process of linking the livelihoods activities with the technocratic institutions and agencies and to political-administrative decision-making.
78. This section has dwelled on the stakeholder analysis over and above what is expected in a TE report. However, the changes to the stakeholder approach made during the inception phase were one of several which fundamentally changed the course of the project for the better.

⁴⁷ CCCD Inception Report, March 2006, p. 8

Table 8 Revised stakeholder analysis demonstrates the interests, roles and priority of the project's stakeholders.

Stakeholder	Construct	Project Role (As in the ProDoc)	Importance of Role	Priority of Intervention	Justification
Parliamentarians	Legislature	Parliamentarians will participate in the awareness-raising activities, as well as support appropriate political support to help institutionalize project outputs.	Significant	High Priority	The project must engage with the political process in Jordan
Ministry of Agriculture	Government	MoA will ensure the mainstreaming of Rio Convention provisions in the National Rangelands Strategy, and play a key role in developing and testing the operational roadmap.	Significant (Project Partner)	High	In theory and in Practice, MoA is the responsible institution for Rangelands planning and management, accordingly, mainstreaming wouldn't be possible without their interest and collaboration
Ministry of Energy and Mineral Resources	Government	MEMR will ensure the mainstreaming of Rio Convention provisions in the National Energy Efficiency Action Plan, and play a key role in developing and testing the operational roadmap.	Marginal	Low	In practice, the energy efficiency initiatives in Jordan are a multi-sectoral responsibility and the implementation of such initiatives has minimal impact on the environmental values
Ministry of Environment	Government	MoE will ensure the mainstreaming of Rio Convention provisions in the three selected sectoral plans. MOE will oversee the implementation of the project and promote adaptive collaborative management.	Significant (Implementing Agency)	High	MoEnv is the national implementing of the project and is the primary beneficiary of its success as the responsible institution for environment protection and the main coordination body for the environmental management system
Ministry of Higher Education and Scientific Research	Government	MoHESR will contribute to project activities, such as training, awareness-raising, curriculum development, as well as peer-reviews.	Marginal	Low	The education system in Jordan mainly compatible with the social system, thus a well-designed social awareness and learning program will contribute to the educational system by default. Moreover, curriculum amendments or development takes time beyond the project life span.
Ministry of Municipal Affairs	Government	MoMA will catalyze active participation from municipalities in the mainstreaming process	Marginal	Low	Municipalities in Jordan are autonomous and the project will define and target the municipalities directly during the mainstreaming demonstration activities. On

					the other hand, MoMA is currently targeted by and partner in another GEF-UNDP mainstreaming project aims at mitigating the tourism development impacts on biodiversity
Ministry of Planning and International Cooperation	Government	MoPIC will facilitate inter-ministerial communication, coordination, and collaboration	Significant	High	This project will contribute to minimize reliance on foreigner financial aids to environmental management system in Jordan, therefore, it lies within the top priorities of MoPIC
Ministry of Water and Irrigation	Government	MOWI will ensure the mainstreaming of Rio Convention provisions in the National Drought Action Plan, and play a key role in developing and testing the operational roadmap.	Significant	High	Drought is one of the major concerns in Jordan, as well as, it is a limiting factor for the implementation of several environmental strategies, in particular desertification and biodiversity. Currently, MWI According to its mandate is coordinating the national efforts to develop the national drought management plan
Ministry of Public Sector Development	Government	MoSD will contribute to the learning-by-doing training programmes and facilitate their appropriate institutionalization within MoSD's long-term training programmes.	Marginal	Medium	The MoPSD was assigned to oversee the implementation of the public sector reform program including the reconstruct of the public institutions, and doesn't address the formulation of sectoral policies.
Royal Society for the Conservation of Nature	NGO	RSCN will contribute to expert input into the mainstreaming exercises, as well as to help design and implement demonstration projects.	Marginal	Medium	RSCN is a national pioneer NGO responsible for the planning and management of national protected areas in Jordan. RSCN currently is partner in TWO GEF-UNDP mainstreaming projects and it would be better choice to identify another pioneer NGO and contribute to enhance their understanding on the mainstreaming concept. However, the accumulated expertise of RSCN will be significantly considered by the project
The Royal Botanic Garden	NGO	RBG is main partner in the project and will contribute to the mainstreaming of Rio Convention provisions in the National Rangelands Strategy, and	Significant	High	RBG has an effective rangelands management program and has a well-developed capacity to support the project with mainstreaming

		play a key role in developing and testing the operational roadmap.			Rio into the national rangeland strategy on implementation level
EDAMA	NGO	EDAMA will contribute to the implementation of the awareness activities.	Marginal	Medium	They didn't show interest in any of the project activities during the inception phase, but the project will benefit from their capacity in awareness-raising programs.
Jordan Green Building Council	NGO	JGBC will contribute to the implementation of the awareness activities.	Marginal	Low	They showed no interest in the project activities and the capacity to awareness activities implementation is very limited, but the project will ensure their existence in the learning loops
University of Jordan	Academia	The project will strengthen and help institutionalize collaborative relationships between academic researchers and policy-making. Academic stakeholders will participate in the peer-review activities as well as in the technical committees.	Marginal	Medium	Representatives from both and other universities in Jordan are members of the three Rio national committees that will form a <i>bone fide</i> of the project strategy. On the other hand, the previous CCCD project implemented in 2011 was seeking to strengthen the relation between research and policy-making processes and it can be said that the performance of the former CCCD project was satisfactory
Balaqa Applied University	Academia				
Civil Society	Civil Society	Various individual civil society representatives will participate in the mainstreaming activities to ensure relevancy and validity of proposed activities in the draft operational roadmap.	Significant	High	The whole idea of the project is to strengthen the environment governance in Jordan, and those who incur the opportunity cost of management system and are closer to the environment values should be at the core of any initiatives for environment management

3.1.5 Replication Approach

79. The Project Document provides a generic replication approach but it does recognise the limited impact that a project of this size can have. It places considerable emphasis on “*training and learning-by-doing*” which, at least in the case of the latter is hard to reconcile with the considerable dependence upon external consultancies and the vagueness of the three pilots associated with the sector strategic plans. There is nothing of substance in the stated replication approach.
80. This is important because, while Jordan appears to be a relatively prosperous country, the reality is that government budgets are under considerable stress and the country as a whole is experiencing economic hardship largely as a result of the fallout from the Arab Spring in 2011. It is very clear that Jordan needs external assistance to address these big challenges relevant to the Rio Conventions.
81. For these reasons, the TE feels that it was generic; because it did not include the very Jordanian characteristics of the system which the project has capitalised on in its implementation. These might include; the ongoing reform process and a drive to decentralise, the nationally high levels of technical expertise, the way in which the UNDP and Jordanian Government has used projects in a step-wise progressive process and the skilful way that the project has stitched the principles and practices from the three Rio Conventions into the process of addressing the “*mainstream social concerns raised during the “Arab Spring” such as poverty alleviation, and unemployment*”, so that they have become, at least one of, the “go to” solutions for decision-makers when faced with these challenges, whether it is through water harvesting or community-based rangeland management or some other nuanced approach.
82. It is important to stress that under the current circumstances, environmental projects such as those related to the Rio Conventions will depend to a greater extent on external (mostly donor) financing. The problems caused by climate change and a loss of biodiversity are very real and manifest themselves in tangible and present hardships which are exacerbated by external crisis in neighbouring countries. These hardships are easily translated into food insecurity, unemployment, migration to urban centres, and social and political unrest as has been seen in neighbouring countries⁴⁸. Talking about *obligations* to the Rio Conventions is unlikely to gain much traction with Parliament, Ministers, Civil Servants and Civil Society. Solving the problems will. This was put succinctly in the projects Replication Strategy as “*focusing on promoting Rio Conventions principles rather than obligations*”.
83. To this end the project has prepared a Replication Strategy in order to “*provide guidance for the process of identifying the lessons learned of the project implementation and their significance, and*

⁴⁸ Verner, D., & Breisinger, C. (2013). *Economics of Climate Change in the Arab World*. Washington, DC: World Bank. doi:10.1596/978-0-8213-9846-3; Climate change in the Fertile Crescent and implications of the recent Syrian drought. Colin P. Kelley, Shahrzad Mohtadi, Mark A. Cane, Richard Seager, and Yochanan Kushnir. PNAS March 17, 2015 112 (11) 3241-3246; published ahead of print March 2, 2015 <https://doi.org/10.1073/pnas.1421533112>. Edited by Brian John Hoskins, Imperial College London, London, United Kingdom, and approved January 30, 2015 (received for review November 16, 2014); Waterbury, J. (2013). *The Political Economy of Climate Change in the Arab Region*. UNDP/Regional Bureau for Arab States; *The Arab Spring and Climate Change*. Center for American Progress, Stimson, (2013), The Center for Climate and Security; *et al.*

*to set out a thorough review of untapped and innovative sources of funding to Rio Conventions-related initiatives*⁴⁹.

3.1.6 UNDP Comparative Advantage

84. UNDP's comparative advantage in this instance has been largely due to the Country Office which plays a prominent role in development in Jordan and its relationship with the various arms of the Jordanian government. UNDP is trusted in Jordan for its impartiality, flexibility, responsiveness, local presence and strong delivery channels especially in areas of capacity building and technical expertise⁵⁰. 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 Agenda⁵¹.
85. UNDP Jordan also has considerable experience of implementing projects and also mainstreaming projects, which at the end of the day is what the CCCD project is. The Country Office has a strong environmental track record and has been able to frame environment in much broader terms as part of a continuum rather than compartmentalising issues into sectors and is therefore amply qualified to implement projects which focused on governance. This is summed up in the UNDP Evaluation Office's Assessment of Development Results as:

*"UNDP Jordan's concentration on three main thematic areas remains closely in line with national priorities. Compared to the earlier CCF cycle, the CPO was more coherently conceptualized to highlight integral linkages between poverty reduction, good governance and environmental protection. This coherence was also reflected in more strategic attention to the comparative institutional advantages and strengths of UNDP as a catalyst and facilitator of development initiatives, which was most pronounced and successful in the area of governance"*⁵².

3.1.7 Linkages Between Projects and Other Interventions within the Sector

86. Section E.1.a of the Project Document provides a substantial list of projects and interventions,⁵³ past, present and planned, with which the project had synergies. The most important of these were:

- Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management in the Aqaba Special Economic Zone. Although this project was concluded before the CCCD project started, the project funded a pilot to map the representative habitats of the Gulf of Aqaba and the enhancement of youth researcher's role in marine conservation.
- Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan. The CCD project cooperated in two pilots, the pilot to produce *Ghadha* plants using modern breeding techniques in Wadi Rum Protected Area by Women CBO, and another pilot in Petra Protected Area to integrate the traditional knowledge into the scientific research of the natural rangelands in the protected area. Both Wadi Rum and Petra were key target localities of the BITS project
- Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley/Red Sea Flyway - Regional Project.

⁴⁹ Mainstreaming Rio Conventions into National Sectoral Policies Project, Replication Strategy, April 20th 2018

⁵⁰ ADR, April 2017; UNDP partnership survey 2017 (83 per cent of respondents).

⁵¹ UNDP partnership survey 2017 (71 per cent of respondents in Jordan).

⁵² Assessment of Development Results, Evaluation of UNDP Contribution, Jordan, Evaluation Office, UNDP, 2007

⁵³ Project Document, p. 61 – 64, para. 188 - 202

87. All three projects have thrown up interesting lessons⁵⁴ spanning, as they do a, a period of change in approach from a national policy approach that is development and demand driven to one which is more balanced towards the supply of ecosystem goods and services. However, the most important aspect has been the willingness of these projects to share experience and combine resources when appropriate. As such, these projects, and the CCCD project, are very “open” projects which can only really be attributed to the project managers themselves and the confidence of the UNDP Country Office to encourage this approach and to follow a coordinated approach the delivery of project benefits.
88. While these projects are all in the UNDP-GEF “stable” this approach appears to have extended to other donor funded projects as well as the various statutory bodies. For instance, the CCCD has successfully leveraged cash co-financing from the Stockholm International Water Institute (SIWI) through the GoAI WaSH Programme⁵⁵ to produce the Drought Early Warning System (DEWS) and Policy, and with GIZ-funded project “Sustainable use of ecosystem services in Jordan”. As part of the integrated field case studies on sustainable rangeland management, the GIZ project addressed the need for more community-based approach for rangelands management and started the revival of the “Transhumant” grazing as an integral part of the community-based approach, they initiated the process of local dialogue on this in Ma’in and collaborated with them to take this idea from dialogue to practice through funding the CBO “Ain Ghazal Society” to pilot this important approach.
89. These examples are given here because they reflect a significant change in the way that the mainstream players (such as the ministries) view their sectors (see section 3.3.7 and 4.4).

3.1.8 Management arrangements

90. The project Document the following arrangements:

“The project will be implemented according to UNDP’s National Implementation Modality (NIM) as per NIM guidelines agreed by UNDP and the Government of Jordan.

Taking an adaptive collaborative management approach to implementation, the project will ensure that key stakeholders are involved early and throughout project execution as partners for development. This includes their participation in the Project Board, review of project outputs such as recommendations for amendments to policies, plans, programmes and legislation, as well as participation in monitoring activities.

UNDP is the GEF Implementing Agency for this project, with the UNDP Country Office responsible for transparent practices, appropriate conduct and professional auditing. The Implementing Agency is the Ministry of Environment (Focal Point for the CBD, and CCD)⁵⁶, which will assign a National Project Director (NPD) and provide its staff and network of experts as support to Project Management Unit (as part of government co-financing). As the GEF Operational Focal Point, the Ministry of Planning and International Cooperation will provide any necessary management support to the MoE.”⁵⁷

91. This was presented in an organigram:

⁵⁴ “Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway”, UNDP PIMS: 1878, Mid Term Review; “Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management” Project Terminal Evaluation, UNDP PIMS: 4002; “Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan” (BITS) Project, UNDP PIMS: 4587

⁵⁵ See Section 3.1

⁵⁶ The Ministry of Energy and Mineral Resources is the Focal Point for FCCC.

⁵⁷ Project Document, Section E. 2, p. 64, para. 203 - 205

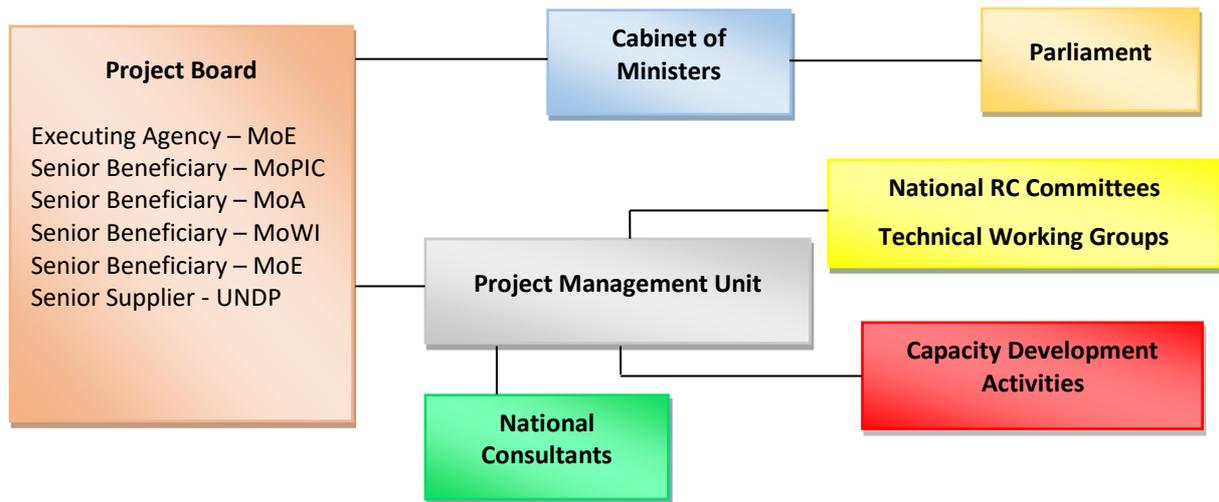


Figure 1 Management structure from the Project Document

92. However, at the inception phase it was decided to reduce the number of members in the Project Executive Board (PEB) so that it provided a more strategic role and to create a separate technical Committee which was more accessible and able to provide technical support to the PMU and to oversee the National Rio Technical Committees. The effect of this was to embed the project within the national partners and engender a much stronger and tangible ownership of the project.

93. This was represented in an organigram:

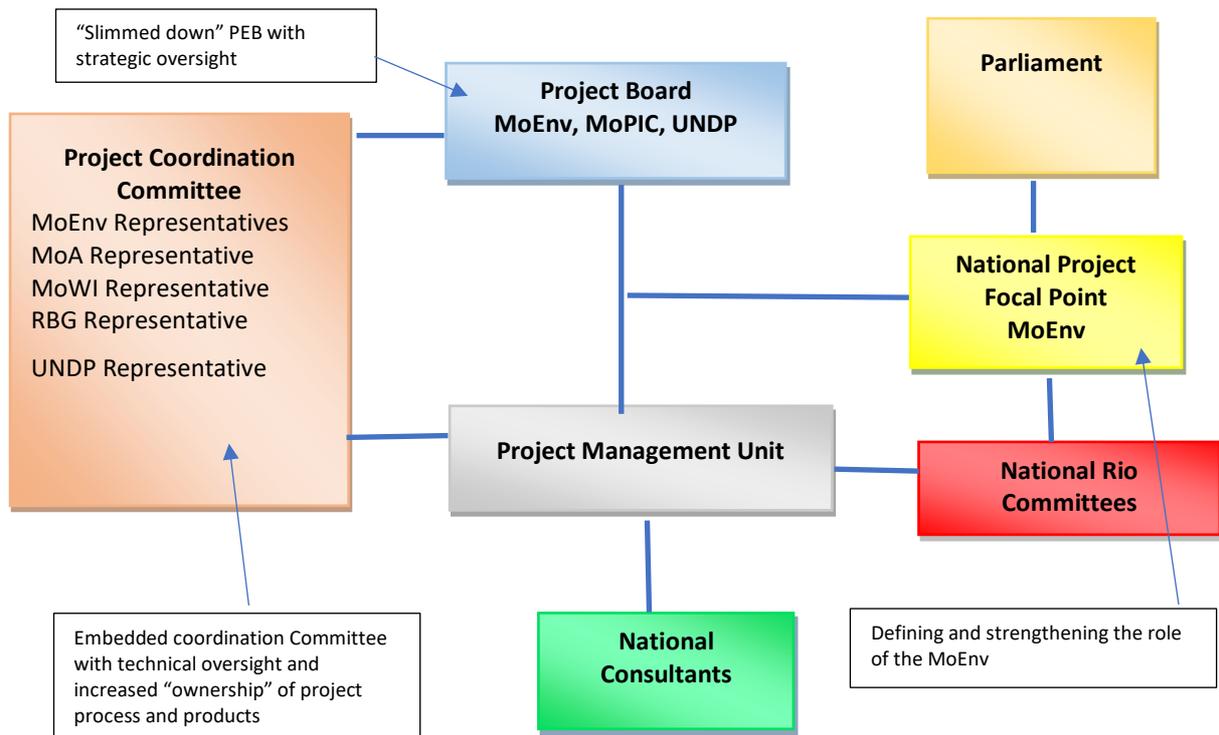


Figure 2 Actual management structure from Inception Report

94. While on paper the original structure might have appeared to be more powerful in terms of the role of the Cabinet and Parliament; in reality a project such as this would not fit well at this level and the apparent high-level coordination would probably have been purely titular. The

reorganised management structure also more accurately reflected the MoEnv role as the Focal Point for the Rio Conventions.

95. The changes made to project's management structure suggest that the PCU and partners had a good understanding of the working of government.

3.2 Project implementation

96. The TE has commented at length on the weaknesses inherent in the project's design but it is equally important to stress that the implementation has been exemplary, part due to circumstances, and part due to a supportive partnership, skilful implementation and a willingness to critically challenge assumptions and make adaptive changes to the project.

3.2.1 Adaptive Management

97. The project implementation has made a number of significant changes to the project from what was envisaged in the Project Document. To be clear, these were *a priori* and not simply *ad hoc* changes or project *expedience*, and were accurately reported in the Inception Report⁵⁸. They were part of a well thought through and critical analysis of the earlier project's design that took place once the PCU was in place. Further, the changes received broad support from the project's partners and the UNDP CO.
98. The changes made were not just structural, they were intended to fundamentally change the emphasis of the project without losing sight of the outcomes and objective. This can be summed up from the CCCD Replication Strategy⁵⁹ as "*focusing on promoting Rio Conventions principles rather than obligations*". In so doing it changed the project's intervention from a *technical fix* to an *adaptive change* within the system. To be sure, technology played a large part, for instance in the DEWS, but the changes in approach and a new way of solving problems is perhaps the most significant outcome of the adaptive management during the inception phase. Furthermore, it established the national ownership of the project and made it relevant to the political decision-makers, civil service and local communities⁶⁰.
99. It is also important to note that the project's SRF was deeply flawed and the TE has already outlined a number of criticisms related to it (Section 3.1.1 Strategic Results Framework). The project did not make any significant changes to the SRF, opting to work with the existing indicators and targets as much as practicable. To be sure, the CCCD project has not ignored the SRF and indicators and has diligently reported as best as possible using the indicators given. However, had things gone wrong or there were mistaken assumptions in the changes made during the inception phase; then the SRF would have been of little use in identifying this because it is a set of very specific instructions and targets and not indicators.
100. The reasons for not changing the SRF are discussed earlier, namely that it would have been extremely disruptive and in all likelihood divisive, and would have created additional and, at the time, unquantifiable delays in implementation. It is important to understand the stresses on the PCU and CO at this point in time (at the start-up phase of a project) and their motivation which is essentially to catch up on lost time due to reasons which they have little control over. For the avoidance of doubt, changes to the SRF are normal in most projects, replacing the SRF is unusual⁶¹ and the decision to proceed without significant revision was, on balance, a reasonable response⁶².
101. Therefore, it is remarkable that the project has been highly adaptive while working with the SRF largely unchanged. The main changes to the project are listed below:

⁵⁸ CCCD Inception Report, March 2006

⁵⁹ Mainstreaming Rio Conventions into National Sectoral Policies Project, Replication Strategy, April 20th 2018

⁶¹ In the experience of the TE in over twenty TEs or MTRs this has happened only once following a MTR recommendation to do so.

⁶² The changes were incorporated into the SRF using the structure and type of indicators used in the Project Document.

- Reorganizing the project's management structure to better work with government and to use, as much as possible, existing decision-making structures.
- Cancelling Output 1.5: Rio Convention mainstreaming in the National Energy Efficiency Action Plan because it was too narrow a sector and due to expire in 2016.
- Developing a strategy to immediately deal with the absence of a National Drought Management Plan forecast in the Project Document but unfinished until 2018.
- Reducing the quantity of Consultancies which the project would carry out.
- Reassigning a greater proportion of the budget to pilot projects.
- Changing the emphasis of the project from a technical approach to a more adaptive approach; *"focusing on promoting Rio Conventions principles rather than obligations"*.

102. In addition to this the project engaged a monitoring and evaluation officer (a position not foreseen in the Project Document) to follow the implementation of the pilot projects, a further sign that the project understood the importance of monitoring and evaluation.

3.2.2 Partnership Arrangements

103. The partnership arrangements were critical in the CCCD project given that the project was working across four different ministries all with complex arrangements and varying levels of influence in terms of resources and authority. The PCU was housed in the MoEnv which has helped to reinforce the regulatory role the Ministry plays when it comes to things environmental. Whereas the pilot projects tended to fall within the remit of the MWI and MA. This has at times resulted in a delicate balancing act where for instance the MWI invested time developing the DEWS and the Policy Statement on Drought but the documents were submitted by the MoEnv. All credit should go to the partners and the PCU in building these relationships and the way that they have operationalised the three national committees on, the Convention on Biological Diversity, the Convention to Combat Desertification, and the United Nations Framework Convention on Climate Change.

104. Similarly, the MEMR has played a lesser role because output 1.5 was removed from the project. However, they have still participated in many of the training programmes wherever relevant.

105. The role played by the PCU, and also by the UNDP CO, to ensure that there was a strong national ownership has been pivotal in making this happen. Neither the UNDP nor the PCU has regarded this as a "UNDP project" allowing a sense of ownership to develop which has been strengthened by the rearrangement of the management structure and taking on board many of the adaptations suggested during the inception phase; in other words, the PCU and UNDP listened, thought about it and were positively responsive.

106. A similar picture appears in the partnerships with NGOs and CBOs where the PCU has allowed these partners to "own" the process. At the end of the day, a community doesn't really know much about the Rio Conventions but they are happy that they are being provided with modest financial and technical assistance to develop water harvesting techniques and they take pride in the fact that they are doing themselves and comfort in the knowledge that they are coming up with their solutions to problems imposed by a changing climate.

107. This has been a reciprocal process with resources from a fund set up to compensate for damage to pastures following the 2003 Gulf War (the MoEnv Badia Restoration Programme Fund [BRP]) being channelled through the project (see Annex 8).

108. In summary the partnerships have worked well and this can largely be attributed to the PCUs skills in facilitation and a willingness to guide the partners through problem-solving exercises

3.2.3 Feedback from M&E activities Used for Adaptive Management

109. The Project Document provided a standard M&E framework in accordance with established UNDP and GEF procedures (Section C.5, p. 49 – 54, para. 155 - 180. This included:

- A project initiation (presumably "inception") workshop and report.

- Day-to-day monitoring of implementation progress to be the responsibility of the Project Manager based on the project's Annual Work Plan and its indicators.
 - Periodic monitoring of implementation progress to be undertaken by the UNDP Country Office through the provision of quarterly reports from the Project Manager.
 - The National Project Manager was to provide the UNDP Resident Representative with certified periodic financial statements and an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in UNDP's Programming and Finance manuals. The audit would be conducted by the legally recognized auditor of UNDP Jordan.
 - Annual Monitoring was to occur through the Annual Project Board meeting.
 - A Terminal Evaluation was to be carried out within the final six months of the project.
 - A terminal review meeting was to be held by the Project Board,
 - During the last three months of the project, the PMU would prepare the Project Terminal Report.
110. This included instructions for the quarterly reporting that *"based on the initial risk analysis submitted, the risk log shall be regularly updated in ATLAS. Risks become critical when the impact and probability are high"*. Given the TE's earlier criticisms of the Project Document's risk assessment (Section 3.1.2) it is hard to see how this could have taken place using ratings such as "nominal".
111. The points above are a standard inclusion in most UNDP-GEF funded projects. They provide a reasonable guidance and level of monitoring and evaluation, project assurance and oversight. The UNDP CO in Amman is very experienced in implementing projects and it is clear that the CO took a keen interest in the proceedings of the project. These included regular meetings with Focal Points and Implementing Partners, attending the PEB meetings, commenting on reports and APRs and a close relationship with the PCU which allowed close monitoring and quick feedback to support PCU decisions.
112. A budget of US\$30,000 was provided for the monitoring and evaluation of the project. As a medium-sized GEF project a Mid-Term Review (MTR) was discretionary⁶³. Arguably the project would have benefitted from an MTR, all projects will (or at least they should) benefit from an external critical review at the midpoint of the project cycle. However, this needs to be weighed against the significant costs and disruption of having an MTR. Given that the project was not experiencing any difficulties it was a reasonable judgement to not have one, especially as there was no budget allocated in the Project Document. Therefore, the budget allocated was reasonable for the monitoring and evaluation requirements of a project of this size.
113. The GEF Cross-Cutting Capacity Development Scorecard was carried out during the project development and to be completed at the end of the project. However, a mid-term value was not required and it was not included as an indicator or better, as a target⁶⁴ in the SRF.
114. As a medium-sized project, with budget below USD 1 million, the PCU was not required to submit Project Implementation Reports (PIRs) only an annual progress report (APR)
115. However, only an annual report (APR) was produced by the CCCD project. This appears to have been a special circumstance and agreed with the RTA and UNDP CO. In effect the APR were sufficiently detailed to monitor the performance and impact of the project. It is important to understand that the original SRF with all its weaknesses was largely unchanged during the inception phase. This is an important point because, due to the inappropriate and weak indicators, the SRF could only ever provide information on performance which would have been better tracked through the annual work plans and budget execution rather than the SRF. To be clear, the PCU diligently reported on the SRF indicators, such that they were.

⁶³ At the discretion of the PEB or the RTA.

⁶⁴ The SRF was used as a source of verification.

116. However, in the background it is also clear that the project was closely tracking the effectiveness of its activities and the intervention as a whole and using this feedback. An example of this is clearly seen in the 2017 APR which stated: *“The project coordination committee (PCC) recommended to keep the roadmap [for rangelands] as a draft and recommended to pilot the highest values of the roadmap at local level. Subsequently, lessons learnt from the implementation of the pilot project will inform the draft roadmap, which will be polished and finalized accordingly”*. Similar statements were made for other substantive project outputs such as the policy on drought and DEWS.
117. Given that the SRF was so focused on deliverables, this would have taken considerable project discipline when an early “sign-off” on a policy, report or similar document would have conveniently ticked a box in the SRF monitoring and evaluation process.
118. For instance, Activity 1.3.6⁶⁵, selected at random from the list states:

“Pilot high priority roadmap recommendations in three projects in selected municipalities.

Target indicator: Piloting begins by month 15 and is completed by month 26.

Target indicator: Best practices and lessons learned report from each piloting project is drafted by month 27, peer reviewed and finalized by month 28.”

119. The expectations packaged in this indicator should be challenged or re-phrased as assumptions as; *assuming* that the project can get organised and produce a roadmap for the rangelands (or energy or drought) with concrete recommendations within the first year; *assuming* that this recommendation can be translated into an implementable pilot project (partners identified, financing agreed, *due diligence* on social and environmental impacts carried out, etc.); *assuming* that the pilot is not seasonally dependent and can therefore start right away; *assuming* that the outcome of the pilot can produce best practice lessons and be completed in one year, and; all, *assuming* in the complex, uncertain and highly unpredictable spheres of socio-political, economic, environmental and climate change, nothing goes wrong.
120. The comments given above are not facetious, they serve to illustrate that the project was producing a road map, it was piloting the recommendations and it was “learning by doing” and it was monitoring and evaluating the work as it went along and using this where necessary to change an approach, an output or correct an assumption but the SRF and its indicators were of little utility in tracking anything other than the finalisation of activities and the production of outputs.
121. Conceivably, the complexity of the SRF revisions should not be an argument for not doing it⁶⁶. However, this should be viewed in the context of a project that had a delayed start-up and the realities of going back up the hierarchy of project decision-making and the time involved in this process. The project had already made significant changes to the SRF in the form of discounting output 1.5 and expanded the pilot projects; a complete replacement of every indicator, baseline, and target would have been necessary to improve the utility of the SRF. It therefore raises the question as to whether the CO and the PCU feels that it has the powers to challenge the project design and effectively make these changes.
122. On this basis, there is ample evidence that feedback from M&E activities was used in a robust and comprehensive way to adapt management. Furthermore, the information was widely disseminated amongst the project partners including them in the process of adaptive management by listening to them and crafting their responses into future practices.

3.2.4 Project Finance

123. The total budget for the CCCD project was set out in the Project Document and gives a total budget of US\$ 2,128,485. This included US\$ 996,000 GEF grant (categorised as a medium-sized project [MSP]), and co-financing of US\$ 1,132,485. Of this: US\$ 50,000 in Implementing Agency

⁶⁵ Project Document, p. 37

⁶⁶ Comments by the RTA on the first draft of the TE report, May 2019

funds (UNDP), US\$ 800,00 in government (in-kind) and US\$ 282,485 which was from an NGO contribution (in-kind).

124. Normally, a GEF project paints a financial picture that is actually much larger than the reality and the *reality* is that the results mostly come from the GEF fund. However, in this instance there has been real substance behind the co-financing. Digressing from the financial issues, it is reasonable to assume that this is because the project was responding to an existential threat; it had a very real resonance with the partners. There is ample evidence that the in-kind co-financing has been delivered through the delivery of the National Policy on Drought, the DEWS, and operationalising the National Rangelands Strategy, the time given by civil servants to attend training and workshops, the efforts into the project governance, amongst others, showed a real commitment.
125. Of the total co-financing there were shortfalls in the in-kind contributions from the MoEnv and the RBG which provided 71% and 66% respectively of their Project Document pledges. Resulting in a total of 81% fulfilment of the entire Project Document co-financing amount. The reasons for these shortfalls are related to the economic constraints imposed on the Ministry post the Arab Spring and the regional economic slowdown and also in part due to the focus of much of the workload taking place in other Ministries such as the MWI. Lastly, the apparent shortfall in the MoEnv in-kind contribution was easily off-set by the leveraged cash co-financing from the Badia Restoration Fund (see Annex 8) which came from its own fund.
126. The Project Document and Inception Report allocated the US\$50,000 contribution from the UNDP to the project management. However, during implementation it was found that the GEF allocation for the PCU was sufficient and indeed, savings in project management were possible. As a result, the UNDP contribution was allocated to the Pilot projects in outcome 1.
127. It is very apparent that the project was careful in its spending and made efficiencies and savings wherever possible and allocated unspent funds appropriately ensuring good value for money from the GEF fund. This, along with the audit suggests that there were strong financial controls in place and the TE found no evidence that, once the PCU was in place, there were any delays caused by financial inefficiencies.
128. A measure of the confidence that the project partners had in the project is demonstrated by the allocation of cash co-financing of \$1,064,480 (MoEnv \$777,000, SIWI \$287,480) which was invested during the implementation of the project.
129. The project was audited on an annual basis and was found to be in line with UNDP financial practices and protocols.

Table 9 Co-financing from Project Document

Sources of Co-financing	Name of Co-financer	Type of Co-financing	Amount Confirmed at CEO Endorsement (US\$)	Actual Amount Contributed at end of project (US\$)	Actual % of Expected Amount
GEF Partner Agency	UNDP	Cash	\$50,000	\$50,000	100%
National Government	Ministry of Environment	In-Kind)	\$400,000	\$285,000	71%
National Government	Ministry of Water & Irrigation	In-Kind	\$200,000	\$200,000	100%
National Government	Ministry of Agriculture	In-Kind	\$200,000	\$200,000	100%

Sources of Co-financing	Name of Co-financer	Type of Co-financing	Amount Confirmed at CEO Endorsement (US\$)	Actual Amount Contributed at end of project (US\$)	Actual % of Expected Amount
Non-Governmental	Royal Botanic Gardens	In-Kind	\$282,485	\$185,000	66%
TOTAL			\$1,132,485	\$920,480	81%

Table 10 Leveraged Cash Co-financing

Name of Funding Source	Name of Co-financer	Cash awarded	Cash received at TE	% of Cash Received at TE
National Government	Ministry of Environment (Badia Restoration Programme Fund)	\$777,000	\$777,000	100 %
GoAL WaSH	SIWI	\$287,480	\$287,480	100%
TOTAL		\$1,064,480	\$1,064,480	100%

Table 11 Actual Project Expenditure

Actual Total Expenditures											
Outcome	Project Document	Inception Revision	MTR Revision N/A	2015*	2016*	2017*	2018*	2019 (Expected & Committed)*	Total	Variance	% Variance
Outcome 1	\$610,000	\$596,500	\$	\$27,360	\$108,220	\$237,647***	\$204,797	\$70,029	\$598,053	\$	-2%
Outcome 2	\$300,000	\$304,000	\$	\$9,674	\$69,276	\$85,558	\$124,085	\$23,350	\$311,943	\$	+1%
Project Management	\$136,000	\$145,500	\$	\$8,065	\$26,391	\$24,627	\$19,879	\$7,035	\$85,997	\$	-37%
Totals	\$1,046,000	\$1,046,000	\$	\$45,099	\$203,887	\$347,833	\$348,762	\$100,415	\$1,042,997	\$	-5%
**Unrealized Loss				\$0	\$0		\$0	\$0			
**Unrealized Gain				\$0	\$0	\$0	\$0	\$0			
**Totals								\$	\$		

*Figures in US\$, source: PCU & CDR

**Unrealized gains & losses are not calculated

***Includes the UNDP contribution of US\$50,000 initially earmarked for Project Management but subsequently allocated to Outcome 1 to finance the pilot projects.

3.2.5 Monitoring and Evaluation: Design at Entry and Implementation

The design of the M&E framework at entry is rated as *Unsatisfactory* and its subsequent application during implementation is rated as *Highly Satisfactory*.

The Risk Assessment and the project's SRF at entry were not fit for purpose. Risks were not properly rated and the indicators in the SRF were largely activities or outputs and the targets mostly restated the outputs or activities. The addition of monthly targets and quantities (workshop attendees, peer reviewers, etc.) presumably to make the indicators SMART would have been highly constraining if the SRF had been applied in its strictest sense precluding any adaptive management by the PCU.

However, the TE is satisfied that the PCU did report diligently on the SRF as a matter of protocol and did not ignore it but interpreted it intelligently and there was adequate oversight from the PEB and UNDP CO to ensure that the project was never deviating from the stated objective and outcomes justifying the rating provided.

130. The TE has commented at length on the quality of the project's SRF and need not repeat those criticisms again. However, it is worth noting that the SRF or log frame serves two functions in a project. The first function, and arguably its primary purpose, is to facilitate monitoring and evaluation to facilitate adaptive management, recognising that in the complex, unpredictable and uncertain spheres of socio-political, economic and environmental drivers any intervention is underpinned by assumptions about how a system is working and the predicted outcome of interventions; *adaptive management*. The second function is essentially contractual. That is, the project undertakes to carry out certain activities and deliver certain outputs, outcomes and achieve an agreed objective. This is secondary and if the outcomes are reasonably described, within reason, it matters little how they are achieved, this is the basis of adaptive management. In the CCCD project's case the SRF veered to far towards the audit side and as such the stated indicators would have been better placed in a work plan.
131. In theory the PCU, UNDP CO and other partners might be criticised for not overhauling the SRF during the inception phase. In the event, some minor changes were made to the indicators and targets. Similarly, criticism might be levelled at not reviewing the risk log.
132. However, the TE does not feel that a lowered TE rating is merited for the on the basis that the changes necessary to the SRF in order to make it practicable for the purpose of monitoring and evaluation were so extreme and the SRF is such a fundamental part of the agreement with between Implementing Agency and the GEF, that it might easily have derailed the project and caused considerable delays. In the event the best option was to simply work with it, and around it.
133. With regards to the risk log, this is less clear and should have been rectified in the Inception Report, however, the TE is satisfied that the considerable changes made to the project in the inception phase and the way they were documented reduced the risks to a low rating and at no point was the project at risk following the inception phase.

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

Implementation by UNDP and the Implementing Partners (MoEnv, MA, MWI, and MOPIC) is rated as *Highly Satisfactory*.

The PCU was firmly embedded in the MoEnv but was still able to work across the other ministries, particularly closely with the MWI to such an extent that the lines appear sometimes blurred.

The partnership has shown considerable skill and responsibility in steering the project with big decisions such as those made during the inception phase (e.g. removing output 1.5, restructuring the management framework, etc.). The partners have been open and accepting of, sometimes challenging, critical analysis and made the necessary changes to working practices, procedures, and policies (e.g. shifting the major responsibility for drought from the MoA to the MWI). All this has reduced the risk of inter-partnership rivalries and competition, a risk in any multi-sector project. In many instances there is good evidence of changes in the institutional mindsets and operational cultures.

The UNDP, PEB, partners and the PCU have worked well together and when necessary the project has been adaptive to address shortcomings and incorrect assumptions within the project's original design.

134. Very early on a decision was made to switch the focus of the CCCD project from Jordan meeting the "Rio obligations" to the integrating the "Rio principles" as a mean to address the problems facing Jordan. This may seem intuitive, but it certainly did not come through from the Project Document.
135. In a multi-sector, multi-agency project with few resources, this would have taken considerable collaboration and a willingness to work together on the part of the project partners and the UNDP CO as well as strong leadership.
136. The PEB and the Project Coordination Committee, the latter a construct of the project and not the Project Document, have been very supportive of the PCU, meeting regularly throughout the project's duration and providing guidance and making decisions when needed.
137. There appears to have been none of the "project fatigue" which could have been a very real risk with a project such as this because of the additional workload it placed on civil servants. Clearly the project was "owned" by the partners and the PCU ensured that activities were relevant to institution's and individual's key performance indicators while remaining firmly in line with the project's global objectives and outcomes.
138. All partners appear to be well acquainted with the project and its objective, clearly understanding their role, and the role of other agencies, in addressing the issues of the Rio Conventions. In this way there has been a clear focus on achieving results in a timely manner by both UNDP CO and the National Implementing Partner, the MoEnv. Furthermore, the timeliness and focus on results has also been shared by the other partners such as the MWI and the MoA.
139. Reporting has been honest and critical where necessary and has prompted swift and adequate responses either in feedback to support problem-solving and decision-making.
140. The risk management has been discussed at some length in sections 3.1.2, 3.2.3 and 3.2.5. The original Project Document Risk Assessment was of little utility. From the project's Inception Report it is clear that risks were recognised and adequate safeguards put in place. The project's management was faced with a similar dilemma as that of the SRF. Completely change the risk log and create a risk in itself of not being able to complete the project activities due to the delays or put in place the safeguards and continue with the implementation. It is not as clear cut as the SRF and it would have been advisable to completely overhaul the projects risk log; but this is said with

the benefit of hindsight and some distance from the febrile atmosphere of starting up a project already challenged by delays.

141. Management inputs and processes by the MoEnv have been good and budgeting has been realistic and there has been considerable fiduciary care exercised by all the project partners providing good value for money
142. UNDP's role in this has been one of appointing the appropriate Project Manager and supporting the PCU while also providing "soft support" to the Partners, a relationship which appears to work well in Jordan. An important aspect of this is that the three Rio Conventions (loosely termed; climate, biodiversity and desertification) manifest themselves at the country level in a complex manner. Using a project to intervene is not simple. For instance, rangelands are under the purview of the Ministry of Agriculture. However, rangelands are also a biodiversity issue in terms of the plant communities and ecology, and a drought issue in terms of them providing the largest surface area for a country heavily dependent on ground water reserves, and a social and economic issue in terms of the communities who depend upon them for a livelihood, and a security issue in terms of internally displaced people as a result of the mismanagement of rangelands, *ad infinitum*.
143. It is the UNDP CO's ability and that of the PCU to move effortlessly between all of these imperatives and disaggregate specific activities, which are fundable, and contribute to the larger global benefits that can be apportioned to institutional roles and responsibilities, that has been an admirable feature of this project and justifies a high rating from the TE.
144. The project did experience a delay between the Project Documents signing and start date (May 2014), the recruitment of the Project Coordinator (September 2015) and the delivery of the Inception Report⁶⁷ (January 2016). It is clear that these delays contributed in a large part to the request for a one-year extension and a delay in concluding the project.
145. The reason for the delay in establishing the PCU and beginning activities was largely due to the fallout from the Arab Spring, the challenges the HKJ government was facing in managing the refugee situation and the economic downturn in the region. All of these were occupying the working of government for what was a NIM project and therefore an integral part of the government's workload. In a sense the very problem the project was intended to address was undermining its establishment.
146. The Project Document Monitoring and Evaluation Work Plan⁶⁸ states that the Inception Workshop should take place within two months of start-up. This is a fairly arbitrary time period generic to most GEF project M&E work plans. It assumes that the considerable assumptions and invariable mistakes as well as the changes in circumstances that may have taken place between design and start up can be easily resolved within a two-month period. If that is what the designer feels is necessary, it might be reasonable under some circumstances, for instance with a very simple system and a single focus project. However, the design of this project also envisaged, *inter alia*, translation "*into key indigenous languages*⁶⁹" and assumed fifty-one indicators were a reasonable and manageable number to provide a rapid assessment of performance and impact. Therefore, it is reasonable to assume that the two-month inception phase was an arbitrary time limit and not based on a well-thought through and experienced view on starting up complex multi-stakeholder, and nationally implemented projects. The inception phase lasted as long as it needed to last. During this time the PCU was established, a revised strategy was developed, assumptions held in the Project Document which were not correct were rectified, additional cash co-financing was sourced and considerable work was done to prepare the ground for the coming activities.

⁶⁷ A key milestone to beginning project activities that will lead to results.

⁶⁸ Project Document, p. 54

⁶⁹ Project Document, p. 44, section 2.3.1

3.3 Project Results

3.3.1 Overall Results and Attainment of Objectives

The project had **no shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency. It has achieved what it set out to do; **to mainstream Rio Convention provisions into key national sectoral policies and/or legislation** by producing a number of high-quality outputs that have already been put to good effect and it is making the system work. These include *inter alia*: *Roadmap to mainstream Rio Convention provisions into the national rangeland strategy*, *Restructuring of the Three Rio National Committees in Jordan*, *Institutional Setup and Regulatory Framework to Drought Management*, *Policy Statement on Drought Management*, *Roadmap for Effective Media Coverage for Local and Global Environmental Issues*, *Replication Strategic Document for the Lessons Learned of the Mainstreaming Rio Conventions into National Sectoral Policies Project*, *Training Manual on Environmental Advocacy and Public Media*, *Roadmap to Gender Mainstreaming into the National Environment Management System*, *Ten Public Service Announcements (PSAs) in different styles and outlines targeting the different environmental issues under the RIO conventions*, *Short Documentary on Rio implementation in Jordan*, *Training Manual: Calculation of numerical CDI and Creation of Drought Maps*, *SOPs and Training Manual – Desert Plants Production*, *Environmental Investigative Journalism and Reporting Guidelines*, *Roadmap to mainstream drought management in the National Disaster Risk Reduction Strategy*. In this aspect the project is considered to be **Highly Satisfactory**.

Global environmental priorities have been mainstreamed into National Rangeland Strategy (including the piloting of CBNRM approaches) and the National Drought Management Action Plan (including a National Policy Statement on Drought and a Drought Early Warning System and drought is recognised as a fourth national hazard in Jordan) and overall awareness of the value provided by global environmental management has been improved in all segments of society. The planned mainstreaming into the energy sector was correctly cancelled as a major output during the inception phase. The Rio Committees have been restructured, operationalised and revitalized and placed under the Higher Council and supported by two national By-Laws (on biodiversity and climate change). The project has built capacity for proactive resource mobilisation to support the aims and objectives of the Rio Conventions and produced a strategic document for replication.

Significant progress has been made by teaming with media organizations linking the very real challenges faced by Jordan with the global aspects of the Conventions reaching all parts of society.

Extensive training has been carried out targeting key groups; decision-makers, civil servants, technocrats, NGOs and CSOs as well as the media. The project has worked effectively with the media to sustain a campaign of information regarding the key issues encompassed in the Rio Conventions and reaching out to educators often using modern media to good effect.

This has been a largely nationally-owned, and further, institutionally-owned process. The TE did not encounter any of the “project fatigue” that so often characterises projects in their closing months. Rather, the partners appeared invigorated by the process and actively and innovatively looking for ways to ensure that the achievements don’t just survive the end of project; but are built upon further.

It is apparent that the effort made, particularly by the PCU, has been exemplary, in particular, its efforts and skills in communicating with different stakeholders and team-building efforts. A measure of the trust placed in the project has been its ability to leverage considerable (US\$1,065,000) cash co-financing since the start of the project.

147. The project's objective comprises two immediate outcomes that are the subject of a qualitative assessment of the extent to which their respective outputs have been addressed considering what was originally planned (Project Document) and subsequent observations from this TE. These findings provide the basis of the more quantitative evaluation of the Strategic Results Framework in Annex 9⁷⁰ in which the project objectives, outcomes and outputs are rated, based on the extent to which targets (indicators) have been met. The ratings for outcomes and their respective outputs are summarised in Table 15 but the reader should refer to Annex 9 in order to fully appreciate the achievements, challenges and shortcomings in implementation at outcome and output levels. Key achievements and related considerations are summarised below.
148. While Annex 9 provides a more qualitative assessment and quantitative (in terms of meeting targets) assessment of the project, as the TE has noted repeatedly, it is more problematic to identify and measure the qualitative changes that have taken place institutionally, organisationally and personally amongst the "human resources" that make up the partnership.

Outcome 1: Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions. Rated **Highly Satisfactory**: At the close of the project the institutional and administrative arrangements are structurally more effective and efficient for the purpose of translating Conventions into national policy into actions. Supporting this, administratively and technically, the key institutions are better prepared and have more of the right skills for addressing the challenges of desertification and climate change. Supporting this increase in capacity, there are a number of key linkages between the statutory agencies and internal and external parties that hold the appropriate technical expertise. As a result, issues such as drought have become de-politicised enabling proactive responses and building of a national capacity to monitor, predict and respond to droughts in the region. There has been a fundamental shift in the institutional approach to rangeland management recognising the multiplicity of ecosystem goods and services, the importance of taking an ecosystem approach to their management and the critical role of resource users in their sustainable management. Global environmental priorities have been mainstreamed into the National Rangeland Strategy and the National Drought Management Action Plan and are accompanied by a number of high-quality supporting documents such as the DEWS, selection criteria for national rangelands and road maps, etc. The decision to not pursue the National Energy Efficiency Plan as a mainstreaming avenue was entirely correct under the circumstances.

Output 1.1: SWOT and Gap analyses of Jordan's policy and institutional framework for Rio Convention implementation. Rated: **Highly Satisfactory**: Several high-quality analyses were produced including the *Institutional Gap Analysis and Analytical Framework for Rio Convention Implementation in Jordan*, the *Analytical Framework for Drought Governance in Jordan* and a *National Drought Resilience Strategy and Action Plan*, and the *Analytical Report for Gender Mainstreaming in the National Environmental Management System*.

Output 1.2: Strengthening inter-ministerial communication, coordination, and collaboration on Rio Convention mainstreaming. Rated: **Highly Satisfactory**: The three Rio Technical Committees (climate, biodiversity and desertification) have been restructured and revitalized and linked to the existing National Higher Committee for Sustainable Development, which is chaired by the Minister of Planning and co-chaired by the Minister of Environment. Further, the MoEnv decided to strengthen and legitimate the role of the three committees (CBD, CCD and Climate Change) through enacting two national by-laws on nature protection and climate change. This was achieved early on in the project and strengthened the project's governance as well.

Output 1.3: Rio Convention mainstreaming in the National Rangeland Strategy. Rated: **Highly Satisfactory**: The National Rangeland Strategy was already a fairly progressive policy broadly aligned to the Rio Conventions. The project has worked hard and effectively with the Ministry of Agriculture

⁷⁰ Normally an outcome and output assessment would be provided in two separate annexes. However, the Project Document SRF was so unfit for purpose that this has not been possible.

and the Royal Botanical Gardens (RBG) to mainstream issues such as genetic diversity, community-based natural resource management (CBNRM), co-management, national reserve selection, etc., across a range of different rangeland tenurial systems. It is clear that the PCU had a very good understanding of the issues such as tenure, pricing, authority and responsibility and has used this technical expertise to very good effect with the partners in developing rangeland systems. To be clear, the TE takes the view that while the CCCD project was not a “resource management” project, the issue of rangeland management could only ever be mainstreamed from the bottom up through “educated” trial and error. The project leveraged an additional US\$777,000 in cash co-financing from the domestic Badia Restoration Programme (BRP).

Output 1.4: Rio Convention mainstreaming in the National Drought Management Action Plan. Rated: **Highly Satisfactory:** This output is restating the outcome.

Output 1.6: Resource mobilization to replicate Rio Convention mainstreaming. Rated: **Highly Satisfactory:** This output is restating the outcome.

Outcome 2: Improved awareness and understanding of Rio Conventions’ contributions to sustainable development. Rated: **Highly Satisfactory:** The project has had a very high profile. From the outset, the project has sought to “rephrase the question” as not one of Jordan’s obligations to the three Rio Conventions (UNCCD, UNFCCC, CBD) but rather to realign the project to directly address those “*mainstream social concerns... such as poverty alleviation, and unemployment*” from the perspective of the Rio Conventions. As such it made the three Conventions (climate, biodiversity and desertification) *relevant* at a national socio-political scale. From this has come a broad understanding that *conservation*, in its broadest possible terms, is not something that has to be done as well as economic and social development, but rather; it is something that must be done to achieve economic and social development. This is clearly reflected in the more holistic approaches to drought and rangeland management.

Output 2.1: Awareness-raising workshops on linkages between Rio Conventions and socio-economic development. Rated: **Highly Satisfactory:** This output restates the outcome. The early decision during the inception phase to adjust the project and place greater emphasis on pilot projects was a wise move because it provided tangible evidence of the linkages between the objectives and principles of the Rio Conventions and sustainable social and economic development. In particular it addressed the very real concerns of government, technocrats and civil society related to the “*mainstream social concerns*” by “*focusing on promoting Rio Conventions principles rather than obligations*” as means to address these problems. The project carried out a number of well-planned and orchestrated workshops (see Annex 10), trainings and events to reinforce the practical applications of the pilots. These included the First National Conference on Environment and Development in Jordan.

Output 2.2: Training programme and accompanying knowledge materials. Rated: **Highly Satisfactory:** The project has produced a number of well-thought through training packages and accompanying materials including: *Training Manual on Environmental Advocacy and Public Media*, *Roadmap for Effective Media Coverage for Local and Global Environmental Issues*, *Environmental Investigative Journalism and Reporting Guidelines*. It has also forged links with external centres focusing on drought such as the National Drought Mitigation Centre (NDMC) at the University of Nebraska, USA and the International Center for Biosaline Agriculture (ICBA) in Dubai which have carried out very specific training for technical experts after the gap assessment identified a specific technical gap related to the DEWS.

Output 2.3: Public awareness campaign. Rated: **Highly Satisfactory:** The project has kept up a continuous effort on public awareness. To be clear, the Rio Conventions *per se* are a fairly “hard sell” in terms of public awareness. The issues, however, loss of biodiversity, climate change and desertification are easier to keep in the public eye, especially so when they are impacting on water availability, employment, loss of life and infrastructure through flash flooding, etc. To this end ten Public Service Announcements (PSAs) in different styles and outlines targeting the different environmental issues under the RIO conventions and a short documentary on Rio implementation in

Jordan have been produced but it was clear to the TE that these issues remain firmly on the agenda across a broad spectrum of society and there is considerable media interest now.

149. Performance has also been rated in terms of project relevance, effectiveness, efficiency, sustainability and impacts, as well as the quality of M&E systems. These summary ratings are provided in **Table 12** and in more detail in **Annex 9**, along with a brief justification based on evidence outlined earlier in this Terminal Evaluation report or in the sub-sections below.

Table 12 Summary of TE Ratings of Project Outcomes and Outputs

Outcomes and Outputs		Rating*					
		HS	S	MS	MU	U	HU
Outcome 1	Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions	✓					
Output 1.1	SWOT and Gap analyses of Jordan's policy and institutional framework for Rio Convention implementation.	✓					
Output 1.2	Strengthening inter-ministerial communication, coordination, and collaboration on Rio Convention mainstreaming.	✓					
Output 1.3	Rio Convention mainstreaming in the National Rangeland Strategy.	✓					
Output 1.4	Rio Convention mainstreaming in the National Drought Management Action Plan.	✓					
Output 1.5	Rio Convention mainstreaming in the National Energy Efficiency Action Plan.	-	-	-	-	-	-
Output 1.6	Resource mobilization to replicate Rio Convention mainstreaming.	✓					
Outcome 2	Improved awareness and understanding of Rio Conventions' contributions to sustainable development.	✓					
Output 2.1	Awareness-raising workshops on linkages between Rio Conventions and socio-economic development.	✓					
Output 2.2	Training programme and accompanying knowledge materials.	✓					
Output 2.3	Public awareness campaign.	✓					

* **HS** = Highly Satisfactory; **S** = Satisfactory; **MS** = Moderately Satisfactory; **MU** = Moderately Unsatisfactory; **U** = Unsatisfactory; **HU** = Highly Unsatisfactory

Table 13 Project Performance Ratings

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	S	Further details in Sections 3.1.1, 3.1.2 and 3.2.5.
<i>M&E design at project start up</i>	U	<p>The principal tool for the M&E, the SRF, was not fit for purpose. Indicators were in fact a mix of activities, targets and outputs or deliverables. Baselines and targets were not aligned and many of the targets simply restated the indicator. It was not clear what were outcome and output indicators (regardless the SRF should have only included outcome indicators). There were 49 indicators in total with 22 baselines and 91 targets; far too many to track and could have reduced the project to a meaningless chase after targets in order to appear on track.</p> <p>The pedantic detail and inclusion of monthly figures for targets was unrealistic. A SMART assessment of all of the indicators found none them to be fully compliant.</p> <p>The Risk Assessment lacked utility and did not properly rate the risks as High, Medium or Low. It included risks that were “nominal” although some of the risks were correctly identified other, such as the risk that the Drought Management Plan would not be ready at the project’s start up, were not.</p>
<i>M&E Plan Implementation</i>	HS	<p>Routine reporting (Quarterly Progress Reports and APRs), annual work plans and budgets, and meetings (PSC) undertaken in a timely, transparent and often self-challenging manner.</p> <p>PCU has a clear understanding of the importance and relevance of M&E tools, periodicity and importance. The PCU has used the M&E programme to its best effect given that the inherent weaknesses in the SRF, the UNDP CO has provided sound project assurance and the importance of M&E has been shared with the project partners to develop a collective understanding of the importance of M&E which has carried over into the inclusion of monitoring frameworks included in the various project outputs and has added value to the capacity building by instituting a culture of M&E.</p> <p>Despite the weaknesses in the SRF, M&E has been carried out in a timely fashion. There is clear evidence of thoughtful and honest consideration of criticism and challenges to the project and considerable evidence that the project has used its own assessments (M&E evidence) to good effect in strengthening the project.</p> <p>The project could have completely overhauled the SRF during the inception phase however, this would be highly unusual and the TE judges that such a move could have easily derailed the project at a very vulnerable time.</p> <p>The project could also have revised the Risk Assessment during the inception phase however, the TE is confident that the considerable adjustments made to the project at its start-up greatly reduced the risks for the project’s remaining lifetime.</p>
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	HS	<p>From the start the project has performed extremely well. The inception phase was able to identify the strengths and weaknesses in the original project’s design and make intelligent changes to the project while always maintaining sight of the objective and outcomes. The PCU has worked very well in bringing together the partners and the partners themselves have seized the opportunities offered by the project in a responsible way.</p> <p>As a result, the NIM modality has worked very well with clear signs of national and institutional ownership, and critically; a shared collective vision of the future. A measure of this is that, as the project draws to a close, the participants are all on good terms and realistically, innovatively and constructively looking for ways to consolidate the gains from the project in the future for a process that will clearly need continued, albeit, measured external support for some time to come.</p> <p>This hasn’t happened by accident, the PCU has worked tirelessly and skilfully behind the scenes for this to happen and has been well-supported by the UNDP CO.</p>
<i>Implementing Agency Execution</i>	HS	<p>The UNDP CO is clearly a well-liked, trusted, while sometimes bureaucratically-challenging, partner. As a CO it has considerable experience in the environmental sector and with GEF projects <i>per se</i>. The CO has provided the quality assurance role, largely supported the PCU in its decisions. When problems have arisen; it has provided support to the process and the TE considers that, in this instance, given the</p>

Criteria	Rating	Comments
		multi-partner nature of this project, it has provided a considerable support for the PCU and creates a junction for the free flow of information and experience between similar projects. A measure of this success is the way that the partners are collaborating in the closing months of the project to ensure that there is continued support to the project's achievements, wherever that support is required and that outputs such as the DEWS are already operational.
<i>Executing Agency(s) Execution</i>	HS	The MoEnv was the institutional home of the PCU and it has worked well in what has been at time a tricky institutional arrangement with the PCU in the MoEnv while the main focus of the work has at times been within the remit of another ministry (e.g. the drought policy and DEWS). However, it has handled these relationships well and steered the project responsibly while strengthening its policy and regulatory role in regards to the two Rio Conventions (CBD and CCD).
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	HS	Rating based on separate assessment of project Outcomes and Outputs (Annex 9).
<i>Relevance</i>	R	The project's objective and outcomes remain relevant. An important point, and one noted throughout the TE report is that the actions of the PCU, UNDP CO and partners have increased that relevance over what it might have been if the project's SRF was slavishly followed. Instead, the PCU, by " <i>focusing on promoting Rio Conventions principles rather than obligations</i> " increased the relevance of the Rio Conventions so that they addressed the " <i>mainstream social concerns raised during the "Arab Spring" such as poverty alleviation, and unemployment</i> ".
<i>Effectiveness</i>	HS	Extent of achievement of objective and outcomes, or likelihood of being achieved: The project has achieved what it set out to do, any shortcomings in this are largely due to the project's design, which, while the overall concept was sound, lacked the necessary depth to embed the outcomes at the different levels of policy, institution, and practice. Furthermore, the inclusion of energy and the National Energy Efficiency Plan had too narrow a focus on efficiency and not the sector <i>per se</i> . However, significant changes made during the inception phase by the PCU and partners (removing the energy plan as a mainstreaming avenue, introducing a larger number of pilots and taking the project's intervention down to a community/end user scale, etc.) greatly increased the impact, made the project highly effective and increased the likelihood of sustainable outcomes.
<i>Efficiency</i>	HS	The project has been remarkably efficient. It has used a comparatively small GEF fund and been able to more than double this amount with cash co-financing after the project started. The modest GEF fund has been used to great effect to mainstream the Rio Conventions into rangeland management and water resource issues by delivering a number of high-quality policy and regulatory documents, embedding a "Rio approach" to addressing " <i>mainstream social concerns</i> " and solving problems rooted in climate change and environmental degradation. It has delivered high-quality training and raised public awareness. While the project has required a one-year extension this was quite reasonable considering there were delays in starting up and the considerable adaptive changes that needed to be made to the project during the inception.
Sustainability (using 4-point likelihood scale)		
Overall Likelihood of Sustainability ⁷¹	L	The project outcomes are assessed as having a high likelihood of continuing and growing after the end of the GEF-funded project.
<i>Financial resources</i>	L	The HKJ faces some very real and present threats from environmental degradation exacerbated and accelerated by climate change. When the PCU changed the focus of the project to address " <i>mainstream social concerns</i> ", a conceptual shift that saw issues such as poverty alleviation, and unemployment regarded not as competing concerns to environmental issues but part and parcel of the same inefficiencies and inequalities in management that need to be reformed, it opened up doors for

⁷¹ The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table (p. 30): Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

Criteria	Rating	Comments
		<p>financial resources which were likely closed before the project. That is; poverty alleviation is not seen in isolation but as part of a larger picture of environmental stresses driving urban drift and loss of rural livelihoods.</p> <p>For the avoidance of doubt, HKJ, despite its apparent prosperity is does not have the financial resources to address these issues on its own, not least because it has a considerable burden hosting refugees from neighbouring countries that not only place further burden on the public purse but also, as was demonstrated in the <i>CDI Validation summary report and drought vulnerability maps</i> produced by the project, magnify the risks of environmental degradation and drought. Therefore, it is reasonable to conclude that the CCCD project is financially sustainable because the outputs and outcomes will continue to receive finances from the public purse but this will need to be augmented by donor support.</p> <p>The CCCD project should not be viewed in isolation, but rather as a suite of projects implemented by UNDP (and a number of other donors) and the Government of Jordan which feed into each other and the UNDP CO is aware of this and plans follow-on interventions as part of a strategic approach. In this way, through a mix of government and donor financing the project outcomes are judged to be sustainable.</p>
<i>Socio-economic</i>	L	<p>The TE has repeatedly highlighted the way in which the PCU and partners have mainstreamed the Rio Convention principles, rather than as obligations, into the “<i>mainstream social concerns</i>”. There is a growing body of peer-reviewed evidence to support climate change and environmental degradation (see section 3.1.5, para. 68), in its broadest terms, as the principle driver the loss of rural livelihoods, urban drift and the associated social security issues. The CCCD project went straight to the heart of this using the Rio Convention principles as the “go to” means by which these challenges are addressed. In some instances, this has required a re-thinking in the way that statutory agencies prepare and respond, or the way in which they relate to communities.</p> <p>Coupled to the on-going process of decentralisation, the strategic use of the pilot projects and the inclusion of the Badia Restoration Programme there are a number of external drivers that the project has cleverly keyed into which all suggest that the outcomes will be sustainable from a socio-economic perspective.</p> <p>Lastly, the pilot projects have real applications to improving rural people’s livelihoods and security. These pilots, because they have their basis in sound environmental management (the Rio Conventions and principles), can be built upon. Thus, water harvesting becomes water conservation, becomes ecological management of farmland and pastures.....</p>
<i>Institutional framework and governance</i>	L	<p>The TE report has commented at length on the skilful way the project has been embedded in the political process and the business and structures of government <i>per se</i>. It has made a number of changes to the three Rio National Committees which are now linked to the Higher Council chaired by the Minister for Planning with the Minister for Environment as the Deputy Chairperson. This is supported by two national By-laws (related to biodiversity and climate), and there have been significant changes to the approach to drought, in particular de-politicising the response to drought through the DEWS. Drought itself is now firmly centred in the MWI which has its own Drought Management Unit. The MA is now reassessing the way it manages rangelands, it is clearly aware and responding to the enormous challenge of climate change and it is doing so in a way that works with the socio-ecosystem and partners with NGOs and CBOs.</p> <p>As stated at length in this report; institutionally these issues are being considered as causative factors of the challenges facing government rather than an international obligation to be added on to the end of the annual budget, should funds remain. Rather, there are the seeds of a proactive approach, avoidance rather than retroactive responses (e.g. the DEWS, socio-ecological pasture management for multiple ecosystem goods and services, etc.).</p> <p>In short, the previously compartmentalised spheres of water, rangeland, agriculture, health, employment, poverty, biodiversity, drought, <i>ad infinitum</i> are now more often regarded as parts of a continuum rather than the responsibilities of different sectors to be addressed through a holistic policy process. To be clear, there is still an awful long way to go, but the CCCD has played a major part in opening the door.</p>

Criteria	Rating	Comments
<i>Environmental</i>	L	<p>While some might argue otherwise, the HKJ is largely a socio-ecosystem due to its long association with mankind (the term being used in the broadest non-gender specific sense). While the National Rangeland Strategy already prioritized community-based management; policy in this field often runs far ahead of the practice. The PCU held particular skills and experience in community-based natural resource management (CBNRM) and sustainable use and it has thrown these skills into the mix to good affect teaming with the RBG and the MA in the field of rangeland management. This is important because provides the means to operationalise the policy objectives of the National Rangeland Strategy. Sustainable use is defined in the CBD as the “<i>use of components of biological diversity in a way and at a rate that does not lead to the long-term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations</i>” (Article 2, CBD). Use can and, under favourable condition, does improve the conservation status of biodiversity resources. A rational framework to guide decision-making is an essential first step in conservation planning and management. This point is important because previously much of Jordan’s conservation policy focused on an “alternative livelihoods approach”. This is an important and progressive step.</p> <p>As much as one could expect, using a GEF fund of less than one million US dollars, the CCCD project has moved the environment (or the Rio Convention principles) to a place where it firmly underpins development in two important sectors, water and agriculture. But it has also spun this out to include health, to some extent energy and because it is linked to issues such poverty and unemployment, it is moving towards the political mainstream. It has also provided some good technical tools to aid this as well as pilots to demonstrate. This is by no means “mission accomplished” and it needs to be built upon but for the amount spent on it; it is very good value for money.</p>
Impact (using 3-point impact scale)		
<i>Environmental status improvement</i>	S	<p>The initiative of Al Disi Women Cooperative to breed Al Ghadah (a native plant) to be planted in the degraded habitats of Wadi Rum Protected Area; the piloting of water harvesting to support the vegetation cover of Al Shaumari Wildlife Reserve (an important breeding reserve for endangered species such as Arabian Oryx and several other species). Due to the prevailing drought conditions the reserve was in need to expand their planning to a watershed management approach to support the natural vegetation with harvested water from the flash floods; the pilots on rangeland reserves contributed to the conservation of the biodiversity values of the rangeland; the selection criteria for natural rangelands reserves on the basis of the environmental values of the natural rangelands to be prioritized for protection and conservation. Rangelands in Jordan forms approximately 80% of the total area of Jordan and spans all sectors (water catchment, agriculture, food security, rural livelihoods and security, etc...) as well as all three Rio Conventions (climate, biodiversity and desertification).</p> <p>All these represent a good, albeit modest, improvement in the environmental status from a modest investment which was largely targeted at the institutional level. Importantly, all these pilots show considerable scope for replication and upscaling and, in most part, will drive a process of improving natural resource/environmental governance.</p>
<i>Environmental stress reduction</i>	S	<p>Issues such as water, drought, pasture management and agriculture are no longer being viewed through the narrow lens of production but rather as a part and parcel of the same challenge. Alongside this the project has given the key players a number of useful tools to manage the systems in a more proactive manner such as the National Policy Statement on Drought and the DEWS, as well as a means to proactively intervene. For instance, the DEWS is not just about warning of impending drought; it has very real national planning applications in terms of what and where development takes place. Each pastureland that comes under better and sustainable (without external inputs) management is a further reduction of stress on the system.</p>
<i>Progress towards stress/status change</i>	S	<p>It is arguable that water, drought and rangelands are one of the principle factors which will define Jordan’s future. In recent history and due to a number of drivers both internal and external, their management has been, to a large extent, to</p>

Criteria	Rating	Comments
		exhaustion and destruction respectively and the two things are not unlinked. Climate change, a large, unpredictable and global driver is now accelerating this process. Therefore, an intervention to the way in which droughts are monitored, managed and as much as possible avoided is, by any measure, good progress. While the National Rangeland Strategy pre-dated the project the efforts of the MA, the RBG and the PCU have certainly improved the future outlook by operationalising a more holistic and socio-ecological approach towards their management. To be sure, there are still powerful vested interests that will promote economic development over ecological resilience in both spheres (water/drought and rangelands), but the policy instruments are now better suited, institutionally the key players are better prepared, and practical applications have been demonstrated.
Overall Project Results (using 6-point satisfaction scale)	HS	

Satisfaction scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Sustainability scale: Likely, Moderately Likely, Moderately Unlikely, Unlikely

Impact scale: Significant, Minimal, Negligible

Relevance scale: Relevant; Not Relevant

3.3.1 Relevance

150. Rated **Relevant**. Water/drought and rangelands are highly relevant to the HKJ. Energy is the other important sector that keeps decision-makers awake at night but, as has been discussed earlier in this report, the project chose, quite reasonably, not to pursue this avenue. The TE has commented at length that the project made the Rio Conventions relevant and that this was something that was not immediately evident in the project's initial design, although the issues that the Project Document were dealing with were highly relevant; water/drought, energy and rangelands are critical to the national interest. The focus of the three Rio Conventions were, and continue to, manifest in Jordan as increasing intensity and periodicity of droughts (climate change and over-use of finite water resources), degradation of rangeland (a loss of biodiversity and climate change, desertification). While this is a simplification of the situation, there is growing expert evidence to support the view that these *drivers* of change were also playing a considerable part in *driving* a loss of rural livelihoods, urban migration, unemployment and poverty and social unrest (see Section 3.1.5).
151. The weakness in the Project Document was that it framed these issues within the Rio Conventions. The skill in implementing the project was to frame the Rio Conventions within the immediate concerns of government. In a very nuanced way, this was a very sophisticated project because it engaged with a number of political, social, economic and administrative processes; something which is very difficult for a project to achieve because as a tool, projects are a very blunt and timebound instrument. It is very clear that the successes of the project have been supported by the processes of change that are taking place in Jordan already.
152. The point made is that the focus of the Project Document was relevant; but the means to achieve it were not⁷². This can be seen in the Ministers comment that Cabinet would never accept more than half of the budget expended on Consultancies and, that he had more than enough reports but he needed activities on the ground. In other words, to address the *mainstream social concerns raised during the "Arab Spring" such as "poverty alleviation, and unemployment" that "receive more public attention"*.
153. The project, post start-up, responded very skilfully to this with the changes made during the inception phase which were highly adaptive as opposed to expedient and greatly increased the

⁷² The narrative of the Project Document at times touched on this but it was not translated into the logical hierarchy of the SRF: objective, outcomes, outputs, activities.

project and the Rio Convention relevance. It was able to key into some of the larger reforms taking place in terms of decentralisation, promotion of rural livelihoods, to promote a change from protection to sustainable utilisation and to demonstrably address the pressing problems of unemployment, poverty alleviation and climate change/drought through the lens of the Rio Conventions.

3.3.2 Effectiveness and Efficiency

154. Rated as **Highly satisfactory**. The project has achieved considerable **success** for a very modest investment. It has done this by being highly adaptive at the start of the project and making well-thought through and bold changes to the strategy while keeping sight of the overall objective and outcomes. The PCU has shown a mix of good project administration, technical proficiency and leadership. During the inception phase the PCU and partners, with the support of the UNDP, critically reviewed the stated project strategy, identified the strengths and weaknesses and put in place a technically sound plan to address any shortcomings. Decisions were made in a timely manner with the full involvement of the project's oversight board (the PEB).
155. The project was quickly realigned to sit more closely with the working of government and to reflect the hierarchy of decision-making. Areas of the project which were not going to perform, due to unrecognised assumptions (for instance the National Energy Efficiency Plan was had too narrow a focus on energy efficiency and not production and transmission, the plan was expiring early on in the project's lifetime and the project was just too small to effectively engage with such a large sector) were quickly removed from the project and assigned to areas where they would have greater effect. As a result, the project still focused on all three Rio Conventions (climate, biodiversity and desertification) if not in the three chosen sectors. However, the energy sector was still engaged through targeted awareness and training and other sectors, such health, were brought in through realignment of the focus on social and livelihood issues.
156. Work planning and work plan execution has been both effective and carried out in a timely fashion. Studies and other reports have been focused and highly effective as a result of the strong technical capacities within the PCU, good planning, the careful drafting of TOR, thoughtful selection of technical expertise and diligent oversight of reporting.
157. The project has identified the technical expertise within the partner agencies, NGOs and CBOs, and has been confident to allow these to take the lead when appropriate resulting in a strong, and real, sense of national ownership of the outcomes.
158. As a measure of the project's effectiveness and efficiency it has attracted cash co-financing in excess of the original GEF fund.

3.3.3 Country Ownership

159. The project was implemented under a National Implementation Modality (NIM). The HKJ has considerable national technical expertise and the project and partners were able to identify these areas and individuals, honestly and critically identify gaps in their knowledge and expertise, and use this expertise partnered with external Consultancies where needed to produce high quality outputs such as the DEWS.
160. The move during the inception phase to adapt the projects management framework to better reflect the workings of government and the decision-making pathways increased the national ownership of the project processes and outcomes.
161. UNDP and the PCU, which itself was embedded in the MoEnv, have a strong working relationship with all of the partners and have shown a confidence and willingness to let them take the lead where appropriate.
162. The HKJ, despite its apparent prosperity struggles to meet its development objectives financially. The various sector agencies can, and do, own the process. The CCCD has demonstrated how budgets can be used to fund both development and environmental gains, however, it is likely that this process will need external material assistance for some time to come.

3.3.4 Mainstreaming

163. The original approach for mainstreaming involved building capacity for policy and regulatory development (outcome 1) and increasing awareness of the Rio Conventions and how they support sustainable development. Outcome 1 also included pilots to roll out interventions recommended by the policy formulation. This is not an unreasonable approach but the resources for the pilots was limited⁷³ and very “heavy” on technical assistance and reporting. With the very strict targets in the SRF this give the impression that the participants would be trained and then go out and implement. In this sense it was very technocratic and “top down”. The “learning by doing” approach so espoused in the Project Document was to learn and then go and do.
164. The approach taken by the PCU was subtly different from this in that it took the problems faced on the ground and then fed them back up into the process of policy formulation and planning. In this way the “learning by doing” approach was reversed in as much as the participants solved the problem and learned in the process; which fed back into the policy. Of course, this is only possible in the circumstances where the larger national processes, such as decentralisation, and increasing awareness of the causal linkages between climate change, drought, urban drift, poverty and social unrest. Furthermore, this could only be achieved with a dynamic and technically proficient, experienced PCU that could see the larger picture and adapt the project accordingly. Although the project did not mainstream within the energy sector plan it is clear that the project, the outputs and outcomes, have mainstreamed the three Conventions. The results are presented in Table 14.
165. The approach taken by the project has from the outset mainstreamed the core principles of UNDP into the outputs and outcomes. As should be the case, it is hard to disaggregate poverty alleviation from governance from gender equality and women’s’ empowerment:
166. Poverty alleviation: As has been discussed at length and throughout this report, issues of poverty, urban migration and lack of rural livelihood opportunities was upmost in the minds of decision-makers at the time that the project was starting. It was becoming increasingly apparent that the insecurity unfolding in neighbouring Syria had at least in part, its roots in catastrophic droughts, loss of livelihoods and urban drift resulting in disenfranchised internally displaced people, competition for services and resources and poverty. Arguably, there was no need to mainstream as such, the answers lay in building resilience into rural societies. While the project cannot boast any impressive increases in household incomes or other objectively measurable SMART indicators and targets, it can point to the painstakingly careful and thoughtful picking through of these problems, providing rural communities with an opportunity and some basic tools to solve problems themselves and ensuring that the regulatory and policy framework supports and doesn’t obstruct their efforts to build resilience. For instance, the attempts to develop hydroponics by one of the CBOs supported by the project do not appear to be a great success, but the process of developing this has focused on water issues and is now “spinning off” into water harvesting, drip irrigation and composting. While these are very practical examples of the support given to drive CBNRM and collaborative approaches in rangeland management and the water policy and DEWS have very real and beneficial implications to rural communities especially as they relate to strengthening livelihood resilience.
167. Governance: The National Rangeland Strategy already advocates a community-based approach to the management of rangelands. However, such approaches are complex and require specialist knowledge to develop, not least because they challenge existing power structures. That said, a properly formulated CBNRM approach has at its heart, *inter alia*, the devolution of elements of authority and responsibility, apportioning costs and benefits, recognising that the unit of proprietorship should be the unit of production, management and benefit, and; the unit for collective management should be as small as practicable and functionally efficient within

⁷³ The Project Document in this respect is confusing because it appears to allocate the bulk of the fund to Consultancies and it is not clear how these pilots would have been financed.

ecological and socio-political constraints. From a social dynamics perspective scale is an important consideration; large-scale externally imposed structures tend to be ineffective, increasing the potential for corruption, evasion of responsibility and lethargy in respect of broad participation. Where collective management structures are based on existing collective management structures and are at a scale that ensures regular contact of the members, it becomes possible to enforce conformity to rules through peer pressure and control individual actions through collective sanction⁷⁴.

168. Related to the issue of rangeland management, an important point to make is that the project clearly recognised that success in this field, whether measured by rural community resilience, biodiversity conservation in pastures, preventing soil erosion and increasing groundwater recharge, and other ecosystem goods and services, *is an issue of governance*. Further, it started from the point of property regimes differentiating between a common property (the pasture) and a private property (individual or family's livestock). Therefore, mainstreaming good governance is at the heart of this approach pursued to various degrees by the MoA, RBG and the project *per se*.
169. While the benefits of more resilient and people-centred rangeland can be measured in the increased flow of ecosystem goods and services and in improved rural livelihoods "*benefit [from CBNRM] should also be understood in non-pecuniary terms, and when economic benefit is linked with authority and responsibility large increments in social capital can result*"⁷⁵.
170. Gender equality and women's empowerment: The project has paid close attention to gender equality and women's empowerment. This is evident in its selection of women candidates for training and ensuring that women candidates were put forwards for training and other project activities. While this may not work out at an ideal fifty-fifty ratio gender ratio in every aspect of the project's activities, it is certainly higher than if the project had not actively promoted women's participation.
171. The project recruited Gender Mainstreaming Specialist to provide the project with practical guidance on how to address gender inequalities related to the environment management system in Jordan, as well as to help and guide the project management to apply a gender perspective to its work and, more specifically, to mainstream gender throughout the project implementation. The project undertook the following activities:
- Assessed to the, extent possible, the level of gender "awareness" and "sensitivity" among the Rio project partners and stakeholders.
 - Undertook an in-depth analysis for the national environmental management related-policies and strategies to define the relevant actions for gender inequalities.
 - Defined the values that gender mainstreaming brings to improve the national environmental management system.
 - Defined tools and resources to support gender mainstreaming in the national environmental management system.
172. The project produced the following:
- A National Roadmap for Gender Mainstreaming in the Environmental Management System.
 - An Analysis Report.
173. The project also carried out a three-day training workshop on "Gender Mainstreaming" between 27-29 November 2017 where thirty participants from different government and non-government, and other concerned stakeholders were provided training on the concept and the practical tools and techniques for Gender Mainstreaming in Jordan.

⁷⁴ Principles for developing a sustainable use system (adapted from Murphree, M. J., Wildlife Division Support Project, CREMA Review Report No. 56. Wildlife Division of the Forestry Commission, Ghana and IUCN. October 2005)

⁷⁵ Professor Marshal Murphree, originally prepared as a keynote address for the 2008 La Tapoa Workshop on NRM and CBNRM.

174. Moreover, and in line with the points made about poverty alleviation and governance, the project recognised that women play an important role in the management of biodiversity and in rural circumstances women often have a high dependency on biodiversity and other natural resources for their livelihood security and its sustainable management is of real and practical concern to them. Therefore, the approach taken by the project, particularly related to the pilots explicitly recognises the need for women to be equal partners and have access to equal opportunities.

Table 14 Mainstreaming outcomes and outputs summary

Outcome / output	Institution	Document	Integration / mainstreaming	Responding to	Project Outcome	Significance
A strategic document to guide drought management.	Institutionally homed in the MWI where it is most effective for coordination across other sectors.	National Policy on Drought.	Rio Expert Committees integrate across agriculture, planning, health, infrastructure, finance & donors.	CCD & CBD (FCCC secondary)	1 & 2	Previously sectors (mainly agriculture) responded to droughts. With the new policy and DEWS all sectors can be proactive for long-term planning in resilience, avoidance and mitigation.
Proactive tool for drought management.	Led by MWI but with inter-agency integration.	Drought Early Warning System (DEWS).	Inter-agency & input from Universities, meteorology, etc.	FCCC & CCD & CBD	1 & 2	Supports the implementation of the NPD.
A dedicated unit within the lead agency for drought.	MWI	Drought Management Unit.	Close links with relevant agencies established.	CCD & CBD (FCCC secondary)	1 & 2	Previously drought any response to drought was spread across distributed across various departments without a unified response.
Drought now recognised as the fourth Natural Hazard in Jordan	The National Centre for Security & Crisis Management	The National Disaster Risks Reduction Strategy	Drought now recognised as the fourth Natural Hazard in Jordan	FCCC & CCD & CBD	1 & 2	Previously reaction was responsive to drought. Now all sectors are proactive and compelled to plan and respond.
Rio Committees (climate, biodiversity & desertification).	Cross sector.	The Formation Decree	Panel of experts, bureaucrats and administrators.	FCCC & CCD & CBD	1 & 2	These Committees have been reformed, revitalised and are now reporting to the Higher Committee which gives them access to the higher echelons of decision-making including the Cabinet. Provides a multi-disciplinary approach to planning and responding.

Outcome / output	Institution	Document	Integration / mainstreaming	Responding to	Project Outcome	Significance
80% of HKJ land area potentially under socially, economically and ecologically resilient management.	MA.	National Rangeland Strategy. This was already a progressive policy but was missing the “how” to implement.	Mostly the MA but with input from other sectors and Municipalities.	CCD & CBD (FCCC secondary ⁷⁶)	1 & 2	Policy imperatives in the NRS are now being tested and operationalised with a range of management approaches which address historical inefficiencies and inequalities in the management of rangeland particularly in relation to resource tenure, management responsibility and authority.
Demonstrated response to Rio Convention issues	MWI, MA & other sectors to a lesser extent.	National Criteria for natural rangeland reserves selection.	MA & National Concerned Institutions.	CCD & CBD (FCCC secondary)	1 & 2	Objective criteria for the selection of rangelands and the use of genetic reserves. An important step forward to a more holistic and ecologically resilient approach to rangeland management which occupies 80% of the HKJ land area.
	NGOs, CBOs, local communities, Municipalities.	-	Sector agencies & donors	CCD & CBD (FCCC secondary)	1 & 2	Tested approaches to development showing alignment with Rio Conventions and / or Rio Convention gains (e.g. water harvesting, genetic diversity in rangelands ⁷⁷ , etc.). Access to financing for Rio Convention aligned development activities through increased capacity at local and CSO scales.

175. When arranged in this way it illustrates the inefficiencies and lack of clarity of purpose in the project’s SRF.

⁷⁶ The HKJ Intended Nationally Determined Contribution (INDC) cites mitigation measures in the agricultural sector as: vii. Agriculture and Food Security Sector – Afforesting 25% of barren forest areas in the rain belt areas on which the rate of precipitation exceeds 300 mm. It does not include rangeland and soil carbon.

⁷⁷ Rangelands have been found to be a useful source of carbon. For instance: Soil Carbon Sequestration in Grazing Lands: Societal Benefits and Policy Implications, Ronald F. Follett and Debbie A. Reed, *Rangeland Ecology & Management*, Volume 63, Issue 1, January 2010, p. 4 -15, Soil carbon sequestration accelerated by restoration of grassland biodiversity, Yi Yang, David Tilmen, George Furey & Clarence Lehman, *Nature Communications* volume 10, Article number: 718 (2019), among others.

3.3.5 Sustainability

176. Rated as **Likely**. This should not come as any great surprise because a well-thought through intervention should be able to “ring all the bells” for sustainability but also, importantly, the fallout from the “Arab Spring” which was seen as something of a distraction to achieving the projects objective in the Project Document (see Section 2.2); was turned to good advantage by the PCU. Poverty and unemployment were the big and pressing issues occupying the decision-makers at the time the project started up. Avoiding these issues would have side-lined the project in exactly the way the Project Document suggested they might. Taking on these issues through the lens of the Rio Convention ensured that the principles and objectives of the Conventions were not just mainstreamed but will also be part and parcel of the “go to” solutions for decision-makers. In this way it is highly likely that there will be continued budget allocation for solutions to poverty alleviation, unemployment and a range of other “mainstream issues” which address the environmental causes and not just offer short-term support to the symptoms.
177. It is important to “unpack” this, because it would be misleading to present this as a clichéd example of *turning threats into opportunities*. Rather, it provided the tools, capacities, training and the persuasive arguments to look at the cause and effect relationships between socio-political, economic and environmental drivers that were creating the conditions of poverty, unemployment and social discontent. It’s not a panacea⁷⁸, but it is a different way of looking at the world.
178. The project also looked carefully at the way in which decisions are made and the workings of government *per se*. This involved some challenging decisions, especially on the issue of institutional responsibilities for drought, and drove through these changes. The persuasive powers of the PCU, as well as the trust it engendered in the partners, played a significant role in driving through this restructuring.
179. Lastly, the project took an approach, which does not come through in the narrative of the strategy in the Project Document and is only alluded to in the Inception Report, to consider governance in the broadest sense of the word and not just from the narrow constraints of the policy and regulatory framework and the institutional structures. This meant that outcomes had to work at every scale, and for everyone.
180. In taking the project outcomes down to a very local, even a personal level, through the pilot projects; global benefits and local benefits were closely married. This was not as simple as it sounds because it involves significant trade-offs between different interests (state and non-state), addressing issues of local accountability and building confidence and trust between the different interests. In this respect the project appears to have found a good partner in the RBG, and indeed in the MA itself, and it is likely that this endeavour will continue. This is important because it relates to the manner in which 80% of the HKJ’s land area is managed (be it for the, *inter alia*, prevention of desertification, recharge of ground water reserves, rural livelihoods, national food security, carbon sequestration in rangeland soils to combat climate change, the conservation of genetic diversity...). Currently this management can be largely characterised as deteriorating as a result of historic interventions creating a disconnection between authority and responsibility, external factors (e.g. the first Gulf war), climate change, over-exploitation, and a range of other *drivers*.
181. The national policy on rangeland supports community-based approaches, various other agencies are also moving in this direction and the project has taken this further with its understanding of community-based natural resource management. It has brought an important

⁷⁸ A solution or remedy for all difficulties or diseases

perspective to this which was also expanded to cover other community-based or local-level initiatives (e.g. water harvesting). Within the narrow restraints of the Project Document, *governance* was largely represented by the institutional framework. In the activities of the project *governance* recognises that when it comes to the management of natural resources at the community-level there is a disconnection between authority and responsibility, and; *“benefit is usually conceptualized in terms of financial revenue, and in unusual circumstances this can be substantial. Normally however natural resource production can only supplement inputs from agriculture and other modes of production, and it is important not to regard community participation in conservation as a panacea for rural poverty. Benefit should also be understood in non-pecuniary terms, and when economic benefit is linked with authority and responsibility large increments in social capital can result”*⁷⁹. Sorting out the institutional framework was an important aspect of the overall project, convincing local people, local communities that they can have some control over their future was the other half of the project that was missing in the Project Document.

3.3.6 Impact

182. For its size, a medium-sized project, the CCCD has had a considerable impact. These can be seen in the many tangible outputs such as the drought policy, the DEWS, the institutional arrangements, the Drought Unit within the MWI and the numerous training and capacity building exercises that have taken place (Annex 10). However, the project has also had a less tangible impact on the way people “do business” in Jordan regarding the environment as it relates to the three Rio Conventions. In two of the most important sectors it has changed the way many people approach problems and the way that they view socio-economic development; not as an activity that competes with sound environmental management, but one which needs to be pinned by environmental resilience.
183. As has been discussed at some length in sections 3.1.1 and 3.2.5, the project’s SRF has provided little by way of a means to measure the project’s impact because of its pedantic insistence on timing, numbers and deliverable activities. While the TE does not want to overplay the impact of what was, after all, a modest project of less than one million US dollars in GEF investment, it is also worth noting that the project has done remarkably well by turning a generic project strategy with a weak adaptive management framework into a model project. Admittedly, it had to drop one of the three sector mainstreaming avenues (energy) in order to do this but the reality was that there were never sufficient resources to mainstream into the energy sector *per se*, and through the vehicle of the National Energy Efficiency Plan.
184. While the scope of the impacts is spatially relatively modest, there is high potential for upscaling not least because the project’s approach encouraged an atmosphere of self-reliance and bottom-up problem solving. For example, there is evidence that the experience in developing community-based pasture management is spreading through word of mouth between Tribal groups⁸⁰.

4 Conclusions, Recommendations and Lessons

4.1 Findings

185. There were a number of weaknesses in the Project Document which can be characterised as being too technocratic in its approach. However, this has to be seen against the GEF-5 Focal Area Strategies advice on CCCD which, arguably, is itself focused on the policy and technocratic development. Under the circumstances in Jordan around the start-up of this project such an approach would have gained little traction with decision-makers who reasonably saw it as meeting international obligations rather than addressing urgent national issues; even though those

⁷⁹ Adapted from an abstract by Professor Marshall Murphree (in press)

⁸⁰ Pers. Com. Spokesperson for Ain Ghazal Cooperative, *Homrt Ma'in*

obligations were essentially about addressing many of the root causes of the national challenges. It just didn't seem that way from the Project Document.

186. However, during the inception phase the PCU was able to "rephrase" the question and make the projects focus more relevant to national stakeholders while still maintaining the overall outcomes and objective.
187. The decision to not pursue the National Energy Efficiency Plan was, in the eyes of the TE, a wise one, not least because it allowed the project to focus on the remaining two vehicles, agriculture / rangelands and water / drought in order to produce strong and sustainable outcomes but also because the energy efficiency plan itself had too narrow a focus and was anyway due for revision shortly after the project had started.
188. The project has carried out extensive training and facilitated the partner organisations capacity building by provided a safe space for the experts and non-experts to think about the problems they face and develop solutions broadly framed within the Rio Conventions. In particular, it has changed the way that the Rio Conventions are perceived from being international obligations to be met; to a set of guiding principles and mutual outcomes that need to be achieved to underpin sustainable social and economic development.
189. It has developed a national policy on drought management (unforeseen in the Project Document) and a tool with which to implement it (the DEWS). Within the MA it has enabled the implementation of the rangeland policy by partnering with other capable organisations such as the RBG and CBOs in successfully mainstreaming community-based approaches to resource management. In both instances (water and agriculture) this has involved a mix of highly technical interventions and adaptive interventions.
190. The institutional governance has been streamlined to better fit the workings of government and Parliament empowering the three National Rio Committees by placing them under the Higher Committee chaired by the Minister of Planning and co-chaired by the Minister for Environment. This is supported by two national By-laws on biodiversity and climate.
191. The project and its partners (state and non-state) have successfully taken the policy and regulatory environment down to the level of the resource users themselves by implementing a number of very good pilot projects, all framed within the Rio Conventions. Within this mix of pilot interventions, the project has introduced progressive approaches to resource management which are broadly in line with all three Rio Conventions, the most interesting of these being the introduction of community-based rangeland management which has implications for rangelands throughout the Kingdom.
192. The PCU has been highly adaptive and ably supported by its partners and the UNDP CO. This is demonstrated in the way that it has adapted the Project Document during the inception phase and made the appropriate changes to strengthen the project's strategy and its way of doing business. The UNDP CO has encouraged the national ownership of the project and its outcomes and this has been reciprocated by the project partners and the MoEnv which was the lead agency and within which the PCU was embedded.
193. The PCU has shown excellent communication skills, in particular by aligning the project outcomes with those of government, and an ability to work well with other organisations including other donor-funded projects working in similar areas, and, by paying close attention to gender mainstreaming in all aspects of its work. Work planning and implementation have been carried out intelligently and in a timely fashion and there has been good financial controls on the project. Reporting, monitoring and evaluation has been carried out however, the PCU has struggled with the SRF due to the poor nature of the indicators. The project requested and was granted a one-year no-cost extension in 2018.

4.2 Conclusions

194. Therefore, the CCCD project has been a success by any measure, even by the indicators and targets set out in the original and somewhat dysfunctional SRF. For a very modest GEF investment it has provided a space for stakeholders to think about the challenges presently facing Jordan, and

in the future⁸¹, facilitated the restructuring of the institutional arrangements for two of the principle sectors (water and irrigation, and agriculture) involved in implementing the Rio Conventions and their working relationship with the MoEnv which is the statutory home for the Conventions and the primary regulator.

195. The success of the project has also been supported by a national process of decentralisation and support to rural communities as well as a desire to strengthen local governance at the governates level. It is unlikely that the project could have reached as far as it did if there was not a broadly supportive enabling environment. But equally, the project expressed in the Project Document would not have been able to ride this wave of support and it was the actions of the project partners, the PCU and the UNDP CO which ensured that the *project* and national *processes* were closely aligned.
196. Despite the shortcomings of the Project Document the project is rated as **Highly Satisfactory**.

4.3 Recommendations

197. The CCCD has succeeded in what it set out to do, to mainstream the Rio Conventions into the two sectors⁸² plans (water and agriculture) and created an institutional culture which solves problems, at least in part, through the lens of the Rio Conventions. However, this is by no means secure and it will need to be rolled out and adapted further. Moreover, it is clear that the economic conditions in the region will continue to constrain government spending on the environment for the foreseeable future.
198. The HKJ is never far from an impending natural hazard by the simple fact of where it is located in the world; and history. Climate change is tragically accelerating the speed at which these events come. Our understanding of the linkages between environmental degradation and the resulting climate change as well as the policy responses challenges to social unrest, insecurity and conflict is growing. This requires increasingly sophisticated responses, albeit in the unwieldy form of a project intervention. This is both the strength and weakness of a GEF project; they try to solve all the problems.
199. While the TE has been critical of the original design of the project this should not distract from the value of the Rio Conventions in helping to shape national policy frameworks and policy responses. The CCCD project has ably demonstrated this.
200. The challenge now lies in creating a project that is broad enough to encompass all of the cause and effect relationships without expanding to a suffocating level of complexity. Again, the CCCD appears to have achieved this, partly by design but mostly through the skill and experience of the PCU and the UNDP CO, and the willingness and expertise of the project's partners, but also helped by the prevailing political climate and process of decentralisation and support to rural communities. It is therefore hard for the TE to make any recommendation other than to carry on doing more of the same. Therefore, the TE makes the following recommendations.

4.3.1 Recommendation 1

201. **Greater attention should be paid to the strategic results framework during project design:** It is hard to understand how the project's SRF was approved. Log frames or SRFs are many and varied and invariably there are different opinions and often heated discussion on what constitutes an outcome, an objective, an indicator and a target. However, in this instance the SRF had structural weaknesses (e.g. output indicators) as well as the inappropriate choice and / or phrasing and the number of indicators, baselines and targets. This raises important questions about who

⁸¹ The project used a scenario planning approach very early on in the project's life. Scenario planning is a technique which allows broad participation by a range of stakeholder interests and an opportunity to rehearse plausible future scenarios under different conditions.

⁸² As the Inception Report is an integral part of the project's documentation and project cycle, the decision to drop the National Energy Efficiency Plan as a vehicle for mainstreaming was not contested by any party at the time and the TE considers the decision to have been in the best interest of achieving the project's outcomes; therefore, two sectors are successful.

in the process of project cycle management has control over the SRF. As the principle monitoring and evaluation tool for a GEF project it is surprising how little attention is paid to the SRF during the design. In the event, the decision by the project to continue with the SRF was a correct one, in the opinion of the TE. To have tried to revise the SRF into anything more useful would have required significant changes to it and caused long delays. Therefore, all parties were correct to keep working with the SRF despite its shortcomings, but this was not without risk had something gone wrong.

202. **Action to be taken (UNDP CO):** Future project designs should be subject to a stricter and more systematic approach to developing the SRF. Whether this is through an expert panel or similar mechanism but the main point being that the SRF is properly developed during the design phase through a stand-alone process and not retro-fitted to the project document at the last moment. Large stakeholder workshops are probably not the forum to do this because they are large, unwieldy and include too many participants with little interest and little experience in the monitoring and evaluation process. Neither is a narrow focus of the Consultant tasked with developing the Project Document. An expert consultation process followed by a facilitated expert workshop would be expensive; but unless there is greater investment in developing the SRF they will continue to be of poor quality. Developing the SRF is a cognitive and iterative process that needs to start at the very beginning of the project design phase.

4.3.2 Recommendation 2

203. **Attention should be paid to assessing risks in the project design:** There were a number of un-assessed risks not mentioned in the Project Document risk assessment. The most important were related to the NEEAP and the National Drought Action Plan. It was already clear at the time of design that the NEEAP would expire and the NDAP was expected to be produced in time for the project's start up. This is not to say that the project did not respond correctly when these risks materialised. In fact, the project responded very thoughtfully and effectively making hard decisions and taking effective and adaptive action to address them.

204. **Action to be taken (RTA):** Project Documents are fairly impenetrable affairs. They are wordy and confusing including a mixture of narrative, strategy and tools (e.g. the Risk Log, the budget, the SRF, etc.). The narrative component is important because GEF projects are dealing with complex systems and should not be ignored. However, different RTAs appear to have different formats for many of the tools especially the risk log and the SRF. These need to be standardised⁸³, removed from the narrative part of the document and included as annexes and a checklist. Risk logs should be colour-coded with a "traffic lights" system (High – red, Medium – orange, Low – green)⁸⁴. Overall, Project Documents need to be made more accessible and "user-friendly" in the future.

4.3.3 Actions to Follow Up or Reinforce Initial Benefits from the Project and Proposals for Future Directions Underlining Main Objectives

205. Having successfully mainstreamed the Rio Conventions into the policy and planning frameworks for water and rangelands (the TE includes climate in this assessment because the project outcomes do respond to the FCCC even if it is not directly through the National Energy Efficiency Plan), it is important to realise that these gains remain fragile and will need to be supported, expanded and adapted for some time to come.

206. The UNDP CO is preparing a project proposal based on the progress of the CCCD project on drought. It was recognized that it is important to establish a regional collaborative framework for drought adaptation through which countries of the region can exchange knowledge and share data on climate and to demonstrate practical measures for climate adaptation that reduce the risks of climate displacement, particularly in water and food security sectors. The project entitled

⁸³ The TE uses this term, "standardised", guardedly because there is arguably no such thing as a "standard" UNDP-GEF project.

⁸⁴ Many projects and RTAs already insist on this.

“Applying ecosystem-based approach to build the resilience of food and fragile socio-ecological systems in Jordan and Lebanon to adapt with the adverse impacts of climate change is a multi-country project (Jordan and Lebanon) funded from the Adaptation Fund⁸⁵ and the three outcomes: 1) Regional framework to develop a capacity and knowledge base of climate risks to avert food insecurity and climate displacement; 2) Demonstrated measures for applying ecosystem-based and other “hybrid” approaches at the farm landscape levels to improve resilience local livelihoods and food systems, and; 3) Knowledge on climate change adaptation measures is captured and institutionalized at community, landscape and upstream level, pick up where the CCCD project has left off and build on the important gains made by the project.

207. In particular, the current capacity and resources in the newly established Drought Management Unit within the MWI are still insufficient to lead the process of localizing the scientific approach to drought projection and upscale the local autonomous knowledge of drought adaptation to inform the national drought management plan and should be a particular focus of attention and support.

4.4 Lessons

208. **Global benefits need to have local relevance:** It is easy to lose sight of the purpose of the Rio Conventions within the febrile environment of a project. For instance, a shepherd in the Jordanian badia does not need to know that he or she is responding to the social articles in the FCCC, CCD or CBD. Sustainable use is defined in the CBD as the *“use of components of biological diversity in a way and at a rate that does not lead to the long-term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations”* (Article 2). Use can and, under favourable condition, does improve the conservation status of biodiversity resources⁸⁶. There is a growing body of evidence already cited in this report to show that resilient and diverse pasture lands sequester carbon in the soil and good soils increase water infiltration and reduce accelerated run off, recharging aquifers and reducing flood hazards and preventing the spread of desertification. Arguably, his or her actions, the choices and trade-offs made, are part and parcel of the Conventions.
209. It matters little at this scale, what does matter is that he or she feels that they have security of resource tenure so that they can invest in resource management or similar common property, that they have a voice and there is local accountability so that they might protest a development that threatens their resource or accept an opportunity cost in return for future benefits. Arguably it is all conservation, in its broadest terms, which is the purpose of the Conventions.
210. The project was able to support this process by investing in the pilot projects but it was not evident in the original design of the project despite being there in the Project Document narrative.
211. **Sustainable use versus alternative livelihoods:** Much of the conservation effort in Jordan, particularly where it is related to protected areas, has until recently been focused on an *alternative livelihoods trade-off* approach⁸⁷. Whereas, when it came to resource use the CCCD project (along with its partners in the MA and RBG) took a robust *sustainable use* approach and also linked this to community-based natural resource management (CBNRM) and co-management arrangements (in the case of grazing reserves). The 2007 Final Evaluation of a UNDP-GEF project in Jordan commented at the time that:

“Market led approaches to conservation are on the whole robust and effective, however, economists might want to simplify the equation by putting a financial value on the quid pro quo of the trade-off. But, it is important to bear in mind basic human nature in respect of

⁸⁵ The Adaptation Fund is an international fund that finances projects and programs aimed at helping developing countries to adapt to the harmful effects of climate change. It is set up under the Kyoto Protocol of the UNFCCC

⁸⁶ Sustainable Use: Issues and Principles, South African Sustainable Use Group, IUCN Species Survival Commission, Undated.

⁸⁷ Final Evaluation - Conservation and Sustainable Use of Biodiversity in Dibein Nature Reserve Project (JOR/02/G35, 00013204) Document submission date: 25th June 2007

determining a range of motivations and values. Self-reliance, independence, the security to manage their resources and determine their future are all characteristics of rural communities and can be strong motivational factors in encouraging sustainable management of natural resources. The alternative livelihoods trade-off approach implies an element of conceding or relinquishing territory and resources, or authority and responsibility, in return for increased dependence upon an external provider. While this may not always be the case it is important to bear this in mind⁸⁸.

212. Considerable attention is given to this (self-reliance and social capital) in all three Conventions in one way or another and it is not necessary to cite the specific articles here. The Project Document more or less set out to do this, at least as it relates to the institutional, policy and regulatory framework. However, the project, through its approach to implementation put policy into practice. This in itself is an important and progressive step and it should be important to continue to support and monitor the progress of this change in approach.
213. **Project design and Strategic Results Frameworks; what goes wrong?** The SRF is the primary tool for monitoring and evaluation in UNDP-GEF projects. However, in the TE's experience the quality of these tools is often very poor. Major problems include, *inter alia*, inappropriate indicators, "SMARTness" of indicators and targets, misunderstandings over what is an outcome, an output, an indicator or a target, different formats across different projects, indicators with unachievable and very expensive data collection, data gathering beyond the competences of the country, data which will only be available following the successful capacity building by the project but necessary for a start of project baseline, to name a few.
214. In the case of CCCD, for instance, a Knowledge, Attitudes and Practices (KAP) survey may have been useful tools to measure indicators. However, a credible survey would have required specific technical assistance and likely have been as expensive as the TE itself. Monitoring and evaluation is expensive, therefore, it is very important to be clear exactly what why a project monitors, what it will monitor and what it will do with the data.
215. It is also important to consider the project development phase which eventually produces the Project Document, and of course; the SRF. This is a far from ideal process as project partners, normally with the help of an external Consultant, try to marry the GEF programme expectations with those of the beneficiary country, often with considerable time, material resources and financial constraints. This can be a challenging task as pressing national priorities are not always aligned with GEF priorities, or they need considerable "translation" before they fit with national expectations.
216. The SRF, therefore, should condense this highly complex intervention, in a highly complex and unpredictable socio-political ecosystem, into a logical hierarchy of activities, outputs, outcomes and an objective or goal with a means to measure both performance and impact. Are we doing what we said we would do, is it having the predicted effect and what is the overall impact? Essentially a schematic or tabular description of the project in its entirety.
217. Wrapped up in this are elements of audit and elements of adaptive management. Therefore, the SRF has two functions. The first function is essentially a contractual one which sets out what the project will produce, the *audit* function. The second function, and arguably in terms of impact or results, the more important function, is one of adaptive management. The project design is not an exact science, it is a collection of assumptions, predictions and in some extreme cases; hopes and wishes. Therefore, it is necessary to set out what is predicted to happen following an intervention, how it will be measured and how success will be gauged. If, during the process of implementing the project it is seen not to be working as predicted, then it is important to revisit the assumptions on which the intervention has been based, and indeed, the whole "understanding" or "hypothesis" of how the system is working.

⁸⁸ *Ibid.*

218. Human nature being what it is, the contractual function of the SRF often over-rides the adaptive management function. The SRF simply becomes a checklist for auditing the outputs. Arguably, this is a safe way of evaluating a project because it is simply a case of presence or absence and no expert opinion, which might be contested, is necessary.
219. Quite how the CCCD project SRF was approved is not clear. Something seems to have gone wrong. Firstly, in the acceptance of the SRF itself during the project approval phase and then following the project's start-up when the UNDP CO and the PCU and partners felt that they could not make the changes to it. Certainly, there was a near-universal agreement amongst partners that the SRF was of little value. However, there was no attempt to really challenge and change it.
220. There are possibly three reasons for this. Firstly, it may be that at the national level challenging the whole project hierarchy and the expert opinion of the Consultant project designer creates a daunting and insurmountable barrier, especially when a project has already experienced delays. This may be especially so when the individuals dealing with the SRF are not necessarily the same people involved in its design.
221. The second reason; it is possible that the contractual or audit function is over-riding any concerns for adaptive management and monitoring and evaluation. Those struggling with the SRF are unwilling to make any significant changes because this may be perceived by the GEF as "moving the goalposts" and not delivering the promised outputs because the indicators have changed. This would be particularly so with an SRF such as the one which the CCCD was working with because the "indicators" were mostly specific targets or simply activities the project was supposed to carry out.
222. The third reason may be that at the country level there is very little participation in the development of the SRF and the PCU and UNDP CO feel that it is better not to challenge the expert opinion of something that has been developed largely without their input but approved higher up the project management hierarchy including by the GEF CEO and the GEF Scientific and Technical Advisory Panel (STAP).
223. It may be that all three, and other, reasons come to play in the decision not to significantly challenge the SRF. But for whatever reason, or reasons, it is something that needs to be addressed so that projects feel greater ownership of the SRF and its use in monitoring and evaluating the project.

5 Annexes

Annex 1 Terms of reference

INDIVIDUAL CONSULTANT PROCUREMENT NOTICE



Date: 2 Jan, 2019

Country: Jordan

Description of the assignment: International Evaluator -Terminal Evaluation of “ Mainstreaming Rio Conventions into National Sectoral Policies Project”.

Project name: Mainstreaming Rio Conventions into National Sectoral Policies

Period of assignment/services (if applicable): 25 days during Feb 4th – Mar 22nd, 2019.

Proposal should be submitted by email to ic.io@undp.org copying rana.saleh@undp.org no later than 13 Jan. 2019.

Any request for clarification must be sent in writing, or by standard electronic communication to e-mail rana.saleh@undp.org Ms. Saleh will respond in writing or by standard electronic mail and will send written copies of the response, including an explanation of the query without identifying the source of inquiry, to all consultants.

1. BACKGROUND

Among the capacity development priorities of Jordan identified by the National Capacity Self-Assessment (NCSA, 2007), is the lower level of prioritization given to address multilateral environmental agreement (MEA) issues and obligations due to inadequate awareness and understanding of the intrinsic values and contributions of the global environment to national socio-economic development.

The Ministry of Environment with fund and support from GEF-UNDP commenced the implementation of “Rio Conventions in the Development Sectors of Jordan” project that aim at mainstreaming Rio Convention provisions and principles into the national development policies and processes.

The project is expected to produce several important outcomes that enhance the value of the National Rangelands Strategy and the National Drought Management Plan through introducing the wise management principles and practices embedded in Rio conventions during the implementation of targeted strategies and plans.

2. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK

[Provide a brief description of the assignment or refer to the Annex covering the TOR]

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. The terminal evaluation will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Jordan including field visits to project's pilots sites. Interviews will be held with the following organizations and individuals at a minimum:

- UNDP CO
- Project team
- Ministry of Environment (MOEnv)
- Ministry of Planning and International Cooperation (the GEF focal point)
- Ministry of Water and Irrigation
- Ministry of Agriculture
- Royal Botanic Garden
- Jordan Meteorological Department
- Pilot project beneficiaries

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment.

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b)

verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

3. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

The consultant shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

- A Master's degree in natural resource management / environmental management / business / public administration or other related disciplines
- Minimum 10 years of relevant professional experience
- Knowledge of UNDP and GEF
- Previous experience with results-based monitoring and evaluation methodologies;
- At least two GEF funded project evaluation experiences with focus on multi-focal area capacity development project, e.g. on the three thematic areas of the 3Rio convention namely Climate Change, Biodiversity, and Land Degradation
- Technical knowledge in the targeted focal area(s) – Multi Focal Areas – Cross Cutting Capacity Development
- Excellent command of English (oral and written)

4. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS.

Individual consultants are invited to submit applications together with their CV for these positions.

The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

5. FINANCIAL PROPOSAL

- **Lump sum contracts**

The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in instalments or upon completion of the entire contract). 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 (including travel, per diems, and number of anticipated working days).

- **Contracts based on daily fee**

The financial proposal will specify the daily fee, travel expenses and per diems quoted in separate line items, and payments are made to the Individual Consultant based on the number of days worked.

6. EVALUATION

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:

- responsive/compliant/acceptable, and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria.

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
<u>Technical</u>	70%	
Experience in similar tasks		35
Technical approach and methodology and work plan demonstrating a clear understanding of the job to be done		35
<u>Financial</u>	30%	30

Evaluator

ANNEX

ANNEX 1- TERMS OF REFERENCES (TOR)

ANNEX 2- INDIVIDUAL CONSULTANT GENERAL TERMS AND CONDITIONS

Annex 2 Itinerary

Time	Saturday 16/3/2019	Sunday 17/3/2019	Monday 18/3/2019	Tuesday 19/3/2019	Wednesday 20/3/2019	Thursday 21/3/2019
9.0 am-11.0 am	Arrival & Meeting with Project Team	UNDP	Visit the Pilot of Ain Ghazal Cooperative	Visit the Pilot of Al Dissi Cooperative	Ministry of Water & Irrigation	Debriefing (UNDP Premises)
11.0 am-1.0 pm		Ministry of Environment	Visit the Pilot of Al Beereh Cooperative		Ministry of Agriculture	Departure
1.0 pm- 2.0 pm		Lunch Break			Lunch Break	
2.0 pm-4.0 pm		Royal Botanic Garden			Ministry of Planning	

Annex 3 List of people interviewed

UNDP	Sara Ferrer Olivella	Resident Representative
	Dr. Nedal Alouran	Head of Environment, Climate Change & DRR Portfolio
	Rana Saleh	Environment, Climate Change & DRR Program Analyst
Project Management Unit	Sami Tarabieh	Project Manager
	Duaa Ajarmeh	Project Assistant
Ministry of Environment	Eng. Raed Bani Hani	Head of Nature Protection Directorate/Project National Focal Point
	Eng. Belal Qteishat	Head of Biodiversity Protection Section
	Eng. Issa Mazahreh	Head of Sustainable Land Management Section
	Eng. Belal Shaqareen	Head of Climate Change Directorate
Ministry of Agriculture	Eng. Ali Abu Hammour	Secretary General Assistant for Forestry and Rangelands
	Dr. Wael Al Rashdan	Head of Rangelands Directorate
Ministry of Water and Irrigation	Eng. Adel Obeiaat	Head of Policies and Strategic Planning Directorate
	Eng. Ali Ghanem	Head of Drought Management Unit
Royal Botanic Garden	Dr. Mustafa Shdaifat	Head of Programs
Ain Ghazal Society	Fahid Al Arameen	Board Member
Al Disi Women Cooperative	Jameelah Al Zalabiah	Head of Cooperative
Al Beereh Charitable Society	Dr. Mahoud Elwan	Chairman

Annex 4 List of documents reviewed

CCCD Project Document
 CCCD Inception report
 PCC minutes of meeting
 Progress reports
 National Energy Efficiency Plan
 Mainstreaming Rio Conventions into National Sectoral Policies Project, Replication Strategy
 GEF-5 Focal Area Strategies, The Global Environmental Facility
 Water Sector Policy for Drought Management
 Strengthening the Drought Governance Management System in Jordan
 CDI Validation summary report and drought vulnerability maps
 The National Drought Management Plan in Water Sector
 The National Drought Early Warning System & its SOPs
 Institutional Setup & Regulatory Framework to Drought Management
 Gender Analysis Results
 Roadmap to Gender Mainstreaming into the National Environment Management System

Annex 5 Evaluation Question Matrix

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
<ul style="list-style-type: none"> How and why have project outcomes and strategies contributed to the achievement of the expected results? Have the project outcomes contributed to national development priorities and plans? 	<ul style="list-style-type: none"> Project design remains relevant in generating global benefits and meeting national conservation & development objectives Validity of changes made to the project's approach during the inception phase 	Project Document Strategic Results Framework APRs National & sub-national development plans & policies Project Partner feedback <ul style="list-style-type: none"> Evidence of regulatory & policy reform 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Are the project's objectives and components clear, practicable and feasible within the project's timeframe? 	Measurement of project's achievements <ul style="list-style-type: none"> Strategic Results Framework fulfils SMART criteria and sufficiently captures added value of the project Indicators have been useful in measuring project performance and impact 	Project Document Strategic Results Framework Indicators Inception Report APRs	<ul style="list-style-type: none"> Desk review, interviews, site visits
<ul style="list-style-type: none"> Were the capacities of executing institutions and counterparts properly considered when the project was designed? 	Management arrangements in Project Document and subsequent changes Mobilization of co-financing Partnership arrangements <ul style="list-style-type: none"> Meeting project milestones 	Project Document Inception report APRs <ul style="list-style-type: none"> Minutes of meetings 	<ul style="list-style-type: none"> Desk review, interviews

<ul style="list-style-type: none"> Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry? 	<ul style="list-style-type: none"> As above 	<p>As above</p> <p>Project budget</p> <ul style="list-style-type: none"> Project Partner feedback 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> What are the underlying factors beyond the project's immediate control and to what extent they have influenced outcomes and results? How appropriate and effective were the project's management strategies for these factors. 	<p>Degree to which the project has adapted, adaptive management decisions</p> <p>Signs of expedience or effective management response to situations arising</p> <ul style="list-style-type: none"> Assessment of external risks 	<p>Strategic Results framework assumptions</p> <p>Project Document Risk Assessment</p> <p>Inception Report</p> <p>APRs</p> <ul style="list-style-type: none"> Project Partner feedback 	<ul style="list-style-type: none"> Desk review, interviews
<p>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</p>			
<ul style="list-style-type: none"> To what extent have the project objectives and outcomes, as set out in the Project Document, project's Logical Framework and other related documents, have been achieved? 	<ul style="list-style-type: none"> Achievement of results 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>APRs (latest)</p>	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Review planned strategies and plans for achieving the overall objective of the project within the timeframe. 	<ul style="list-style-type: none"> Progress towards results as reflected in the APRs and SRF indicators 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>Inception Report</p> <p>Multi-year and annual Work Plans</p> <ul style="list-style-type: none"> PSC minutes of meetings Review of pilot projects 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Were the assumptions made by the project right and what new assumptions that should be made could be identified? 	<p>Progress towards results as reflected in the APRs and SRF indicators</p> <p>Lessons learned from other regional and mainstreaming projects incorporated into project design</p> <ul style="list-style-type: none"> Degree to which assumptions held true Sufficiency or resources 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>APRs</p> <p>Inception Report</p> <p>Validity and efficacy of pilot projects</p>	<ul style="list-style-type: none"> Desk review, interviews, field visits

<ul style="list-style-type: none"> Were the project budget and duration planned in a cost-effective way? 	<ul style="list-style-type: none"> Efficient financial delivery 	Financial expenditure reports Combined Delivery Reports PSC minutes of meetings APRs Final co-financing report <ul style="list-style-type: none"> Feedback during TE mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> How and to what extent have implementing agencies contributed and national counterparts (public, private) assisted the project? 	Partnership arrangements Co-financing Up-scaling and rollout of initiatives <ul style="list-style-type: none"> Partnership communications Planned (Project Document) partnerships and actual partnerships 	Final co-financing reports Stakeholder engagement plan Communications strategy PSC minutes of meetings Final tracking tools (Capacity Development Score Card) Adoption of Guidelines Approval & adoption of certification schemes Land use plans	<ul style="list-style-type: none"> Desk review, interviews, field visits
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
<ul style="list-style-type: none"> How useful was the logical framework as a management tool during implementation and any changes made to it? 	Timely implementation of adaptive management measures <ul style="list-style-type: none"> Project performance throughout project lifetime 	Strategic Results Framework Inception Report APRs PSC minutes of meetings Usefulness and relevancy of SRF in assessing performance and impact during TE	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Were the risks identified in the project document and APRs the most important and the risk ratings applied appropriately? 	Degree to which assumptions held true <ul style="list-style-type: none"> Management of risks identified in the Risk Assessment 	ATLAS <ul style="list-style-type: none"> Project Risk Assessment 	<ul style="list-style-type: none"> Desk review, interviews, field visits

<ul style="list-style-type: none"> How and to what extent have project implementation process, coordination with participating stakeholders and important aspects affected the timely project start-up, implementation and closure? 	<p>Progress at close of project</p> <ul style="list-style-type: none"> Partnership relations 	<p>Inception Report APRs PSC minutes of meetings</p>	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Do the outcomes developed during the project formulation still represent the best project strategy for achieving the project objectives? 	<p>Remaining barriers to achieving project objective Degree to which project objective has been achieved</p>	<p>Inception Report Pilot projects Degree to which all three interventions (energy, desertification and rangeland) have progressed Transfer of policy objectives from “shelf” to “field” Assessment of pilots in operationalizing existing and additional Rio policy objectives.</p>	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> How have local stakeholders participated in project management and decision-making? What are the strengths and weaknesses of the approach adopted by the project? What could be improved? 	<p>Stakeholder engagement plan implementation</p> <ul style="list-style-type: none"> Feedback from stakeholders 	<p>Stakeholder engagement plan (in Project Document) Records of exchange visits, workshop participation</p> <ul style="list-style-type: none"> Feedback during field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Does the project consult and make use of skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the implementation and evaluation of project activities? 	<p>As above</p> <ul style="list-style-type: none"> New partnerships developed during project 	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> As above
<p>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</p>			
<ul style="list-style-type: none"> Was project sustainability strategy developed during the project design? 	<ul style="list-style-type: none"> Analysis of Project Strategy for sustainability Actual changes in national policy to reflect Rio Convention objectives 	<ul style="list-style-type: none"> Project Document 	<ul style="list-style-type: none"> Desk review

<ul style="list-style-type: none"> How relevant was the project sustainability strategy? 	<ul style="list-style-type: none"> As above verified by field visits and interviews 	<p>Project Document</p> <ul style="list-style-type: none"> Feedback during field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Are there any financial risks that may jeopardize sustenance of project outcomes? What is the likelihood of financial and economic resources not being available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)? 	<p>Adoption of policy and regulations into working practices and budgeting</p> <p>Private sector acceptance & adoption of policy objectives and activities</p>	<p>National policy and regulatory framework</p> <p>Private sector involvement</p> <p>Economic, social and political sustainability of pilot project outcomes</p>	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Are there any social or political risks that may jeopardize sustenance of project outcomes? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there a sufficient public/ stakeholder awareness in support of the long-term objectives of the project? 	<p>Adoption and budgetary provision for policy and regulatory reform</p> <p>Incorporation of Rio Convention objectives priorities in government, community and private planning</p> <ul style="list-style-type: none"> Impact of project outcomes on local communities, private sector, local government 	<p>Projects Social and Environmental Screening Study</p> <ul style="list-style-type: none"> Feedback from field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<p>Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</p>			
<ul style="list-style-type: none"> How has the project contributed to the reduced environmental stress and/or improved ecological status? 	<ul style="list-style-type: none"> Degree to which barriers identified in Project Document have been addressed 	<p>Strategic Results framework indicators</p> <p>APRs</p> <p>Capacity Development Score Cards</p> <p>Land area with reduced threats from climate change, biodiversity threats, etc.</p>	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Are the project outcomes contributing to national development priorities and plans? 	<ul style="list-style-type: none"> Broader national development objectives are represented in the project's design and achieved outcomes 	<p>Project Document</p> <p>National policies and development plans</p>	<ul style="list-style-type: none"> Desk review, interviews

		<ul style="list-style-type: none">• Projects Social and Environmental Screening Study	
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Annex 6 Evaluation Consultant Agreement Form

Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

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 imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form⁸⁹

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Francis Hurst

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Tavira on 30th May 2019

FC Hurst

Signature: _____

⁸⁹www.unevaluation.org/unegcodeofconduct

Annex 7 Capacity Development Scorecard

Capacity Development Scorecard

Project/Programme Name: Mainstreaming Rio Convention Provisions into National Sectoral Policies

Project/Programme Cycle Phase: Project Closure

Date: April 2019

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
CR 1: Capacities for engagement						
Indicator 1 – Degree of legitimacy/mandate of lead environmental organizations	Institutional responsibilities for environmental management are not clearly defined	0		Taking the lead of drought management from the Ministry of Agriculture to the Ministry of Water and supporting the ministry with national technical team representing all concerned drought stakeholders. The role and structure of the three Rio national committees and its wide representation reveals that roles of stakeholders in the environmental management system is clear		Outcome 1& 2
	Institutional responsibilities for environmental management are identified	1				
	Authority and legitimacy of all lead organizations responsible for environmental management are partially recognized by stakeholders	2				
	Authority and legitimacy of all lead organizations responsible for environmental management recognized by stakeholders	3	3			
Indicator 2 – Existence of operational co-management mechanisms	No co-management mechanisms are in place	0		The new structure and role of the three Rio national committees.		Outcome 1
	Some co-management mechanisms are in place and operational	1		The establishment of thematic national technical teams like the national technical team of drought		
	Some co-management mechanisms are formally established through agreements, MOUs, etc.	2		The development of the National Roadmap of the National Rangelands Strategy that		

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	Comprehensive co-management mechanisms are formally established and are operational/functional	3	3	defined the co-management as a priority and piloting the CBNRM in Rangelands		
Indicator 3 – Existence of cooperation with stakeholder groups	Identification of stakeholders and their participation/involvement in decision-making is poor	0		The Project established a cooperative framework across the sectors of water & agriculture. Demonstrated a model for stakeholders analysis in terms of influence/contribution to the environmental management system and demonstrated a bottom-up approach where national and local stakeholders all together cooperated to address the environmental issues		Outcome 1 & 2
	Stakeholders are identified but their participation in decision-making is limited	1				
	Stakeholders are identified and regular consultations mechanisms are established	2	2			
	Stakeholders are identified and they actively contribute to established participative decision-making processes	3				
CR 2: Capacities to generate, access and use information and knowledge						
Indicator 4 – Degree of environmental awareness of stakeholders	Stakeholders are not aware about global environmental issues and their related possible solutions (MEAs)	0		The consultation processes, dialogues, trainings and the public awareness campaign on the global environmental issues that were carried out by the project contributed to improve the understanding on the nature of global environmental issues & challenges and to satisfactory extent how to mitigate/adapt to its consequences. In this regard, drought response measures developed by the project and the participation of stakeholders in it is a clear evidence of the knowledge become captured by		Outcome 2
	Stakeholders are aware about global environmental issues but not about the possible solutions (MEAs)	1				
	Stakeholders are aware about global environmental issues and the possible solutions but do not know how to participate	2	2			
	Stakeholders are aware about global environmental issues and are actively participating in the	3	3			

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	implementation of related solutions			stakeholders on how to participate and address the environmental challenges		
Indicator 5 – Access and sharing of environmental information by stakeholders	The environmental information needs are not identified and the information management infrastructure is inadequate	0		Although the project presented a good case in the sharing of information related to the climate, agriculture, socio-economic to carry out the drought vulnerability assessment, but there still a need to set up a national mechanisms that allow quick and easy access for information and data required for cross-cutting environmental issues. Worthy to mention that the project supported the meteorological department to upgrade their climate data management system, as well as, the CHM is currently operationalized		Outcome 1
	The environmental information needs are identified but the information management infrastructure is inadequate	1				
	The environmental information is partially available and shared among stakeholders but is not covering all focal areas and/or the information management infrastructure to manage and give information access to the public is limited	2	2			
	Comprehensive environmental information is available and shared through an adequate information management infrastructure	3				
Indicator 6 – Existence of environmental education programmes	No environmental education programmes are in place	0		The project produced several knowledge materials and produced a national environmental education strategy that highlighted the importance of the global environmental issues and challenges. The project demonstrated several innovative educational models in drought monitoring, CBNRM and Integrated Water Resource Management. Moreover, the project produced an educational style-book for media professionals to enhance the role of		Outcome 2 & 1
	Environmental education programmes are partially developed and partially delivered	1				
	Environmental education programmes are fully developed but partially delivered	2				
	Comprehensive environmental education programmes exist and are being delivered	3	3			

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
				media in covering the most stressing environmental problems and contribute to enhance the social learning processes.		
Indicator 7 – Extent of the linkage between environmental research/science and policy development	No linkage exist between environmental policy development and science/research strategies and programmes	0		The project demonstrated through drought vulnerability assessment a model on how to link the scientific research with policy making process, where such scientific based approach influenced the decision making process to announce drought as the 4 th natural hazard that constrain the development in Jordan. That was reflected in the National Disaster Risks Reduction Strategy in Jordan.		Outcome 1
	Research needs for environmental policy development are identified but are not translated into relevant research strategies and programmes	1				
	Relevant research strategies and programmes for environmental policy development exist but the research information is not responding fully to the policy research needs	2				
	Relevant research results are available for environmental policy development	3	3			
Indicator 8 – Extent of inclusion/use of traditional knowledge in environmental decision-making	Traditional knowledge is ignored and not taken into account into relevant participative decision-making processes	0		The traditional knowledge in Rangelands management and the autonomous community adaptation to drought was explored and documented in the strategic replication document that documented that lessons learnt. The traditional knowledge in sustainable rangelands management was operationalized in the pilots and through the development of the national roadmaps		Outcome 1
	Traditional knowledge is identified and recognized as important but is not collected and used in relevant participative decision-making processes	1				
	Traditional knowledge is collected but is not used systematically into	2				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	relevant participative decision-making processes					
	Traditional knowledge is collected, used and shared for effective participative decision-making processes	3	3			
CR 3: Capacities for strategy, policy and legislation development						
Indicator 9 – Extent of the environmental planning and strategy development process	The environmental planning and strategy development process is not coordinated and does not produce adequate environmental plans and strategies	0		Recently many additional strategies/ plans / legislations were developed such as the climate change by-law, the draft nature protection by-law, the policy on drought, the selection criteria and designation process of rangelands reserves, the drought management plan. The project facilitated to operationalize some initiatives and overcome the risk of the external funds availability, the project explored the domestic untapped funding opportunities, particularly the private sector to integrate environmental degradation in their CSR programs. The project succeeded to attract from the Badia Restoration Programme Fund to link the rangelands conservation with local socio-economic development initiatives. However, Jordan still facing many economic stresses resulted from the political unrest in the region and in need to external financial resources to operationalize the environmental strategies and plans		Outcome 1 & 2
	The environmental planning and strategy development process does produce adequate environmental plans and strategies but there are not implemented/used	1				
	Adequate environmental plans and strategies are produced but they are only partially implemented because of funding constraints and/or other problems	2	2			
	The environmental planning and strategy development process is well coordinated by the lead environmental organizations and produces the required environmental plans and strategies; which are being implemented	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
Indicator 10 – Existence of an adequate environmental policy and regulatory frameworks	The environmental policy and regulatory frameworks are insufficient; they do not provide an enabling environment	0		This indicator is between 2 & 3 since there are adequate policy and legislation frameworks, as well as, a clear enforcement mechanisms i.e. the Royal Department for Environmental Protection (Rangers) is a department that was established under the police department in Jordan and mandated to enforce the environmental laws. Although the project since its early implementation partnered with them but there is still a need for financial resources to fully functioning all the units of the Rangers.		Outcome 1 Outcome 2
	Some relevant environmental policies and laws exist but few are implemented and enforced	1				
	Adequate environmental policy and legislation frameworks exist but there are problems in implementing and enforcing them	2	2			
	Adequate policy and legislation frameworks are implemented and provide an adequate enabling environment; a compliance and enforcement mechanism is established and functions	3	3			
Indicator 11 – Adequacy of the environmental information available for decision-making	The availability of environmental information for decision-making is lacking	0		The baseline environmental information for decision making processes related to the global environment challenges are adequate, however, several information needs continuous update particularly those related to land degradation, biodiversity loss. The project contributed to update the information related to climate and major part of those related to the biodiversity of the rangelands reserves		Outcome 1 Outcome 2
	Some environmental information exists but it is not sufficient to support environmental decision-making processes	1				
	Relevant environmental information is made available to environmental decision-makers but the process to update this information is not functioning properly	2	2			
	Political and administrative decision-makers obtain and use updated environmental	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	information to make environmental decisions					
CR 4: Capacities for management and implementation						
Indicator 12 – Existence and mobilization of resources	The environmental organizations don't have adequate resources for their programmes and projects and the requirements have not been assessed	0		The project with its objective to mainstream the environmental consideration in the development sector would decrease the need of rehabilitation programs and the introducing the domestic untapped funding opportunities would improve the financial allocations for environmental programs.		Outcome 1 & 2
	The resource requirements are known but are not being addressed	1				
	The funding sources for these resource requirements are partially identified and the resource requirements are partially addressed	2	2			
	Adequate resources are mobilized and available for the functioning of the lead environmental organizations	3				
Indicator 13 – Availability of required technical skills and technology transfer	The necessary required skills and technology are not available and the needs are not identified	0		This indicator is also perceived between 2 & 3. Although the project enhanced regional cooperation on drought monitoring and management and introduced several new technologies in drought response, as well as, fostering the importance of south-south cooperation, but there is still a need in several areas of knowledge and skills from the international best practices, particularly those related to climate change mitigation and adaptation		Outcome 1 & 2
	The required skills and technologies needs are identified as well as their sources	1				
	The required skills and technologies are obtained but their access depend on foreign sources	2	2			
	The required skills and technologies are available and there is a national-based	3	3			

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	mechanism for updating the required skills and for upgrading the technologies					
CR 5: Capacities to monitor and evaluate						
Indicator 14 – Adequacy of the project/programme monitoring process	Irregular project monitoring is being done without an adequate monitoring framework detailing what and how to monitor the particular project or programme	0		The project built the national capacity in drought monitoring, currently, a drought monthly map is produced by the national technical drought management team. This success story was replicated to monitor the natural water resources by the Ministry of Water and Irrigation. Also the Ministry of Agriculture is designing a monitoring scheme for the the natural rangelands reserves. The success of the drought monitoring and its linkage with the decision-making process was discussed in several consultation workshops and during the 1 st national conference on environment and development and several environmental institutions recommended to replicate the model The monitoring plan and the adaptive approach that the project demonstrated on regularly and participatory basis were acknowledged by project partners and formed “Per se” a learning process that several concerned government and non-government staff benefited from		Outcome 1
	An adequate resource monitoring framework is in place but project monitoring is irregularly conducted	1				
	Regular participative monitoring of results in being conducted but this information is only partially used by the project/programme implementation team	2	2			
	Monitoring information is produced timely and accurately and is used by the implementation team to learn and possibly to change the course of action	3				
Indicator 15 – Adequacy of the project/programme	None or ineffective evaluations are being conducted without an adequate evaluation plan; including the necessary resources	0		Jordan still in need to build capacities related to evaluation of environmental programs and projects. Projects/programs		Project Management

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
monitoring and evaluation process	An adequate evaluation plan is in place but evaluation activities are irregularly conducted	1	1	still being evaluated by internationals and yet there are no clear mechanisms to ensure that the knowledge and skills of international evaluators are transferred and captured by the Jordanian assets. The international donors should pay more attention to this issue		
	Evaluations are being conducted as per an adequate evaluation plan but the evaluation results are only partially used by the project/programme implementation team	2	2			
	Effective evaluations are conducted timely and accurately and are used by the implementation team and the Agencies and GEF Staff to correct the course of action if needed and to learn for further planning activities	3				

Annex 8 Badia Rehabilitation Fund

The Gulf Crisis of 1990-1991 caused severe environmental damage in many countries of the region including Jordan. In the Jordanian Badia, the damage to the terrestrial ecosystems resulted from the influx of refugees with their livestock (estimated at 1.8 million heads of sheep, goats and camels). The degradation of the ecosystems affected the productivity of the Badia Rangeland, which is one of the principal grazing resources for Jordan livestock. The Government of Jordan claimed to the United Nations Compensations Commission (UNCC) for the remediation and restoration of terrestrial resources. Accordingly, UNCC awarded Jordan US\$160,582,073 in 2005 for the rehabilitation and restoration of the Badia terrestrial ecosystems. In 2008, the Government of Jordan established the Badia Restoration Programme (BRP) with two main objectives: I) To reverse or mitigate damage inflicted on the Badia terrestrial ecosystem with the full cooperation and participation of the concerned Badia communities; and II) To restore biodiversity and normal productivity of the ecosystems in the Badia rangeland, with a view to optimizing grazing resources.

The BRP prepared the Community Action Plan (CAP) aims at conducting most suitable restoration approaches, including biophysical interventions and socio-economic arrangements, to fulfil the principal objective of the BRP in restoring the damaged ecosystems in the Jordan Badia. The 2011-2019 CAP forms the key guidance for outsourcing projects and actions on the ground level, and it includes two major components:

1. Integrated Watershed Management;
2. Integrated Livestock and Socio-Economic Component.

The CCCD analytical report on the constraints of Rio implementation in the rangelands strategy in Jordan, identified the “linkage of rangelands management to local poverty eradication”, accordingly, the project funded from the “Badia Restoration Program at the Ministry of Environment” was to operationalize the National Rangelands Strategy, to implement “to the extent possible” pilots at municipal level, to motivate and empower the local community to take part in the restoration and sustainable management of the degraded rangeland that would eventually lead to improve the natural plant cover and increase its productivity. Although the main objective of the project was to “Enhance livelihoods of livestock herders through value chain development on dairy products”, still it linked the socio-economic aspects (enterprises) with the sustainability of natural rangelands (the management) in the Badia region that forms approximately 80% of the total area of Jordan. The project supported 11 Rangelands Cooperatives across Jordan to upgrade their business which reflected on the livelihoods of livestock owners, that was accompanied with numerous sessions on the sustainable grazing practices. The total funding of this project was USD 777,000.

The 11 beneficiary Cooperatives are different from those who implementing the 9 pilots of GEF grants (the TOTAL beneficiary CBOs from Rio project were 20 in total).

Annex 9 Outcomes, outputs and indicators

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<ul style="list-style-type: none"> ▪ Global environmental priorities are mainstreamed into National Rangeland Strategy, National Drought Management Action Plan, and National Energy Efficiency Action Plan ▪ Overall awareness of the value provided by global environmental management is improved in all segments of society 	<ul style="list-style-type: none"> ▪ Jordan’s institutional arrangements for environmental management are scattered ▪ Poor institutionalization of environmental issues into national developmental planning and policy-making ▪ Environmental management is largely being implemented by NGOs ▪ In addition to the restricted access to environmental data and information, there are also real deficiencies in the amount of consistent and reliable data that is available. ▪ Lack of effective national coordination 	<ul style="list-style-type: none"> ▪ A comparison of the two statistical analyses show an overall 10% increase in an understanding Rio Convention mainstreaming values and opportunities. ▪ Media professionals have increased their level of reporting on Rio Convention mainstreaming by 10% ▪ At least 10 articles on Rio Convention implementation published in different media sectors ▪ Number of unique visits to the MoE Rio Convention mainstreaming webpages increased by at least 10% 	<p>The project recognized the opportunities to the linkages of the local environment to the global environment and defined the barriers hindering the mainstreaming and , accordingly, developed a roadmap to mainstream the global environment priorities in the national rangelands strategy and bridged the roadmap with the environmental management at municipal level, where 8 thematic pilots on the global priority provisions were demonstrated at municipal level and led by the local communities and civil society. As drought apparently became a major natural hazard and forms a major component of the global environment provisions, the project contributed to strengthen the drought governance management system in Jordan through improving the capacity of drought management concerned institutions, where the project revamped the institutional set ups and developed the policy statement on drought management that was endorsed by the cabinet, the project designed and operationalized the drought early warning system, the project established the drought management unit at the Ministry of Water and Irrigation, the project carried out the drought vulnerability assessment at national, governorate and district level to address the underlying causes of drought vulnerability, the assessment manifested that approximately 2.5 million people of the northwest governorates of Ajloun, Irbid and Jerash are extremely vulnerable to drought due to their high sensitivity and exposure and the low adaptive capacity. The drought vulnerability assessment also indicated that the occurrence of frequent droughts and adverse climate change will drive climate displacement towards the capital city of Amman as more secured water sources are existing, migration from rural</p>	<p>HS</p>	<p>The project correctly removed the NEEAP from the planned implementation because energy efficiency was too narrow to mainstream into and because the plan itself was expiring in 2016.</p> <p>The project has been able to align the “mainstream social concerns” regarding “poverty and unemployment” with the Rio Conventions principles and objectives. In many ways this has been a cognitive process, politically, institutionally and individually and has served to link the pressing challenges of government and the rural communities to the Rio Conventions so that many of the big problems faced by Jordan are not perceived in terms of addressing the symptoms, rather they are interpreted and addressed through their underlying environmental causes.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
	<ul style="list-style-type: none"> ▪ General lack of awareness for the public in general, within sectoral institutions, and all the way up to the members of Parliament ▪ At present, there is an insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development 		<p>to urban is also expected and about 15% of the country's farmers will leave their lands or shift their use from agriculture to other uses.</p> <p>The project recognized the role of media to improve the understanding of the environmental issues of global dimension, accordingly, the project funded one of the pilots that aim at building the capacity of media representatives on how to report and cover the global environmental issues. The involvement of media sector in the project implementation resulted in 22 articles on different environmental issues of global dimension and the role of Rio conventions to address such issues</p> <p>The project produced 10 Public Service Announcements (PSAs) on different Rio principles, the PSAs were aired at the Jordan TV, Private TV and the Facebook pages of UNDP and the Ministry of Environment. The PSAs increased the traffic to the website of the Ministry. On the other hand, approximately 480 participants in the First National Conference on Environment and Development have registered their seats through the website of the Ministry of Environment. Such number are unprecedented</p> <p>The increasing number of government staff, local community members, students and other segments of the Jordanian people in the project's different activities refer to the improvement of the general understanding on the benefits and the values that the global environment provides to the local development. Approximately 124 concerned staff from the government institutions were subjected to trainings, 13 media coverage on the global environmental issues, 431 school students expressed the global environmental issues in drawings. Approximately 1,474 representatives from different stakeholders' groups participated in the consultative and training workshops, of this number 702 are government staff.</p>		<p>As a result of the project the National Rangeland Strategy, already a progressive policy in terms of the Rio Conventions, has a number of useful tools to operationalise it and turn policy into practice. These include criteria for national rangeland reserve selection and progressive socio-ecological approaches to rangeland management, turning policy into practice.</p> <p>There is now a National Policy on Drought, drought is regarded as the fourth national Natural Hazard, the issue of drought has been de-politicised with objective criteria for declaring and responding to it, there is a sophisticated tool to monitor and predict droughts (the DEWS) and as a result any future response will be proactive and not reactive.</p> <p>The project has managed to ensure that all three Rio Conventions are integrated into the two sectors. Considerable progress has been made in terms of building capacities with carefully tailored training</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
					programmes and problem-solving workshops to strengthen the “learning by doing” approach. Public awareness has been raised and the project has carefully “keyed into” an increasing political and public awareness of the cause and effect relationship between environmental degradation and “mainstream social concerns” such as poverty and unemployment. Due to weakness in the structure and function of the project’s SRF see output 1.4 & 1.6 below to avoid repetition.
Output indicator	Outcome 1: Enhanced institutional capacities to develop policies and/or legislative frameworks for effective implementation of the three Rio Conventions				
<p>Output 1.1: SWOT and Gap analyses of Jordan’s policy and institutional framework for Rio Convention implementation</p> <ul style="list-style-type: none"> ▪ Analytical framework report for Rio Convention mainstreaming ▪ Three (3) sectoral analytical reports containing detailing 	<ul style="list-style-type: none"> ▪ Jordan’s institutional arrangements for environmental management are scattered ▪ Poor institutionalization of environmental issues into national developmental planning and policy-making ▪ As a result of the institutional 	<ul style="list-style-type: none"> ▪ Rio Convention technical committees convened by month 3. ▪ Rio Convention technical committee meets quarterly for the duration of the project. ▪ Analytical -framework for the Rio Conventions completed by month 3. ▪ Analytical framework is peer-reviewed and presented at two or 	<p>The project initiated a participatory process to assess the opportunities of Rio implementation to the local socio-economic development and the constraints that hindering its implementation. This was carried out through institutional gap analysis and analytical framework for Rio Convention implementation in Jordan. The analysis led to the definition of opportunities & barriers to the mainstreaming of the global environment on national level and the mainstreaming into the targeted national strategies/plans.</p> <p>The analytical process was carried out in close consultation of concerned stakeholders through either bilateral meetings or national consultation workshops, where two national consultation workshops were held, moreover, close discussions took place in this regard with the three national Rio</p>	HS	The project has produced a number of very frank and challenging analytical sector studies that have been used to shape the project’s response and the subsequent outputs. The project’s approach has at all times been to include the stakeholders (institutional and non-state actors) in shaping the outputs which has ensured a very strong commitment, understanding of the challenges and

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>opportunities for mainstreaming Rio Conventions</p> <ul style="list-style-type: none"> ▪ At least 10 5 peer review comments submitted for each sectoral analysis ▪ High quality rating of all completed sectoral analyses rated by peer review experts ▪ Each constituent public dialogue/ council is attended by at least 50 diverse representatives from the target stakeholder constituency 	<p>weaknesses in the⁹⁰</p>	<p>more stakeholder meetings, as needed to secure consensus by month 3.</p> <ul style="list-style-type: none"> ▪ An inventory of action plans to implement Rio Conventions and sectoral programmes are prepared by month 4. ▪ Regional and local consultations are carried out in at least three municipalities by month 6 ▪ Three (3) expert workshops to guide sector analyses are convened by month 8. ▪ Three (3) SWOT and Gap analyses on the selected three sectors drafted by month 9. ▪ Forty (40) national, regional, and local peer-reviews. ▪ All three analyses are rated as high quality ▪ Analyses widely 	<p>committees that include representatives from all concerned institutions and stakeholders.</p> <p>Since the three national Rio committees (The national committee on CBD, the national committee on CCD and the national committee on UNFCCC) include experts, specialists and representatives from all stakeholders concerned with Rio themes, it was agreed that their involvement and approval the analytical report dispense with the peer review. On the other hand, it was agreed to keep the analytical report as draft and revise it during the last quarter of the project implementation year to investigate the progress the project made in overcoming the constraints that hinder the implementation of Rio in Jordan, and in particularly the targeted strategies.</p> <p>The main constraints were defined by the analytical reports can be summarized as follows:</p> <p>The existing regulatory-institutional set ups for rangelands and drought management;</p> <p>The technical expertise, capacities and technologies used in rangelands and drought management;</p> <p>The weak coordination/ collaboration mechanisms to effective rangelands management and drought response;</p> <p>The linkage of rangelands management to local poverty eradication;</p> <p>The use of traditional local knowledge and information exchange;</p> <p>The co-management and participation;</p> <p>Women involvement in both rangelands and drought</p>		<p>plausible solutions and engendered a strong feeling of national ownership of the outputs and outcomes.</p>

⁹⁰ Baseline appears unfinished in Project Document

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<p>available to all stakeholders within four (4) weeks of their completion.</p> <ul style="list-style-type: none"> ▪ Six (6) Three (3) constituent workshops and public dialogues carried out by month 10. 	<p>management; Resilience and adaptation to drought.</p> <p>A set of Guidelines for Mainstreaming Rio Conventions into National Priority Strategies, in particular the Rangelands Strategy and the Drought Resilience strategy and Action Plan were produced</p> <p>This output was accomplished during the last reporting period, however, parallel sessions during the first national conference on environment and development in Jordan that will take place during 2-3 October 2018 will discuss in depth the barriers that hinder the linkages of the global-local environments, accordingly, the analytical report will be revised and validated then finalized.</p> <p>The constraints hindering the implementation of Rio conventions in Jordan were further discussed in the First National Conference on Environment & Development that was convened 6-7 November 2018, the recommendations of the conference in this regard will inform the analytical report, the project is currently updating the analytical report and will validate the final draft in a national consultation workshop that includes the member of the three national committees.</p>		
<p>Output 1.2: Strengthening inter-ministerial communication, coordination, and collaboration on Rio Convention mainstreaming</p> <ul style="list-style-type: none"> ▪ Consultations with senior level decision- 	<ul style="list-style-type: none"> ▪ There is frequent overlap of responsibilities leading to actions that are incongruous to the environmental management efforts of other actors ▪ Jordan’s institutional arrangements for environmental 	<ul style="list-style-type: none"> ▪ Senior level directors from stakeholder ministries participate and endorse the principles of a high level decision-making mechanism to which the national Rio Convention technical committees report within one (1) month 	<p>The current mechanisms of inter-ministerial coordination in Jordan largely rely on inter-agency committees and memoranda of understanding. Since the three national Rio committees (CBD, CCD, UNFCCC committees) are established and functional, it was agreed to assess the performance of the current committees and investigate to what extent it may play the role of strengthening coordination and collaboration between all stakeholder responsible for environmental management efforts. Accordingly, two consultative meetings with the National CBD, CCD UNFCCC Committees’ Members were conducted during the first half of 2016 to discuss their</p>	HS	<p>During the inception phase the PCU and partners looked critically at the projects management structure and how this would influence decision-making and the flow of information in the future and beyond the project so policy and responses were objective and well-informed. As a result, it restructured</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>makers to identify and agree on a best practice inter-ministerial coordination mechanism</p> <ul style="list-style-type: none"> ▪ Stakeholder workshops for inter-ministerial communication, coordination, and collaboration ▪ Consultations engage senior decision-makers culminating with some official form of endorsement/approval. ▪ Official approval of the final draft operational roadmaps 	<p>management are scattered</p>	<p>upon completion of the output 1.1, by month 12</p> <ul style="list-style-type: none"> ▪ A high level decision-making is designed within four (4) months of the completion of activity 1.2.1 ▪ Ministers from all stakeholder ministries and parliamentarians endorse and approve the establishment of the inter-ministerial committee at least three (3) months upon completion of the output 1.1 ▪ Ministers from all stakeholder ministries endorse the final draft operational roadmaps prepared under outputs 1.3.4, 1.4.4, and 1.5.4 by month 26. ▪ Ministers from all stakeholder ministries and parliamentarians endorse and approve, as appropriate, the final operational roadmaps by month 33 (activities 	<p>expected role in the project, as well as, to define the barriers that constrain their role of communication, coordination and collaboration. in addition to the forgoing, there was a recommendation to convene a national consultation workshop including the three Rio national committees to investigate the potential mechanisms for better inter-ministerial coordination and strengthen the synergy between the three committees. the consultation workshop was convened on April 20, 2016 under the patronage of HRH Princes Basma the head of CBD national committee and attended by 47 members of the three national committees. during the workshop, the following topics were consulted and discussed:</p> <p>Improve inter-ministerial communication and collaboration; as well to improve synergies between the three Rio committees</p> <p>Peer-reviewing the findings of the analytical framework</p> <p>Steer the awareness and training activities that the project undertakes during 2016.</p> <p>Regarding the inter-ministerial coordination mechanism, it was agreed to establish a task force includes representatives of the three national committees to prepare a discussion strategic document details all shortcomings related to the three committees' role and responsibilities. The task force with support from the project, independent specialist in public administration and experts from the legal affairs unit the Ministry of Environment proposed a new construct, role, responsibilities and work procedures for the three Rio committees. the new proposal recommended the establishment of a national higher committee under the lead of the Minister of Environment to endorse the decisions of the three technical committees, in addition to the establishment of Rio communication teams in the most related line ministries. This proposal was in-depth discussed in a national workshop held on 1st of March 2017, where several comments were</p>		<p>the project management structure to make this more efficient and enduring post project. The three Rio National Committees were reformed and revitalised and placed under the Higher Council (chaired by the Minister of Environment with the Minister for Environment as the Deputy Chairperson) to increase their influence and to make the structure better fit with the way government works. Two By-laws (biodiversity and climate changes) were enacted to support this process. This improved the efficiency of the decision-making process, embedded the project in the working of government and will likely endure post project.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		1.3.7, 1.4.7, and 1.5.7).	<p>raised from committee members about the higher committee. The project management board in his meeting on 11 April 2017 decided to link the three Rio technical committees to the existing national higher committee for sustainable development, which is chaired by the Minister of Planning and co-chaired by the Minister of Environment. Accordingly, the national task force will convene during 3-4 October 2017 a workshop to amend and polish the proposal of the new construct of the three Rio committees in light of the project board recommendations.</p> <p>This output was mostly completed during the last reporting period, the new structure of the three national committees was finalized and submitted to the Ministry of Environment. Based on, the Ministry decided to strengthen and legitimate the role of the three committees (CBD, CCD and Climate Change) through enacting two national by-laws on nature protection and climate change.</p>		
<p>Output 1.3: Rio Convention mainstreaming in the National Rangeland Strategy</p> <ul style="list-style-type: none"> ▪ Convening of national mainstreaming/sector policy formulation team to formulate the roadmap. ▪ Assessment of guidelines, tools and resources to support the mainstreaming of Rio Conventions into National Rangeland 	<ul style="list-style-type: none"> ▪ The National Committees on the Rio Conventions remain problematic ▪ There is poor institutionalization of environmental issues into national developmental planning and policy-making 	<ul style="list-style-type: none"> ▪ Each relevant guideline, tool, and resource will be succinctly reviewed in one-page by month 10. Statistical analysis of survey results completed by month 5 ▪ An integrated annotated outline of the full set of guidelines, tools, and resources are peer-reviewed and validated in the second expert peer-review workshop completed by month 	<p>The National Rangelands Strategy of 2014 has the vision of “Conservation and Sustainable Management of Rangelands. However, it calls to: support and develop the rangelands sector as to attain a sustainable development and increased productivity, enhance the integrative role of concerned parties and participation of local communities in natural resources management as to have improved standards of living considering climate changes and recurrent droughts which have significantly aggravated the deterioration of natural resources and wild life. In this context, the strategy seeks sustainability and recognizes the dimension of the global environment, however, it lacks effective regulatory framework for sound implementation. Accordingly, the project through the analytical process carried out at its early commencement realized that mainstreaming Rio principles into the implementation processes requires strengthening the rangelands management governance, therefore, the</p>	HS	<p>Weaknesses in the project’s SRF mean that reporting on outcome and output indicators becomes repetitive (see above objective / outcome indicators). An important aspect of the CCCD project was the technical expertise held in the PCU which functioned both as an administrative body for the project management but also as a technical expertise resource. The PCU had a expert understanding of conservation in its broadest</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>Strategy Roadmap</p> <ul style="list-style-type: none"> ▪ Conduct three (3) The number of expert workshops among representatives from line ministries and experts ▪ Convene four (4) The number of public stakeholder constituent dialogues (public councils/platforms) on the draft National Rangeland Strategy Roadmap. ▪ Pilot high priority recommendations in three projects in selected municipalities ▪ Roadmap finalized, validated, submitted for consideration by Parliament and Rio Convention Focal Points. 		<p>18.</p> <ul style="list-style-type: none"> ▪ The drafting of the roadmap is to begin by month 11 and completed by month 24. ▪ The draft will be peer-reviewed substantively by at least 20 national experts and rated as high quality. ▪ Three (3) Two (2) workshops: First to review the second draft that incorporates input from the expert peer-review, convened by month 13, second, convened following the second peer-review by month 17, third convened with key Parliamentarians and senior decision-makers participating by month 24. ▪ Expert workshops will include at least one mid-level to senior stakeholder participant from all stakeholder parties. 	<p>project developed the selection criteria and designation process of natural rangelands reserve to strengthen the institutional set ups and overcome the overlap of roles assigned to multi-stakeholders in rangelands planning and management. This was performed in extensive consultation with all concerned stakeholders through two national consultation workshops and bilateral meetings. Moreover, a team of experts within the Ministry of Agriculture; the custodian agency of rangelands management was formed to support and oversee the mainstreaming of Rio convention in the national rangelands’ strategy.</p> <p>The project based on the analytical report of the national rangelands’ strategy, the discussions and consultations on national and local levels produced the first draft of the national road map to mainstream Rio Conventions into the national rangelands strategy.</p> <p>Consultations were initiated during the national consultation workshop held on 21 February 2017, filed visit and meetings with local stakeholders of one of important natural rangelands reserves in Jordan and bilateral meetings with concerned stakeholders at national and local levels.</p> <p>The project coordination committee (PCC) recommended to keep the roadmap as a draft and recommended to pilot the highest values of the roadmap at local level. Subsequently, lessons learnt from the implementation of the pilot project will inform the draft roadmap, which will be polished and finalized accordingly.</p> <p>As the national roadmap to mainstream Rio provisions into the National Rangelands Strategy developed, the project contributed to operationalize the roadmap at local level through funding five thematic pilots at municipal level. The pilots aimed at demonstrating the principles of Rio in the implementation of the range lands strategy. The principles</p>		<p>terms and in particular sustainable use and community-based approaches to natural resource management. Using this expertise and a prevailing political climate to look for new and more socially equitable approaches to environmental issues the project (the PCU and partners) have successfully trialled a number of progressive approaches particularly related to rangeland management.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<ul style="list-style-type: none"> ▪ Four (4) Two (2) constituent public dialogues carried out, each organized as a one-day event convened between months 19 and 22. ▪ Each constituent public dialogue is attended by at least 50 representatives from the target stakeholder constituency. ▪ Rio Convention technical committees have selected three high value recommendations for piloting and associated municipalities by month 12. ▪ Project document prepared and approved by month 14. ▪ Piloting begins by month 15 and is completed by month 26. ▪ Best practices and lessons learned report from each piloting project is drafted by 	<p>and main themes demonstrated are as follows:</p> <p>The rehabilitation of the medicinal plants in the natural pastoral habitats of the southern Badia region through active participation of women and youth</p> <p>The restoration of Rangelands and enhancing the vegetation cover in Al-Shaumari Wildlife Reserve through effective relevant habitat interventions and watershed management using technologies used in rangelands and drought management that promote more sustainable use.</p> <p>The reviving and supporting of the traditional local transhumance practices to reduce pressure of winter grazing on the natural pasture lands to contribute in strengthening the institutional and management capacities of local users by establishing a dialogue platform on transhumance, rangelands management and mitigation of the existing threats/ constraints at community level.</p> <p>Emphasizing the importance of local people role in the restoration of the native pastoral plants that are more resilient to the harsh desert environment. This will be achieved by effective participation of local people in the environmental research and the provision of the accumulated and inherited traditional knowledge. The project will promote the high nutrition value of the native forage to replace the existing government-subsidized barley and wheat crops, which exploit soils and scarce water resources, leading to improve the quality of meat over the long term, thus reflected economically on livestock owners.</p> <p>Strengthen the local governance of Al-Sorrah rangeland reserve in order to improve the enabling environment where the rangeland planning and management program operates, it seeks to create more participatory and collaborative management regime that decrease the conservation cost</p>		

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<p>month 27, peer reviewed and finalized by month 28.</p> <ul style="list-style-type: none"> ▪ Roadmap is finalized and approved by stakeholder ministries, and submitted for Parliamentary endorsement by month 32. 	<p>incurred by the custodian agency and offer more sustainable utilization processes of the scarce natural forage resources at the reserve.</p> <p>After the conclusion of the pilot projects on the Rangelands strategy, the project convened a discussion workshop with all beneficiary institutions and national stakeholders on 30 August 2018 to discuss the pilots' lessons learned and exchange the success stories and put forward a set of recommendations to replicate the lessons learned</p> <p>The project succeeded to attract extra domestic fund of USD 777,000 to link the implementation of the national rangelands strategy with the enhancement livestock owners livelihoods.</p>		
<p>Output 1.4: Rio Convention mainstreaming in the National Drought Management Action Plan</p> <ul style="list-style-type: none"> ▪ Convening of national mainstreaming/sector policy formulation team to formulate the roadmap. ▪ Assessment of guidelines, tools and resources to support the mainstreaming of Rio Conventions into National Rangeland Strategy Roadmap ▪ Conduct three (3) expert workshops among representatives 	<ul style="list-style-type: none"> ▪ The National Committees on the Rio Conventions remain problematic ▪ There is poor institutionalization of environmental issues into national developmental planning and policy-making 	<ul style="list-style-type: none"> ▪ Each relevant guideline, tool, and resource will be succinctly reviewed in one-page by month 10. ▪ An integrated annotated outline of the full set of guidelines, tools, and resources are peer-reviewed and validated in the second expert peer-review workshop completed by month 18. ▪ The drafting of the roadmap is to begin by month 11 and completed by month 24. ▪ The draft will be peer- 	<p>During the inception phase, the project realized that Jordan has no functional national drought management plan, and the national efforts that were taking place during the PPG did not lead to develop the national drought management plan, this would have led to the weakening of the project's objective, especially after the abandonment of the expired energy efficiency action plan. Accordingly, the project attracted extra fund from GoAL WaSH to strengthen the national drought governance system in Jordan, and promote more systematic approach to drought response planning and management. This will improve the national preparedness to mitigate drought impacts and its underlying causes. During the reporting period, the project produced the following results:</p> <p>Policy statement on drought management endorsed by the cabinet</p> <p>The institutional setups to drought management is in place and agreed by drought concerned stakeholders</p> <p>The establishment of drought management unit at the Ministry of Water</p>	HS	<p>Weaknesses in the project's SRF mean that reporting on outcome and output indicators becomes repetitive (see above objective / outcome indicators). The project has not shied away from the political aspects of environmental degradation. In this sense it has been very effective in mainstreaming the Rio Conventions. Drought in particular is emerging as one of the principle drivers of insecurity within the region and the resulting urban drift, social deprivation, unemployment and poverty is of real concern. Not only has the project produced policy instruments and the</p>

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Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>from line ministries and experts</p> <ul style="list-style-type: none"> ▪ Convene four (4) public stakeholder constituent dialogues (public councils/platforms) on the draft National Drought Management Action Plan Roadmap ▪ Pilot high priority recommendations in three projects in selected municipalities ▪ Roadmap finalized, validated, submitted for consideration by Parliament and Rio Convention Focal Points. 		<p>reviewed substantively by at least 20 national experts, and rated as high quality.</p> <ul style="list-style-type: none"> ▪ Three (3) Two (2) workshops: First to review the second draft that incorporates input from the expert peer-review, convened by month 13, second, convened following the second peer-review by month 17, third convened with key Parliamentarians and senior decision makers participating by month 24. ▪ Expert workshops will include at least one mid-level to senior stakeholder participant from all the stakeholder parties. ▪ Four (4) Two (2) constituent public dialogues carried out, each organized as a one-day event convened between months 19 and 22. ▪ Each constituent public 	<p>Design and set up of Drought National Early Warning System (both drought monitoring through a software developed by ICBA, and the seasonal weather forecasting with the Meteorological Department</p> <p>The spatial and sectoral drought vulnerability and impact assessment</p> <p>The first draft of drought management plan in the water sector</p> <p>The project in cooperation with the National Center for Security and Crisis Management – NCSCM- succeeded to define drought as the fourth natural hazard that face Jordan, accordingly, the process is ongoing to produce the drought risk reduction plan in line with Sendai Framework. The drought risk reduction plan was recognized as a national priority due to the findings of the drought vulnerability assessment carried out by the project and revealed that approximately 2.5 people in the northern governorates of Jordan might be exposed to climate displacement</p> <p>Training program on drought monitoring was designed and implemented in collaboration with ICBA, where the national technical drought management team were subjected to hands-on training on the DMS software designed by ICBA, 11 staff (6 Females, 5 Males) were trained on the software</p> <p>The project has initiated consultations on the main on the national roadmap to mainstream the global environment in all drought management processes.</p> <p>The project funded a local community-based organization to implement a pilot at municipal level with an objective of introducing new concepts and practices in addressing the impact of drought on the vegetation cover of Era and Yarga. The new practices include: rainwater harvesting, soil rehabilitation, improving plants productivity, introducing</p>		<p>tools and capacity to implement, it has also made the Rio Conventions one of the "go to" solutions for addressing the symptoms of environmental degradation and sown the seeds for developing a regional centre of expertise on the climate change and in particular drought.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<p>dialogue is attended by at least 50 representatives from the target stakeholder constituency.</p> <ul style="list-style-type: none"> ▪ Rio Convention technical committees have selected three high value recommendations for piloting and associated municipalities by month 12. ▪ Project document prepared and approved by month 14. ▪ Piloting begins by month 15 and is completed by month 26. ▪ Best practices and lessons learned report from each piloting project is drafted by month 27, peer reviewed and finalized by month 28. ▪ Roadmap is finalized and approved by stakeholder ministries, and submitted for Parliamentary 	<p>drought-tolerant plants. Moreover, the project tailored a social learning program targeting the local community households and students of Al- Balqa Applied University.</p> <p>Although the project was willing to fund another pilot on drought that aimed at providing a sufficient supply of irrigation water for home-grown fruits and vegetables in the domestic gardens to satisfy their nutritional needs through the utilization of modern water-saving technologies and integrating them with those are traditionally used, but unfortunately, the recipient NGO did not succeed to get the approval on the fund from the concerned authorities, accordingly, the support and fund was frozen.</p>		

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		endorsement by month 32-			
Output 1.5: Rio Convention mainstreaming in the National Energy Efficiency Action Plan			This output was dropped during the inception phase		
Output 1.6: Resource mobilization to replicate Rio Convention mainstreaming <ul style="list-style-type: none"> ▪ Expert working group established ▪ Resource mobilization strategy report ▪ Rio Convention Mainstreaming reports 	<ul style="list-style-type: none"> ▪ Culture of donor-dependency to finance the needed human resource capacity needs through projects. ▪ Low level of coordination between donors 	<ul style="list-style-type: none"> ▪ Expert finance group established by month 26. This will coincide with the ministerial endorsement of the operational roadmaps of outputs 1.3, 1.4, and 1.5 At least 500 survey respondents participate in the survey ▪ An interim draft of the Lessons Learned Report is prepared about mid-way of the implementation of the demonstration projects and by month 24. The lessons learned reports are validated by national and regional stakeholders by month 30, finalized by month 32. ▪ Resource mobilization plan drafted by month 31. 	<p>The project recognizes that the sustainability of its outcomes requires a consolidated enabling environment that facilitate replication of the lessons learned of mainstreaming Rio into the Rangelands and Drought Strategies to other sectoral development strategies throughout Jordan. This will be highly dependent on the ability to mobilize financial resources, and a systematic approach to develop and negotiate mechanisms to ensure that replication of the lessons learned can continue over the long-term. Accordingly, the project through a focus group of technical staff from the financing related institutions were part of several discussions and consultations led by national expert to develop a replication strategic document and define the untapped sources of domestic funding. Further, the project conducted a training workshop on fundraising and resource mobilization through which 26 (18 Females, 8 Males) representative staff from (19) institutions representing line ministries and NGOs exposed to the knowledge, tools and steps to prepare a fundraising and resource mobilization plan. This training resulted on the development of two concept notes on replication of the lessons learned.</p> <p>As many resource mobilization strategies and plans were prepared in Jordan and defined for large extent the external available funding opportunities, the project in cooperation with a group of experts led by representatives from the private sector prepared a list of untapped domestic funding sources, the list was circulated to all project partners and stakeholders</p>	HS	<p>Despite the HKJs apparent prosperity the country is experiencing difficult financial times, largely due to regional factors. It is likely that the initiatives started by the project will need longer term support. To this end the project has produced a replication strategy and ensured that follow on programmes and projects (both donor and state) will continue to support the initiatives. A measure of the success of the project in this area and commitment of government and other partners to support the process has been the extraordinary amount of cash co-financing that the project has attracted more than doubling the GEF fund during the implementation.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<ul style="list-style-type: none"> ▪ Draft resource mobilization plan validated by finance advisory group and national and regional stakeholders by month 33. 			
Output indicator	Outcome 2: Improved awareness and understanding of Rio Conventions' contributions to sustainable development				
<p>Output 2.1: Awareness-raising workshops on linkages between Rio Conventions and socio-economic development</p> <ul style="list-style-type: none"> ▪ One-day conference at the beginning of the project to raise awareness of the project goal and objectives ▪ A broad-based survey to assess both a baseline of stakeholders' awareness of the value of conserving natural resources for the global environment ▪ A public awareness campaign and implementation plan. ▪ Regional awareness workshops on the 	<ul style="list-style-type: none"> ▪ The government does not offer any systematic or regular training to maintain a sufficient awareness and understanding of the Rio Conventions and associated obligations, many NGOs such as RSCN, EDAMA, and the Jordan Green Building Council, as well as numerous others have outreach activities related to environmental management. In addition to the restricted access to environmental data and information, there are also real deficiencies in the amount of consistent and reliable data that 	<ul style="list-style-type: none"> ▪ One-day Kick-Off Conference is held by month 3. ▪ Over 240 participants attend Kick-Off Conference. ▪ Survey instrument is developed by month 3. ▪ Survey instrument is carried out in conjunction with Kick-Off Conference by month 3 and again by month 30. ▪ Each of the two survey instruments should be completed by a minimum of 500 respondents. ▪ Statistical and sociological analyses of survey results are completed by month 5 (baseline) and by 	<p>The project coordination committee recommended to defer the conference from the beginning of the project to its final phase, since the technical inception workshop, scheduled meetings and the launching ceremony of the project is enough to promote the project and its objectives, while holding the conference at the final stages will promote the values of the project achievements and promote the sustainability measures of its outcomes and build more consensus on what should be made next.</p> <p>The project carried out awareness survey to measure the understanding and level of awareness of the Jordanian society towards the local and global environmental issues. The study targeted the government staff of the most concerned line-ministries (Ministry of Water & Irrigation, Ministry of Agriculture, Ministry of Environment and the Ministry of Energy), this was done through semi-structured interviews with senior decision makers (Heads of Directorates, departments and sections), and the technical staff of the targeted units. However, the study concluded that there is a weakness of understanding among the targeted staff on the international context of Rio Conventions, its importance to the national environmental management system, their role in implementation the conventions, and the mechanisms that might be introduced and followed. On the other hand, a structured electronic survey was designed targeting the Jordanian public society.</p>	HS	<p>The project has performed extremely well in this aspect and it would have been useful to have developed better indicators to fully understand the process. The TE concludes that the project has gained political support because it is seen as being nationally owned, its willingness to make changes and the manner in which it has presented the Rio Conventions not as international obligations, but rather as a set of guiding principles and objectives to support sustainable social and economic development. To be clear, this has been made easier because there is already a growing concern and realisation that policy responses to mainstream social concerns need to change. Drought has a</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>linkages between local socio-economic development and priorities and the global environment</p> <ul style="list-style-type: none"> ▪ Expert panel discussions on synergies between Rio Conventions and business ▪ Media awareness workshops on Rio Convention mainstreaming ▪ One-day conference at the end of the project to promote the value of Rio Convention mainstreaming and mobilize commitment and resources to catalyze replication of mainstreaming best practices 	<p>is available.</p> <ul style="list-style-type: none"> ▪ General lack of awareness for the public in general, within sectoral institutions, and all the way up to the members of Parliament ▪ At present, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development 	<p>month 32. The analyses will be independently peer-reviewed and validated.</p> <ul style="list-style-type: none"> ▪ A comparison of the two statistical analyses show an overall 10% increase in an understanding Rio Convention mainstreaming values and opportunities. ▪ Draft public awareness-raising campaign is completed by month 3, independently peer-reviewed and validated by month 4, and finalized by month 5. ▪ At least four (4) regional workshops are convened, with local and regional government representatives from all regions (25) having participated in at least one workshop. Each workshop should be attended by at least 50 local/regional representatives. Two regional workshops will 	<p>For this purpose, a questionnaire was designed and circulated through emails, Facebook and other social media tools. 617 responded to the questionnaire (61.5 %) were males. Almost 56% are working for the private sector. The survey revealed that youth and educated Jordanians were the major respondents' segment to the study. On the other hand, it revealed that the majority are aware about the global environmental issues, but much less percentage of respondents aware about the principal concept of Rio Conventions. The survey recommended to design and implement awareness campaign on the values of Rio conventions and it emphasized on the role of youth and media.</p> <p>Based on the awareness study, the project tailored an awareness plan to be implemented focusing on the media sector as a tool to raise the awareness of the Jordanian Society, school students, universities and government staff. The project conducted the first workshop for media sector in October 2016 where approximately 35 Media professionals exposed to a 3-day awareness and training workshop to present for the them the project's rationality, objectives and to brief them on Rio Conventions and the values it carries to the local development. On the other hand, the training part of the workshop was to equip the media professionals with the needed basic skills for environmental writing and environmental media coverage. Subsequently, thirteen (13) media coverage of local and international environmental issues were published by 13 participants attended the workshop</p> <p>Meetings with media representatives continued where a focus group of media professionals met with the project in April 2017 at one of the natural protected areas in Jordan and framed a roadmap to enhance the role of media in environmental coverage. In this context, the project funded a pilot project that will be implemented by "the National</p>		<p>persuasive influence on focusing minds, however, it is also important to have projects such as the CCCD in place to provide plausible interventions.</p>

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Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<p>be completed by month 20 and all four regional workshops will have been completed by month 29.</p> <ul style="list-style-type: none"> ▪ Three (3) Two (2) panel discussions, with at least 50 private sector representatives, one held each year, the first by month 7, the second by month 19, and the third by month 30. ▪ At least three (3) media awareness workshops held, each with at least 20 participating media representatives, the first by month 6, the second by month 19, and the third by month 30. ▪ By month 32, reporting in the popular literature on Rio Convention mainstreaming shows a 10% increase over forecasted ▪ One-day Project Results Conference is held by month 33 ▪ Over 240 participants 	<p>Federation for Environmental NGOs” where the project aims at building the capacity of national journalists and other media professionals on the reporting and best advocacy techniques on the international and national environmental issues.</p> <p>The project convened panel discussion on Paris Agreement in February 2016 under the patronage of the Minister of Environment and attendance of the French Ambassador in Jordan and the Country Director of UNDP. The panel discussion aimed to inform the stakeholders in Jordan on the new elements of the agreement, highlighting the challenges facing Jordan to respond to the agreement and to discuss the existing efforts, initiatives and opportunities to improve accessibility to climate finance, in particular the GCF. The panel discussion was attended by approximately 85 participants representing the Government institutions, NGOs, International Organizations, Academia, Private Sector and Civil Society Organizations.</p> <p>The project in collaboration with the Outreach and Environmental Education Directorate at the Ministry of Environment designed a “Drawing Contest” for schools’ students in Jordan. This contest will be done through the Ministry of Education and will ends up in January 2018. The contest is under the main theme of the linkage between the national and international environmental issues, and has the slogan of “Environment knows no boundaries”</p> <p>Based on the recommendations of the meeting that was convened with a focus group of media professionals, the project conducted a training workshop on “Environmental Advocacy & Public Media” during the period of 12-14 August 2017, the training workshop was attended by 17 professionals (8 Females, 9 Males) from different media sectors and aimed at providing the basic knowledge for targeted media professionals in Jordan on the environmental advocacy tactics they can employ to tailor</p>		

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		attend Conference.	<p>and implement an advocacy campaign on local environmental issues of global dimension.</p> <p>The project convened a consultation meeting with the media focus group on 8 May 2018 to complete the discussions on the roadmap to enhance the role of media in Jordan in the environmental management system, and to define the training need of 2018, useful insights were recommended for the roadmap and the training need was defined to be on the “investigative journalism in the environmental sector”. The workshop was scheduled to take place during the second half of October 2018.</p> <p>The project convened the 1st national conference on environment and development in Jordan during the period of 6-7 November 2018 under the slogan “environment knows no boundaries”. The conference aimed at highlighting the local and global environmental challenges and issues and discussed on the benefits that the global environment may bring to drive the sustainable development in Jordan.</p> <p>The first national conference addressed and included the following themes & sub-themes:</p> <p>Theme 1: Jordan’s Environment in the Global Context</p> <ul style="list-style-type: none"> The development of the national environment management system in Jordan The global environmental governance The Climate change in Jordan from a global perspective Jordan’s efforts in biodiversity conservation from a global view Land degradation and desertification in Jordan from a global view Sustainable Development Goals in Jordan from a local perspective <p>Theme 2: The environmental dimension in the national development agenda of Jordan (followed by Panel Discussion)</p>		

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Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
			<p>The national planning for sustainability (Policies, Strategies & Initiatives) Innovation & Creativity as important source for sustainability The gender equality and environment Environmental Research & the role of education Theme 3: Success stories & best practices for sustainable development in Jordan Sustainable use of biodiversity Co-management & community- based natural resources management Integrated Coastal Zone Management Drought management Building resilience and adaptive capacity to climate change in Jordan Role of private sector in green growth Environmental law enforcement Theme 4: Barriers that hinder the linkages of the local-global environment management system Four parallel sessions have discussed the policy-regulatory, institutional, financial and technical barriers to Rio convention implementation in Jordan. On the sidelines of the conference, exhibition was established to demonstrate the economical values resulted from the linkage between the national and global environmental systems where 20 firms and institutions displayed technologies related to waste management, energy efficiency, green transportation, local food products, smart irrigation techniques...etc. furthermore, many parallel panel discussions on the role of private sector in the environmental management system were organized. During the conference, a “sofa-interview” was set up to discuss further the most important topics of the conference, where the “Sofa dialogue” was broadcasted</p>		

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Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
			live to the website of the Ministry of Environment and UNDP and some were aired on the TV Approximately 462 participants attended the different sessions of the conference		
<p>Output 2.2: Training programme and accompanying knowledge materials</p> <ul style="list-style-type: none"> ▪ Comprehensive assessment of training needs based on Activities 1.1.3 and 1.2.1 ▪ Four regional Rio Convention mainstreaming activities ▪ Targeted training programme building on activities under 2.1 	<ul style="list-style-type: none"> ▪ In addition to the restricted access to environmental data and information, there are also real deficiencies in the amount of consistent and reliable data that is available. ▪ General lack of awareness for the public in general, within sectoral institutions, and all the way up to the members of Parliament ▪ At present, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable 	<ul style="list-style-type: none"> ▪ Report on the comprehensive training needs assessment drafted, peer-reviewed, and completed by month 9. ▪ Four (4) high priority recommendations, one each from the sectoral analyses, selected for early implementation by month 10. ▪ Within the construct of the regional implementation of selected sectoral mainstreaming activities, a training programme is drafted, peer-reviewed, and approved by month 13. Finalize training programme by month 31. ▪ The training programme will be peer-reviewed substantively by at least 16 national experts and 	<p>The project conducted a training needs assessment targeting the technical staff of the concerned line-ministries, where a tailored training scheme was designed. In this context, the project has organized and delivered the following training workshops:</p> <p>Training on Scenario Planning was carried out at Azraq Wetland Natural Reserve from 1-2 June 2016. However, the project recognized that environmental management in Jordan is often taking place in a dynamic environment where change is less predictable, and uncertainty prevails, which makes it difficult to predict the unforeseen stressors that might undermine sustainability/ or effectiveness of management. Accordingly, as part of its training and capacity building scheme, the project defined scenario planning as a “new way of thinking” that copes with uncertainty, determining research and management priorities, guiding interventions, supporting policy requirements and determining monitoring or surveillance needs. the training was attended by 19 participants representing the concerned line-ministries, NGOs, and three fresh graduates of the local community of Azraq Area, where the Azraq Wetland Reserve is located. Two case studies were applied to investigate the drivers that shape the current system of them; the drought management and Rio convention implementation in Jordan. Participants defined the current causal relationship of the both case studies.</p> <p>The project conducted a training workshop on “Advocacy of the Global Environment in Jordan”. The 2-day training took place during September of 2017 at Ajloun Natural Forest</p>	HS	<p>The project has carried out considerable training starting with assessments and thoughtfully tailoring responses. As with many aspects of the project this has been a process of analysis, careful drafting of ToRs, diligent and expert oversight of outputs, monitoring, evaluation and adaptation. Underpinning this has been a characteristic humility with the project to accept that in complex and unpredictable socio-ecological systems there will always be a high degree of uncertainty. Therefore, it is impossible to have all the answers and planning and responses have to be highly adaptive. This has been a real skill of the PCU (and a measure of trust and confidence by the partners and the UNDP CO) to build a culture of adaptive management to solving problems. As stated in the APR, it has tried to bring a</p>

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Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
	development	is rated as high quality	<p>Reserve, and aimed to provide the participants with new skills and techniques to advocate the global environment in their work. 32 participants representing various governmental institutions and NGOs were exposed to this training workshop</p> <p>The project conducted a training workshop for Media sector on “Environmental Advocacy & Public Media”. The 2-day training workshop took place during August 2017 at Dana Biosphere Reserve, and aimed to provide 12 selected participants from Media sector with new techniques that they can use to advocate the national and international environmental issues through public media</p> <p>The project conducted a 3-day training workshop during 27-29 November 2017 on “ the Gender mainstreaming practical tools & Techniques”, through which 30 representatives (19 Females, 11 Males) from 21 institutions representing the line-ministries and NGOs exposed to the concept of Gender mainstreaming and its tools & techniques.</p> <p>The project implemented 2-day training workshop during 21-22 January 2018 on fundraising and resource mobilization, the training aimed at providing 26 participants (18 Females, 8 Males) with basic skills on the effective tools for fundraising and resource mobilization from the untapped source of domestic donors. The training was attended by representatives from the Ministry of Environment, Ministry of Water & Irrigation, Ministry of Agriculture, Ministry of Planning and International Cooperation, NGOs representatives.</p> <p>The project convened 2-day workshop (4-6 Apr 2018) to map the linkages of Rio principles and obligations with the targets of SDGs and the current environmental programs. The training aimed to highlight the linkages and relevance of the global environment provisions to the SDGs and its indicators.</p>		<p>new way of thinking about old problems. Similarly, the PCU and its partners, have approached the challenges in a very inclusive manner allowing a broad participation in solving problems and implementing solutions.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
			<p>The training was attended by 21 participants (9 Female, 12 Males) representing 6 line-ministries</p> <p>The project in cooperation with the International Center for Biosaline Agriculture “ICBA” conducted hands-on training on drought monitoring, where training was on the drought monitoring software that was developed by ICBA. Technical staff from the MoEnv, MoWI, NCARE participated in this training. 11 technical staff (6 Females, 5 Males) were trained on the software</p> <p>The project participated in a regional workshop on “Drought Vulnerability Assessment and CDI Validation” that was organized in cooperation with the International Center for Biosaline Agriculture “ICBA” in Dubai from 26-29 June 2018. The workshop was supported from the drought mitigation centre of Nebraska. It aimed to discuss the findings of the drought vulnerability & impact assessment and the validation of the drought CDI index that is being carried out jointly by UNDP-project and ICBA- project, as well as, to be exposed to the findings of the same exercise in Tunisia, Lebanon and Morocco. The workshop was attended by the national drought management team composed of representatives from the ministry of water, meteorological department, ministry of agriculture, national center for agricultural research, national center for security and crisis management, two national experts from Academia.</p> <p>The project conducted a training workshop for media representatives on “Investigative journalism in the environmental sector”, the training aimed at providing the basic knowledge for targeted media professionals in Jordan on the environmental investigative reporting they can employ to highlight and provide sound advocacy for serious environmental issues. The training took place during 6-8 December 2018 and was attended by 20 journalists</p>		

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
<p>Output 2.3: Public awareness campaign</p> <ul style="list-style-type: none"> ▪ Articles on legislative responses to implement Rio Conventions ▪ High School competition plan ▪ Education module on environmental legislation and Rio Conventions implemented ▪ Public Service Announcement airings on television and radio that promote compliance with existing environmental legislation ▪ High school competitions on links between local behavior and the global environment ▪ High school education modules and accompanying lecture material on the global environment 	<ul style="list-style-type: none"> ▪ In addition to the restricted access to environmental data and information, there are also real deficiencies in the amount of consistent and reliable data that is available. ▪ General lack of awareness in the public in general, within sectoral institutions, and all the way up to the members of Parliament ▪ At present, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development 	<ul style="list-style-type: none"> ▪ At least ten (10) five (5) articles on Rio Convention benefits will be written and published in popular literature with high circulation before the end of the project. Articles are to be published at least every four months. First article is to be published by month 5, and subsequent articles at least every three (3) months. ▪ Each article is to be edited and published as a brochure, with at least 100 copies each and distributed to at least two high value special events for greatest impact. ▪ One PSA completed for television or radio by month 12, with the first airing by month 15. ▪ At least 50 airings of the PSA on television or at least 100 airings of the PSA on radio, by month 34. 	<p>The project established a Facebook page named “ Rio Conventions in the Development Strategies of Jordan” with approximately 650 likers. The project currently communicates with the IT section of the Ministry of Environment and the PR department to handover the page to the ministry to administer it and to create a webpage on Rio Conventions within the official website of the ministry</p> <p>The project in collaboration with the Ministry of Environment and the Ministry of Education initiated during the reporting period the “drawing competition for school students” on the global environmental challenges. A brief on the competition concept and Rio conventions along with the conditions and criteria of the contest were circulated to all (private and public schools) in Jordan during November 2017. The competition was structured based on the students’ age categories; where three age groups were defined: (Age group 6-10 years, age group 11-13 years, age group 14-16 years), the deadline to submit the final drawings were on 6 March 2018. By the deadline 431 drawings were received, accordingly, a selection committee consists of representatives from the MoEnv, MoEdu, UNDP, two well-known national artists evaluated the paintings and selected the winners based on the agreed criteria. However, 4 winners from each age group were announced and honoured in the “Awards Ceremony” that took place on 13 May 2018 at the “Children’s Museum of Jordan”. The Award Ceremony was attended by 176 students from 103 schools across Jordan</p> <p>The project designed and produced 10 public service announcement -PSAs- on different themes related to the environmental issues with global dimension and how the Rio conventions called to address it. the 10 PSAs were aired on the national TV, private TV and Facebook pages of UNDP and</p>	HS	<p>Weaknesses in the project’s SRF mean that reporting on outcome and output indicators becomes repetitive (see above objective / outcome indicators). The project has used media to good effect in promoting the Rio Conventions and because it has been prepared to link environmental degradation to pressing political and social concerns these messages have begun to gain traction across a wider spectrum of the media, such that they remain part and parcel of a national discourse.</p>

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<ul style="list-style-type: none"> ▪ Facebook page created by month 6, with 750 likes by month 19 and 1,000 likes by month 30 ▪ Additional SMART indicators of the public awareness campaign for the use of social media met. ▪ High school competition plan for completed by month 9. ▪ At least two (2) high schools carry out high school competitions by month 20 and at least six (6) by Education module prepared for high schools completed by month 12. ▪ At least 4 high schools (one national and three at the municipal level) have implemented education module by month 26. month 33. ▪ MoE website includes new webpage and introductory articles on Rio Convention mainstreaming by month 6 	<p>the MoEnv.</p> <p>Two honouring ceremonies were organized to discuss the value of the 22 media coverage and articles that were resulted from the involvement of media sector in the project activities. All articles were ranked as good quality of work and media professionals were honored in the ceremonies by the Minister of Environment</p>		

Objective Indicator	Baseline	End of Project Target	Self-Reported (APR June 2018+)	TE Rating	TE Justification
Objective: To mainstream Rio Convention provisions into key national sectoral policies and/or legislation					
		<ul style="list-style-type: none"> ▪ Memoranda of agreements signed with owners of relevant websites to collaborate and coordinate website content by month 6. ▪ Website is regularly updated, at least once a month with new information, articles, and relevant links on Rio Convention mainstreaming. <p>Number of unique visits to the MoE Rio Convention mainstreaming webpages increased by at least 10% between months 6 and 30.</p>			

Annex 10 CCCD Project Workshops and Training

“Mainstreaming Rio Convention Provisions into National Sectoral Policies of Jordan” Project Events 2015-2018

	Event Name	Date	Attendees #	Gov. Employees	Male	Female
1	Orientation Workshop on Mainstreaming Rio Conventions Provisions Project	17/12/2015	40	27	22	18
2	Rio Project Inception Workshop	7/1/2016	47	28	29	18
3	From Paris to Amman – Workshop on the key findings of Paris Cop21 and the way forward	15/2/2016	86	49	50	36
4	Consultative Workshop with the National Rio Committees Members	20/4/2016	44	26	24	20
5	Workshop on Enhancing the National Drought Management Governance in Jordan	24/5/2016	39	23	26	13
6	Training Workshop on “Scenario Planning”	1-2 /6/2016	20	14	15	5
7	Workshop for Rio Committees Task Force	30/8/2016	26	17	17	9
8	Training Workshop on “Environmental Advocacy and Outreach”	25-27/9/2016	27	23	20	7
9	Training Workshop on the Effective Media Coverage for the Global and Local Environmental Issues	19-21/10/2016	42	25	32	10
10	Consultation Workshop on Drought Institutional Set up & Early Warning System in Jordan	1/11/2016	34	28	24	10
11	Consultative Workshop on the Selection Criteria of Rangelands in Jordan	10/11/2016	33	29	25	8
12	Honouring Ceremony for the winners in the media contest “The Environment Knows no Boundaries”	19/12/2016	78	44	48	30
13	Consultative Workshop on the Development of Selection Criteria of Rangelands Reserves in Jordan	21/2/2017	37	23	27	10
14	Discussion Workshop on the New Proposed Construct of the Three National Rio Committees	1/3/2017	32	21	19	13
15	Mini Workshop with Media Sector Representatives	20/4/2017	17	5	6	11
16	Training on Drought Monitoring	17-19/7/2017	9	7	6	3
17	Training Workshop on Environmental Advocacy and Public Media	19-21/8/2017	18	4	9	9
18	Signing Ceremony of Pilot Projects Addressing Local Environmental Issues	19/9/2017	35	15	22	13
19	Training Workshop on Gender Mainstreaming into the National Environmental Management System in Jordan	27-29/11/2017	30	16	12	18
20	Training Workshop on Fundraising	21-22/1/2018	26	20	10	16

Annex 11 Rio Project Reports and Outputs 2015 - 2019

	Report / Output Title	Date	Language
1	Institutional Gap Analysis and Analytical Framework for Rio Convention Implementation in Jordan	April, 2016	English
2	Analytical Report for Opportunities and Barriers for Mainstreaming Rio Conventions into National Priority Strategies: Rangelands Strategy and Drought Resilience strategy and Action Plan	June, 2016	English
3	Development of a selection criteria and designation Process of Rangeland Reserves in Jordan	December, 2016	English
4	Roadmap to mainstream Rio Convention provisions into the national rangeland strategy.	March, 2017	English
5	Statistical Analysis of Rio Awareness and Training Needs Assessment	August, 2016	English & Arabic
6	Restructuring of the Three Rio National Committees in Jordan	December, 2016	Arabic
7	Analytical Framework for Drought Governance in Jordan and a National Drought Resilience Strategy and Action Plan	June, 2016	English
8	Institutional Setup and Regulatory Framework to Drought Management	December, 2016	English
9	Policy Statement on Drought Management	December, 2016	English & Arabic
10	The National Drought Early Warning System and its SOPs – Situational Analysis Report	September, 2016	English
11	The National Drought Early Warning System Design	December, 2016	English
12	Roadmap for Effective Media Coverage for Local and Global Environmental Issues	November, 2016	English
13	Replication Strategic Document for the Lessons Learned of the Mainstreaming Rio Conventions into National Sectoral Policies Project	April, 2018	English
14	Training Manual on Environmental Advocacy and Public Media	November, 2017	Arabic
15	Analytical Report for Gender Mainstreaming in the National Environmental Management System	January, 2018	English
16	Roadmap to Gender Mainstreaming into the National Environment Management System	January, 2018	English

	Report / Output Title	Date	Language
17	Ten Public Service Announcements (PSAs) in different styles and outlines targeting the different environmental issues under the RIO conventions	April, 2018	Arabic
18	Short Documentary on Rio implementation in Jordan	November, 2018	Arabic
19	CDI Validation summary report and drought vulnerability maps	December, 2018	English
20	Training Manual: Calculation of numerical CDI and Creation of Drought Maps	December, 2018	English
21	SOPs and Training Manual – Desert Plants Production	July, 2018	English
22	Environmental Investigative Journalism and Reporting Guidelines	January, 2019	English
23	The Aligned Analytical Report on Rio Implementation in Jordan	Will be delivered in May 2019	English
24	Roadmap to mainstream drought management in the National Disaster Risk Reduction Strategy	Will be delivered in May 2019	English

Annex 12 Analysis of indicators from Project Document and Inception Report SRP

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
Objective Indicators						
1. Global environmental priorities are mainstreamed into National Rangeland Strategy, National Drought Management Action Plan, and National Energy Efficiency Action Plan	<p>This would have required a number of discrete targets such as the changes to the plans, or the Drought Management Plan (which the Project Document stated was in preparation), the DEWS, etc.</p> <p>It is very difficult to measure a “% increase in understanding”</p> <ul style="list-style-type: none"> A comparison of the two statistical analyses show an overall 10% increase in an understanding Rio Convention mainstreaming values and opportunities. 	x	x	x	✓	✓
2. Overall awareness of the value provided by global environmental management is improved in all segments of society	<ul style="list-style-type: none"> Media professionals have increased their level of reporting on Rio Convention mainstreaming by 10% 	x	x	x	x	x
	<p>“Overall awareness” is hard to measure without some sort of robust survey technique such as a Knowledge, Attitudes and Practices (KAP) survey which is expensive.</p> <p>Target should have been one of several. It would not be possible to measure the indicator with these targets.</p> <ul style="list-style-type: none"> At least 10 articles on Rio Convention implementation published in different media sectors 	x	x	✓	x	✓
	<ul style="list-style-type: none"> Number of unique visits to the MoE Rio Convention mainstreaming webpages increased by at least 10% 	✓	✓	✓	x	✓
Outcome 1 Indicators?						
Output 1.1						
1. Analytical framework report for Rio Convention mainstreaming	<p>“Indicator” is deliverable or an output at best. The targets are either restating the “indicator” or activities.</p> <ul style="list-style-type: none"> Rio Convention technical committees convened by month 3. Rio Convention technical committee meets quarterly for the duration of the project. Analytical -framework for the Rio Conventions completed by month 3. Analytical framework is peer-reviewed and presented at two or more stakeholder meetings, as needed to secure consensus by month 3. An inventory of action plans to implement Rio Conventions and sectoral programmes are prepared by month 4. Regional and local consultations are carried out in at least three municipalities by month 6 Three (3) expert workshops to guide sector analyses are convened by month 8. Three (3) SWOT and Gap analyses on the selected three sectors drafted by month 9. Forty (40) national, regional, and local peer-reviews. All three analyses are rated as high quality 	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<ul style="list-style-type: none"> Analyses widely available to all stakeholders within four (4) weeks of their completion. 					
2. Three (3) sectoral analytical reports containing detailing opportunities for mainstreaming Rio Conventions	<p>As above targets:</p> <ul style="list-style-type: none"> Effectively same targets for four Separate “indicators”. Indicators are effectively targets or deliverables, at best they might be considered “outputs” but even as outputs they are too specific and provide little by way of reflecting the impact or changes in circumstances resulting from the project’s intervention. Targets are simply restating the indicators. Applying SMART criteria to these “indicators” is largely irrelevant. 	x	x	x	x	x
3. At least 10 5 peer review comments submitted for each sectoral analysis	As above	x	x	x	x	x
4. High quality rating of all completed sectoral analyses rated by peer review experts	As above	x	x	x	x	x
5. Each constituent public dialogue/ council is attended by at least 50 diverse representatives from the target stakeholder constituency	<ul style="list-style-type: none"> Six (6) three (3) constituent workshops and public dialogues carried out by month 10. 	x	x	x	x	x
Output 1.2						
6. Consultations with senior level decision-makers to identify and agree on a best practice inter-ministerial coordination mechanism	<p>The indicator(s) is a target or an activity. The targets are merely describing the target (“indicator”) further.</p> <p>Targets could be considered applicable to indicators 6 – 9.</p> <ul style="list-style-type: none"> Senior level directors from stakeholder ministries participate and endorse the principles of a high-level decision-making mechanism to which the national Rio Convention technical committees report within one (1) month upon completion of the output 1.1, by month 12 A high-level decision-making is designed within four (4) months of the completion of activity 1.2.1 Ministers from all stakeholder ministries and parliamentarians endorse and approve the establishment of the inter-ministerial committee at least three (3) months upon completion of the output 1.1 Ministers from all stakeholder ministries endorse the final draft operational roadmaps prepared under outputs 1.3.4, 1.4.4, and 1.5.4 by month 26. 	x	x	x	x	x
7. Stakeholder workshops for inter-ministerial communication, coordination,	This is an activity	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
and collaboration						
8. Consultations engage senior decision-makers culminating with some official form of endorsement/approval.	This is an activity and is too fluffy	x	x	x	x	x
9. Official approval of the final draft operational roadmaps	Indicator is a target <ul style="list-style-type: none"> Ministers from all stakeholder ministries and parliamentarians endorse and approve, as appropriate, the final operational roadmaps by month 33 (activities 1.3.7, 1.4.7, and 1.5.7). 	x	x	x	x	x
Output 1.3						
10. Convening of national mainstreaming/sector policy formulation team to formulate the roadmap.	At best these are activities and at worst they could be considered instructions and budget notes; somewhat confusing instructions and budget notes. <ul style="list-style-type: none"> Each relevant guideline, tool, and resource will be succinctly reviewed in one-page by month 10. Statistical analysis of survey results completed by month 5 An integrated annotated outline of the full set of guidelines, tools, and resources are peer-reviewed and validated in the second expert peer-review workshop completed by month 18. The drafting of the roadmap is to begin by month 11 and completed by month 24. The draft will be peer-reviewed substantively by at least 20 national experts and rated as high quality. Three (3) Two (2) workshops: First to review the second draft that incorporates input from the expert peer-review, convened by month 13, second, convened following the second peer-review by month 17, third convened with key Parliamentarians and senior decision-makers participating by month 24. Expert workshops will include at least one mid-level to senior stakeholder participant from all stakeholder parties. Four (4) Two (2) constituent public dialogues carried out, each organized as a one-day event convened between months 19 and 22. Each constituent public dialogue is attended by at least 50 representative number of the target stakeholder constituency. Rio Convention technical committees have selected three high value recommendations for piloting and associated municipalities by month 12. Project document prepared and approved by month 14. Piloting begins by month 15 and is completed by month 26. 	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<ul style="list-style-type: none"> Best practices and lessons learned report from each piloting project is drafted by month 27, peer reviewed and finalized by month 28. 					
11. Assessment of guidelines, tools and resources to support the mainstreaming of Rio Conventions into National Rangeland Strategy Roadmap	<p>Target is repeated across “indicators” 10, 11, 13 & 15. This is just a waste of project time.</p> <ul style="list-style-type: none"> Roadmap is finalized and approved by stakeholder ministries, and submitted for Parliamentary endorsement by month 32. 	x	x	x	x	x
12. Conduct three (3) The number of expert workshops among representatives from line ministries and experts	Activity	x	x	x	x	x
13. Convene four (4) The number of public stakeholder constituent dialogues (public councils/platforms) on the draft National Rangeland Strategy Roadmap.	Repetition of targets across “indicators”	x	x	x	x	x
14. Pilot high priority recommendations in three projects in selected municipalities	Activity and shared targets	x	x	x	x	x
15. Roadmap finalized, validated, submitted for consideration by Parliament and Rio Convention Focal Points.	Target	x	x	x	x	x
Output 1.4						
16. Convening of national mainstreaming/sector policy formulation team to formulate the roadmap.	<p>“Indicators” are a repetition of output 1.3. Same comments apply.</p> <ul style="list-style-type: none"> Each relevant guideline, tool, and resource will be succinctly reviewed in one-page by month 10. An integrated annotated outline of the full set of guidelines, tools, and resources are peer-reviewed and validated in the second expert peer-review workshop completed by month 18. The drafting of the roadmap is to begin by month 11 and completed by month 24. The draft will be peer-reviewed substantively by at least 20 national experts, and rated as high quality. Three (3) Two (2) workshops: First to review the second draft that incorporates input from the expert peer-review, convened by month 13, second, convened following the second peer-review by month 17, third convened with key Parliamentarians and senior decision makers participating by month 24. Expert workshops will include at least one mid-level to senior stakeholder participant from all the stakeholder parties. Four (4) Two (2) constituent public dialogues 	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<p>carried out, each organized as a one-day event convened between months 19 and 22.</p> <ul style="list-style-type: none"> ▪ Each constituent public dialogue is attended by at least 50 representatives of the target stakeholder constituency. ▪ Rio Convention technical committees have selected three high value recommendations for piloting and associated municipalities by month 12. ▪ Project document prepared and approved by month 14. ▪ Piloting begins by month 15 and is completed by month 26. ▪ Best practices and lessons learned report from each piloting project is drafted by month 27, peer reviewed and finalized by month 28. ▪ Roadmap is finalized and approved by stakeholder ministries, and submitted for Parliamentary endorsement by month 32. 					
17. Assessment of guidelines, tools and resources to support the mainstreaming of Rio Conventions into National Rangeland Strategy Roadmap.		x	x	x	x	x
18. Conduct three (3) expert workshops among representatives from line ministries and experts		x	x	x	x	x
19. Convene four (4) public stakeholder constituent dialogues (public councils/platforms) on the draft National Drought Management Action Plan Roadmap.		x	x	x	x	x
20. Pilot high priority recommendations in three projects in selected municipalities		x	x	x	x	x
21. Roadmap finalized, validated, submitted for consideration by Parliament and Rio Convention Focal Points.		x	x	x	x	x
Output 1.5						
22. Convening of national mainstreaming/sector policy formulation team to formulate the roadmap.	<ul style="list-style-type: none"> ▪ Each relevant guideline/resource will be succinctly reviewed in one page by month 10. ▪ An integrated annotated outline of the full set of guidelines/ resources are peer reviewed and validated by month 18. ▪ The drafting of the roadmap is to begin by month 11 and completed by month 24. 					

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<ul style="list-style-type: none"> • The draft will be peer-reviewed substantively by at least 20 national experts, and the draft is rated as high quality • Three (3) workshops: First to review the second draft that incorporates input from the expert peer-review, convened by month 13, second, convened following the second peer-review by month 17, third convened with key Parliamentarians and senior decision-makers participating by month 24. • Expert workshops will include at least one mid-level to senior stakeholder participant from all the stakeholder parties. • Four (4) constituent public dialogues carried out, each organized as a one-day event convened between months 19 and 22. • Each constituent public dialogue is attended by at least 50 representatives from the target stakeholder constituency. • Rio Convention technical committees have selected three high-value recommendations for piloting and associated municipalities by month 12. • Project document prepared and approved by month 14. • Piloting begins by month 15 and is completed by month 26. • Best practices and lessons learned report from each piloting project is drafted by month 27, peer-reviewed and finalized by month 28. • Roadmap is finalized and approved by stakeholder ministries, and submitted for Parliamentary endorsement by month 32. 					
23. Assessment of guidelines, tools and resources to support the mainstreaming of Rio Conventions into National Rangeland Strategy Roadmap						
24. Conduct three (3) expert workshops among representatives from line ministries and experts						
25. Convene four (4) public stakeholder constituent dialogues on the draft National Energy Efficiency Action Plan Roadmap						
26. Pilot high-priority recommendations in three projects in selected municipalities						
27. Roadmap finalized, validated,						

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
submitted for consideration by Parliament and Rio-Convention Focal Points.						
Output 1.6						
28. Expert working group established	<p>A mixture of work planning, activities and targets and a bland assumption that everything will go to plan and on time.</p> <ul style="list-style-type: none"> Expert finance group established by month 26. This will coincide with the ministerial endorsement of the operational roadmaps of outputs 1.3, 1.4, and 1.5 At least 500 survey respondents participate in the survey An interim draft of the Lessons Learned Report is prepared about mid-way of the implementation of the demonstration projects and by month 24. The lessons learned reports are validated by national and regional stakeholders by month 30, finalized by month 32. 	x	x	x	x	x
29. Resource mobilization strategy report	<p>Should include elements of the first target for "indicator" 28.</p> <p>If it was phrased as "<i>resource mobilization</i>" this would meet the SMART criteria although the targets would need to include some quantification of budget allocation, private sector investment and community investment (including non-monetary investments) to Rio objectives. Unfortunately it is not phrased that way and refers to a deliverable.</p> <ul style="list-style-type: none"> Resource mobilization plan drafted by month 31. Draft resource mobilization plan validated by finance advisory group and national and regional stakeholders by month 33. 	x	x	x	x	x
30. Rio Convention Mainstreaming reports	Project deliverable	x	x	x	x	x
Outcome 2 Indicators						
Output 2.1						
<p>31. One-day conference at the beginning of the project to raise awareness of the project goal and objectives</p> <p>Raising awareness of the project goals and objectives is not an indicator</p>	<ul style="list-style-type: none"> One-day Kick-Off Conference is held by month 3. Over 240 participants attend Kick-Off Conference. Survey instrument is developed by month 3. Survey instrument is carried out in conjunction with Kick-Off Conference by month 3 and again by month 30. Each of the two survey instruments should be completed by a minimum of 500 respondents. Statistical and sociological analyses of survey results are completed by month 5 (baseline) and by month 32. The analyses will be independently peer-reviewed and validated. 	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<p>➤ Increased awareness as measured by a Knowledge, Attitudes and Practices (KAP) survey would have been a useful indicator (although repeating objective 1 indicator (“understanding” – “awareness”))</p> <ul style="list-style-type: none"> ▪ A comparison of the two statistical analyses show an overall 10% increase in an understanding Rio Convention mainstreaming values and opportunities. ▪ Draft public awareness-raising campaign is completed by month 3, independently peer-reviewed and validated by month 4, and finalized by month 5. ▪ At least four (4) regional workshops are convened, with local and regional government representatives from all regions (25) having participated in at least one workshop. Each workshop should be attended by at least 50 local/regional representatives. Two regional workshops will be completed by month 20 and all four regional workshops will have been completed by month 29. ▪ Three (3) Two (2) panel discussions, with at least 50 private sector representatives, one held each year, the first by month 7, the second by month 19, and the third by month 30. ▪ At least three (3) media awareness workshops held, each with at least 20 participating media representatives, the first by month 6, the second by month 19, and the third by month 30. ▪ By month 32, reporting in the popular literature on Rio Convention mainstreaming shows a 10% increase over forecasted ▪ One-day Project Results Conference is held by month 33 ▪ Over 240 participants attend Conference. 					
32. A broad-based survey to assess both a baseline of stakeholders’ awareness of the value of conserving natural resources for the global environment	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x
33. A public awareness campaign and implementation plan.	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x
34. Regional awareness workshops on the linkages between local socio-economic development and priorities and the global environment	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
35. Expert panel discussions on synergies between Rio Conventions and business	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x
36. Media awareness workshops on Rio Convention mainstreaming	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x
37. One-day conference at the end of the project to promote the value of Rio Convention mainstreaming and mobilize commitment and resources to catalyze replication of mainstreaming best practices Output 2.2	Not an indicator and targets are essentially activities or belong in the work plan	x	x	x	x	x
38. Comprehensive assessment of training needs based on Activities 1.1.3 and 1.2.1	<p>Activity and targets belong in the ToR for the assessments.</p> <ul style="list-style-type: none"> Report on the comprehensive training needs assessment drafted, peer-reviewed, and completed by month 9. Four (4) high priority recommendations, one each from the sectoral analyses, selected for early implementation by month 10. Within the construct of the regional implementation of selected sectoral mainstreaming activities, a training programme is drafted, peer-reviewed, and approved by month 13. Finalize training programme by month 31. <p>The training programme will be peer-reviewed substantively by at least 16 national experts</p>	x	x	x	x	x
39. Four regional Rio Convention mainstreaming activities	Target if it included "completed"	x	x	x	x	x
40. Targeted training programme building on activities under 2.1 Output 2.3	Activity	x	x	x	x	x
41. Articles on legislative responses to implement Rio Conventions	<ul style="list-style-type: none"> At least ten (10) Five (5) articles on Rio Convention benefits will be written and published in popular literature with high circulation before the end of the project. Articles are to be published at least every four months. First article is to be published by month 5, and subsequent articles at least every three (3) months. Each article is to be edited and published as a brochure, at least 100 copies each and distributed to at least two high value special events for greatest impact. Facebook page created by month 6, with 750 likes by month 19 and 1,000 likes by month 30 Additional SMART indicators of the public 	x	x	x	x	x

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
	<p>awareness campaign for the use of social media met.</p> <ul style="list-style-type: none"> ▪ MoE website includes new webpage and introductory articles on Rio Convention mainstreaming by month 6 ▪ Memoranda of agreements signed with owners of relevant websites to collaborate and coordinate website content by month 6. ▪ Website is regularly updated, at least once a month with new information, articles, and relevant links on Rio Convention mainstreaming. ▪ Number of unique visits to the MoE Rio Convention mainstreaming webpages increased by at least 10% between months 6 and 30. 					
42. High School competition plan	<ul style="list-style-type: none"> ▪ High school competition plan for completed by month 9. ▪ At least two (2) high schools carry out high school competitions by month 20 and at least six (6) by Education module prepared for high schools completed by month 12. ▪ At least 4 high schools (one national and three at the municipal level) have implemented education module by month 26. Month 33. 	x	x	x	x	x
43. Education module on environmental legislation and Rio Conventions implemented	Indicator is a target	x	x	x	x	x
44. Public Service Announcement airings on television and radio that promote compliance with existing environmental legislation	<p>Target</p> <ul style="list-style-type: none"> ▪ One PSA completed for television or radio by month 12, with the first airing by month 15. At least 50 airings of the PSA on television or at least 100 airings of the PSA on radio, by month 34. 	x	x	x	x	x
45. High school competitions on links between local behavior and the global environment	Target and impossible to measure	x	x	x	x	x
46. High school education modules and accompanying lecture material on the global environment	Target	x	x	x	x	x
<p>SMART: Specific, Measurable, Achievable, Relevant, Time-Bound Green: SMART criteria complaint; Yellow: questionably compliant with SMART criteria; Red: not compliant with SMART criteria</p>						

ANNEX 13: EVALUATION REPORT CLEARANCE FORM

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: Rana S. Saleh/ Environment Programme Analyst

Signature:  Date: 28/06/2019

UNDP GEF RTA

Name: Tom Twining-Ward

Signature:  Date: 2 July 2019