

UNDP JORDAN CPD 2018-2022

Rightly placing development
back at centre stage


Mid-term Evaluation

Preliminary Findings

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Objective: assess the progress in contributing to development results at country level both at policy and programmatic levels, focusing on the 3 UNSDF outcomes.

Scope: January 2018 to December 2020

Unit of analysis: CPD

CPD portfolio 2018 to 31.12.20

- 39 interventions amounting to USD 62 million
- **Outcome 1** (JOR28) enhancing opportunities for inclusive engagement of people in Jordan: 9 projects – USD 13.4 m.
- **Outcome 2** (JOR29) People, especially the most excluded and vulnerable, claim their rights and fulfil their responsibilities: 22 projects – USD 43.4 m.
- **Outcome 3** (JOR30) Institutions in Jordan at national and local level are more responsive, inclusive, transparent, accountable, resilient: 8 projects – USD 5.4 m.

Portfolio structure by pillar (GP-IGSL-ECCD-Corp)

- GP: 10 projects – USD 11.7 m
- IGSL: 4 projects – USD 3.7 m
- Shared GP/IGSL (PVE) – 3 projects – USD 12.1 m
- ECCD: 16 projects – USD 31.1 m
- Corporate: 6 projects – USD 3.5 m


Evaluation criteria:

Relevance, Effectiveness, Efficiency,
Sustainability

Norms and standards: UNDP evaluation
Guidelines (IEO) 2019, UNDP guidance on
outcome-level evaluation, UNDP PME
handbook, UNDG RBM Handbook, 2011,
UNDAF Theory of Change Companion
Guidance

Methodology: documentary analysis, home-based due to COVID-19, no travel to Jordan, KII

Total of 73 KII, of which 19 with GoJ counterparts, 19 with UNDP staff, 9 with donors, 10 with UN agencies, and 16 with implementing partners (private sector, NGOs, int. organisations, institutes, public company)



Total interview time: 75,3 hours
average KII time: 62 minutes
GOJ interviews from 13 instit./ministries

87 persons in total
45 men and 42 women
response rate to initial list: 78.3%

Gaps: 6 KII did not respond, gaps in
reaching Parliament, MoJ, NCMC

LIMITATIONS: availability of respondents due to COVID and unease with virtual meetings, interpretation

Acknowledgements: excellent support from CO on documentation, materials, and in securing GoJ and IP meetings and with interpretation. All targeted UNDP staff interviewed. Very open discussions w/KIIs.

Country context

- Syrian refugee crisis for 10 years now – JRP
- UNDP small player based on funding availability
- Jordan middle-income country – funding limitations -8th ODA
- GoJ plans scattered across line ministries and high turn-over of GoJ Ministers – originally Vision 2025, VNR2017, AL-Nahda Renaissance, Jordan Economic Growth Plan 2018-2022 – today main reference is just released J Executive Growth Plan with two main objectives: Economic Growth and employment creation, follows the Reform Matrix
- Negative social and economic effects of the C-19 pandemic, 24 defence orders from March to Dec. 2020.
- UN reform process and delinking of RC/RR functions, new UN SG and initiatives
- Data gaps and difficult to ensure data transparency

FINDINGS PER EVALUATION CRITERION

RELEVANCE:

- CPD design with the programme pillars broad enough to address key challenges in Jordan, maybe too broad
- Initial alignment with government priorities and frameworks but C-19 impact shifting priorities to economic growth and employment

RELEVANCE (cont.)



- Outcomes ambitious and require more core funds and closer partnerships
- Challenge of balancing short-term project-driven results with longer-term gains
- CO strategically rightly trying to move back from crisis response to development assistance

RELEVANCE (cont.)

- Main entry points for CPD remain valid. No major shifts are necessary except for adaptation to C-19 situation and increase use of digitalisation.
- UNDP's positioning in Jordan is sound but needs to be reviewed in line with the expected outcomes to be realistically achieved by the end of the CPD.
- Good resource mobilisation capacity with alternative donors and Go J

EFFICIENCY: CO delivery under CPD – source UNDP CO

Programme 2020-2018				
JOR	2020	2019	2018	Cumulative
Budget	12,440,372.00	13,954,029.00	16,231,247.00	42,625,648.00
Expenditure	11,297,825.00	12,721,002.00	15,071,950.00	39,090,777.00
Delivery	91%	91%	93%	92%

Management 2020-2018				
JOR	2020	2019	2018	Cumulative
Budget	1,557,968.00	1,983,573.00	1,578,184.00	5,119,725.00
Expenditure	1,225,475.00	1,682,632.00	1,533,241.00	4,441,348.00
Expenditure %	79%	85%	97%	87%

EFFICIENCY

2018	Budget	Exp	Delivery Rate
GP	6,081,265.00	5,591,477.00	92%
ECCCDRR	7,586,597.00	7,296,925.00	96%
IGLS	2,098,730.00	1,718,894.00	82%
Corporate	464,655.00	464,654.00	100%
Total	16,231,247.00	15,071,950.00	93%

EFFICIENCY

2019	Budget	Exp	Delivery Rate
GP	3,536,093.80	3,362,678.10	93%
PVE4: Act 1,3, & Act4	1,418,821.54	1,258,491.30	
Total GP pillar	4,954,915.34	4,621,169.40	
ECCCDRR	5,982,863.90	5,509,278.60	92%
IGLS	314,283.90	297,759.73	85%
PVE4: Act 2& Act4/2	1,931,548.41	1,617,224.54	
Total IGSL Pillar	2,245,832.31	1,914,984.27	
Corporate	770,417.45	675,569.73	88%
Total	13,954,029.00	12,721,002.00	91%

EFFICIENCY

2020	Budget	Exp	Delivery Rate
GP	1,772,334.84	1,580,992.00	89%
PVE4: Act 1,3, & Act4	801,482.00	791,078.00	
PVE5: Act 1&3, & Act 4	1,076,912.76	884,630.44	
Total GP pillar	3,650,729.60	3,256,700.44	
ECCCDRR	5,053,627.53	4,665,244.70	92%
IGLS	951,875.48	919,300.00	92%
PVE4: Act 2& Act4/2	683,479.21	651,899.36	
PVE5: Act 2 & Act 4	624,085.32	497,473.14	
Total IGSL Pillar	2,259,440.01	2,068,672.50	
Corporate	1,476,573.21	1,307,207.36	89%
Total	12,440,370.35	11,297,825.00	91%

Management efficiency:

- Office restructuring, CT, communications, transparency, coordination : Excellent
- seen as strategic by KIs, could be even more so in certain UN partnerships
- unclear added value of the RC function for UNDP itself – OIOS on-going evaluation to identify lessons - clarity
- recognised efforts to break silo approach
- accelerator lab needs to find its niche

EFFICIENCY (cont.)

- Proactive UNDP positioning and risk-taking requires corresponding core funds to support investments made
- Recognised good staff overall but ensure institutional memory – balance int. and national staff – high turn-over in GP
- Short-term and project funding undermine efforts to be strategic and set agenda

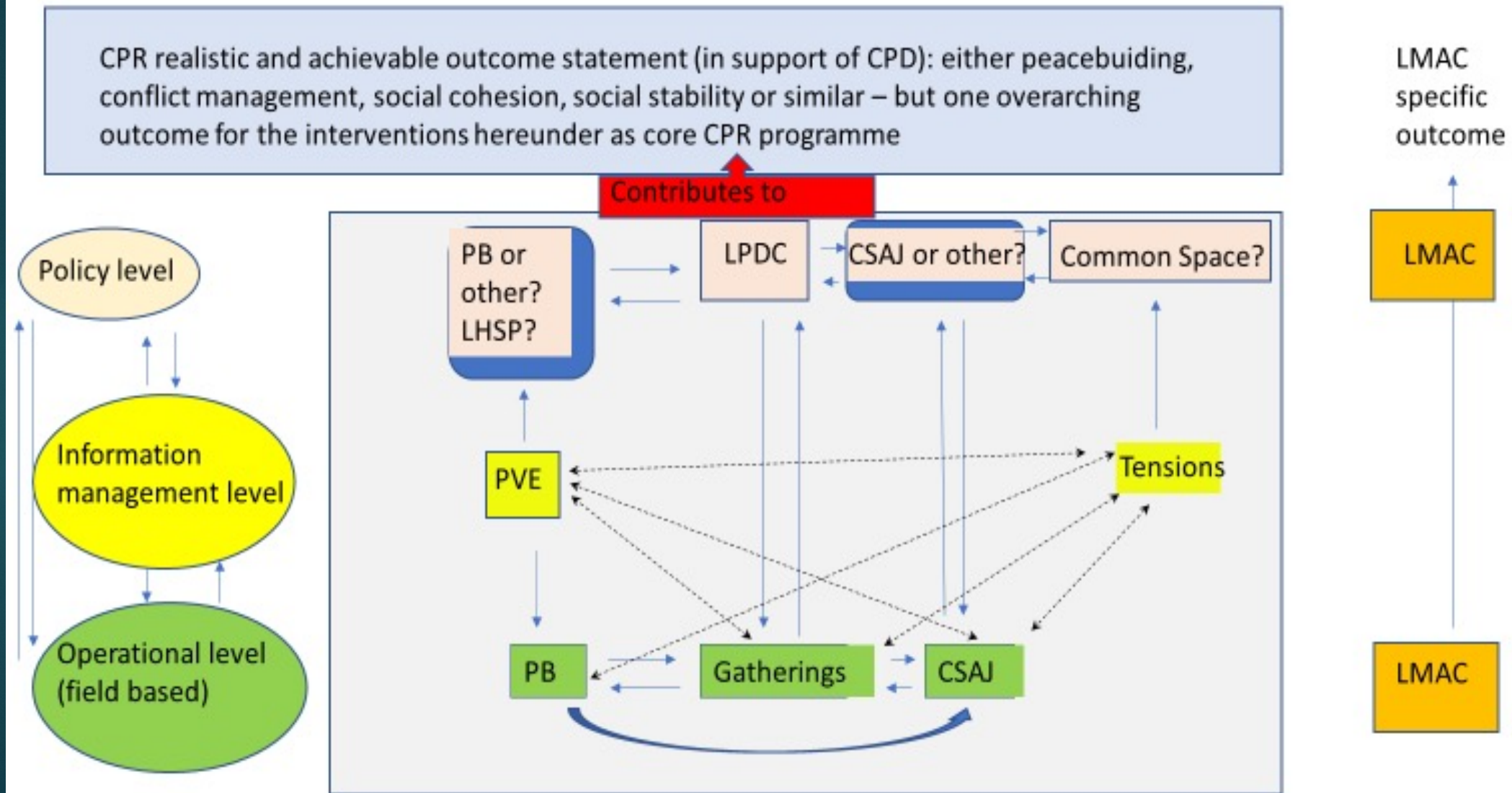
Programmatic efficiency:

- Strongest portfolio in Environment pillar (+reg)
- Recognised value of livelihoods approach (3x6 not HA) w/private sector, demand side
- Governance results in decentralisation, elections. Gaps in Parliament, justice, accountability and transparency.
- Weak in informing policy making (save E)
- Lack of ToC to create a common understanding to CPD vision (pillars, etc.)

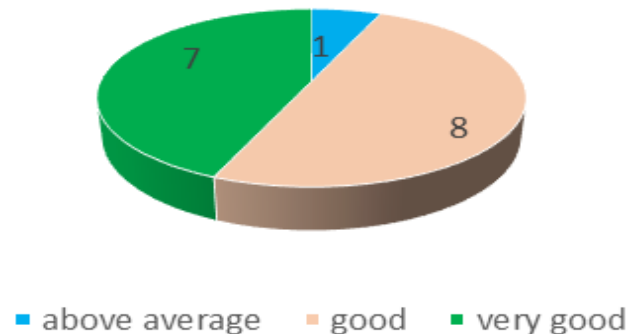
EFFECTIVENESS: ON TRACK

- Key achievements as in ROARS and other documents confirmed by KIIs: SWM, Badia, elections, decentralisation, MoLA partnership, WE, SDG investment funds, private sector, efforts in livelihoods, Marine res, DOS, responsiveness to GoJ priorities, lead role in UN SEF, C-19 response, international conventions, gender.
- uneven across outcomes/pillars – vision

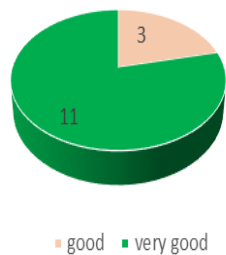
Diagram for slotting projects from UNDP CO Lebanon CPR outcome eval 2019



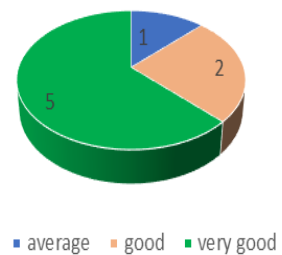
UNDP Performance Rating (n=16) Average: 4,36 (3 N/A)



UNDP Trust Rating (n=14) Average 4,71 (5 N/A)

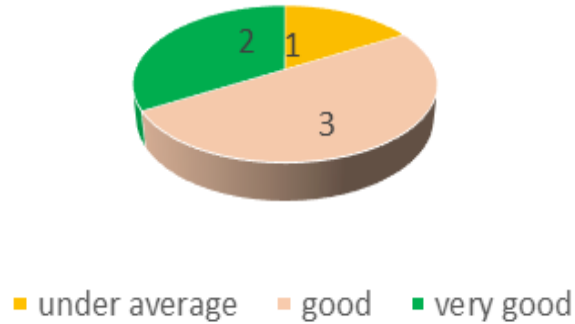


UNDP Partnership Rating (n=8) Average 4,44 (11 N/A)



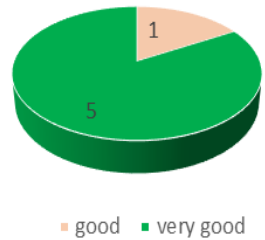
EFFECTIVENESS (cont.) GoJ perception

UNDP Performance Rating (n=6) Average: 4,00 (10N/A)

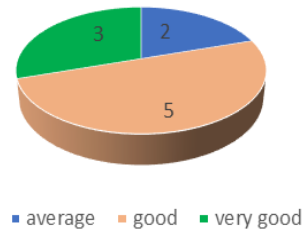


EFFECTIVENESS (cont.) IP perception

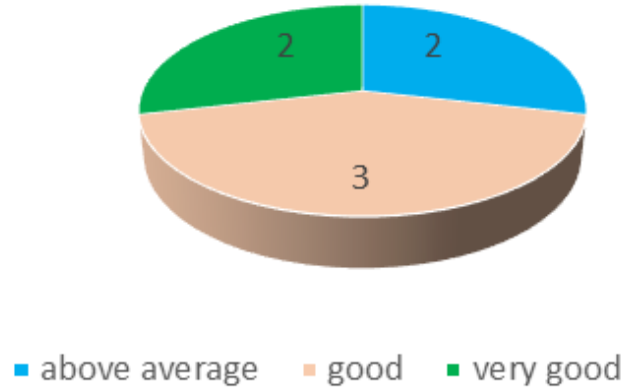
UNDP Trust Rating (n=6) Average 4,83 (10 N/A)



UNDP Partnership Rating (n=10) Average 4,05 (6 N/A)



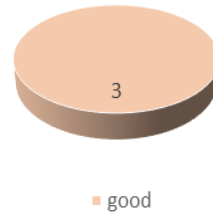
Donor Performance Rating (n=7) Average 4,07 (1 N/A)



Donor Trust Rating (n=2) Average 5,0 (6 N/A)

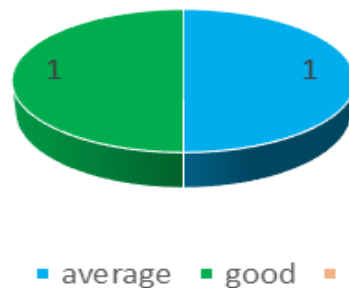


Donor Partnership Rating (n=3) Average 4,0 (5 N/A)

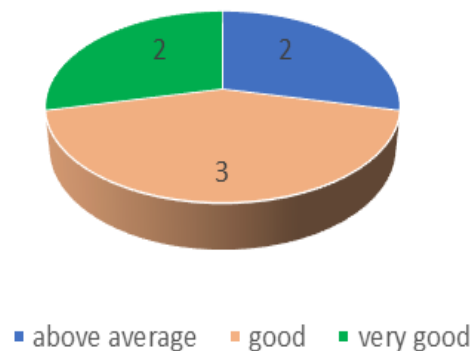


EFFECTIVENESS (cont.) donor perception

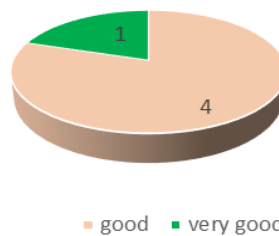
UNDP Performance Rating (n=2)
Average: 3,50 (9 N/A)



UNDP Partnership Rating (n=7)
Average 4,14 (4 N/A)



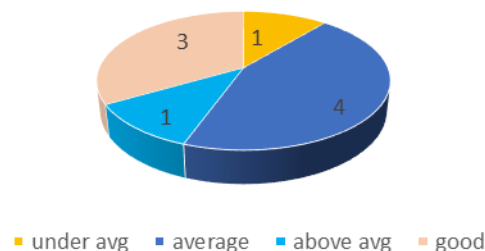
UNDP Trust Rating (n=5)
Average 4,20 (6 N/A)



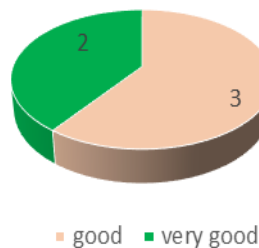
EFFECTIVENESS:
(cont.) UN
perception

Effectiveness: UNDP perception

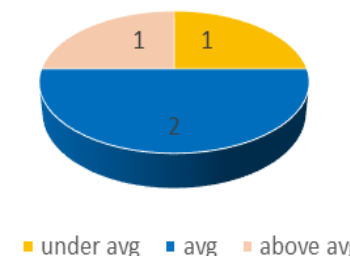
UNDP Performance Rating (n=9)
Average: 3,33 (10 N/A)



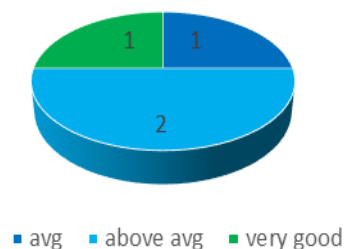
UNDP Gender Rating (n=5)
Average 4,20 (14 N/A)



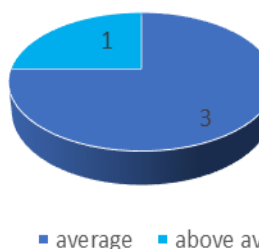
UNDP Partnership Rating (n=4)
Average 3,00 (15 N/A)



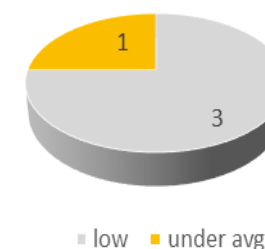
UNDP CD Rating (n=4)
Average 3,75 (15 N/A)



UNDP Visibility Rating (n=4)
Average 3,13 (11 N/A)



UNDP Policy Rating (n=4)
Average 2,00 (15 N/A)



EFFECTIVENESS: (cont.) - interpretation

- Evaluation findings: UNDP on the right path to achieving key results and setting up proper building blocks for development in Jordan – portfolio a mix of interventions, pay-back only over the longer term (SDG finance, accelerator lab, institutional partnerships)
- CPD RRF not aligned to UNDP needs to show country-level progress during 5 years, shifts unit of analysis from UNDP to UNSDF – update on RRF indicators received from CT

RRF indicators Outcome 3

CPD Outcome 3: Institutions in Jordan at national and local levels

Indicator 3.1 Proportion of population satisfied with the last experience of public services

		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	3,1	Proportion of population satisfied with the last experience of public services						
3.1.1		Proportion of population satisfied with the last experience of public services (National)						
		25%		25%	25%	25%	25%	25%

Indicator 3.2 Existence of functional systems to track and make public allocations for gender equality and women's empowerment

		2018	2019	2020	2021	2022		
	<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	
	3,2	Existence of functional systems to track and make public allocations for gender equality and women's empowerment						
3.2.1		Existence of functional systems to track and make public allocations for gender equality and women's empowerment (National)						
		1	0	1	0	1	2	2

RRF indicators outcome 3

Indicator	3.3	Ranking of Jordan on the corruption perception index and the open budget system						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	3,3	Ranking of Jordan on the corruption perception index and the open budget system						
3.3.1		Ranking of Jordan on the corruption perception index and the open budget system (National)						
		57		59		58	60	60
Indicator	3.4	Existence of national/local disaster risk reduction strategies						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	3,4	Existence of national/local disaster risk reduction strategies						
3.4.1		Existence of national/local disaster risk reduction strategies (National)						
		0		2	1	3	3	3
Indicator	3.5	Number of laws and policies which are adopted and/or modified in line with international/United Nations standards and conventions						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	3,5	Number of laws and policies which are adopted and/or modified in line with international/United Nations standards and conventions						
3.5.1		Number of laws and policies which are adopted and/or modified in line with international/United Nations standards and conventions (National)						
		8		8	1	9	9	9
2.4.1		Number of beneficiaries of the Jordan Compact initiatives (Nation-wide)						
		571.355		571.355	0	571.355	571.366	571.355

Indicator	2.1	Youth Development Index						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	2,1	Youth Development Index						
2.1.1		Youth Development Index (National)						
		114		114	0	114	112	114
Indicator	2.2	Gender Development Index						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	2,2	Gender Development Index						
2.2.1		Gender Development Index (National)						
		86		86		87	86	88
Indicator	2.3	Percentage of refugee population (dis-aggregated according to sex and age) benefiting from UN supported programmes						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	2,3	Percentage of refugee population (dis-aggregated according to sex and age) benefiting from UN supported programmes						
2.3.1		Percentage of refugee population (dis-aggregated according to sex and age) benefiting from UN supported programmes (Nation-wide)						
		80%		85%		85%	85%	85%
Indicator	2.4	Number of beneficiaries of the Jordan Compact initiatives						
		2018		2019		2020		
		<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	2,4	Number of beneficiaries of the Jordan Compact initiatives						

RRF indicators Outcome 1

CPD Outcome 1: Enhanced opportunities for inclusive engagement of people living in Jordan in social, economic and political spheres

Indicator 1.1 Proportion of seats held by women in parliament and local councils.

		2018		2019		2020	
	<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	1,1 Proportion of seats held by women in parliament and local councils.						
1.1.1	Proportion of seats held by women in parliament and local councils (Nation Wide)						
	15,40%		15,40%		15,40%	17%	12%

Indicator 1.2 Voter turnout in national/local elections.

		2018		2019		2020	
	<u>Baseline</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>	<u>Milestone</u>	<u>Actual</u>
	1,2 Voter turnout in national/local elections.						
1.2.1	Voter turnout in national/local elections (Nation Wide)						
	36,10%		36,10%		36,10%	38%	30%

EFFECTIVENESS: (cont.)

- Strengths: responsiveness, staff quality,
- Technical skills, international pool of resources, commitment, development oriented, adds value, convening role, trusted partner, multidisciplinary, strategic, resource mob.
- - Weakness: presence in governance: parliament, MoJ, accountability, costs, no clear balance between policy and impl., exit strategies and sustainability, common vision across all CO, geographical coverage

EFFECTIVENESS: (cont.)

- Key challenges and limitations:
 - CO (re-)structure: on the right track. Aim for longer-term stay of int. staff – mitigation strategy (ms): Have all deputy “pillar” heads NOs to ensure institutional memory
 - Common vision of CPD results at the end, and contribution of the various interventions – ms: develop ToC across all CO pillars and SO

EFFECTIVENESS: (cont.) - challenges

- Capacity development: Not a programme but embedded in projects – e.g. project specific, not always strategic. ms: consider developing a CD strategy – for both GoJ and CSO partners
- Partnership: not a clear partnership strategy – ms: recommended. MoPIC needs nurturing. Royal Court should be a strategic partner for UNDP. Private sector key to future pay-backs

EFFECTIVENESS: (cont.) - challenges

- Gender : great efforts done, silver seal, WE strong – ms: closer partnership with UNCT to define focus which should be WE
- Accelerator Lab: new corporate initiative still struggling to show value addition. Unclear outcomes – ms: more coaching/support from HQ and regional to staff not typical UNDP profile

EFFECTIVENESS: (Cont.) - challenges

- Leave no one behind – unclear application of the concept given lack of geographical coverage analysis (e.g. LCRP) – ms: integrated area-based programme across pillars in one pilot governorate
- Vulnerability versus livelihoods: not all are able to work or be entrepreneurs – demand side must be better identified – ms: more private sector involvement, using LED approaches

[LCRP map.pdf](#)

ms: UNDP should have a better visibility of its programming portfolio and use maps to present its interventions

EFFECTIVENESS (Cont.) - challenges

- SDG investment Fund : high potential, widely seen as great initiative – but time needed to reap benefits – ms: UNDP lead on WE and Green Growth related investments as a branding label linked to SDG
- M&E: improved with CT but needs further internal capacity development

EFFECTIVENESS: (Cont.) - challenges
Communication/visibility – improved with CO
plan for 2020-2022 – but need to find right
message for the right audience. Project report
and CPD report driven by donors and HQ
respectively: need a narrative to communicate
the results achieved (positive change) at the
country level. – ms: different levels of
communication and language needed in line
with audience. Use M&E data as support. Invest
in explaining key achievements to the public.

EFFECTIVENESS: (Cont.) - challenges

- PVE : biggest risk for UNDP in Jordan
 - New initiative, supply driven by donors but ill-defined and not demand centred
 - Negative start perspective (prevention, half-empty glass) instead of positive approach (half-full glass)
 - Country context does not allow for a proper technical intervention – too sensitive and political

EFFECTIVENESS: (Cont.) - challenges

- Challenge too big for the CO – donors lack clarity on objectives as well
- ❖ Suggested mitigation strategy
 - Elevate PVE to become a regional programme with peer learning across countries
 - Establish either Amman Hub or Oslo GC as technical support for cross-fertilisation (reg CTA)
 - Agree on positive language (social cohesion and inclusive growth – youth empowerment)

EFFECTIVENESS: (Cont.) - challenges

- **Trust is key at community level**– and long-term process - No short-term funds – minimum 2 years continuous engagement, better 3 year engagement to coach and monitor
- Build **accountability** to the results – no just doing activities because they are funded

SUSTAINABILITY

- Exit strategy or replication value should be embedded in project design
- Mostly project driven rather than programmatic approach – makes it difficult to replicate
- Some evidence of scaling-up or replication, but not systematic (Badia, SWM, WE)
- Insufficient funding base for sustainability (except EC CD) e.g. Parliament

SUSTAINABILITY



- Property tax very good example of contribution to GoJ sustainable financing through use of digitalisation
- MoLA continued demand for UNDP support
- some innovations require more time to flourish and demonstrate sustainability (accelerator, SDG Fund, etc.)

STRATEGIC CONSIDERATIONS:

- Pilot integrated area-based programme in one governorate – across all fields of activity with focus on YE and WE and LED. Use accelerator in this context to determine niche/value. Entry point from E should be green growth.
- Use visual GIS mapping to indicate coverage and where *leave no one behind* is being applied – with data

STRATEGIC CONSIDERATIONS

- Consider opening a field office in the pilot integrated area-based programme governorate – given perception that UN focused on Syrian crisis, consider Southern Jordan
- Develop CO technical skills on M&E, RBM, reporting and communications

STRATEGIC CONSIDERATIONS:

- Strengthen communications and M&E capacity through using targeted language for each audience – and relevant data
- Advocate for Jordan's regional lead role through a) hosting and managing more regional projects (E) b) setting up a regional learning centre on social cohesion and inclusive growth (PVE) with focus on YE and WE c) regional learning centre on SDGs (DOS) with exchange visits across the region

STRATEGIC CONSIDERATIONS:

- Define “Impact” for private sector.
Differentiate from impact of development (SDG) and “Brand” SDG for private sector market
- Obtain more core funding to continue shift towards sustainable development programmes and proactive positioning
- Identify success for mid-term investments (SDG Fund, accelerator lab, innovation)

STRATEGIC CONSIDERATIONS

- Given limited proactive buy-in from GoJ on SDGs, consider an “UN SDG champion” logo brand for private sector as incentive
- Soft advocacy to Royal Court for support on SDGs and setting up of a more internationally visible Jordan through **regional** exchanges for social cohesion and inclusive growth (i.e. PVE) and SDG data (DOS) and maybe the SDG Funds

STRATEGIC CONSIDERATIONS

- UNDP minor player in terms of funds but is finding the correct niche – effort and risk taking is evident in a complex donor environment and high potential rewards
- Private sector is set to become key partner
- Set minimum standards for quality of research and assessments, even in crisis context (e.g. C-19 vulnerability assessment)
- More proactivity in governance area and policy

CONCLUSIONS:

- Challenging environment but CO globally on track. More efforts in governance/policy required.
- Good shift to reposition UNDP on the development agenda despite context
- Interesting initiatives and risk taking on innovative approaches with high potential reward
- Transparent, respected and strategic management – excellent internal comms

CONCLUSIONS:

- High responsiveness/commitment, strong staff
- Open and constructive partnership with UN agencies, still room for more strategic alignment (e.g. WE)
- Positive appraisal of all stakeholders on implementation and delivery capacity. Particularly strong on environment and MoE relations, as well as partnership with MoLA.
- Convening power GoJ/donors/PS/CS

RECOMMENDATIONS

- Develop High-profile regional development learning centre (in RBAS?) for exchanges in PVE, SDG data, SDG investment funds, etc. with annual awards for best practices (explore philanthropic funding availability)
- More support to inform policy making in critical areas (Parliament)
- Use a mapping of ongoing actors to ensure UNDP is positioned strategically avoiding potential overlap with larger operators

RECOMMENDATIONS

- Review the vision and success for the end of the CPD period and beyond – for each pillar and core strategy (e.g. gender, communication, M&E) through a ToC exercise
- Provide M&E and RBM training across pillars and strategic functions to ensure common language, terminology, understanding

RECOMMENDATIONS

- Pilot an area-based integrated programme over 3-years in one governorate with a field office
- Adapt CPD RRF indicators to reflect UNDP achievements (JOR 28 elections only)
- Avoid accepting short-term funding (1 year or less) for sensitive areas
- Build a narrative of the CO successes by the end of the CPD

RECOMMENDATIONS

- Make a strategic use of the M&E function beyond project and CPD requirements to construct the CO narrative (e.g. including evidence and data from professional evaluations)
- Develop partnership strategy and review relations with MoPIC, MoJ, Parliament, Royal Court - consider engaging with King Abdullah II Centre for Excellence?



THANK YOU FOR YOUR COMMENTS,
QUESTIONS AND SUGGESTIONS!

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