



FINAL MID-TERM EVALUATION (MTR) REPORT

Mid-Term Evaluation of the Decentralization, Accountability
and Integrity at Local Level (DAILL) Project in Jordan

Organization Commissioning the Evaluation: UNDP

Evaluator: Dima M. Toukan

Timeframe of Evaluation: August 15-December 15, 2022

Country of the Evaluation: Jordan

Date: December 12, 2022

Project and Evaluation Information

Project	
Project	Decentralization, Accountability and Integrity at Local Level (DAILL)
Atlas ID	00134346
Corporate outcome and output	Outcome 1: Institutions in Jordan at national and local levels are more responsive, inclusive, accountable, transparent, and resilient. Output 1.2: National and sub-national government effectiveness levels enhanced, and accountability strengthened.
Country	Jordan
Region	Middle East
Date project document signed	February 28, 2022
Project dates	June 21, 2020- December 20, 2024
Total committed budget	EUR 5,000,000 (USD 6,045,500.00)
Project expenditure at the time of evaluation	USD 2,308,351.19
Funding source	European Union
Implementing partners	Ministry of Interior, Ministry of Local Administration

Evaluation Information		
Evaluation type	Project	
Final/midterm review/ other	Midterm review	
Period under evaluation	Start	End
	June 2020	September 2022
Evaluator	Dima Toukan	
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	August 15, 2022	December 15, 2022

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LIST OF ACRONYMS

AECID	Spanish Agency for International Development Cooperation
CVDB	Cities and Villages Development Bank
DAILL	Decentralization, Accountability Integrity at Local Level
DLDSP	Decentralization and Local Development Support Programme
EU	European Union
JFMIS	Jordan Financial Management System
GoJ	Government of Jordan
LDD	Local Development Directorate
LDU	Local Development Unit
KII	Key Informant Interview
MTR	Mid-term Evaluation
MoF	Ministry of Finance
MoI	Ministry of Interior
MoLA	Ministry of Local Administration
MoPIC	Ministry of Planning and International Development
OECD	Organization for Economic Cooperation and Development
PEM	Public Expenditure Management
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

EVALUATION PURPOSE AND QUESTIONS

UNDP commissioned the evaluation of the Decentralization, Accountability, Integrity at Local Level (DAILL) Project in Jordan in its first two years of implementation (2020-2022). The evaluation is intended to enhance the project design for the remaining implementation period, while also providing strategic direction and inputs to the preparation of the Integrated Work Plan 2023 and the next phase of the local governance/development/decentralization support projects and programming in Jordan. The target audiences of the evaluation include the United Nations Development Programme (UNDP), the European Union (EU), other donors, and the Government of Jordan (GoJ).

The evaluation addresses the following key questions:

1. To what extent do the project's objectives and design respond to the needs of the targeted communities?
2. To what extent is the project coherent with the GoJ's national strategies, and other interventions carried out by government stakeholders and/or other donors in the same development space?
3. What are the observed results for the project?¹ How do the observed results compare to the project's expected results? What key positive or negative factors have impacted the achievement of expected results? Are there any unintended positive or negative effects?
4. Is the project being implemented in the most efficient way both in terms of results and operationally? From the stakeholders' perspective, what factors are influencing the efficiency of the project? What are potential efficiency improvement areas?
5. How likely is the project to achieve its higher-level results? What internal and contextual factors are expected to affect this process?
6. What is the likelihood that the observed results will continue after DAILL's involvement ends? What is the status of knowledge transfer, national ownership and gender mainstreaming in local development planning and support to decentralization process as a result of the project? What are key lessons learned from the project to improve its sustainability?
7. To what extent has gender been addressed in the design, implementation and monitoring of the project? Is the project reducing gender-based inequalities in access to the resources and benefits of development?

PROJECT BACKGROUND

The DAILL Project is a EUR 5,000,000 intervention funded by the EU. The 54-months project is designed to support local governance and to improve the performance of Jordan's public institutions in terms of integrity and accountability, as well as to link the decentralisation reforms with the National Strategy for Integrity and Anti-Corruption.² The project was launched in June of 2020 and will continue until December 2024.

EVALUATION DESIGN AND METHODS

The evaluation methodology adhered to the principles of impartiality, independence, credibility and usefulness and applied OECD-DAC criteria for evaluating development assistance.³ To answer the evaluation questions, the

¹ "Observed results" refer to both intended and unintended positive and negative results on the project's output and outcome levels. Direct reference will be made to the DAILL's Logical Framework.

² https://jiacc.gov.jo/EBV4.0/Root_Storage/AR/EB_Blog/JIACC_Strategy_2020-2025_English.pdf

³ OECD, DAC Principles for the Evaluation of Development Assistance, 1991

consultant utilized a qualitative approach that relied on secondary data from a wide range of reports and documentation, as well as primary qualitative data sources. For primary data, the consultant relied on key informant interviews, and group discussions, in Amman and three of the six governorates in which DAILL operates.

EVALUATION RESULTS

The DAILL project is demonstrating progress towards the achievement of its outputs as measured by its indicators. With some successes, the project is working towards developing accountability mechanisms and communication lines at specific levels of the development process, and linking policy making and planning to financial planning, and enhancing the potential for development plans to improve service delivery and development opportunities.

The logical framework of the project was recently revised to address contextual factors that have dampened the ability of the project to meet its original objectives. However, as per the EU's guidance only indicators were revised, but the results in the logframe remained the same. The project's overall pathway of change lacks clarity. The project lacks a clear articulation of how the various interventions will lead to the planned results or of the dosage necessary to effect change at local and central levels. Opportunities exist to create a clearer definition of expected results.

The project's ability to affect upward accountability (accountability of executive council, mayor and first line service providers to central government) is limited with more potential for affecting administrative accountability (accountability of executive council, mayor, and first line service providers to elected governorate and municipal councils), and social and political accountability. Specifically, DAILL is enhancing the potential for administrative accountability and data driven strategic planning amongst government staff and institutions at the central and local levels. This includes streamlining strategic development planning processes and procedures and developing accountability and communication channels.

The context in Jordan is that of high uncertainty with different priorities receiving more or less attention depending on the government. That said, local economic development is currently a high priority in Jordan along with the creation of jobs. The decentralization project in Jordan sits within a system that includes power differentials resulting in imbalances in resources and influence. Often, the project gets trapped between the conflicting interests of the ministries. While adaptation to contextual changes is necessary, the findings of this evaluation point to the risk of implementing DAILL with 'moving targets' in terms of inputs to take advantage of emerging opportunities, maintain the government's cooperation, or to circumvent limited traction on certain DAILL components.

The project has ensured the alignment of its goals with national strategies and is enhancing capacities among participants under both Outputs 1 and 2. While interventions can be strengthened, the limits of what can be accomplished need to be tempered with the realities of the project (time, funding and scope), and the context within Jordan. Closer coordination with various other donor and GoJ projects operating in the same space is critical.

A clearly constructed results chain is important for learning, course correction, and accountability. Considering the country and sector conditions and other donors' programmes the results chain will need to explore, define and leverage the catalytic or synergistic dimension of DAILL interventions in addition to others undertaken by UNDP and other donor programmes that will help produce the intended impact. This would include potential catalytic effects of AECID and OECD interventions which are part of the same EU-funded programme as DAILL.⁴

Partner organizations and government stakeholders at both central and local levels demonstrated limited knowledge of the project's overall logic, the processes it is trying to impact, and its activities.

The most visible component of the project is the capital investment projects. The government's demand for and interest in them are high. The projects' successful implementation will directly impact DAILL's credibility and own

⁴ EU Support to Improving Integrity and Accountability in Jordanian Public Administration of Central and Local Level, financed under the European Neighborhood Instrument.

success. The visibility of and ownership level for other components of the project are less pronounced. Decentralization is not currently a government priority. Administrative accountability between executive and governorate councils can continue to be developed but social and political accountability is circumscribed by the project's lack of direct engagement with communities. If effectively operationalized the Good Governance Index can support enhanced social and political accountability.

Government ownership of reforms appears to be low with reform requiring constant follow up by the DAILL staff. This does not bode well for the project's impact and the sustainability of its interventions. UNDP leadership is needed to weigh in on the project by more closely engaging with the ministries to support the DAILL team and ensure high level knowledge of and commitment to activities and intended outcomes. Clearer high-level support could in turn enhance the role of the project's Technical Committee, which currently appears to be more interested in the capital investment projects.

Without strong commitment of the government to DAILL's vision, the impact of the project may vary according to the socio-economic conditions of the governorates in which it is being implemented. Understanding these differences and also how technical assistance is being operationalized at the local level will be instrumental in determining success and amplifying or diminishing DAILL's impact.

DAILL's team is small with no permanent field presence in the governorates/municipalities. This will need to be offset by the government's clear commitment to DAILL's main outputs beyond the delivery of the capital investment projects. At the same time, the motivation and appetite for change are limited. Government staff have little incentive to adopt and follow up on needed reforms.

The project does not appear to be well integrated into UNDP's governance pillar. DAILL's siloed operation inhibits the project from exploring and exploiting synergies with UNDP's other governance projects. Within the project, communication channels are weak.

Annual reporting focuses on activities with limited analysis of change pathways, risks, assumptions and overall context. Assumptions and risks should be monitored and reported on especially that the project is being implemented in a fluid context. The overall learning function within the project is limited.

More targeted efforts regarding gender and persons with disabilities (PWDs) is expected in the second half of the project. The newly developed Gender Plan lacks a gender and inclusion context. It is also unclear how gender related activities fit within the Ministry of Interior's current or planned gender efforts, and how the plan builds on or will benefit UNDP's own gender and inclusion strategies.

The DAILL project is building capacity of government stakeholders both directly and indirectly. Capacity building efforts need to be assessed by the project. While the evaluation did not assess the results of related interventions under DAILL, conclusions within this section point to the need for considering the varying levels of agency, power and access to resources that each trained local actor possesses in addition to contextual factors (operating environment, structures, mandates,...etc.) that will influence their ability and willingness to act.

RECOMMENDATIONS

1. Consider developing a clear development hypothesis/ theory of change for DAILL that would serve as a rationale for why outputs are measured through selected indicators and how outputs aggregate into the intended impact. Consider in the process incorporating qualitative indicators and developing a monitoring plan.
2. At intervals of a year or less, the core project team should revisit strategy stepping back from day-to-day implementation tasks to focus on the changes DAILL seeks to achieve and the intermediate steps that need to be taken to achieve those. The project can benefit from pause and reflect sessions to synthesize and articulate achievements and lessons learned revisiting in the process assumptions on which the project was

built and identifying the need for course adjustments if necessary. Considering that various team members possess tacit knowledge that has been garnered from context, these sessions can also be a good opportunity to capture and pass on this knowledge. This annual review process to reflect on project components are on track can supplement or replace standard monitoring against targets.

3. Define measurable results across a range of milestones with the buy in of all government stakeholders. Ensure buy in and support for the other project components including the Tanmiah tool and integrated local strategic planning development model and discuss how these relate to the capital investment projects; and share project reporting with stakeholders. Relatedly, consider engaging mid-level and senior government stakeholders in a workshop to develop/discuss DAILL's theory of change including what outcomes this project aims to achieve. This can help guide participants to a shared understanding of the project's long-term goals and how it is achieving them.
4. Develop indicator reference information to be accessible to all project staff to ensure reliable and consistent data collection and use across staff. The project will also benefit from context monitoring which for the purpose of this project may include stakeholder interviews, and site visits, and a focus on key assumptions in the project's logic model that need to be monitored.
5. Considering the time needed to implement the three capital investment projects including time needed to secure related government approvals, consider granting DAILL a no cost extension to ensure the successful launch of the projects or the completion of their initial implementation phases needed to attract the private sector.
6. Ensure adequate UNDP senior management engagement in the successful delivery of the project. Harnessing adequate senior management support can help cluster and deploy competencies when needed in support of project management and implementation. Senior management can also ensure the integration of UNDP projects which is a critical success factor in the context of governance projects.
7. Ensure that the capital investment project selection methodology emphasizes and highlights the importance of cluster development to ensure the accrual of benefits from co-location or geographic proximity. This in turn can lower input costs and facilitate collaboration and knowledge spillover.
8. In the absence of clear demand for all DAILL interventions, either adjust the project's offer, cultivate demand through the demonstration of value or leverage one successful component to facilitate the implementation of another. The success of the capital investment projects can secure DAILL much good will and allow it to piggyback its other components on the success of the projects.
9. Develop sustainability and exit strategies for main activities under DAILL. Such strategies can be developed with project partners to cultivate clearer ownership and commitment.
10. Exert all needed efforts to ensure Tanmiah tool's effectiveness, quality of data, ease of use, and seamless operation. Run functional tests with government staff in different locations to validate requirements and indirectly raise awareness of the tool's value. In parallel, pursue synergies between the UNDP Jordan Development Portal and the Tanmiah Tool and support the platforms' interoperability and integration, and continue to merge the tool with the CVDB observatory to ensure the consistent usage of the tool and enhance its sustainability.
11. Secure official approval and endorsement for any tool or manual developed by DAILL and seek the government's support in ensuring their adoption. Furthermore, follow up to ensure the broad utilization of the tools and manuals and report on their utilization.
12. Explore how else the LDI can be used and whether it can be connected to the governorates' strategic plans. The more the index is utilized and integrated by local actors the more sustainable it is.

13. Flesh out the Gender Mainstreaming Plan to include a gender and inclusion context and alignment with UNDP's gender efforts. Relatedly, consider reaching out to other donors (USAID), implementing partners (AECID) or civil society (SIGI) for access to already available gender responsive budgeting training material.
14. Reach out to the EU with the request that AECID focuses its component of the overall programme on the same municipalities that DAILL is operating in to improve effectiveness, impact, and coherence and enhance accountability.
15. Considering current challenges with the operational environment in which DAILL is implemented and the various mandates, incentives and resources of public sector employees consider leveraging the recently endorsed Road Map to Modernize the Public Sector and its 2022-2025 executive project and focus on how the Road Map's human resources and institutional culture components will be operationalized taking advantage of its progress and implementation.
16. Explore synergies with USAID programming already working with the Ministry of Local Administration (MoLA) and the Cities and Villages Development Bank (CVDB). If USAID will be working closely with municipalities, and updating the new municipal funding formula it will be important to closely coordinate with the project (USAID Municipal Support Program) especially as DAILL has worked on the municipal budget preparation manual and is supporting local strategic development efforts in municipalities.
17. Considering that reporting is currently limited to predefined activities with limited regard to outcomes, ensure transparent project reporting that discusses contribution to outcomes including a thorough assessment of risks, and challenges and political economy considerations. Collaborative Outcome Reporting can also be considered to strengthen stakeholders' commitment and ownership.

INTRODUCTION

UNDP commissioned the consultant to assess the relevance, efficiency, effectiveness, impact, sustainability and gender responsiveness of the DAILL project in its first two years of implementation (2020-2022), with a view to enhancing the project design for the remaining implementation period, while also providing strategic direction and inputs to the preparation of the Integrated Work Plan 2023 and the next phase of the local governance/development/decentralization support projects and programming in Jordan. The target audiences of the evaluation include UNDP, the EU, other donors, and the GoJ. The report provides background information related to the intervention itself and the evaluation's methodology then presents the evaluation's main findings, conclusions, and recommendation.

DESCRIPTION OF THE INTERVENTION

The Decentralization, Accountability, Integrity at Local Level (DAILL) in Jordan Project is a EUR 5,000,000 intervention funded by the EU. The 54-months project is designed to support local governance and to improve the performance of Jordan's public institutions in terms of integrity and accountability, as well as to link the decentralisation reforms with the National Strategy for Integrity and Anti-Corruption.⁵ The project was launched in June of 2020 and will continue until December 2024. The project supports Sustainable Development Goal (SDG) 16 related to promoting peace, justice and strong institutions, SDG 5 on gender equality and SDG 13 on climate change. The project also contributes to Outcome 1 of the United Nations Sustainable Development Framework (UNSDF) 2018-2022: Institutions in Jordan at national and local levels are more responsive, inclusive, accountable, transparent and resilient.

Policy priorities formulated by the government include a strong *emphasis on the rule of law and integrity*, and the implementation of these priorities demands *accountability for results* at all levels of government. The DAILL project supports the principle that development cooperation needs to be citizen-centric and respond to national priorities. In this way, the project supports decision-making for the allocation of public resources to be transparent (full disclosure of budgets and public discussion) incorporating the demands and expectations of communities and citizens including the specific needs of women, youth, and vulnerable groups (refugees, people with disabilities and the elderly).

The project builds on the results achieved through the Decentralization and Local Development Support Programme (DLDSP) and is designed to contribute to improved public integrity and accountability in Jordan, and to improve public sector performance and responsiveness to citizens' needs. The project is meant to enhance local governance in the six governorates of Irbid, Balqa, Aqaba, Ajloun, Madaba and Tafleh and their municipalities. The Project was designed to contribute to the following:

Table 1 DAILL Planned Results

Impact	Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs.
Outcome	Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation.
Output 1	Accountability mechanisms and communication lines are implemented and clearly put in place at all institutional and administrative levels of the development processes to ensure coherence and impact.
Output 2	Policymaking and planning are linked to financial planning and funding opportunities.

⁵ https://jiacc.gov.jo/EBV4.0/Root_Storage/AR/EB_Blog/JIACC_Strategy_2020-2025_English.pdf

Output 3

Development plans are carried out to improve service delivery and development opportunities to respect the social contract.

In the framework of the current decentralization process, the project seeks to enhance local governance through improved accountability and effective and efficient policymaking and implementation. DALL aims to establish accountability mechanisms and communication lines at all institutional and administrative levels of the development processes to ensure coherence and impact. The role of the elected councils and the relationship between citizens and public administration throughout the planning/budget cycle is intended to be enhanced.

The project is working to strengthen transparency through participatory planning processes for citizens, gender-sensitive participatory planning processes for both, integrated territorial development plans (governorates and municipalities) and sectoral plans (health, education, social services). Policymaking and planning are being linked to financial planning and funding opportunities. With a view of strengthening the administrative and downwards accountability, development plans will be carried out to improve service delivery and development opportunities to respect the social contract.

The focus of the project is to empower local stakeholders involved in local development processes, thereby ensuring that key ministries - MoI, MoLA, Ministry of Finance (MoF) through the General Budget Department (GBD) and the CVDB - develop the organizational and human capacities needed to direct and coordinate the decentralization reforms and donor support.

The project supports the national, governorates and municipal levels in the process of identifying gaps in local development indicators, in ensuring the accessibility and quality of services provided and in the drafting of their Integrated Development Plans. The design, validation and application of the planning instruments and methodologies are carried out with the participation of the MoI, MoLA, MoF/GBD, CVDB and Ministry of Planning and International Cooperation (MoPIC). All participatory planning activities, execution of governorates and municipal development plans and accountability at the governorate and municipal level are coordinated with MoI and MoLA.

MTR SCOPE AND OBJECTIVES

UNDP commissioned the consultant to assess the DAILL project in its first two years of implementation (2020-2022), to enhance the project design for the remaining implementation period, and also provide strategic direction and inputs to the preparation of the Integrated Work Plan 2023 and the next phase of the local governance/development/decentralization support projects and programming in Jordan.

A particular focus of the assignment was supposed to be the assessment of progress towards the achievement of the project outcome and outputs and towards changes in communication patterns and channels, inclusiveness of processes, and perceptions regarding accountability of local systems and services delivery. This includes the assessment of progress towards the commitment to ensure the transfer of knowledge and national ownership and gender mainstreaming in local development planning and support to decentralization process. The evaluation covers the six governorates of Irbid, Balqa, Aqaba, Ajloun, Madaba and Tafleh, with engagement of stakeholders from relevant Ministries, GBD, CVDB, and governorate and municipal staff. The evaluation's target audiences include UNDP, the EU and other donors operating in the same development space in Jordan as well as the GoJ.

The specific objectives of the MTR are as follows:

- Assess the progress of the project towards the achievement of its main results (outputs and outcome and the likeliness of impact).
- Inform the design and implementation of the project going forward.
- Provide strategic direction and inputs to the preparation of the Integrated Work Plan 2023 and the next phase of the local governance/development/decentralization support projects and programming in Jordan.

The evaluation questions in the assignment's Terms of Reference (ToR) were revised and presented in the inception report which was approved by UNDP. Table 2 that follows provides a summary account of the streamlined evaluation questions. For analysis purposes, these questions are clustered under each of the evaluation criteria of relevance, effectiveness, impact, efficiency, sustainability and gender equality. The questions were operationalized in the Evaluation Matrix in Annex II. The Evaluation Matrix constituted the main analytical framework for the evaluation.

Table 2 DAILL MTR Evaluation Questions

Area	Questions
Relevance/ Coherence	<ul style="list-style-type: none">• To what extent do the project's objectives and design respond to the needs of the targeted communities?• To what extent is the project coherent with the GoJ's national strategies, and other interventions carried out by government stakeholders and/or other donors in the same development space?
Effectiveness	<ul style="list-style-type: none">• What are the observed results for the project?⁶ How do the observed results compare to the project's expected results? What key positive or negative factors have impacted the achievement of expected results? Are there any unintended positive or negative effects?
Efficiency	<ul style="list-style-type: none">• Is the project being implemented in the most efficient way both in terms of results and operationally?⁷ From the stakeholders' perspective, what factors are influencing the efficiency of the project? What are potential efficiency improvement areas?

⁶ "Observed results" refer to both intended and unintended positive and negative results on the project's output and outcome levels. Direct reference will be made to the DAILL's Logical Framework.

⁷ To be based on the "comparative rating by stakeholders" method described in "Tools and Methods for Evaluating the Efficiency of Development Interventions". *Evaluation Working Papers*. Bonn: BMZ. Federal Ministry for Economic Cooperation and Development. 117p.

Impact	<ul style="list-style-type: none"> How likely is the project to achieve its higher-level results? What internal and contextual factors are expected to affect this process?
Sustainability	<ul style="list-style-type: none"> What is the likelihood that the observed results will continue after DAILL's involvement ends? What is the status of knowledge transfer, national ownership and gender mainstreaming in local development planning and support to decentralization process as a result of the project? What are key lessons learned from the project to improve its sustainability?
Gender Equality	<ul style="list-style-type: none"> To what extent has gender been addressed in the design, implementation and monitoring of the project? Is the project reducing gender-based inequalities in access to the resources and benefits of development?

DEVELOPMENT CONTEXT

Since the king announced plans to initiate political development in January 2005, Jordan has been engaged in a patchy bottom-up and top-down decentralization reforms process intended to address a myriad of social and economic challenges rooted in the country's centralized political and administrative system. Public discourse around the process had suggested it could be a step towards political liberalization and democratization, and the promotion of local participation and engagement in decision making, around local economic development and a more equitable distribution of national resources. Reforms were also meant to address the overall socio-economic situation characterized by high poverty levels and substantial disparities between governorates and between rural and urban areas.

The Law of Decentralization and a revised Law on Municipalities took effect in 2015 providing a framework for community engagement in decision-making and promoting responsiveness to local needs. The legal framework left the tutelage of governorates to MoI and that of municipalities to MoLA. The 2017 local elections were the first to be held under the new legal framework. The elections resulted in new governorate, municipal and local councils across the country. The functioning of emerging councils however brought to the fore significant limitations within the new decentralized system. The councils lacked sufficient resources, clear mandates and autonomy, and contributed to muddled lines of communication and accountability between the different layers of local government structures and those of the central government. This, in turn, limited their ability to meaningfully fulfill their role and contribute to local development. To address these challenges, unified legislative piece (2021 Local Administration Law) was enacted in 2021 to replace the two laws. New local elections took place in 2021, yielding new municipal and governorate councils.

Rather than a decentralized system, the features of the new legal framework and ensuing local governance structure continue to point to sectoral deconcentration with limited financial sources and no devolution of power at the governorates level. At the municipal level, administrative decentralization is limited and so is fiscal decentralization. This and the lack of local autonomy hampers the respective roles of the two levels in identifying and responding to the needs of constituents and in serving as a platform for deepening democracy, leading local development and delivering quality services. In addition, the absence of effective mechanisms of accountability generates the feeling among Jordanians that the exercise of authority is met with impunity for wrongdoing. According to Transparency International, almost 90% of Jordanians believe that corruption in Jordan is rampant.⁸

The government has attempted to respond to the growing public demands for combatting corruption and promoting transparency and integrity, which is expected to enhance citizens' trust in state institutions, their compliance with the rule of law and their contribution to protecting public funds. Jordan has in fact embarked on a number of reforms to install integrity and accountability in public administration and to address corruption. In 2016 the Anti-Corruption Commission was transformed into the Jordanian Integrity and Anti-Corruption Commission (JIACC) by merging it with the Ombudsman Office and Grievances Council. A new Integrity and Anti-Corruption Law was also issued in 2016 and a new strategy the National Strategy for Integrity, and Anti-Corruption, is in place for the years 2017-2025.⁹ It is yet to be seen how these reforms will play out to promote accountability and integrity and address corruption in Jordan.

Despite their limitation, decentralization reforms, offer women the opportunity to participate in decision making through more inclusive and participatory approaches to local development planning including spatial, financial and budgetary planning.¹⁰ This is of importance because local participation can usher other forms of civic participation for women; and because women tend to be the main users of local services on behalf of their families.

⁸ Transparency International, 2019

⁹ Action Document for EU Support to Improving Integrity and Accountability in Jordanian Public Administration at Central and Local Level.

¹⁰ DAILL Programme Document.

Limitations

Due to time constraints, it was determined that the scope of data collection for this evaluation should be limited. Twenty-four interviews were conducted. The total number of respondents reached was 38 (25 males and 13 females). Some interviews were merged by DAILL. Three interviews with DoS, Mol and MoLA (Secretary General) were cancelled. The Spanish Agency for International Development Cooperation (AECID) declined the interview.

Interviews were conducted with other government officials at Mol, and only two interviews were conducted at MoLA and one at MoPIC. A limited number of interviews were also held at the local level and they were expected to focus on the capital investment projects. The evaluator could not assess the depth of interventions related to local strategic planning or capacity building and therefore their effectiveness. Even though some project indicators are related to governorate councils and executive councils, no interviews were conducted with relevant council members. Furthermore, meetings with municipal representatives were held in the presence of Mol officials. This may have impacted the interview process and the information that municipal staff decided to share.

The DAILL project constitutes one component of an EU-funded three-pronged programme which was meant to start at the same time as DAILL. The implementation of the two other projects is however delayed. DAILL's project team reached out to the implementer of one of the other two projects (AECID) who declined to be interviewed. Considering expected interdependencies between the three projects, interviews with the other two implementers would have helped shed light on DAILL's scope and how the other two projects complement it.

Considering DAILL's indicators, the evaluation would have benefited from additional key informant interviews with members of governorate, municipal and executive councils and with local civil society specially to assess relevance. This was not possible due to time constraints. Relatedly, no interviews were sought with other donors or programmes (except for AECID) operating in the same development space. This limited the ability to assess external coherence. To partly address this shortcoming, available information about other relevant projects was shared in this report.

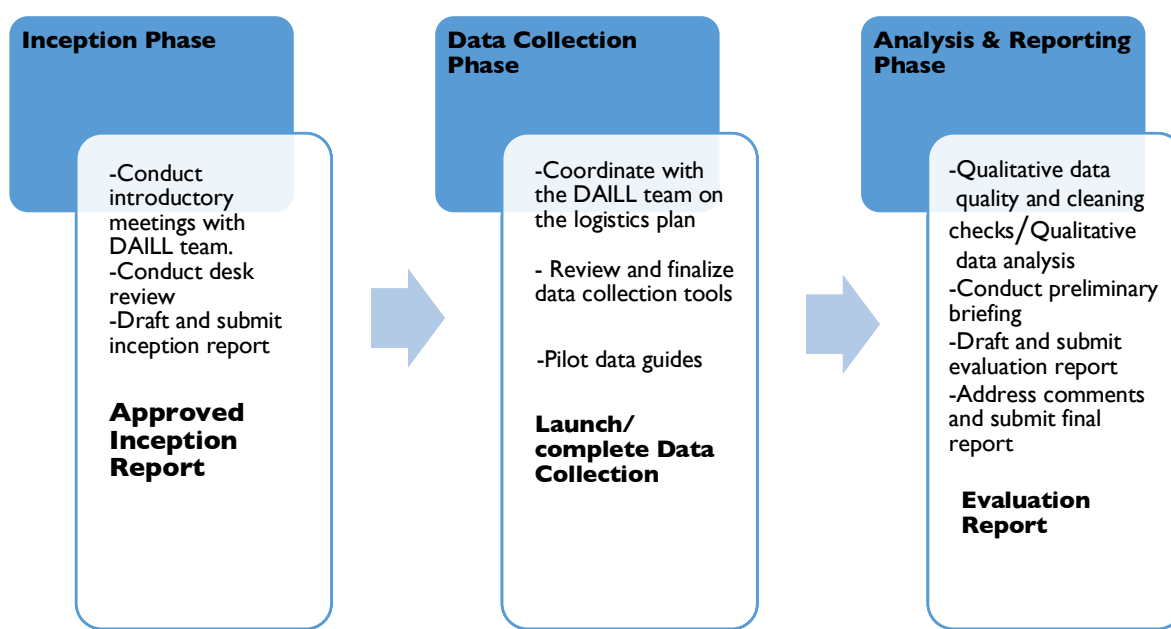
As customary with qualitative research, data collected through key informant interviews is self-reported and as such carries the potential for respondent bias, such as recall, selection or halo biases. To the extent possible, this was mitigated at the start of each interview by the evaluator's clear explanation of the assignment's objectives and scope which do not extend to the performance of individual staff or organizations. Potential bias was also mitigated through the triangulation of data to ensure validated findings.

EVALUATION APPROACH AND METHODS

The evaluation methodology applied in this evaluation adhered to the principles of impartiality, independence, credibility and usefulness and applied OECD-DAC criteria for evaluating development assistance.¹¹ The evaluation employed a **participatory approach using qualitative-methods** to examine the DAILL project and appraise progress and achievement of results in the local governance sector. A participatory evaluation approach was deemed fundamental to ensure the input of relevant stakeholders that are affected by the DAILL project.

The evaluation was completed in the several phases illustrated and described below:

Figure 1: Evaluation Process



In the Inception Phase, a thorough desk review was conducted of the project's main reports and documents in addition to other relevant documents. The list of reviewed documents is included as Annex V. The main output of the phase was an inception report inclusive of a methodological approach, Evaluation Matrix and Data Collection Discussion Guides. The evaluator ensured that a gender-sensitive approach is adopted in conducting the evaluation. The gender dimension informed the formulation of the evaluation questions, data collection methodologies and to the extent possible, results. Also, to the extent possible, the evaluator and DAILL strove to provide equal participation of both female and male interviewees.

The review of the project's documents determined the use of *purposive sampling* as the most appropriate sampling approach to select and target key informants for a combination of key informant interviews (KIs) and group interviews. Purposive sampling is a form of non-probability sampling that targets specific population groups to participate in the research based on a specific profile, criteria or population subsets. A purposive sampling approach was deemed appropriate to ensure representation of the various stakeholder sub-categories projected to be

¹¹ OECD, DAC Principles for the Evaluation of Development Assistance, 1991

relevant for the later data analysis. The criteria proposed for selecting specific sub-sets was determined by the DAILL project team. To ensure variation in the sample, the DAILL project team selected key stakeholders the project is directly engaged with whether at the central government level or at the level of municipalities and governorates. The DAILL project team also identified key partners the project is working with on various project components. Overall, the selection was based on informants' affiliation with the DAILL project that is the subject of the evaluation, and their knowledge of the sector considering their role and/or engagement in local development and decentralization in Jordan.

The inception report was submitted to UNDP for their review and feedback. The approved inception report constituted the guiding framework for the subsequent data collection, analysis, and reporting phases.

In the Data Collection Phase, the consultant implemented the data collection plan as designed in the data collection methodology and sampling plan detailed in the inception report. A total number of 38 respondents (25 males and 13 females) were reached during 24 interviews. Four different discussion guides were used to facilitate the interviews with the central government, DAILL team, local government and project partners. Data collection was closely coordinated with the DAILL project team to introduce the evaluator, schedule meetings, and manage logistics and emergent data collection issues. Data quality and cleaning were performed on collected data to ensure accuracy, completeness, and relevancy.

In the Analysis and Reporting Phase a systematic process of organization, comparison and synthesis of the collected data was undertaken. Data gathered through the KIs and group interviews were complemented by secondary data gathered through the desk review. The consultant synthesized the primary and secondary data collected to generate findings. To answer each evaluation question, the consultant considered the following:

- Type of answer/evidence needed (description, comparison, explanation...etc.)
- Data sources (secondary/primary) and methods of data collection
- Sampling

Qualitative data analysis methods, including content analysis and thematic coding of data were used for the purposes of description, comparison,¹² explanation¹³ and the capturing of perceptions of change. This was applied to project documents with performance data and reports as well as the transcripts and notes from qualitative data collection (KIs and group interviews).

Data analysis was guided by the Evaluation Matrix in Annex II; structured by the evaluation's primary questions and sub-questions. Preliminary data analysis took place as soon as the evaluator started to identify and record patterns or themes within data based on their frequency, moving toward greater precision as more information emerged. To the extent possible, theme frequencies were compared and frequency co-occurrence among stakeholder clusters were recorded and analyzed to establish relationships between the emerging themes.

Data analysis findings were clustered under the main evaluation criteria of relevance, effectiveness, impact, efficiency, sustainability, and gender equality which enabled the generation of robust conclusions and recommendations. The data analysis and reporting phase concluded first, with a preliminary briefing to UNDP and DAILL teams followed by the submission of a draft evaluation report then a final report.

The study applied the United Nations Evaluation Guidelines for Evaluation.

¹² Comparison- to baselines, plans, targets, or to other standards or norms.

¹³ Explanation – for questions that ask “why” or about the contribution of an effect to a specific intervention.

FINDINGS

The following section consolidates the findings obtained through the analysis of primary and secondary information. Clustered under the six evaluation criteria of relevance/coherence, effectiveness, efficiency, impact, sustainability and gender equality, the evaluation findings are organized and presented here below in response to the evaluation questions in the Evaluation Matrix.

RELEVANCE AND COHERENCE

Relevance is defined as the extent to which the intervention responds to participants' and country needs, policies and priorities. The DAILL project's relevance is appraised here in two ways: First, as to the extent the project responds to or is sensitive to the national context in which it takes place and the priorities and needs articulated in relevant national policies, in addition to the extent to which the project responds to the needs and priorities as identified by stakeholders themselves. Coherence refers to the compatibility of the project with other interventions in a country, sector or institution.¹⁴

EQ-A: To what extent do the project's objectives and design respond to the needs of the targeted governorates and municipalities and is aligned with the GoJ's national strategies and other interventions carried out by government stakeholders and/or other donors in the same development space?

Responsiveness to Needs and Alignment with GoJ's Strategies and Interventions

The review of DAILL's material including its intervention logic points to the general relevance and responsiveness of the project to national development priorities as it captured key challenges and gaps related to the need for accountability and integrity in local governance. Stakeholder testimonials suggest that the project is directly aligned with Jordan's overall national priorities and needs and continues to be relevant and responsive to the country's development priorities.

The DAILL project is in line with the national priorities articulated in Jordan Vision 2025 and the three joint outcomes of the United Nations Sustainable Development Framework (UNSDF), 2018-2022: (a) institutions in Jordan at national and local levels are more responsive, inclusive and accountable, transparent and resilient; (b) people, especially the most excluded and vulnerable, proactively claim their rights and fulfil their responsibilities for improved human security and resilience; and (c) enhanced opportunities for inclusive engagement of people living in Jordan in the social, economic and political spheres.¹⁵ The project is also aligned with the government's overall vision for decentralization and indirectly aligned with the government's recent public administration modernization plan which includes 206 initiatives focused on bringing about changes in government services, streamlining and bolstering the efficiency of the public sector, expediting digital transformation, and restructuring and merging institutions.

The GoJ has in fact pledged tangible reforms with specific reference to integrity and accountability.¹⁶ The government identified the need to respond to growing public demand for combatting corruption to promote and enhance transparency, openness and integrity. The 2012 Executive Plan to Enhance the National Integrity System aims to improve regulation, reform the public sector, strengthen the ability of monitoring agencies to deter and fight corruption and instill principles of good governance within the public and private sectors and civil society institutions and develop a framework that would regulate the collaborative relations between the public and private sectors.

¹⁴ OECD DAC Evaluation Criteria

¹⁵ UNDP Country Programme Document for Jordan 2018-2022, November 2017

¹⁶ Decentralization, Accountability and Integrity at Subnational Level in Jordan Programme-Programme Document, 2021

According to DAILL's documents, UNDP recognizes the two overarching developmental challenges of exclusion and vulnerability that Jordan faces. Exclusion is reflected in citizens' lack of trust in governmental institutions and limited participation in decision-making processes. Obstacles to women's political participation remain apparent and youth continue to be notably absent from decision-making institutions.

DAILL's respondents emphasized the importance of development and financial planning to support local communities' quest for local development. According to them, the project's current focus on implementing selected capital investment projects is to demonstrate to local level stakeholders the importance of strategic development planning and the social value these projects can usher. In recent years, Jordan has been weathering a deteriorating economic situation, caused by a confluence of factors including the war on Iraq, the regional turmoil caused by the war in Syria and more recently the COVID-19 pandemic. According to World Bank analysis, the Jordanian economy contracted by 1.6 percent in 2020, with youth unemployment rates reaching 50 percent¹⁷ The economic shock of COVID-19 has exacerbated both existing structural weaknesses in the economy and social challenges, putting pressure on the country's fragile overall macroeconomic stance.

Jordan hosts over 680,000 Syrian refugees, registered by the United Nations High Commissioner for Refugees (UNHCR) of whom approximately 20 percent live in camps,¹⁸ while the majority has settled in rural and urban areas throughout the country. The refugee situation has impacted the quality of services and contributed to Jordan's slow economic growth of 2.5 percent from 2010-2016, 2 percent from 2016-17 and 2.2 percent in 2019.¹⁹ At the same time, real per capita GDP has been declining resulting in increased unemployment and poverty. According to the Department of Statistics, the absolute poverty rate in Jordan was 15.7 percent in 2017 while the COVID-19 crisis is estimated to have increased poverty by around 38 percent among Jordanians and by 18 percent among Syrian refugees.²⁰ Socio economic vulnerabilities vary widely between the 12 governorates especially in terms of local economic development and concentration of urbanized poverty.

In line with SDG 16, the DAILL project addresses resilience and inclusion through efforts to contribute to building effective, accountable, and transparent governance institutions at various levels. The project includes work in partnership with Mol and MoLA to build the effectiveness of systems and institutions in identifying and responding to the needs and priorities of citizens especially women and youth. This is especially relevant to current local needs because existing inequalities contribute to women's disempowerment even more deeply and enduringly than it does to men with impact on access to services and economic access.

While respondents emphasized various challenges in the current local governance structure and the government's waning enthusiasm for the "decentralization project," they also highlighted DAILL's efforts to develop and strengthen mechanisms for increased accountability. The project responds to current accountability challenges by focusing on strengthening administrative and downwards accountability. The project rightly recognizes that currently ex-ante controls are the defining feature of the accountability system for local authorities in Jordan.²¹ Such controls are applied by ministries over decisions made by governorates and municipalities and relating to financial transactions, activities, projects and programs prioritized at the local level. Such controls centralize decisions and political power undermining decentralization and local democracy and limiting accountability and transparency by diluting responsibility for consequences of decisions taken at the local level. To address this, modifications to the legal and regulatory framework as well as in the procedures that guide the governmental control system have to be introduced.

The project focuses on improved administrative accountability by strengthening the role of elected bodies to provide oversight of the executive branch. Clear delineation of functions of executive and legislative bodies at the local level is required for that and so is the formalization of the relationship between the two levels along with

¹⁷ World Bank, "Jordan: The World Bank Group Adapts its Strategy to Support COVID-19 Response, Inclusive and Resilient Recovery, and Continued Reforms," 2021.

¹⁸ <http://data2.unhcr.org/en/situations/syria/location/36>

¹⁹ UNICEF Jordan, National Aid Fund Cash Transfer Pilot Post Distribution Review, 2019.

²⁰ Compounding Misfortunes-Changes in Poverty since the Onset of COVID-19 on Syrian Refugees and Host Communities in Jordan, the Kurdistan Region of Iraq and Lebanon, December 2020.

²¹ Decentralization, Accountability and Integrity at Subnational Level in Jordan Programme-Programme Document, 2021

oversight mechanisms. The overall programme of which DAILL is one component is also concerned with strengthening downward accountability which comprises political accountability related to the accountability of the state to its citizens and associations and social accountability with relates to the participation of citizens in local level decision-making. The programme does that through strengthening participatory planning, citizens satisfaction surveys, and interactions between citizens and first-line service providers.

In terms of internal coherence, and according to UNDP and DAILL respondents, the DAILL project demonstrates clear internal coherence with UNDP's priority areas. UNDP's Country Programme Document (CPD) places significant importance on three priority areas: inclusive participation and social cohesion; resilient communities, livelihoods and environment; and enabling an institutional framework for the realization of the 2030 Agenda.²² Under the first priority area, the CPD highlights UNDP's support for governance institutions at all levels to build the effectiveness of decentralized systems and institutions to better respond to the needs and priorities and citizens and to promote measures to address corruption and to mainstream integrity, transparency and accountability mechanisms.

Under the second priority area, UNDP supports initiatives that foster an enabling environment for livelihoods and job creation especially among vulnerable youth and women and host communities in crisis-affected areas, and encourage local economic recovery, including green economy opportunities. DAILL's emphasis on strategic development planning that culminates in the selection of capital investment projects in local communities is clearly aligned with this UNDP priority area. UNDP is also working to scale up localized initiatives partly through public-private initiatives and strengthen capacities to develop transformative local economic development plans.

In the same vein, the CPD emphasizes UNDP's focus on resources mobilization strategies that will target both established and non-traditional innovative sources including development banks and the private sector. During interviews, respondents highlighted DAILL's role in complementing UNDP's private sector engagement efforts and current focus on unlocking and accelerating financing for the SDGs and the Paris Climate Agreement.

Externally, the CPD emphasizes strategic partnership and close coordination and collaboration with other international organizations including the World Bank, the EU and USAID. The DAILL project was in fact presented to the Municipal Governance and Economic Development Donor Group,²³ and according to the project documents, the team is also coordinating with UNCDF to collaborate to move municipalities from service provision to revenue generation.

While no other donor or implementing partner was interviewed for the purpose of this evaluation, the desk review revealed the importance of coordinating with two USAID activities: the USAID Jordan Public Accountability and Justice Strengthening Activity (PAJ) which intends to strengthen the transparency of public institutions within the GoJ and increase institutional efforts to protect human rights and contribute to Jordan's journey towards public sector reform.²⁴ The project aims to support both sides of supply and demand for increased accountability and effectiveness. Institutional support of key public institutions is meant to promote public integrity, access to justice, and protection of legal and human rights for citizens, while support to civil society and private sector actors are meant to increase demand for reforms related to government accountability and the protection of all individuals' rights. The USAID project shares several focus areas with the overall EU-funded programme of which DAILL is part with its emphasis on the need for systems, procedures and policies that promote public integrity, transparency and government-citizen communication.

The other USAID activity is the 2022-2027 Jordan-Municipal Support Program (MSP) which is working to improve local government service delivery, and stimulate local economic development, facilitating in the process the engagement of various constituencies and civil society in municipal planning. The program will be introducing a municipal performance and investment readiness tool to measure municipal service delivery performance and

²² UNDP Country Programme Document for Jordan 2018-2022, November 2017

²³ The Decentralization, Accountability, Integrity at Local Level (DAILL) in Jordan Programme Retroactive Period and First Quarter Report, June 2020-April 2021.

²⁴ <https://www.usaid.gov/jordan/fact-sheets/public-accountability-justice-strengthening>

capacity to attract private investment.²⁵ MoPIC has in fact, initiated coordination between DAILL and MSP. According to the DAILL team, a meeting with the two projects was held in November 2022.

On its part, the DAILL project team emphasized the need for coordination but highlighted challenges with current coordination mechanisms and some donors' reluctance to coordinate. Relatedly, a member of the project team highlighted that the crux of the coordination challenge lies in MoPIC's ability and willingness to guide development partners to align with Jordanian priorities. According to him, the country's strategic vision is stated in several documents; however, the definition of priorities for development cooperation is unclear. For instance, despite DAILL's focus on accountability and transparency which the government had already approved; the government is now more interested in capital investment for job creation than on developing and supporting a robust accountability system.

Several members of the DAILL team in addition to the EU representative highlighted the complementary nature of the three components of the overall programme that DAILL is part of, and the need to closely coordinate.²⁶ The other two projects are meant to be implemented by the Organization for Economic Cooperation and Development (OECD) and AECID. The OECD project was only signed in October 2022 and the project is still in its inception phase.

During DAILL's own inception phase, the DAILL team engaged AECID to explore and leverage synergies between the two EU-funded programme components. According to the DAILL project team, while the AECID component was supposed to be rolled out in the same municipalities that DAILL is targeting, AECID has in fact shifted its focus and targeted ten municipalities from governorates other than the ones in which DAILL operates. AECID also contracted two local organizations (RASHEED and RASED) to implement a different scope than the one DAILL agreed on with the EU. Considering that the AECID component was supposed to focus on civil society organizations (CSOs) and community-based organizations (CBOs) in DAILL's targeted governorates and municipalities, the revised scope and AECID's reluctance to coordinate with DAILL deprives the DAILL project of needed support with civil society, and adversely impacts the intended complementarity of the three projects.

With regards to the government, stakeholders pointed to the coherence of the project with national policies and plans especially its current focus on capital investment projects which are in tandem with the government's current focus on local economic development. In that regard, the project has forged strong partnerships with national organizations including JSF, CVDB, Rasheed, GBD and various governorates and municipalities.

²⁵ <https://www.dai.com/our-work/projects/jordan-municipal-support-program#:~:text=The%20Jordan%20Municipal%20Support%20Program,social%20contract%20in%20the%20Kingdom.>

²⁶ EU Support to Improving Integrity and Accountability in Jordanian Public Administration of Central and Local Level, financed under the European Neighborhood Instrument.

EFFECTIVENESS

Effectiveness is defined as a measure of the extent to which the project's intended results, i.e. its specific outputs/outcomes have been achieved. Explicitly, effectiveness is the relationship between the project's outputs, and its outcomes and objectives, usually referring to the intended benefits for a particular target group of beneficiaries. The project's effectiveness is appraised here by examining the 'observed' results under the project's planned outputs and outcomes, and the factors that have contributed to their achievement.

What are the observed results for the project?²⁷ How do the observed results compare to the project's expected results? What key positive or negative factors have impacted the achievement of expected results? Are there any unintended positive or negative effects?

Logical Framework

DAILL's Logical Framework was revised in 2022 and revisions were extensively discussed with and approved by the EU. Revisions covered indicators under the three outputs. The project took out four indicators related to the number of developed bylaws, and modified procedures, number of procedures amended, number of M&E tracking mechanisms and proportion of population satisfied with services. According to the project team, two of the four indicators were repetitive and the one referring to the proportion of population satisfied with services is difficult to track and report on.

Five indicators were also added. These include the number of governorates/municipalities using the local corruption perception index, the establishment of an M&E system/observatory center within JIACC, the number of institutions applying the endorsed local governance anti-corruption and accountability principals and standards, and the development and official endorsement of a local strategic planning framework, the design and introduction of a project governance PPP model, and finally the development and launching of Tanmia's PRM component/community Network Platform at the local level.

The revisions did not include an explanation of how they affect the change pathway envisioned by the project especially that they are expected to have impacted the ability of DAILL to address the ex-ante controls that are according to DAILL's literature, the defining feature of the accountability system for local authorities in Jordan.

The following table presents the project's targets and results achieved so far, as reported by DAILL:

Output I	Indicators	Target 2024	Achieved 2022
Accountability mechanisms and communication lines are implemented and put in place at all institutional and administrative levels of the development processes to ensure coherence and impact	• Number of governorates' councils and executive councils directly supported with accountability mechanisms for planning, decision-making, implementation and monitoring	6	4
	• Number of staff (disaggregated by sex and age) from institutions that have benefited from capacity building in allocation of responsibilities, mandates, and lines of communication	400	295
	• Quality of accountability mechanisms implemented	Outcome and downwards accountability mechanisms	Compliance and upwards accountability mechanisms
	• Number of governorates/municipalities using local corruption perception index	3	2

²⁷ "Observed results" refer to both intended and unintended positive and negative results on the project's output and outcome levels. Direct reference will be made to the DAILL's Results Framework.

	<ul style="list-style-type: none"> • M&E system/observatory center inside JIACC established and functional • Number of institutions applying the endorsed local governance anti-corruption and accountability principles and standards • Number of manual and templates developed and adopted 	Yes 6 7	No 0 9
Output 2	Indicators	Target	Achieved
The policymaking and planning are linked to the financial planning and funding opportunities	<ul style="list-style-type: none"> • Number of institutions and administrative levels directly supported with development planning, financial planning and attraction of alternative funding • Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in development planning, financial planning and funding opportunities • Number of development plans with integrated financial plan and related funding • Number of capital investment plans drafted • Number of manual/templates developed related to budget • Number of strategies developed for revenue collection/mobilization enhancement • Local strategic planning framework for Jordan collaboratively developed and endorsed by the government • Project governance PPP model designed and introduced 	30 275 6 6 2 8 yes	24 100 6 3 1 1 In process In process
Output 3	Indicators	Target	Achieved
Development plans are carried out to improve service delivery and development opportunities	<ul style="list-style-type: none"> • Number of institutions and administrative levels directly supported with the localization of the SDGs in their planning • Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in SDG planning • Number of national benchmarks defined related to localization of SDGs • Tanmiah's PRM component/Community Network Platforms at the local level developed and launched • Number of enhancement strategies in place 	30 30 8 Under construction 6	0 0 0 6

Feedback received from DAILL and UNDP staff, and the EU, pointed to the need for this revision in order to address contextual factors that have dampened the ability of the project to meet its original objectives. As one respondent said: “The system is not conducive to decentralization, we are not able to follow the objectives of the project...we needed to lower our expectations and adapt to the actual system.” Another two respondents said that some of the indicators were unfeasible and were outside the project’s control. UNDP senior management respondent also emphasized the government’s increased focus on local economic development, while government officials emphasized the limited results of governorate and municipal level development planning.

"We need to stop investing in manuals, processes, tools and capacity building and ask ourselves where the results are"
GoJ Respondent

DAILL’s Logical Framework is a multiple leveled hierarchy that includes the project’s Overall Objective and Specific Objective followed by three outputs under which various results are listed with their indicators. In the workplan, the outputs are referred to as outcomes and the results are referred to as outputs (even though they are not phrased as completed tasks) followed by different layers of outputs under the broad heading of Activities and again phrased as activities/inputs rather than outputs.

The review of the Logical Framework revealed an over emphasis on inputs and outputs, and the need for a clear results chain to higher level outcomes. A clear logical statement of how planned interventions will lead to the realization of outcomes is lacking with output and outcome indicators not always clearly linked to the results themselves.

The project team recognizes that interest in decentralization in Jordan is fading. With limited government interest in enhancing the role of local authorities, the project is focusing on those inputs and outputs within its sphere of control. At the same time, the EU requested that any revisions to the Logical Framework should be limited to indicators without any changes to outputs and higher-level results.

A project’s Theory of Change would have facilitated an assessment of the solution pathways, and the project’s underlying assumptions. Causal linkages between the various results, whether short term or long term that would have explained the logical relationships between the results and the desired impact are unclear. This means that the relative importance of activities cannot be ascertained dampening the ability of the project staff to exercise selectivity when needed.

While the recent revision removed indicators that lie outside the DAILL’s sphere of influence such as “proportion of population satisfied with the last experience of public services’ it also removed indicators that are seemingly and according to the initial project design, at the crux of what the project recognizes is essential to address the accountability deficit, namely the “number of bylaws and procedures developed/modified.” Some of the newly introduced indicators also referenced specific tools that were not originally mentioned in the project documents with no justification as to how this choice affects the overall results chain.

Relatedly, DAILL’s literature does not explain indicators including newly incorporated ones. All terms included in indicators have to be clarified to ensure that they are consistently interpreted and measured. Current DAILL indicators are vaguely articulated and subject to disparate interpretations. These include undefined terms such as “number of governorates councils and executive councils directly **supported** with **accountability mechanisms** for planning, decision-making, implementation and monitoring,” “**quality/quantity** of accountability mechanisms,” “PPP model **introduced**,” “number of enhancement strategies **in place**,” among others. This ambiguity has a bearing on any evaluator’s ability to assess performance and progress towards targets. For example, an indicator under output 1 is for the number of governorates/municipalities using the local corruption perception index. The project reports that 2 municipalities/governorates are “using” the local corruption perception index. It is unclear what “using” means in this context. According to DAILL staff, the index will be ready soon. MoLA had earlier determined that the component is too sensitive and should only be piloted in two municipalities. In early 2023 DAILL will be working with OECD to explore the possibility of expanding this component, while leveraging OECD’s strategic relationship with JIACC.

The project's monitoring plan is also unclear. Quarterly and annual reports are required as part of the design but the reports only cover activities with limited discussion of why or how these activities will result in or catalyze higher-level results. This would facilitate the evaluation of performance and articulation of achievement. On a related note, several activities are repeated under different outputs, and some including those under the Gender Mainstreaming Plan were not originally included activities with implications for how they will be monitored and measured.

Observed vs. Actual Achievements

The desk review and interviews with the DAILL team, government stakeholders and project partners, revealed that DAILL has been able to secure several achievements.

Under Output 1, and according to the project team and literature, a decision-making workflow for development projects was developed in cooperation with the GBD and presented to stakeholders delineating roles and responsibilities for all development budgeting and planning processes. The workflow is meant to be aligned with the new Local Administration Law NO. 22 of 2021 and was only completed at the governorate level. The interviews did not however reveal how this workflow document serves government staff or how/if it was integrated in the government's workstream.

The plurality of respondents highlighted the development of a Local Development Index (LDI) as one of the project's main successes. In collaboration with DoS, the Jordan Strategy Forum, GBD and the MoI, DAILL introduced LDI which replaces the number of economic establishments indicator in the calculation of the governorates' budget allocations for capital projects. The index itself includes 19 indicators and covers five criteria including health, education, living conditions, economy and infrastructure. The LDI partly relies on the Tanmiah tool for data. While JSF led the development of the first 2022-2023 LDI, DoS has expressed preliminary readiness to calculate the LDI in the future and to report the first one's official results.

DAILL specialists worked with the General Budget Department to rework the Governorates capital budgets funding formula of which the LDI is now part. Under the old formula, 30 percent were distributed equally amongst governorates and 70 percent were allocated based on poverty level, population, area, number of economic establishments and unemployment. Under the new formula, the 30 percent were reduced to 25 percent and the number of economic establishment indicator was substituted with the LDI which is now weighted 15 percent in the new formula. In addition, a new criterion labelled "Performance Grant" was added to enhance competitiveness between governorates. This Performance Grant will be based on the proportion of budget spent to promote the selection and implementation of strategic capital investment projects. LDD respondents said that governorates take on projects with little follow up on implementation. The funds are then returned to the central government. The Performance Grant is meant to encourage governorates to execute projects.

The revised formula only concerns the calculation of governorate capital allocations after national capital projects are deducted from the national budget. According to the 2022 annual report and DAILL respondents it is hoped that the LDI will be linked to the governorates strategic plan through a monitoring and evaluation system to be developed later by the project.

DAILL established a Local Development Index Review Committee that will be responsible for updating and reporting the LDI. "One of the problems we faced was that no one wanted to adopt the LDI," said one respondent. While JSF was willing to take it on, the GBD insisted it received the calculated LDI from an "official" entity. The JSF respondent said that the process of calculating the LDI will need to be revisited and can be updated. DoS will be reporting on the LDI supported by the Local Development Index Review Committee to be responsible for reviewing, updating and approving the LDI and its criteria. According to the JSF respondent the draft LDI was sent to the central and local government for feedback.

GBD's representative reported that the Department benefited immensely from the project, highlighting both the revised formula which "was based on best practices," and the Governorates Budget Preparation Manual. The GBD

respondent highlighted the importance of the newly developed LDI saying it enhanced justice and transparency in the allocation of capital project funding. DAILL respondents said that despite the fact that all budget allocations and subsequent project execution goes through the central government, the new formula allows the governorates the opportunity to learn how these allocations are determined. Related training was delivered to executive council members (including local development units' staff) with a focus on budget development, the new mechanism for determining budget ceilings, the new indicators and how to determine priorities. Governorate council members were also offered related trainings through MoLA. The GBD respondent expressed keen interest in additional trainings to governorate councils' members to address what he regards as "severe" capacity weaknesses related to budget preparation.

DAILL has also reached an agreement with Rasheed, a Jordanian CSO endorsed by Transparency International to develop the Good Governance Index for the municipalities of Madaba and Naour. With various sections, the Index measures municipal staff's commitment to integrity and transparency principles, and provides benchmarks to assess performance. It also assesses civil society's role in monitoring municipal performance, building accountability and raising awareness on issues of integrity and anti-corruption. The index also assesses citizens' awareness of the municipal council's role and responsibilities, and perceptions of municipal communications, procedures and service quality, and targets the municipal council to assess various aspects of municipal overview, strategic planning and decision making. According to Rasheed respondents, the CSO will be conducting awareness training for elected and local government staff on the local governance anti-corruption and accountability principles. The draft Naour and Madaba reports were submitted to DAILL. Feedback on the report will inform the final shape of the reports. Respondents reported that considering MoLA's preference, the results will not be published and will only be shared with the concerned municipalities. The reports include recommendations which Rasheed respondents are hopeful the municipalities will follow up on and implement.

The desk review revealed that as of early 2022, the project has been seeking to gather experts to work with various focal points within partner ministries to identify challenges and opportunities for improving existing local strategic planning regulations and practices and developing a Strategic Local Planning Model. Working with various ministries, DAILL is developing a diagnostic report on the status of local development planning in Jordan with the intention of developing a Strategic Local Planning Model that will address bottlenecks, gaps and opportunities for improving local planning regulations and practices.

The DAILL team worked with MoLA, Mol and the Department of Statistics (DoS) to develop a harmonized local-level administrative coding system in February 2022 which all respondents agreed was another significant achievement by the project. According to them, the standardized coding of administrative divisions ensures the application of Administrative Divisions Regulation 16, and facilitates the integration of data to enable future monitoring and evaluation functions and overall data-driven decision making. LDD staff reported that the standardized coding facilitates the collection of data on a municipal level. The new coding system received preliminary approval from the Prime Ministry and will be applied during the upcoming national census.

The project was also able to establish an eco-friendly training center at Mol to facilitate the creation of an enabling environment for knowledge management, learning and development planning. Respondents at Mol expressed appreciation for the center which they are hoping will host future capacity building and government engagement events. A member of the DAILL team reported that the center has earned the gold Leadership in Energy and Environmental Design (LEED) certification. According to her, it is hoped that the center will cultivate environmental consciousness amongst public servants.

DAILL has also horizontally expanded the Tanmiah tool to the three governorates of Ajloun, Madaba and Tafleeh and their municipalities in addition to the governorates of Aqaba, Balqa and Irbid. The tool is an e-solution platform that is intended to support planning and coordination efforts for streamlining development work within governorates and municipalities. The platform which covers 16 sectors can be used to monitor the governments' management processes through four integrated functions: The Regional Information System (RIS), the Project Monitoring System (PMS), Geographic Information System and the Public Relations Management (PRM). The tool is intended to support both governorate and municipal councils, executive councils and the central government in

decision making related to service provision and development planning by allowing stakeholders to access a centralized database for all governorates and municipalities.

The PMS currently covers all municipalities and governorates. The RIS covers the 6 previously mentioned governorates and through a recent agreement with CVDB will merge with the CVDB's observatory to cover the rest of the 100 municipalities. DAILL is working with CVDB to ensure that the Tanmiah tool is able to extract municipal data from CVDB's database. The CVDB respondent spoke quite favorably of the agreement and said the merged database is well positioned to serve decision making data needs for various national stakeholders. According to a member of the DAILL team, the agreement with CVDB is expected to strengthen the Bank's capacity to collect data more effectively and sustainably.

The DAILL project trained governorate staff in 6 governorates on the Governorate-RIS and in 12 governorates on the Governorate-PMS. Training covered system navigation, indicators within the 16 covered sectors and data entry. High staff turnover and "some" resistance were cited by the DAILL team as current challenges.

According to LDD staff, data related to the targeted RIS sectors were updated for 2021. The data for some indicators covered by the tool are provided by the central government while the data for other indicators are uploaded at the local level. Specifically, LDD respondents reported that ministries send RIS data to the LDD which then uploads it while governorates upload PMS data on the G-PMS and municipalities do the same for M-PMS. The ability of the Tanmiah tool to automatically extract data from the ministries' databases instead of manually feeding data into the RIS has proved challenging due to differences in how the data related to administrative divisions is coded. The harmonized administrative coding system has successfully addressed this challenge.

According to the DAILL team, and in collaboration with the LDD team, the Tanmiah tool's Project Management System was updated for 2020 for the 12 governorates. Unlike the RIS, and considering all payments are made by the central government, the PMS requires entered data to be checked against updated data in the Jordan Financial Management Information System (JFMIS) automating all MoF transactions related to public financial management. DAILL is hoping to ensure access to the JFMIS to enable governorates to view their budgets and contribute to the transparent execution of projects. Respondents at GBD and Mol said this is unlikely.

Respondents including DAILL staff and central and local government stakeholders were divided as to the effectiveness of the Tanmiah tool. In Madaba, municipal respondents lauded the tool and emphasized the

"We still call different ministries for data. Imagine I cannot till now obtain reliable data on the governorates...The directorates are feeding the Tanmiah database but they are unqualified....To do the strategic plan I only use data and studies from DoS."
Governorate Respondent

importance of using GIS to enhance the tool's functionality in support of strategic planning. However, governorate-level respondents said the tool needs "fixing and updating." Overall, seven government and DAILL team respondents said they still do not trust the quality of the RIS data. Two respondents highlighted discrepancies between the data provided by municipalities and DoS, and three emphasized the limited functionality of the database. Four respondents said they preferred DoS sanctioned data or even to contact the central ministries themselves. The DAILL team is trying to address current issues with the tool. According to a DAILL respondent, the system is regularly updated with feedback from users. WhatsApp groups were created for every entity to provide the contracted vendor with a live feed of

comments for identified bugs and glitches. A new source code for Tanmiah was also applied in July 2021. According to the same member of the team, the new code is expected to enhance the functionality of the system, and public confidence in the tool should be established once the current glitches are fixed.

Under Output two, the DAILL team highlighted several achievements by the project. DAILL was able to support the State of Environment Analysis process in the 6 governorates DAILL is currently focused on. The project is supporting the State of the Environment Analysis process to provide information related to the environmental situation in selected governorates that will inform the local development planning process. Resulting reports have identified potential LED-environmental projects that were incorporated in the 6 governorates' strategic plans. Again, interviews with government respondents did not reveal the extent to which the reports were used or if the reports will continue to be produced post DAILL.

DAILL also worked on the development of a Municipal Budget Preparation Manual and submitted a draft to MoLA. Respondents from the ministry said they appreciated the manual and will be referring to it while updating the instructions they intend to send to municipalities in October to task them with the preparation of their respective 2023 budgets.

With the support of DAILL and LDD, 6 governorate strategic plans have also been updated (until the end of 2022) and are awaiting the approval of executive councils. According to the 2nd year annual report, DAILL developed an integrated strategic planning methodology to support the strategic planning process, enhancing coherence and complementarity between governorates and municipalities. According to DAILL staff, the new strategic planning methodology was introduced in the 6 governorates in which the project is operational. However, MoLA expressed preference for specific components of the old USAID sanctioned methodology which builds on the development of a needs guide early in the process.

According to DAILL staff, the project is trying to build linkages between the municipal and governorate strategic planning processes. The project has developed procedures for the development of the governorates strategic plan and received LDD's "tacit" approval in addition to procedures for the development of the municipal strategic plan which MoLA insisted only to pilot in the 4 municipalities in Madaba. All executive councils were trained on the new methodology. Features of the new piloted process for the 2023-2026 strategic plans include:

- An aligned timeline between municipalities and governorates.
- Database of socio-economic variables.
- The preparation of an economic and social status report by municipalities and governorates in March of every year. Municipal reports within one governorate will eventually be annexed to the relevant governorate report. The social and economic status report is one of the main prerequisites to prepare the strategic plans based on local level gap analysis. The DAILL team worked closely with the LDD to introduce related templates and to explain how they should be completed with information that will be extracted from the M-RIS and G-RIS.
- Comparison of observatory/Tanmiah data to municipal standards set by MoLA
- A methodology to select projects on a governorate level that entails governorates aligning their proposed projects with government programs and completing forms developed by DAILL for this purpose. Executive council members of the 12 governorates received training around the new procedures and associated templates.
- Closer engagement with governorate councils to ensure their early buy-in before they receive the draft budget.

DAILL's proposed methodology also involves municipalities reviewing the governorates' economic and social reports before they develop their needs lists. This way any discussion of needs at the municipal level is informed by the governorate level status and overall needs including the needs of other municipalities within the governorate. MoLA has resisted this new feature of the methodology preferring to have the municipalities independently develop boarder needs lists regardless of governorate level needs or municipal ability to address the identified needs. At the same time, the representative of the Madaba Greater Municipality which is one of the 4 municipalities in which DAILL was given the green light to test parts of its revised methodology in reported that the municipality is following its own methodology and not that of DAILL.

To enhance transparency and horizontal accountability for local budgets execution, Mol, with DAILL's support sent circulars to all governorates in November 2021 requesting quarterly reports for the period of October-December 2021 and annual report for 2021 that would present expenditure levels for accomplishments per sector. The reports are meant to be prepared based on available G-PMS data. They will be shared with governorate councils so they can be better aware of progress achieved.

The DAILL team highlighted the important junctures within the new strategic planning methodology describing how it enhances the alignment of the process between municipalities and governorates, and ensures the knowledge

base for informed planning. On their part, LDD staff reported that the revised methodology is “better and easier,” and more streamlined, demanding less effort from governorate staff. They also added that the LDD is now in possession of all required forms that should be completed at the municipal and governorate levels in addition to having developed with DAILL a clear timeline for the various steps in the process. The LDD has reached out to the 12 governorates to complete the related forms. All 12 governorates were also trained including LDU staff and executive council members.

"We have a clear timeline and forms for the new strategic planning methodology. We standardized all forms. This helped us to keep other donors from working on strategic planning."

LDD team member

During interviews, LDD staff specified a number of challenges that are impacting the adoption process of the revised methodology:

- DAILL's limited scope to 6 governorates.
- The relatively easier means to work with governorates than with municipalities.
- The inability of governorates to access up to date information about their spending by both level and sector, and the directorates continuing reliance on central ministries to obtain related data.

While the LDD staff exhibited clear commitment to and understanding of the various stages of the new strategic planning process and its value, higher level government respondents did not. At higher levels and among members of the technical committee, government buy-in for strategic planning in general was considerably weaker.

Three respondents however reported that the demand for and ownership of the new strategic planning development process at Mol is low. The potential for institutionalizing the various process milestones at Mol and the governorates is also unclear considering the ministry's only “tacit” approval of the methodology. DAILL respondents said they have been waiting for governorates to submit their economic and social status reports since February. The Mol LDD staff are responsible to follow up on governorate staff to ensure they complete the necessary forms. According to DAILL respondents, Mol has in fact expressed interest in additional DAILL specialists to complete the forms instead of the governorate staff.

Also under output two, a framework was developed to support the selection of capital investment projects. While the 2nd annual report provides that the framework was successfully applied in the selection of three projects namely the Madaba Governorate Livestock Market, Balqa Governorate Plastic Recycling Plan and the Tafileh, respondents in the municipalities and governorates were less clear about the application of a specific methodology. When asked about how the projects were selected they mostly referred to meetings with the community and governorate.

DAILL respondents, however, reported 19 criteria on which the project selection process is based. According to the project team, members of the team have regularly met with governorates and municipalities to support their project selection process inviting municipalities to meet together with sectorial directorates. DAILL and other government respondents' members said the technical committee made the final project selection.

The plurality of government respondents highlighted the centrality of the capital investment projects to the success of the DAILL project. At the local level, governorate and municipal respondents called attention to the dire economic situation in their respective communities and the need for projects to address prevailing challenges, including those related to environmental degradation and the high level of unemployment. The DAILL project has in fact developed a methodology to support local government structures in their project selection process. This has yielded three projects to be implemented during DAILL's last two years of operation. The three projects are:

Plastic Recycling Facility in Deir Alla

The project, a collaborative effort between Irbid and Balqa governorates is targeting seven municipalities and is intended to address significant environment related challenges and to promote the transition towards economy processes in the targeted areas. Respondents including governorate and municipal representatives expressed clear appreciation for UNDP's support and enthusiasm about the project. They highlighted synergies with other already green economy projects in the municipality including a solar farm, fertilizer factory and SW Sorting Center, in addition to the project's alignment with the municipality's strategic plan and its emphasis on environment friendly

projects. Respondents expressed keen interest in the municipality taking on the operation of the facility highlighting in the process the municipality's current management of three other ongoing facilities.

Madaba Souq Al-Halal Complex

The project is intended to present a model livestock market in Jordan that directly addresses needs and serves Madaba governorate and surrounding areas, creating job opportunities for the local community and promoting local development. According to respondents, the project enjoys significant support at the governorate and municipal levels. It was selected "by Mol in cooperation with the municipality but based on a needs assessment." Municipal respondents reported current attempts to secure funding for the initial phase of the project. They expressed some disappointment with UNDP's "modest contribution of \$300k" and saw no connection between the project and the strategic planning process in the municipality.²⁸ However, they alluded to a quasi-selection process that saw the gathering of sector representatives to identify the project. Respondents including government and municipal representatives also expressed frustration with the "very slow pace" of the process. A member of the DAILL team responded that the perceived lag is predominantly due to the municipality's procured plot of land for the project, and the long process it has taken the municipality to address issues related to it. It is important to note that DAILL follows UN procurement and hiring processes which can be tracked for efficiency issues.

Tafilah Governorate Solid Waste Routes Optimization and Maintenance Center

The project aims to identify the shortest routes for Solid Waste Management and to develop a maintenance center to cater to the maintenance needs of four municipalities and potentially all governorates in the South of Jordan. Governorate and municipal respondents were especially enthusiastic about the savings the project will ensure and the reduction of current maintenance costs by up to 7 percent. Respondents said that the project addresses a serious community need. The municipality requires 35 compressor trucks but has only 17 operational ones. Trucks have to travel to Amman for one-week maintenance trips. Municipal representatives expect UNDP to train them to manage the new maintenance center.

According to respondents, there is a disconnect between what the government wants out of the capital investment projects and what the DAILL project is aiming to achieve. DAILL hopes that the three projects are perceived as a culmination of an integrated cycle of territorial development planning that involves community engagement and fosters accountability. The GoJ however, is "only looking to show that something tangible is happening, and that job opportunities are being created."

Under Output three, and according to the DAILL team the project has gained limited traction especially as they relate to SDG localization and planning. UNDP is already working with the Department of Statistics to introduce the Jordan Development Portal (JDP), a centralized platform for SDG indicators and targets to track progress towards the 2030 agenda. This, however, remains separate from DAILL. DAILL staff and UNDP senior management respondent said they hoped to align the Tanmiah tool with that of the JDP. This way the Portal can draw on the Tanmiah tool to provide local level data.

According to the DAILL team, service improvement plans have the potential of engaging citizens beyond the identification of needs. They engage first line service providers who could potentially provide solutions within their power to implement change without reverting to the directorates. The idea is to encourage the development of local solutions for local problems that do not require the engagement of the government. According to respondents, there is little communal or government demand for the plans which could, as one respondent, alluded, be due to the lack of understanding of their potential value at the community level.

The focus of the DAILL project has so far been on the first two outputs. The project team developed a gender plan to ensure that the strategic planning development process is gender sensitive and responsive. The Mol has welcomed this plan and is keen on its implementation.

The project team is also cognizant of the importance of mainstreaming disability issues into the development planning process and projects, though concrete actions towards this end have not been initiated.

²⁸ UNDP's support has since then been raised to USD 1 million.

While DAILL is supposed to be overseen by a technical working group/committee which reports to a steering one, respondents said that the steering committee has not yet met. Some members of the Technical Working Group/Committee who were interviewed for this evaluation referred to their committee as the steering one. Despite the DAILL team reporting that the committee's meetings were comprehensive in their coverage of project activities, interviews with a few members of the Technical Working Group/Committee revealed its members' skewed focus on the capital investment projects.

Respondents did not report unintended negative effects of the DAILL project but highlighted positive ones related to indirect capacity building at various government levels. One respondent highlighted the knowledge government staff are gaining with regards to their strengthened capacity to collect data around Tanmiah tool indicators, while another emphasized the project selection process that is demonstrating to government staff the importance of connecting projects to overall development needs and cluster development considerations.

EFFICIENCY

OECD / DAC defines 'efficiency' in terms of the transformation of inputs into results or **the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way**. Efficiency seeks to answer the question of 'how well resources are being used in the delivery of outputs, outcomes and impacts.

Analysis of the DAILL project's efficiency builds on the 'Comparative Ratings by Stakeholders' method proposed in the inception report. "Comparative Ratings by stakeholders record the feedback of those involved or affected by an aid intervention on the efficiency or effectiveness of that intervention by means of surveys or interviews." The advantage of the comparative rating by stakeholders' method – in contrast to methods based on financial data – is that it is not restricted to monetary or other tangible quantities but includes all effects experienced by stakeholders.

Is the project being implemented in the most efficient way both in terms of results and operationally?²⁹ From the stakeholders' perspective, what factors are influencing the efficiency of the project? What are potential efficiency improvement areas?

DAILL has completed its 27th month out of its 54-month timeline. The project has already spent 47 percent of its allocated funds. According to the project team, the remaining 50 percent will be channeled towards grants and local economic development projects which have, despite the various activities associated them, only consumed up 2 percent of the allocated budget.

The evaluation findings point to several factors that are influencing the efficiency of the project. On the positive side:

- The project is managed by several staff from the DLDSP team. The team has developed a deep knowledge of the sector and built strong relations with governmental institutions at both the central and local levels. DAILL's retention of the DLDSP team ensures the continuity of activities and allows the follow-on project to leverage DLDSP's accomplishments and learning to maintain momentum with national stakeholders and deepen the impact of interventions initiated by the former project.
- The project is housed in Mol. Its team closely engages with the team of Mol's Local Development Directorate (LDD) which supported the DLDSP project. LDD's participation is important given the knowledge and skills developed throughout the DLDSP project and the need for a strong national stakeholder to facilitate project implementation. Several project and LDD respondents alluded to the physical proximity of the two teams and the positive impact of working "as one team within the ministry." According to them, this enables the pooling of resources and technical know-how which in turn facilitates a smoother operation.
- DLDSP initiated the strategic planning development cycle at the governorate and municipal levels which the current project is attempting to complete with the selection of capital investment projects and the incorporation of monitoring and evaluation to ensure accountability. According to DAILL staff, the continuation of work already accomplished through DLDSP cuts cost and ensures cumulative results.
- Several respondents alluded to the importance of securing government approval for all project deliverables to ensure wide adoption and free DAILL resources. One of the most pronounced achievements of DAILL has been the standardization of codes for administrative divisions. According to two respondents, the project's success stemmed from its ability to mobilize stakeholders to activate an already existing regulation which was later endorsed by the prime ministry. The engagement of various government institutions

²⁹ Based on the "comparative rating by stakeholders" method described in "Tools and Methods for Evaluating the Efficiency of Development Interventions." *Evaluation Working Papers*. Bonn: BMZ. Federal Ministry for Economic Cooperation and Development. 117p.

around this initiative and the subsequent endorsement of the prime ministry promises the wide application of the coding system and its sustainability.

- Interviews with stakeholders revealed various opportunities that the DAILL team have leveraged to build relationships with national organizations and ensure linkages that would potentially streamline efforts and support the sustainability of DAILL's interventions. Specifically, linking the Tanmiah tool with the CBDV's observatory will ensure an integrated database and more efficient data collection efforts. In the same vein, plans are underway to connect the UNDP supported and DoS housed Jordan Development Portal (JDP) with the Tanmiah tool. The JDP was developed to support the national government in monitoring and reporting on the SDGs. While the JDP focuses on national indicators, the Tanmiah tool will facilitate the monitoring effort at a more local level. At the same time the partnership with Rasheed allows DAILL to introduce a tool in municipalities that if endorsed by MoLA can strengthen DAILL's other workstreams related to strategic planning.
- Considering the visibility of the capital investment projects at the central and local levels, and the keen interest of the targeted municipalities and governments in their success, the projects have the potential of clearing the way for DAILL's other efforts by building goodwill that can be leveraged to facilitate DAILL's other components.
- To continue to be responsive to the project's operational environment needs, and enhance the project's efficiency, DAILL has ironed out challenges related to the institutional ecosystem that were not anticipated before the project. To enable the project to extract data more easily from government institutions, DAILL facilitated an agreement between Mol, DoS and MoLA to activate the Administrative Divisions System Law and standardize codes across the government. DAILL had to also address the vocational license registrations at the municipal level which are not coded as required by the 1999 Vocational License Law. DAILL's efforts ensured codes adhere to the Law and are standardized across the selected 45 municipalities in the six targeted governorates.³⁰
- The project is overseen by a Technical Working Group/Committee supporting project implementation. The Group consists of representatives from Mol, MoPIC, MoLA, MoF, Mol LDD, CVDB among others. Chaired by the Secretary General of Mol, the committee is well positioned to facilitate and streamline the project's work. The committee has already met eight times.

The evaluation has also revealed several areas where efficiency can be improved:

- With its three complementary components of which the DAILL project is part, the intervention logic of the overall programme *EU Support to Improving Integrity and Accountability in Jordanian Public Administration at Central and Local Level* rightly recognizes the importance of a multi-actor approach that targets different levels. However, the other two envisaged projects have not started yet. Specifically, component 3 which is meant to address social accountability and is essentially concerned with the establishment of integrity standards for CSOs and CBOs as well as the introduction of communication and accountability mechanisms, would have especially supported DAILL actions undertaken at the local level. By working on public accountability's demand side, the AECID-led project would have facilitated participative decision-making structures that cross different levels of local government feeding into DAILL's strategic planning work.
- Based on the reviewed material and interviews with DAILL staff and UNDP senior management, the project's integration within UNDP's governance pillar is weak. According to respondents, DAILL's siloed operation within Mol inhibits the project from exploring synergies with UNDP's other portfolios and

³⁰ The Decentralization, Accountability, Integrity at Local Level (DAILL) in Jordan Programme Retroactive Period and First Quarter Report, June 2020-April 2021.

projects and from drawing on a wider pool of technical expertise, skills and networks within UDNP's country office. A senior management respondent said DAILL "belongs to a portfolio that knows little about what they are doing." A member of DAILL's team said they "feel more as a member of Mol's staff than UNDP's."

- Within the project itself, DAILL team members said communication channels are weak. Members of the team exhibited limited knowledge of what other team members are working on. Some members had not had a chance to review the annual report or had no knowledge of the recent changes in the logical framework. With no access to the technical committee's meetings and no regular internal team meetings, information is exchanged informally and opportunities for collaboration and systematic information sharing are limited.

While the presence of DAILL's team at Mol facilitates a close working relationship with Mol and its field staff, respondents reported this could be at the expense of closer relations with MoLA. MoPIC's representatives questioned the value of positioning DAILL within Mol especially as the governorate councils are now administratively under MoLA. A government respondent clearly referred to MoLA as "marginalized" within DAILL. On their part, DAILL staff said MoLA is uncooperative and does not share information with the DAILL team. A respondent commented on the limited engagement of MoLA by DAILL. "DAILL staff do not engage with MoLA's senior staff. If there is resistance at one level, they do not go higher." Another respondent commented on the limited access the DAILL team has had to MoLA's Secretary General who according to the same respondent is not updated on "where the project is and where it is heading."³¹ Justifying the location of the project at Mol, a member of the DAILL team said that the political will, openness and sometimes capacity to discuss and put into practice needed administrative and managerial reforms at the local level are clearer at Mol than at MoPIC and MoLA. As another team member noted: DAILL has had to rely more on Mol as they are a more engaged and dynamic partner supporting the work being done."

- DAILL's components enjoy varying degrees of support and government ownership. This directly affects the level of resources that are expended as part of the project in comparison to the accrued benefits. Several central and local government respondents expressed either little understanding of the various components of the project or appreciation of what it is trying to accomplish. Respondents relayed doubts about the effectiveness of pursuing certain project components with questionable government demand for them. Such input mostly related to the service improvement plans, the use of Tanmiah tool for planning purposes, the value of the Tanmiah tool to the government, and whether government stakeholders with which the project engages recognize the importance of the integrated strategic development model that DAILL is developing.
- Relatedly, DAILL staff highlighted issues of government ownership, will and capacity as significant challenges that call for the staff's continuous follow up to ensure tasks are undertaken even though government stakeholders were adequately onboarded and trained. "If I'm not here to prod and push, they won't do it," said one respondent. At Mol, low government buy in essentially means that the DAILL team has to "hold the government's hand" to follow up and sometimes to undertake tasks that the LDD is responsible for. Speaking about collaboration with the LDD, one member of the team said: "we are supposed to be supporting them not executing tasks in the field while they accompany us." This clearly affects the project's efficiency as it unnecessarily extends the time and effort required to complete and transfer tasks.
- There is limited awareness of DAILL's overall programmatic offer among central and local government stakeholders and project partners including CVDB, JSF, GBD and Rasheed. Stakeholder interviews point to a generally limited knowledge of what the project's theory of change is and how the various components contribute to the overall mandate of the project. Questions related to DAILL's strengths and weaknesses

³¹ While the Secretary General serves on the Technical Working Group, it was not clear to the evaluator how involved he is in the project. The evaluator was not able to interview the SG.

are answered from the narrow perspective of specific activities under DAILL rather than a broader understanding of the project. It should be noted, however, that a participatory planning workshop was held at the launch of DAILL in 2021 to discuss the overall programme including its objectives and intended results. Representatives of MoI, MoPIC and MoLA attended the event.

- Three respondents alluded to inadequate monitoring and evaluation resources within the project. The specialist responsible for DAILL's reporting supports a higher-level M&E function at UNDP, and only partly supports DAILL. The specialist relies on members of the DAILL team to provide monitoring data for reporting. It is unclear to what extent monitoring data informs project management and long-term planning. The team provided the evaluator with two annual reports and one quarterly report for the project period under evaluation.
- According to DAILL staff, most foreign donors operating in Jordan are no longer tax-exempt. Any related tender requires MoF to channel the specified tax amount to MoI which then pays it back to the MoF. This has resulted in significant delays to the implementation of the capital projects. Because of the new regulations, capital project contractors will also not be tax-exempt. They are expected to hike their prices to cover the required taxes in case the government delays payment (or decides not to pay). Contractors might also be weary of subjecting themselves to increased scrutiny from the MoF which might in turn dampen their interest in working on the DAILL capital investment projects.

IMPACT

To assess the likelihood of impact on the long-term project goal of “Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens’ needs,” the evaluation analysis took into consideration ‘observed’ outputs and outcomes so far and reported previously under the effectiveness section, the contextual factors that supported and or hindered the programme’s achievements so far, the programme plans for the remaining programme period, and respondents’ own qualitative input. This overall bird’s-eye view is also tallied against the backdrop of the government’s framework of national policies and development plans and the programme’s articulation of its own anticipated impact. The main evaluation findings for DAILL’s ‘likelihood of impact,’ are summarized here below:

How likely is the project to achieve its higher-level results? What internal and contextual factors are expected to affect this process?

Contextual Factors

It is important to recall that the motivations driving decentralization in Jordan continue to evolve in response to changing domestic, regional and international conditions and priorities, and development partners operating in the country are in fact limited by this evolving context. As the project literature emphasizes, international organizations operating in this space must act strategically based on a thorough understanding of the political economy of reform in Jordan aligning with reform champions within government and civil society; where and when possible.

The evaluation of the DLDSP project highlighted several contextual challenges that continue to impact DAILL today including inter-ministerial frictions, the limitations within national institutions and policy frameworks, and deficient civil service and high human resource rotation. The current landscape is also characterized by weak donor coordination due in part to the lack of a decentralization plan to guide overall coordination efforts and a lack of an appropriate performance management system or process that DAILL can tap into. Such a system would set clear individual and team goals aligned with the strategic goals of the various ministries, and include performance appraisals and mechanisms to track progress and mitigate obstacles.

Most importantly the situation in the country has not deviated from the conclusion reached in the project literature that despite sectoral deconcentration, there is no real power devolution that would see the central government

"Decentralization needs devolution of power. Without that there is no decentralization. How can you do strategic planning without power and resources."

transfer responsibilities, funds and the power to shape services in accordance with the needs of local constituents. With limited political decentralization and no administrative and fiscal decentralization, the governorates scope of action is limited. For municipalities, administrative decentralization is only partial as MoLA continues to exercise significant ex-ante controls. The same applies to fiscal decentralization which remains an elusive goal considering MoLA’s need to approve budgets among other controls.³² The current legal framework reinforces the concentration of power in the center with sectoral ministries still exerting control over all decisions, staff, assets and budgets at the governorate level.

The partially elected governorate councils still lack the autonomy, capacity and power to play a meaningful role in their respective governorates’ development. Municipalities and governorates depend on the resources they receive from the central government and also have limited capabilities to respond to reform needs.

Several government and project partner respondents highlighted post-COVID-19 reduced governorate budgets and commented on overall staffing limitations in terms of capacity, sufficiency and incentives related to government staff and governorate and municipal council members. They also pointed to the continuing dilution of their roles and responsibilities as factors affecting the respective councils’ ability to promote local development. These factors also hinder the development of accountability channels at various local levels and perpetuates the cycle of state inefficiency and lack of accountability. Respondents also highlighted the blurred responsibility lines within the LDD and the lack of an LDD action plan or clear roles and responsibilities that DAILL can work the new project related responsibilities into.

³² Alfonso Garcia Salaues, Decentralization, Planning and Accountability at Governorates and Municipalities, August 2021.

At the higher ministerial level, institutional inertia, the fear of losing power and discomfort about transparency and inter-ministerial frictions and competition complicate the ability to work cooperatively and at scale. This, according to a respondent, all boils down to the need to better understand the range and diversity of actors and their unique roles and to steer away from strengthening the capacity of a single actor which is less likely to improve overall system performance.

According to several respondents including government officials, the GoJ is currently pushing for capital investment projects to address soaring unemployment. Both the central and local government's appetite for less "tangible" interventions is significantly low. Respondents across ministries, governorates and municipal representatives emphasized the need for capital investment projects and their weariness of strategic planning and capacity building which as far as they are concerned "have not delivered much change." The reduction of capital investment project allocations to governorates was also raised as an additional reason to focus donor resources on projects that can deliver "actual" value to Jordanian citizens and their communities.

Like elsewhere in the Arab world, and to a significant degree, the compact between citizens and governments hinges on economic guarantees includes food subsidies and a public sector that serves as the primary national employer.³³ Public demands for broader reforms are questionable. In recent surveys, 40 percent of Jordanians said as long as the government can maintain order and stability, it does not matter whether it is democratic or undemocratic.³⁴

As respondents alluded, the government understands that views on governance can improve depending in part on the country's economic circumstance. When asked about the extent that the economic situation was an obstacle to the development of democracy, 76 percent of Jordanians reported that it affected democracy to a large extent.³⁵ When asked in an October 2019 poll and again in November 2021, most respondents believed their country had done too little to deal with economic problems.³⁶ A similar percentage stated they believed the country did too little to deal with corruption in economics and politics. These results spotlight the extent of frustration with perceived corruption and the dire economic situation and also explains the government's interest in the local economic projects DAILL is supporting.

The project's goal is high-level and complex and cannot be achieved by DAILL alone. Focus should be on DAILL's contribution to this goal which is currently operationalized with three indicators: rule of law score, corruption perception index score and government effectiveness score. These indicators, however, can be the basis for a coordinated approach with other actors including the government and other donors working towards the same objectives.

The ability of the project to achieve its intended impact will considerably be affected by its ability to institutionalize reforms and ensure the buy in of government interlocutors at the highest ministerial levels. It will also be affected by its ability to align with and tap into other donors' efforts in the same space. Several respondents brought up the siloed nature of the project's interventions and the inability of its stakeholders to recognize the integrated nature of its interventions. Members of the technical committee, for example, demonstrated little awareness of the overall vision of the project and how the capital investment projects fit into the broader strategic local development framework DAILL is supporting.

³³ Catherine Cleveland and David Pollock, "Beyond Elections: Evolving Arab Public Opinion on Democracy and Human Rights," October 2022.

³⁴ Arab Barometer Poll, wave VI, part 2, 2020.

³⁵ Public Opinion Survey: Residents of Jordan," IRI, March 21-April 16, 2019.

³⁶ Washington Institute for Near East Policy.

SUSTAINABILITY

The question below seeks to assess the continued sustainability of substantiated results under the project's outputs. The evaluation focused on sustainability under DAILL at the organizational level which describes the extent to which interventions become and remain routinized. The main factors determining the sustainability of results or lack thereof are related to effectiveness and uptake by government actors as well as how well are sustainability considerations integrated into the project.

What is the likelihood that the observed results will continue after DAILL's involvement ends? What is the status of knowledge transfer, national ownership and gender mainstreaming in local development planning and support to decentralization process as a result of the project? What are key lessons learned from the project to improve its sustainability?

Primary and secondary data suggest that the results of DAILL have a moderate potential of sustainability depending on the particular intervention. Interventions that have secured government approval or are institutionalized within partner organizations have a higher potential for sustainability.

Stakeholders reported that government institutions have demonstrated limited will to assume ownership of DAILL interventions, with government staff showing limited agency to assume responsibilities from DAILL. For example, the social and economic status reports and related forms that need to be completed at the local level were requested months ago from the local government but were only received recently. At the same time, the willingness of the LDD staff to follow up on these requests remains limited, considering competing tasks and weak incentives. The Technical Working Group/Committee which is well positioned to follow up and support such requests is, according to the project staff, only interested recently in the capital investment projects.

While DAILL's work on strategic planning development is slowly progressing in governorates, the same cannot be said of its progress in municipalities. MoLA's respondents believe the technical committee is slowing the process considering that "the project is not a priority for Mol; they have nothing to gain from its success because decentralization is under us now." The project staff said that MoLA's staff continue to demonstrate significant resistance to the project undermining key reforms that are being implemented at the governorate level.

According to respondents, the Tanmiah tool has to be effective in order to be adopted. While the tool is expected to inform the strategic planning cycle and project selection process, most government respondents outside the LDD circle are oblivious to this connection. According to a government respondent, raising the profile of the Tanmiah tool and demonstrating its value amongst the largest pool of government stakeholders will be instrumental for its broader utilization and sustainability. Relatedly, aligning the functionality of the system with current data needs remains indispensable for the success of the tool and its broader adoption by the government.

The same applies to the various manuals and tools DAILL has helped establish. Tools, mechanisms and strengthened capacities will be sustained depending on the level of their institutionalization and operationalization and whether they are officially endorsed.

Stakeholder interviews indicated that the capacity of MoLA and Mol government staff will need to be assessed before the launch of the follow-on project to better understand the level of skills and knowledge gained from DAILL and tailor any future capacity building interventions accordingly. A senior management respondent also highlighted the importance of integrating the various tools and manuals created through DAILL in the governorate staff's daily work routine.

While the capital investment projects carry a high potential of sustainability if implemented successfully, respondents reported low sustainability potential in municipalities that DAILL will not support capital projects in, unless MoLA's role in and support to DAILL improves.

The DAILL team reported that governorates and municipalities having limited knowledge of the overall vision of the project. This, according to them, may affect the sustainability of interventions and the staff and project's credibility if expectations are not managed. In MoI, demand for the project's offer beyond the capital investment projects is low outside the LDD staff. This is expected to impact the institutionalization and routinization of DAILL introduced processes and tools within the LDD and the various governorates.

The review of project material did not reveal any sustainability analysis or an explicit exit strategy. The project has been successful in building strategic relationships with key national organizations which can continue to sustain its interventions. However, the limited partner engagement over isolated project components may affect DAILL's long-term impact.

At the same time, and according to a member of the DAILL team, the individual skills and some organisational routines are expected to be modified as a result of the project, bearing fruits in the mid-term, and hopefully moving local administration toward institutionalising related managerial and administrative procedures. The repetition of various planning, budgeting and implementation cycles also supports sustainability as the capacity of local government staff is strengthened. However, Jordan's limited commitment to reforms negatively affects this process.

Stakeholders feedback revealed limited evidence of purposeful knowledge management. Tacit knowledge, experiences, best practices and lesson learned are not captured, shared or systematized. There is little evidence that reporting to donor is shared internally. Limited internal team meetings at the project level do not support stocktaking or internal learning.

In terms of financial sustainability, representatives of central and local government institutions did not express interest or increased commitment to (co-)finance project activities. However, various respondents expressed interest in attracting the private sector to invest in the capital investment projects. MoPIC staff reported that they have enlisted two of the DAILL projects under those slated to be implemented as part of the Economic Modernization Vision which the king launched in June 2022.

GENDER EQUALITY

To what extent has gender been addressed in the design, implementation and monitoring of the project? Is the programme reducing gender-based inequalities in access to the resources and benefits of development?

Lessons learned from the implementation of the DLDSP project demonstrated that gender needs to be effectively mainstreamed across outputs and activities as a crosscutting development area. While data disaggregation by gender is important, women's equal and meaningful involvement is critical for accountability and quality of service delivery.³⁷ The DAILL project has emphasized women's participation in all areas of planning in the project's design.

The DAILL "retroactive" team was engaged with the UNDP RBAS initiative "Accelerating Design for the Most Vulnerable," that involved 10 in-depth interviews on barriers for women to actively participate in local planning. The findings are meant to inform DAILL's citizen participation component, specifically the design of a digital platform facilitating the communication between citizens and local governments.³⁸

Several project respondents including government stakeholders emphasized the importance of women's participation at the local level. In that vein, the project has recently developed a Gender Mainstreaming Plan that describes clear actions under the project's three outputs to mainstream gender into its various components. Under Output 1, the project intends to ensure that material developed to support the review of the local development strategies for both governorates and municipalities is informed by gender considerations including gender responsive budgeting. Related training of female governorate and municipal council members is also envisaged.

Under Output 2, the project aims to establish and train a gender review committee, and engage the committee in reviewing guidelines related to the development of integrated development plans and the planning component of PEM, in addition to annual budgets and the value chain and feasibility analysis and design of the capital investment projects.

Under Output 3, the project envisions that the same committee will review the municipal and governorate local development strategies and consult with various segments of the society. The project will be developing an assessment tool/feedback mechanism and sharing it with stakeholders and plans to share and address recommendations. The project also plans to conduct training on gender mainstreaming on the local strategic planning process, the project lifecycle and women leadership on the local level. The project will also be assessing Tammiah tool from a gender perspective to ensure its gender sensitivity.

The plan unpacks the "outputs"/activities included in the work plan with variations, The plan lists actions needed to operationalize main activities, but provides little detail on the gender and inclusion context including how this effort fits within Mol's current or planned gender efforts, and how this plan builds on or will benefit UNDP's own gender and inclusion strategies. Such alignment will have implications for the sustainability of this work stream including for the envisioned structures such as the review committee. There are also few details on the actions themselves including how the various review stages of DAILL deliverables fit into the strategic planning development cycle, the makeup of the gender review committee, the training content for the female councilors and indicators of success. This is the first iteration of the Plan which is expected to be developed further in coordination with the project's stakeholders.

A member of the DAILL team said that the project is planning to develop a similar disability inclusion action plan.

³⁷ Decentralization, Accountability and Integrity at Subnational Level in Jordan Programme- Programme Document, 2021

³⁸ The Decentralization, Accountability, Integrity at Local Level (DAILL) in Jordan Programme Retroactive Period and First Quarter Report, June 2020-April 2021.

CONCLUSIONS

The DAILL project is demonstrating progress towards the achievement of its outputs as measured by its indicators. With some successes, the project is working towards developing accountability mechanisms and communication lines at specific levels of the development process, and linking policy making and planning to financial planning, and enhancing the potential for development plans to improve service delivery and development opportunities.

The logical framework of the project was recently revised to address contextual factors that have dampened the ability of the project to meet its original objectives. However, as per the EU's guidance only indicators were revised, and the results in the logframe remained the same. It is unclear whether current inputs/activities are sufficient to achieve the project's higher-level results.

The project's overall pathway of change lacks clarity. The project lacks a clear articulation of how the various interventions will lead to the planned results or of the dosage necessary to effect change at local and central levels. It is therefore unclear if the outputs are sufficient for cause-and-effect linkages between the results. Opportunities exist to create a clearer definition of expected results.

The project's ability to affect upward accountability (accountability of executive council, mayor and first line service providers to central government) is limited with more potential for affecting administrative accountability (accountability of executive council, mayor, and first line service providers to elected governorate and municipal councils), and social and political accountability. Specifically, DAILL is enhancing the potential for administrative accountability and data driven strategic planning amongst government staff and institutions at the central and local levels. This includes streamlining strategic development planning processes and procedures and developing accountability and communication channels.

That said, the depth of these achievements is unclear. The indicators are insufficient to determine the quality and reach of activities. For example, it is unclear how the quality of the accountability mechanisms will be measured. The quality of the mechanisms can very well be measured by their effectiveness in identifying and sanctioning maladministration or reverting wrong decisions. However, these actions require political will and the endorsement of the highest level of power.

The context in Jordan is that of high uncertainty with different priorities receiving more or less attention depending on the government. That said, local economic development is currently a high priority in Jordan along with the creation of jobs. The decentralization project in Jordan sits within a system that includes power differentials resulting in imbalances in resources and influence. Often, the project gets trapped between the conflicting interests of the ministries that tend to be more interested in their visibility and tangible (hardware) results instead of long-term reforms and processes (institutional changes). While adaptation to contextual changes is necessary, the findings of this evaluation point to the risk of implementing DAILL with 'moving targets' in terms of inputs to take advantage of emerging opportunities, maintain the government's cooperation, or to circumvent limited traction on certain DAILL components.

The project has ensured the alignment of its goals with national strategies and is enhancing capacities among participants under both Outputs 1 and 2. While interventions can be strengthened, the limits of what can be accomplished need to be tempered with the realities of the project (time, funding and scope), and the context within Jordan. Closer coordination with various other projects operating in the same space is critical.

A clearly constructed results chain is important for learning, course correction, and accountability. Considering the country and sector conditions and other donors' programmes the results chain will need to explore, define and leverage the catalytic or synergistic dimension of DAILL interventions in addition to others undertaken by UNDP and other donor programmes that will help produce the intended impact. This would include potential catalytic effects of AECID and OECD interventions.

Partner organizations and government stakeholders at both central and local levels demonstrated limited knowledge of the project's overall logic, the processes it is trying to impact and its activities.

The most visible component of the project is the capital investment projects. The government's demand for and interest in them are high. The projects' successful implementation will directly impact DAILL's credibility and own success. The visibility and ownership level for other components of the project are less pronounced. Decentralization is not currently a government priority. Administrative accountability between executive and governorate councils can continue to be developed but social and political accountability is circumscribed by the project's lack of direct engagement with communities. If effectively operationalized the Good Governance Index will support enhanced social and political accountability. Synergies can be explored and complementarity revisited when AECID picks up its programmatic component. Government official endorsement of all deliverables is paramount for sustainability.

Government ownership of reforms appears to be low with reform requiring constant follow up by the DAILL staff. This does not bode well for the project's impact and the sustainability of its interventions. UNDP leadership is needed to weigh in on the project by more closely engaging with the ministries to support the DAILL team and ensure high level knowledge of and commitment to activities and intended outcomes. Clearer high-level support can in turn enhance the role of the Technical Working Group/Committee, which currently appears to be more interested in the capital investment projects; and strengthen the commitment and ownership of the central government.

Without strong commitment of the government to DAILL's vision, the impact of the project may vary according to the socio-economic conditions of the governorates in which it is being implemented. Understanding these differences and also how technical assistance is being operationalized at the local level will be instrumental in determining success and amplifying or diminishing DAILL's impact.

DAILL's team is small with no permanent field presence in the governorates/municipalities. This will need to be offset by the government's clear commitment to DAILL's main outputs beyond the delivery of the capital investment projects. At the same time, the motivation and appetite for change are limited. Reforms are seen as more workload. Government staff have little incentive to adopt and follow up on needed reforms.

The project does not appear to be well integrated into UNDP's governance pillar. DAILL's siloed operation inhibits the project from exploring and exploiting synergies with UNDP's other governance projects. Within the project, communication channels are weak. Members of the team have limited knowledge of what other members are doing.

The DAILL project is building capacity of government stakeholders both directly and indirectly. Capacity building efforts need to be assessed by the project. While the evaluation did not assess the results of related interventions under DAILL, conclusions within this section point to the need for considering the varying levels of agency, power and access to resources that each trained local actor possesses in addition to contextual factors (operating environment, structures, mandates,...etc.) that will influence their ability and willingness to act. In general, capacity building requires the existence of basic conditions at the local level. Firstly, empowered and autonomous local authorities with clear mandates and decision-making power over a defined set of competencies. Secondly, a clear accountability system in which the results of actions and omissions of local authorities have consequences (administrative, executive, civil and criminal). Thirdly, independent bodies ensure the application of the legal and regulatory framework and measure the quality, opportunity, economy and relevance of the decision made by local authorities. In the current context, strengthening the capacity of a single actor such as the executive or governorate councils will need to be part of an integrated capacity building plan to ensure sustainability and increase the potential for improving overall system performance and collective impact.

Annual reporting focuses on activities with limited analysis of change pathways, risks, assumptions and overall context. Assumptions and risks should be monitored and reported on especially that the project is being implemented in a fluid context. The overall learning function within the project is limited.

More targeted efforts regarding gender and disability inclusion are expected in the second half of the project. The Gender Plan lacks a gender and inclusion context. It is also unclear how gender related activities fit within Mol's current or planned gender efforts, and how the plan builds on or will benefit UNDP's own gender and inclusion strategies.

RECOMMENDATIONS

FOR UNDP

Effectiveness

1. Consider developing a clear development hypothesis/ theory of change for DAILL that would serve as a rationale for why selected outputs are measured through selected indicators and how outputs aggregate into the intended impact. Consider in the process incorporating qualitative indicators and developing a monitoring plan.
2. At intervals of a year or less, the core project team should revisit strategy stepping back from day-to-day implementation tasks to focus on the changes DAILL seeks to achieve and the intermediate steps that need to be taken to achieve those. The project can benefit from pause and reflect sessions to synthesize and articulate achievements and lessons learned revisiting in the process assumptions on which the project was built and identifying the need for course adjustments if necessary. Such sessions will help keep the team focused on the project goals, allow them to share best practices, make connections and explore synergies between project components to boost efficiency, and most importantly build a team approach to project outputs and outcomes. Considering that various team members possess tacit knowledge that has been garnered from context, these sessions can also be a good opportunity to capture and pass on this knowledge. This annual review process to reflect on project components are on track can supplement or replace standard monitoring against targets.
3. Define measurable results across a range of milestones with the buy in of all government stakeholders. Ensure buy in and support for the other project components including the Tanmiah tool and integrated local strategic planning development model and discuss how these relate to the capital investment projects; and share project reporting with stakeholders. This can be done during the Technical Committee meetings among other meetings for targeted engagement. Relatedly, consider engaging mid-level and senior government stakeholders in a workshop to develop/discuss DAILL's theory of change including what outcomes this project aims to achieve. This can help guide participants to a shared understanding of the project's long-term goals and how it is achieving them. During this workshop, participants should be asked to describe their role within the project and how they aim to bring their resources to bear on the creation of change and the achievement of the project's goals. This exercise can help align visions and expectations, garner more support for the project, and identify additional preconditions (outcomes/outputs) that are necessary to reach the long-term goal and weed out unnecessary ones.
4. Develop indicator reference information to be accessible to all project staff to ensure reliable and consistent data collection and use across staff. Indicator reference information include precise definitions of all terms, unit of measure, type of data, disaggregation type, data source, method of collecting data and reporting frequency and who is responsible for collecting this data, among others. The project will also benefit from context monitoring which for the purpose of this project may include stakeholder interviews, and site visits, and a focus on key assumptions in the project's logic model that need to be monitored.

Efficiency

5. Considering the time needed to implement the three capital investment projects including time needed to secure related government approvals, consider granting DAILL a no cost extension to ensure the successful launch of the projects or the completion of their initial implementation phases needed to attract the private sector.
6. Ensure adequate UNDP senior management engagement in the successful delivery of the project. Harnessing adequate senior management support can help cluster and deploy competencies when needed in support of project management and implementation. Senior management also plays a key role in

providing strategies for the integration of UNDP projects which is a critical success factor in the context of governance projects.

7. Ensure that the capital investment project selection methodology emphasizes and highlights the importance of cluster development to ensure the accrual of benefits from co-location or geographic proximity. This can lower input costs and facilitate collaboration and knowledge spillover.
8. In the absence of clear demand for all DAILL interventions, either adjust the project's offer, cultivate demand through the demonstration of value or leverage one successful component to facilitate the implementation of another. The success of the capital investment projects can secure DAILL much good will and allow it to piggyback its other components on the success of the projects. In such a context, it is critical that the projects are implemented successfully.

Sustainability

9. Develop sustainability and exit strategies for main activities under DAILL. Such strategies can be developed with project partners to cultivate clearer ownership and commitment.
10. Exert all needed efforts to ensure Tanmiah tool's effectiveness, quality of data, ease of use, and seamless operation. Run functional tests with government staff in different locations to validate requirements and indirectly raise awareness of the tool's value. In parallel, pursue synergies between the UNDP's Jordan Development Portal and the Tanmiah Tool and support the platforms' interoperability and integration, and continue to merge the tool with the CVDB observatory to ensure the consistent usage of the tool and enhance its sustainability.
11. Secure official approval and endorsement for any tool or manual developed by DAILL and seek the government's support in ensuring their adoption. Furthermore, follow up to ensure the broad utilization of the tools and manuals and report on their utilization.
12. Explore how else the LDI can be used and whether it can be connected to the governorates' strategic plans. The more the index is utilized and integrated by local actors the more sustainable it is.

Gender Equality

13. Flesh out the Gender Mainstreaming Plan to include a gender and inclusion context and alignment with UNDP's gender efforts. Relatedly, consider reaching out to other donors (USAID), implementing partners (AECID) or civil society (SIGI) for access to already available gender responsive budgeting training material.

Relevance and Coherence

14. Reach out to the EU with the request that AECID focuses its component of the overall programme on the same municipalities that DAILL is operating in to improve effectiveness, impact, and coherence and enhance accountability.
15. Considering current challenges with the operational environment in which DAILL is implemented and the various mandates, incentives and resources of public sector employees consider leveraging the recently endorsed Road Map to Modernize the Public Sector and its 2022-2025 executive project and focus on how the Road Map's HR and institutional culture components will be operationalized taking advantage of its progress and implementation. The Road Map addresses several of the challenges DAILL acknowledges and is working to address including the need to curb corruption and boost accountability and transparency. The exploration of potential synergies can facilitate tying into emerging performance management mechanisms. Relatedly, the project should ensure that the new unit that was set up at the prime ministry to focus on the Road Map, is aware of the project and the Tanmiah tool which could complement/tie into related planned data platforms.

16. Explore synergies with USAID programming already working with MoLA and CVDB. If USAID will be working closely with municipalities, and updating the new municipal funding formula it will be important to closely coordinate with the project especially as DAILL has worked on the municipal budget preparation manual and is supporting local strategic development efforts in municipalities.

IMPACT

17. Considering that reporting is currently limited to predefined activities with little regard to outcomes, ensure transparent project reporting that discusses contribution to outcomes including a thorough assessment of risks, and challenges and political economy considerations. Collaborative Outcome Reporting can also be considered to strengthen stakeholders' commitment and ownership.

ANNEX I: LIST OF INTERVIEWED INDIVIDUALS

Tool	Target Group	Sample	
		Male	Female
KIs and Group Interviews	DAILL Project Team <ul style="list-style-type: none"> • Senior Management • Asma Fashho + Saed Madi • Alfonso Garcia • Mazen Abdul Maalik • Tariq Awwad • Bashar Al Bloosh • Enas Al Zeer • Rabia Hasan 	5	4
	Donor <ul style="list-style-type: none"> • Sandriene Petroni EUD 		1
	Central Government <ul style="list-style-type: none"> • Khaled Abu Hamour, Mol Secretary General • Mohammad al Sarhan, Mol Director of LDD • Firas Abbadi, Mol Assistant Director of LDD • Maisoon Khasawneh – Mol LDD (Gender) • Ahmad Al-Tayeb+ Hazem Haddad+ Nisreen al-Hiyari, Nazzal Wreikat, Aymen Ibn Saeed (Mol) • Areej Zureikat, MoLA LDD Directorate Manager • Dr. Nedal Abu Orabi, Assistant SG of MoLA and Legal Advisor) • Hatem Habahbeh+ Nizar Awad, MoPIC 	10	3
	Governorates and Municipalities <ul style="list-style-type: none"> • Balqaa Governorate and Deir Alla Municipality (Deir Alla Muhtassaref, mayor and LDU rep.) • Madaba Governorate and Greater Madaba Municipality (Mutasarref, municipal executive director and LDU rep.) • Tafileh Governorate and Greater Tafileh Municipality (Mutasarref, mayor, LDU and Environmental Unit reps.) 	8	2

	Partners <ul style="list-style-type: none"> Nisreen Barakat, JSF Abeer Mdanat and Amani Sahouri, Rasheed Osama Al Azzam, CVDB Dr. Mohammed Al-Oqaily, GBD 	2	3
	Total	24 Klls and Group Interviews with 25 males and 13 female interviewees	

ANNEX II: EVALUATION MATRIX

EVALUATION CRITERIA I- RELEVANCE & COHERANCE			
Evaluation Question a-	To what extent do the project’s objectives and design respond to the needs of the targeted governorates/municipalities and are aligned with the GoJ’s national strategies, and other interventions carried out by government stakeholders and/or other donors in the same development space?		
Rationale	<i>To answer this main question, alignment with documented needs and national strategies will need to be analyzed.</i>		
Sub-Question a.1	To what extent does the project respond to the needs of the targeted governorates/municipalities?		
Sub-Question a.2	To what extent is the project aligned with the GoJ’s national strategies and other interventions carried out by government stakeholders and /or other donors in the same development space?		
Data / Indicators	Data Sources	Data Collection Methods/Tools	Data Analysis Methods/Notes
Desk review and KII/GI data	Project documents (national strategies/ needs assessments studies) DAILL Staff, policy makers, Municipal and gouvernante staff	Desk review + KIIs+ GIs	Comparison will be drawn between the focus of the project’s interventions and beneficiaries needs as expressed (qualitatively) by government staff and other stakeholders and as expressed in national policies/strategies and needs assessments as available.
EVALUATION CRITERIA II- EFFECTIVENESS			
Evaluation Question a-	What are the observed results of the project? ³⁹ How do these results compare to the project’s expected results?		
Rationale	<i>To answer this main question and related sub-question, the ‘observed’ results under the projects’ planned outputs will need to be examined and then the factors that have contributed to their achievement will be assessed.</i>		
Output I			
Sub-Question a.1	Did the project put in place and implement accountability mechanisms and communication lines at all institutional and administrative levels of the development processes to ensure coherence and impact? To what extent?		
Sub-Question a.1.1	To what extent did the project achieve / can we observe achievements in terms of:		

³⁹ "Observed results" refer to both intended and unintended positive and negative results on the project's output levels. Direct reference will be made to the DAILL Logical Framework.

	<p>Number of governorates 'councils and executive councils directly supported with accountability mechanisms for planning, decision-making, implementation and monitoring</p> <p>Number of staff (disaggregated by sex and age) from institutions that have benefited from capacity building in allocation of responsibilities, mandates, and lines of communication</p> <p>Quality of accountability mechanisms implemented</p> <p>Number of by-laws and procedures developed/modified</p> <p>Number of manual and templates developed and adopted</p>		
Data / Indicators	Sources of Information	Data Collection Methods	Data analysis methods/Notes
Indicators for Output 1 + KII/GI data + desk review	Project documents+ DAILL project team +gov reps+ partners	Desk review+ KIIs+ GIs	Comparison of desk review to primary data collection and triangulation from multiple sources; gap analysis.
Output 2			
Sub-Question a.2 Outcome 2	Are the policymaking and planning linked to the financial planning and funding opportunities? To what extent?		
Sub-Question a.2.1	<p>To what extent did the project achieve / can we observe achievements in terms of:</p> <p>Number of institutions and administrative levels directly supported with development planning, financial planning and attraction of alternative funding</p> <p>Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in development planning, financial planning and funding opportunities</p> <p>Number of development plans with integrated financial plan and related funding</p> <p>Number of capital investment plans drafted</p> <p>Number of procedures amended related to budget</p> <p>Number of manual/templates developed related to budget</p> <p>Number of strategies developed for revenue collection enhancement</p>		

Data / Indicators	Data Sources	Data Collection Methods/Tools	Data Analysis Methods/Notes
Indicators for Output 2+ KII/GI data +Desk review	Project documents+ DAILL project team +gov reps+ partners	Desk review + KIIs/GIs	Comparison of desk review to primary data collection and triangulation from multiple sources; gap analysis.
Output 3			
Sub-Question a.3 Outcome 3	Are development plans carried out to improve service delivery and development opportunities?		
Sub-Question a.3.1	<p>To what extent did the project achieve / can we observe achievements in terms of:</p> <p>Number of institutions and administrative levels directly supported with the localisation of the SDGs in their planning</p> <p>Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in SDG planning</p> <p>Number of national benchmarks defined related to localisation of SDGs</p> <p>Proportion of population (by sex and age) satisfied with their last experience of public services</p> <p>Number of M&E tracking mechanisms in place</p> <p>Number of enhancement strategies in place</p>		
Data / Indicators	Data Sources	Data Collection Methods/Tools	Data Analysis Methods/Notes
Indicators for Output 3 + KII/GI data + desk review	Project documents+ DAILL project team +gov reps+ partners + AECID and implementing NGOs	Desk Review + KIIs/GIs	Comparison of desk review to primary data collection and triangulation of information from different sources; gap analysis.
Evaluation Question b-	What key factors have positively or negatively impacted the achievement of expected results?		
Rationale	<i>This question seeks to investigate underlying reasons – factors that would explain over-achievement or under-achievement at the level of the project's outputs.</i>		

Sub-Question b.I	Did the project face challenges or encounter opportunities during implementation? If yes, what were these ? How did the project address them? Did they negatively or positively affect project results?		
Data / Indicators	Data Sources	Data Collection Methods/Tools	Data Analysis Methods/Notes
KII/GI data	Project team+ Government representatives+ Partners	KIIs/GIs	Description/Explanation (This question will be addressed to all direct stakeholders to collect their different perspectives)
Evaluation Question c-	Did the project generate or achieve any unintended results, positive or negative outcomes? If yes, what are these ‘observed’ outcomes?		
Rationale	<i>This question seeks to investigate any observed results that were not intended by the project whether they are positive or negative.</i>		
Data / Indicators	Data Sources	Data Collection Methods/Tools	Data Analysis Methods/Notes
KII/GI data	Project team and Government representatives + Partners	KIIs/GIs	Description/Explanation (This question will be addressed to all direct stakeholders to collect their different perspectives)
EVALUATION CRITERIA III- IMPACT			
Evaluation Question a-	What is the likelihood of impact on the project’s long-term goals as articulated by the project’s Outcome and Impact?		
Rationale	<i>To answer this main question, we will need to take into consideration findings of the effectiveness questions a & b, and c, elicit stakeholders’ feedback on the likelihood of impact, and analyze project’ results on the outcome and impact?</i>		
Sub-Question a.I Overall Objective	What’s the likelihood of the project attaining its planned overall objective of “Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens’ needs.” by project end as indicated by: Corruption Perceptions Index https://www.transparency.org/cpi2018 **Rule of Law Score** http://info.worldbank.org/governance/wgi/index.aspx#reports ● **Government Effectiveness Score**		
Data / Indicators	Sources of Information	Data Collection Methods	Data Analysis methods/Notes
Indicators for higher results + KII/GI data	Project documents and DAILL team and stakeholders	Desk review KIIs/GIs	Triangulation of information from different sources including related effectiveness questions; gap analysis.

EVALUATION CRITERIA IV- EFFICIENCY			
Evaluation Question a-	Is the project being implemented in the most efficient way?		
Evaluation Question b-	From the key stakeholders' perspective? what are internal and external factors that affected the efficiency of the project's <i>interventions</i> ? <i>What are potential efficiency improvement areas?</i>		
Rationale	<i>This question seeks to review the process under every Output and assess the efficiency of its various components in terms of "Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs." What are potential efficiency improvement areas?</i>		
Sub-Question b.1	Is Output 1 interventions managed and implemented in the most efficient of ways? What are potential efficiency improvement areas?		
Sub-Question b.2	Is Output 2 interventions <i>managed and implemented</i> in the most efficient of ways? What are potential efficiency improvement areas?		
Sub-Question b.3	Is Output 3 interventions <i>managed and implemented</i> in the most efficient of ways? What are potential efficiency improvement areas?		
Data / Indicators	Sources of information	Data Collection Methods	Data Analysis Methods/Notes
KII/GI data	DAILL Staff + Government stakeholders	KIIs/GIs	Efficiency analysis will be based on relevant stakeholders' feedback and triangulation of sources
EVALUATION CRITERIA V- SUSTAINABILITY			
Evaluation Question a-	What is the likelihood that the observed results will continue after DAILL's involvement ends? In particular, what is the status of knowledge transfer, national ownership and gender mainstreaming in local development planning and support to decentralization process as a result of the project? What are key lessons learned from the project to improve its sustainability?		
Rationale	<i>This question will seek to assess the continued sustainability of substantiated results under the project's 3 outputs</i>		
Sub-Question a.1	Are the output 1 activities sustainable after DAILL's support ends? What are planned sustainability measures?		
Sub-Question a.2	Are the output 2 activities sustainable after DAILL's support ends? What are planned sustainability measures?		
Sub-Question a.3	Are the output 3 activities sustainable after DAILL's support ends? What are planned sustainability measures?		
Sub-Question a.4	What is the status of knowledge transfer, national ownership and gender mainstreaming in local development planning and support to decentralization process as a result of the project?		

Sub-Question a.5	What are key lessons learned from the project to improve future effectiveness of the DAILL?		
Data / Indicators	Information Sources	Data Collection Methods	Data Analysis Methods/Notes
Desk review and KII/GI data	Project documents +DAILL project team +Government Representatives + Partners	Desk Review KIIs	Seeks to estimate implementing government partners' capacity, willingness & ability to embed observed results within their own organizations and processes and to continue to support related changes.
EVALUATION CRITERIA VI-Gender Equality			
Evaluation Question a-	To what extent has gender been addressed in the design, implementation and monitoring of DAILL? Is the project reducing gender-based inequalities in access to the resources and benefits of development?		
Rationale	<i>Gender Equality is a crosscutting issue across all the project's components. Because the evaluator will not collect data from citizens, the Gender Equality question will draw on the desk review and the analysis of input from key stakeholders to assess changes at the environmental level.⁴⁰</i>		
Data / Indicators	Information Sources	Data Collection Methods	Data Analysis Methods/Notes
Desk review and KII/GI data	Project documents+ DAILL project team +government representatives	Desk Review KIIs/GIs	Triangulating desk review results with data from stakeholders. Analysis will rely on description of how and to what extent gender equality has been addressed in the project cycle.

⁴⁰ As explained earlier under Gender Equality on pages 9-10.

ANNEX III: PROJECT STRATEGY

The strategy for achieving the objectives of this project is to institutionalize citizen participation in planning, following the execution of the plans, evaluation of the results and in holding the authorities and public officials accountable for their actions and omissions.⁴¹

The way in which the processes are institutionalized is by repeating and improving them continuously. For this, it is necessary to annually support the budget cycle at the sub-national level, incorporating citizen participation in decision-making including equal representation of women and men and supporting gender-sensitive budget execution and reporting. During the implementation of the project, these actions will be repeated and improved for three consecutive years. Consistency in actions over time will ensure that citizens including women's participation and accountability of local authorities are internalized and become a common practice for both local authorities and citizens.

If citizens and authorities adopt these processes as an integral part of development management and apply them beyond the duration of the project, we can say that citizens' and especially women's participation and accountability of authorities have been institutionalized, and therefore, the project has achieved its objectives.

The project implementation will be fundamentally focused on strengthening the administrative and downwards accountability. The role of the elected councils and the relationship between citizens and public administration throughout the planning/budget cycle will be enhanced. Governorate, municipal and local councils and citizens will take part in the three phases of the planning/budgeting cycle: 1. Preparation, 2, execution, and 3. Evaluation.

Transparency will be strengthened through participatory planning processes for both, integrated territorial development plans (governorates and municipalities) and service improvement plans (health, education, social services). In this way, decision-making for the allocation of public resources will be transparent and will incorporate the demands and expectations of communities and citizens including the specific needs of women, youth and vulnerable groups (refugees, people with disabilities and the elderly.) Furthermore, the plans should reflect national policies and commitments to achieve the SDGs.

The execution of the budgets and plans through different modalities (direct implementation, procurement and public private partnerships) will also be subject to citizen scrutiny in addition the government controls established by law (budgetary controls, fulfillment of rules for procurement processes).

Accountability will be enhanced during the execution of the plans and further evaluation of the results of the plans. Besides the governmental controls systems, the project will promote the organization of the following and evaluation of service improvement plans and integrated territorial plans as well as public hearings.

The approach of the project will be differentiated taking into account that municipalities have their budgets and mandates explicitly defined by the legal framework while governorates rely on sectoral budget allocations.

⁴¹ The project strategy is from the DAILL signed Project Document.

ANNEX IV: DATA COLLECTION TOOLS

Key Informant Interview Guide – DAILL Staff⁴²⁴³

Introduction: The consultant starts the session by introducing herself, (name and position) and the objective of the interview: “I was commissioned by UNDP to conduct a Mid-Term Review to assess the relevance, efficiency, effectiveness, impact and sustainability of the DAILL project in its first two years of implementation, with a view to enhancing the project design for the remaining implementation period. I would like to ask a number of questions about your involvement in the project and your understanding of the decentralization process in Jordan and how this project relates to it. The information you give me is completely confidential, and I will not associate your name with anything you say during this meeting.

The duration of the meeting will be approximately 2 hours. Do you have any questions?”

“Let’s begin”

- Can you please introduce yourself and describe your tasks/responsibilities under the DAILL project?

Relevance/Coherence

- To what extent is the project responding to national priorities and needs? Considering government changing priorities, to what extent are the strategy and objectives of the project still relevant?
- To what extent are the DAILL interventions coherent with other interventions carried by UNDP (internal coherence) as well as other actors (government and donors) supporting decentralization, accountability and integrity (external coherence)?
- To what extent have the rights and needs of PwD been addressed in the design, implementation and monitoring of DAILL? Has outreach been targeted towards PwD to ensure their inclusion?

⁴² Considering the length of the discussion guide, the position of the respondent will determine which questions will be emphasized during the interview.

⁴³ Questions will be extracted from this master discussion guide for the donor interview.

Effectiveness

- In your opinion, and based on your experience within the project, what are the project's observed/actual outputs so far? (Consultant to probe for answers for each Output depending on the interviewee's position in the project)

Output 1

- To what extent did the project develop and implement accountability mechanisms and communication lines at all institutional and administrative levels of the development processes (for planning, decision making, implementation and monitoring)

Output 2

- To what extent did the project link policymaking and planning to the financial planning and funding opportunities?

Output 3

- To what extent are development plans carried out to improve service delivery and development opportunities?

- What are the gaps between observed/actual outputs and planned outputs, if any?
- In your opinion, what are the "best" achieved project outputs and what are the "least" achieved outputs?
- Is/did the project face challenges during implementation? If yes, what are the main challenges/impediments that limit/have limited the project's effectiveness or resulted in gaps between the observed and planned outcomes?
- **(for M&E and Project Management only):** Is the project's logframe adequate to capture the project's results? Are the project indicators sufficient to detect progress?
- Did the project generate or achieve any unintended negative or positive outcomes? If yes, what are these observed outcomes?

Efficiency

Efficiency is defined here as the ways and means whereby a project delivers the desired outcomes with the least or minimum expenditure of resources, time, and efforts.

Operational Efficiency

- In your opinion, to what extent is this management and operational approach efficient for the delivery of project outputs/the project outputs you are focused one? Please rate the following (very efficient, average efficiency, low efficiency) and explain your answer
 - Management processes
 - Monitoring and Evaluation
 - Resources
 - Central government (technical expertise, political will for change, resources committed to project)
 - Local government (technical expertise, political will for change, resources committed to project)
 - Coordination structures
 - Communication structures

Results Efficiency

- In your opinion, to what extent are DAILL's interventions efficient for the delivery of project outputs and outcome?
 - Revision and enhancement of the legal and regulatory framework of decentralisation
 - Training
 - Manuals and templates to allow deconcentrated services to report to the elected and executive councils

- Development of methodologies, manuals and templates for the drafting of integrated development plans with the active participation of the citizens.
 - Legal and regulatory framework for drafting capital investment plans/ Capital investment plans
 - Fiscal decentralisation system and promotion of full disclosure of governorate and municipal budgets via the utilisation of E-government tools.
 - Manuals and procedures to improve revenue collection
 - SDG localization
 - Strategies and capacity building for municipalities and governorates to improve planning, implementation and monitoring
 - SDG monitoring
 - Monitoring and evaluation of development plans implementation
- Are there any challenges in the management approach, coordination and cooperation structures?
 - How could the project have been designed / implemented differently? What can be done to improve operational and results efficiency?

Impact

- What is the likelihood of the project attaining its overall objective by the project's end? Are the activities and outputs sufficient to attain its intended outcome? Please elaborate.
- What changes in the overall context are impacting or likely to impact the project going forward?

Sustainability

- Are the project's results sustainable after DAILL's support ends? Please elaborate? What are your planned sustainability measures? In your opinion, how can sustainability be boosted?
 - Are the Output 1 activities sustainable after DAILL's support ends? What are planned sustainability measures?
 - Are Output 2 activities sustainable after DAILL's support ends? What are planned sustainability measures?
 - Are Output 3 activities sustainable after DAILL's support ends? What are planned sustainability measures?
- To what extent are the objectives of knowledge transfer and national ownership being achieved? How is the project ensuring knowledge transfer and national ownership?
 - Overall, do you detect changes in communication patterns and channels, inclusiveness of processes, and or perceptions regarding accountability of local systems and services delivery?
- What are key lessons learned to inform the next phase of the project?

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of DAILL? Is the project reducing gender-based inequalities in access to the resources and benefits of development? If yes, how?
- What targeted outreach to women has been implemented by the project in its effort to prioritize the equal representation of women citizens?

Key Informant Interview Guide – Central Government

Reference Group: MoI, MoLA, MoPIC

Introduction: The consultant starts the session by herself, (name and position) and the objective of the interview: “I was commissioned by UNDP to conduct a Mid-Term Review to assess the relevance, efficiency, effectiveness, and sustainability of the DAILL project in its first two years of implementation, with a view to enhancing the project design for the remaining implementation period. I would like to ask a number of questions about your involvement in the project and your understanding of the decentralization process in Jordan and how this project relates to it.”

You may refuse to participate in this research without concern for repercussions. If you agree to participate in this interview, you may refuse to answer specific questions or end the interview at any point. If you agree to participate in this interview, your answers will be kept confidential; the report that will be developed out of this study will not attribute any particular comment to any particular individual. I will summarize the findings in a report that will be submitted to UNDP. The duration of the meeting will be approximately one hour. Do you have any questions?”

“Let’s begin.”

- Can you please introduce yourself and describe the nature of your involvement in the DAILL project?

Relevance

- To what extent is the project responding to national priorities and needs? Considering contextual changes, has the project’s relevance changed since its inception?
- Are there other areas or needs you think that the project should better support?
Which project components do you think the project should focus on going forward?
- To what extent are the DAILL interventions coherent with other donors supporting decentralization, accountability and integrity (external coherence)?

Effectiveness

- In your opinion, what has the project been able to achieve so far?

Output 1

- To what extent did the project develop and implement accountability mechanisms and communication lines at all institutional and administrative levels of the development processes (for planning, decision making, implementation and monitoring)

Output 2

- To what extent did the project link policymaking and planning to the financial planning and funding opportunities?

Output 3

- To what extent are development plans carried out to improve service delivery and development opportunities?

- In your opinion, what are the “best” achieved project outcomes so far and what are the “least” achieved outcomes?
- Is/did the project face challenges during implementation? If yes, what are the main challenges/impediments that limit/have limited the project’s effectiveness/gaps between the planned and expected outcomes?
- Did the project generate or achieve any unintended negative or positive outcomes? If yes, what are these observed outcomes?

Efficiency

Efficiency is defined here as the ways and means whereby a project delivers the desired outcomes with the least or minimum expenditure of resources, time, and efforts.

Operational Efficiency

- In your opinion, to what extent is this management and operational approach efficient for the delivery of project outputs
 - Management processes
 - Coordination structures
 - Communication structures

Results Efficiency

- In your opinion, to what extent are DAILL's interventions efficient for the delivery of project outputs and outcome?
 - Revision and enhancement of the legal and regulatory framework of decentralisation
 - Trainings
 - manuals and templates to allow deconcentrated services to report to the elected and executive councils
 - development of methodologies, manuals and templates for the drafting of integrated development plans with the active participation of the citizens.
 - legal and regulatory framework for drafting capital investment plans/ Capital investment plans
 - fiscal decentralisation system and promote full disclosure of governorate and municipal budgets via the utilisation of E-government tools.
 - Manuals and procedures to improve revenue collection
 - SDG localization
 - Strategies and capacity building for municipalities and governorates to improve planning, implementation and monitoring
 - SDG monitoring
- How could the project have been designed / implemented differently? What can be done to improve operational and results efficiency?

Impact

- What is the likelihood of the project attaining its overall objective (Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs) by the project's end?
- Are there changes in the overall context that are affecting or likely to affect the project going forward?

Sustainability

- Are the project's results sustainable after DAILL's support ends? Please elaborate? What are your planned sustainability measures? In your opinion, how can sustainability be boosted?
- Do you think that the government is considering co-financing project activities?
- What alternative options does the government has to continue to invest in this project's interventions? Is the government interested in scaling the project's results?
- To what extent are the objectives of knowledge transfer and national ownership being achieved? How is the project ensuring knowledge transfer and national ownership?
- Overall, do you detect changes in communication patterns and channels, inclusiveness of processes, and or perceptions regarding accountability of local systems and services delivery?
- What are key lessons learned to inform the next phase of the project?
- Would you like to add anything else?

Thank you for your time.

Key Informant Interview Discussion Guide – Governorates and Municipalities

Reference Group: 3 Governorates (Balqaa, Madaba and Tafileh) and 6 municipalities (Deir Alla, Greater Madaba, Greater Tafileh, Buseira, Al-Hisa, and Al-Qadisiyyah)

Introduction: The consultant starts the session by herself, (name and position) and the objective of the interview: “I was commissioned by UNDP to conduct a Mid-Term Review to assess the relevance, efficiency, effectiveness, impact and sustainability of the DAILL project in its first two years of implementation, with a view to enhancing the project design for the remaining implementation period. I would like to ask a number of questions about your involvement in the project and your understanding of the decentralization process in Jordan and how this project relates to it.”

You may refuse to participate in this research without concern for repercussions. If you agree to participate in this interview, you may refuse to answer specific questions or end the interview at any point. If you agree to participate in this interview, your answers will be kept confidential; the report that will be developed out of this study will not attribute any particular comment to any particular individual. I will summarize the findings in a report that will be submitted to UNDP. The duration of the meeting will be approximately 1 hour. Do you have any questions?”

“Let’s begin.”

- Can you please introduce yourself and describe the nature of your involvement in the DAILL project?

Relevance

- To what extent is the project responding to your governorate/municipality’s priorities and needs?
- Are there other areas or needs you think that the project should better support? Which project components do you think the project should focus on going forward?
- Are there other donors working in your governorate/municipality and supporting decentralization, accountability and integrity (external coherence)? If yes, who are they and what are they supporting? To what extent are the DAILL interventions coherent with what other donors are doing?

Effectiveness

- In your opinion, what has the project been able to achieve so far in your governorate/municipality?

Output 1

- To what extent did the project develop and implement accountability mechanisms and communication lines at all institutional and administrative levels of the development processes (for planning, decision making, implementation and monitoring), Do you detect changes in communication patterns and channels between the different levels of government?

Output 2

- To what extent did the project link policymaking and planning to the financial planning and funding opportunities?

Output 3

- To what extent are development plans carried out to improve service delivery and development opportunities?

- Can you explain to me how accountability mechanisms are changing since the project started? What about changes in communication channels? What about public perceptions of local systems and service delivery?
- In your opinion, and in your governorate/municipality, what are the “best” achieved project outputs and what are the “least” achieved outputs?
- Is/did the project face challenges during implementation? If yes, what are the main challenges/impediments that limit/have limited the project’s effectiveness/gaps between the planned and expected outcomes?

- Did the project generate or achieve any unintended negative or positive outcomes? If yes, what are these observed outcomes?

Efficiency

Efficiency is defined here as the ways and means whereby a project delivers the desired outcomes with the least or minimum expenditure of resources, time, and efforts.

Operational Efficiency

- In your opinion, to what extent is this management and operational approach efficient for the delivery of project outputs
 - Management processes
 - Coordination structures
 - Communication structures

Results Efficiency

- In your opinion, to what extent are DAILL's interventions efficient for the delivery of project outputs and outcome?
 - Revision and enhancement of the legal and regulatory framework of decentralisation
 - Trainings
 - manuals and templates to allow deconcentrated services to report to the elected and executive councils
 - development of methodologies, manuals and templates for the drafting of integrated development plans with the active participation of the citizens.
 - legal and regulatory framework for drafting capital investment plans/ Capital investment plans
 - fiscal decentralisation system and promote full disclosure of governorate and municipal budgets via the utilisation of E-government tools.
 - Manuals and procedures to improve revenue collection
 - SDG localization
 - Strategies and capacity building for municipalities and governorates to improve planning, implementation and monitoring
 - SDG monitoring
 - Monitoring and evaluation of development plans implementation
- How could the project have been designed / implemented differently? What can be done to improve operational and results efficiency?

Impact

- What do you think is the long-term impact of this project on your governorate/municipality? Do you think this project will significantly change local development processes including planning and budgeting at your governorate/municipality? If yes, how? Do you think the project will attain its long-term impact (Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs)?
- Are there contextual changes that have affected or may affect the project going forward?

Sustainability

- How likely is that the changes that the project supports will continue after the project ends? Are the project's results sustainable after DAILL's support ends? Please elaborate? What are your planned sustainability measures? In your opinion, how can sustainability be boosted?
- What are key lessons learned to inform the next phase of the project?

Gender Equality

- How is this project serving women in your community? Are the changes the project is implementing increasing access to women and marginalized constituencies? If yes, how?
- Would you like to add anything else?

Thank you for your time.

Key Informant Interview Discussion Guide – Partners

Reference Group: JSF, Rasheed, GBD, CVDB

Introduction: The consultant starts the session by herself, (name and position) and the objective of the interview: “I was commissioned by UNDP to conduct a Mid-Term Review to assess the relevance, efficiency, effectiveness, and sustainability of the DAILL project in its first two years of implementation, with a view to enhancing the project design for the remaining implementation period. I would like to ask a number of questions about your involvement in the project and your understanding of the decentralization process in Jordan and how this project relates to it.”

You may refuse to participate in this research without concern for repercussions. If you agree to participate in this interview, you may refuse to answer specific questions or end the interview at any point. If you agree to participate in this interview, your answers will be kept confidential; the report that will be developed out of this study will not attribute any particular comment to any particular individual. I will summarize the findings in a report that will be submitted to UNDP. The duration of the meeting will be approximately 1 hour. Do you have any questions?”

“Let’s begin.”

- Can you please introduce yourself and describe the nature of your involvement in the DAILL project? What is your organization’s role in it?

Relevance

- To what extent do you think the project is responding to national priorities and needs? Do you think there is government demand for change in this development space?
- Do you know of other donor projects supporting the same or similar objectives in Jordan? If yes, do you think this project complements these efforts?
- Do you think the project should be focusing on other areas that may be more relevant to the project’s intended outcome?

Effectiveness

- Working with DAILL, what have you been able to achieve so far? What will you focus on in the next phase?
- Did you/are you facing challenges working with DAILL? Do you think the project is facing challenges during its implementation of its interventions?
- Did the project generate or achieve any unintended negative or positive outcomes? If yes, what are these observed outcomes?

Efficiency

Efficiency is defined here as the ways and means whereby a project delivers the desired outcomes with the least or minimum expenditure of resources, time, and efforts.

Operational Efficiency

- In your opinion, to what extent is this management and operational approach efficient for the delivery of the project outputs
 - Management processes
 - Resources
 - Coordination structures
 - Communication structures
- How do you think could the project have been designed / implemented differently? What can be done to improve operational and results efficiency?

Impact

- In your opinion, what is the likelihood of the project attaining its overall objective by the project's end?
- Are there contextual factors that have or are expected to affect the ability of the project to achieve results?
- In terms of your work with DAILL, do you think the planned interventions are sufficient/adequate to achieve your intended results?

Sustainability

- In your opinion, are the project's results with regards to the component you are working on with DAILL sustainable after DAILL's support ends? Please elaborate?
- What are key lessons learned to inform the next phase of the project?

Thank you for your time.

ANNEX V: LIST OF DOCUMENTS REVIEWED

- Action Document for EU Support to improving integrity and accountability in Jordanian public administration at central and local level.
- DAILL Signed Project Document, April 2021
- UNDP Country Programme Document for Jordan 2018-2022
- Local Administration Law, 2021
- Review of the Draft Law “Municipalities and Decentralization”
- DAILL First Annual Report, June 21, 2020-June 20, 2021
- DAILL Second Annual Report, June 21, 2021-June 20, 2022
- Alfonso Garcia Salaues, “Decentralization, Planning and Accountability at Governorates and Municipalities,” DAILL, August 30, 2021
- Alfonso Garcia Salaues, “The Participatory Process for the Prioritization of Capital Investment Plans and M&E Plan on the Progress,” DAILL, August 30, 2021
- DAILL First Quarter Report, July-October 2021
- Concept Note: Anti-Corruption Principles and Standards Observatory for Local Governance Systems in Jordan
- Development of the Local Strategic Planning Model in Jordan
- Concept Note: Research Incubator Hub, University of Jordan and UNDP
- Tariq Awwad, “Assessing the Status Quo of the Fiscal Decentralization and Public Financial Management at Local Level (Governorates and Municipalities) and Recommendations to improve the Procedures Report,” DAILL, September 2021.
- Mid-Term Evaluation of the Decentralization and Local Development Support Programme (DLDSP), January 30, 2019.
- Capital Investment Projects documents (Madaba, Tafileh, and Balqaa)
- Ahmad Qatarneh, State of the Environment Report Inception Report.
- Ministry of Interior Role in Realizing the Principle the Right of Development in Jordan.

ANNEX VI: TERMS OF REFERENCE

MID-TERM REVIEW OF THE “Decentralization Accountability and Integrity at Local Level (DAILL)” PROJECT

June 2022

Post title:	National Evaluation Consultant – Decentralization, Accountability and Integrity at Local Level (DAILL) in Jordan
Type of contract:	Individual Contract – National
Contract duration:	25 working days over a period of two months
Starting Date	1 August 2022
Location	National -With frequent travel to Irbid, Balqa, Aqaba, Ajloun, Madaba and Tafileh governorates
Project title:	Decentralization Accountability and Integrity at Local Level (DAILL) in Jordan

PROJECT/OUTCOME INFORMATION

Project/outcome title	Decentralization Accountability and Integrity at Local Level (DAILL) in Jordan
Atlas ID	00134346
Corporate outcome and output	Outcome 1: Institutions in Jordan at national and local levels are more responsive, inclusive, accountable, transparent, and resilient. Output 1.2: National and sub-national government effectiveness levels enhanced, and accountability strengthened
Country	Jordan
Region	
Date project document signed	28 February 2021
Start: 21 June 2020	Planned end: 20 December 2024
Project dates	June 2020- December 2024
Project budget	EUR 5,000,000 (USD 6,045,500.00)
Project expenditure at the time of evaluation	USD 2,308,351.19
Funding source	European Union (EU)
Implementing partners	Ministry of Interior, Ministry of Local Administration

I. BACKGROUND AND CONTEXT:

The Decentralisation, Accountability, Integrity at Local Level in Jordan Project (DAILL) is a 54-month initiative funded by the European Union (EU); designed to support democratic governance and to improve the performance of Kingdom's public institutions in terms of integrity and accountability, as well as, to link the decentralisation reforms with the National Strategy for Integrity and Anti- Corruption. The project was launched in June of 2020.

Policy priorities formulated by the government include a strong *emphasis on the rule of law and integrity*, and implementation of these priorities demands *accountability for results* at all levels of government. The DAILL project is in line with the principle that development cooperation needs to be citizen-centric and respond to national priorities. In this way, decision-making for the allocation of public resources will be transparent (full disclosure of budgets and public discussion) and will incorporate the demands and expectations of communities and citizens including the specific needs of women, youth and vulnerable groups (refugees, people with disabilities and the elderly). Furthermore, the plans should reflect national policies and commitments to achieve the SDGs.

The Programme builds on the results achieved through a first phase, i.e., the Decentralization and Local Development Support Programme (DLDSP) and is designed to contribute to improved public integrity and accountability in Jordan, and to better public sector performance and responsiveness to citizens' needs. The programme will enhance Local Governance through improved accountability and effective and efficient policymaking and implementation in the six governorates of Irbid, Balqa, Aqaba, Ajloun, Madaba and Tafileh and their municipalities.

The Programme has been designed to contribute to the following:

<u>Impact</u>	Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs.
<u>Outcome</u>	Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation.
<u>Output 1</u>	Accountability mechanisms and communication lines are implemented and clearly put in place at all institutional and administrative levels of the development processes to ensure coherence and impact.
<u>Output 2</u>	Policymaking and planning are linked to financial planning and funding opportunities.
<u>Output 3</u>	Development plans are carried out to improve service delivery and development opportunities to respect the social contract.

Transfer of knowledge and national ownership are fundamental concepts behind all three envisaged above results of the Project.

In the framework of the current decentralisation process, the project seeks to enhance local governance through improved accountability and effective and efficient policymaking and implementation. DAILL will establish accountability mechanisms and communication lines at all institutional and administrative levels of the development processes to ensure coherence and impact. The role of the elected councils and the relationship between citizens and public administration throughout the planning/budget cycle will be enhanced. Transparency will be strengthened through participatory planning processes for citizens through gender-sensitive participatory planning processes for both, integrated territorial development plans (governorates and municipalities) and sectoral plans (health, education, social services). Policymaking and planning will be linked to financial planning and funding opportunities. With a view of strengthening the administrative and downwards accountability, development plans will be carried out to improve service delivery and development opportunities to respect the social contract.

The focus of the project seeks to empower the entities involved in local development processes, thereby ensuring that key ministries - Ministry of Interior (MOI), Ministry of Local Administration (MoLA), Ministry of Finance (MoF) through the General Budget Department (GBD) and the Cities and Villages Development Bank (CVDB) - develop the organizational and human capacities needed to direct and coordinate the decentralisation reforms and the donor support.

The Programme supports the national, governorates and municipal levels (municipalities) in the process of identifying problems in identifying the development gaps in the local development indicators and the accessibility and quality of the services provided and the drafting of their Integrated Development Plans. The design, validation and application of the planning instruments and methodologies are carried out with the active participation of the technicians and authorities of the MOI, MoLA, MoF/GBD, CVDB and Ministry of Planning and International Cooperation (MoPIC). All participatory planning activities, execution of governorates and municipal development plans and accountability at the governorate and municipal level are coordinated with the Ministry of Interior and Ministry of Local Administration.

2. EVALUATION PURPOSE:

The objective of the Mid-Term Review (MTR) is to assess the relevance, efficiency, effectiveness, and sustainability of the DAILL project in its first two years of implementation (2020-2022). A particular focus should be laid on the progress made towards the achievement of the project outcome and outputs and towards changes in communication patterns and channels, inclusiveness of processes, and perceptions regarding accountability of local systems and services delivery. The evaluation should also encompass considerations of relevance, validity, project management and implementation. Based on the findings of the assessment, the MTR is to establish practical recommendations on the adjustments of activities, outputs, approaches, structure and strategies to be undertaken for the remainder of the project duration until 2024. Evaluation findings and lessons learned will be used by UNDP for the fine-tuning of the project design and implementation as well as to provide a formative lens on future programming to complement decentralization efforts by the UNDP, the Ministry of Planning and International Cooperation, the Ministry of Interior, Ministry of Local Administration, Ministry of Finance/GBD, CVDB and the EU.

3. EVALUATION SCOPE AND OBJECTIVES:

The evaluation will cover the first two years of implementation (2020-2022), with a view to enhancing the project design for the remaining implementation period, while also providing strategic direction and inputs to the preparation of the Integrated Work Plan 2023 and the next phase of the local governance/development/decentralization support projects and programming in Jordan. Specifically, the evaluation will assess the progress of the project towards the impact, outcome and three outputs:

- Impact: Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs.
- Outcome: Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation.
- Output 1: Accountability mechanisms and communication lines are implemented and clearly put in place at all institutional and administrative levels of the development processes to ensure coherence and impact.
- Output 2: Policymaking and planning are linked to financial planning and funding opportunities.

- Output 3: Development plans are carried out to improve service delivery and development opportunities to respect the social contract.

The evaluation will also measure progress on the commitment to ensure transfer of knowledge and national ownership and gender mainstreaming in local development planning and support to decentralization process. The evaluation will track the progress of project outcome and outputs in the six governorates of Irbid, Balqa, Aqaba, Ajloun, Madaba and Tafleh, with feedback from Ministries, GBD, CVDB, governorates staff and Municipal Staff.

EVALUATION CRITERIA AND KEY QUESTIONS

The evaluation will seek to provide answers to the following questions:

Context:

- What are the main characteristics of the decentralisation reform in Jordan and how have these evolved over the evaluation period (national policies, legal and regulatory framework, priority interventions and activities, objectives, targets and key indicators, institutional and organisational set-up, role within broader development plan and political reforms engagement)?
- Has decentralization penetrated the national discourse on governance issues, and has it influenced national policies?
- What are the main characteristics of the financing and expenditure, in the governorates and municipalities during the evaluation period, with particular attention to the geographical distribution?
- What have been the main developments in the decentralisation reforms since 2015?

Relevance/ Coherence:

- To what extent is DAILL relevant to the strategic considerations of the GoJ, in the political, economic and social context of Jordan? United Nations Sustainable Development Framework (UNSDF), Country Programme Document (CPD) and SDGs?
- To what extent is the DAILL implementation strategy appropriate to achieve the objectives?
- What changes in the overall context are affecting or likely to affect the project?
- To what extent are the strategy and objectives of the program still relevant, and how do they build synergies with other recent/ planned/ potential government reform processes (constitutional, electoral, public sector, etc.)?
- Are the activities and outputs of the project relevant to the attainment of outcomes and to the local capacity building needs?
- Are DAILL approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc.)?

Effectiveness:

- What evidence is there that DAILL has contributed towards achieving the objectives of decentralization and accountability at the local level?
- What evidence is there that DAILL is on track to achieve the intended strategic objective, and outcomes.
- Has DAILL been effective in strengthening governance systems at the local level in Jordan? Do these local results aggregate into nationally significant results?

- Is DAILL working effectively with other national and international partners to deliver on its objectives
- How effective has DAILL been in partnering with national think-tanks, independent governmental relevant institutions, national civil society organisations and the private sector to effect local governance and accountability?
- Has DAILL utilized innovative techniques and best practices in its programming and implementation?
- Has DAILL involved anti-corruption and integrity institutions in the implementation of local governance/development/decentralization?
- To what extent have the objectives of transfer of knowledge and national ownership been achieved?
- To what extent have the results at the outcome and output levels generated results for gender equality and the empowerment of women?

Efficiency:

- Has DAILL's strategy and execution been efficient and cost-effective? Have the resources (financial, human, time, etc.) of the project been efficiently used to achieve relevant outputs and outcomes (cost-effectiveness)?
- Have cost-efficiency strategies been put into place?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that DAILL has in place helping to ensure that programmes are managed efficiently and effectively?
- Were the result indicators and their means of verification adequate?
- Are there alternative approaches that could achieve better results of the current design of the Project?
- To what extent did UNDP promote gender equality, the empowerment of women, human rights and human development in the delivery of outputs?
- How efficient are the methods incorporated in the project to ensure the transfer of knowledge and national ownership?
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
 - How appropriate were changes to fund allocations as a result of budget revisions, if relevant?

Sustainability:

- What mechanisms have been set in place by UNDP to support the government of Jordan to sustain improvements made through DAILL interventions?
- How should the UNDP's portfolio be enhanced to support municipal and governorate authorities and local communities in the local development plans and execution and improving service delivery in a sustainable manner over the long term?
- What changes should be made in the current set of governance partnerships in order to promote long term sustainability?
- To what extent do mechanisms, procedures and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights, and human development by primary stakeholders?
- What progress has been done towards sustainability in general?

. FINANCIAL SUSTAINABILITY:

- Are there signs of an increased commitment from government institutions to (co-)finance project activities?
- Are there signs of other donor countries and institutions interested in investing in relevant and related activities?
- Which alternatives could the project consider for securing financial commitment beyond the project duration?

. INSTITUTIONAL SUSTAINABILITY:

- What is the status of the gradual take-over of project components by national institutions?
- Have national institutions been identified for that purpose?
- Are there signs of ownership from stakeholders with regard to activities, processes, tools, etc.?
- Is there evidence of potential for replication and up-scaling?

. TECHNICAL SUSTAINABILITY:

- Have national institutions been scrutinized along their capacities and, if relevant, is a strategy for capacity-building in place?
- Is there evidence that capacity and knowledge generated by the project will be used beyond the project lifecycle?

. SOCIAL SUSTAINABILITY:

- To what extent do the implemented activities answer to needs of the different sub-groups of beneficiaries?
- What processes have been put in place to ensure that beneficiaries' needs are addressed?
- How likely is it that such processes will continue being used in the long term?
- What are the recommendations for ensuring the sustainability of the project and for the design of the exit phase of DAILL?

Other general questions:

The DAILL project would like to explore the guiding questions below, among others. The Consultant is expected to refine these questions and develop sub-questions when relevant. The (sub-)questions are to be integrated into an evaluation framework that will also indicate, for each question, operationalized indicators, targets and baseline data when applicable, data sources and data collection instruments.

PROGRESS TOWARDS RESULTS:

- Which progress has been made so far towards the achievement of the planned outputs and (short-term) outcomes of the project? Examples of potential sub-questions:
 - What were the main factors (positive and negative, internal and external) that have affected the achievement and / or non-achievement of the outputs and outcomes?
 - Were there any potential unintended outcomes?
 - How did the different project outputs contribute to the observed outcomes?
 - To what extent has the project succeeded in reaching out to different groups of beneficiaries (e.g., youth, women, urban and rural poor) and strengthening their

- capacities?
 - Which best practices could be leveraged during the rest of the project?
 - Are there any recommendations for improving the achievement of outcomes?
- Is it feasible to deliver the planned outputs within the remaining period of the project implementation (2022-24)?
- What are the key critical risks to the generation of outputs and outcomes?

PROJECT MANAGEMENT AND IMPLEMENTATION:

- How effective is the DAILL project structure? Examples of potential sub-questions:
 - How clear are the roles, responsibilities and reporting lines?
 - Is decision-making transparent and undertaken in a timely manner?
- Are effective processes in place for quality assurance, risk management, result-based work planning, reporting?
- Has the project developed and leveraged the necessary and appropriate partnerships? Examples of potential sub-questions:
 - Do local and national government stakeholders have an active role in project decision-making that supports efficient and effective project implementation?
 - What synergies and collaboration with other projects has been built so far? Are there opportunities to further develop these synergies?
- Is internal communication regular and effective? Are proper means of external communication established to convey the project progress and (intended) results to the public?
 - Does this communication with stakeholders contribute to their awareness of project results and to their investment in the sustainability of project results?
- What M&E tools have been used? Are any different / additional tools required?
- Have the outputs been delivered within intended deadlines?

PARTNERSHIP STRATEGY:

- Has the partnership strategy been appropriate and effective?
- Are there current or potential complementarities or overlaps with existing national partners' programmes?
- How have partnerships affected the progress towards achieving the outputs
- Has UNDP worked effectively with other international delivery partners to deliver on good governance initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good governance in the region?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

GENDER EQUALITY:

- To what extent has gender been addressed in the design, implementation and monitoring of the program?
- To what extent has DAILL support promoted positive changes in gender equality? Were there any unintended effects?

Based on the above analysis, the evaluators are expected to provide overarching conclusions on DAILL results, as well as recommendations on how the DAILL can be adjusted in programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the full achievement of current planned outcomes. The formative evaluation is additionally expected to offer wider lessons for the program in Jordan, based on this

analysis and contribute to define meaningful strategic orientations for future support in the field of local governance/development/support to decentralization process.

The final guiding questions to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders and the evaluator.

4. METHODOLOGY:

The Consultant will work in close coordination with the DAILL Project Team. The Consultant shall refer to UNDP [Evaluation](#) Guidelines, UNDP Handbook on Planning, Monitoring and Evaluating for Development Results ([PME Handbook](#)). MTR must provide evidence-based information that is credible, reliable and useful. The DAILL project is open to and interested in using a variety of innovative evaluation methods using qualitative and quantitative data that contribute evidence to the guiding questions listed above and allow for triangulation of findings.

The MTR should draw on a balanced combination of assessment methodologies and data collection tools, including desk reviews of all relevant documentation (annex A), key informant interviews, focus group discussions and /or participatory workshops, direct observation (field visits), perception surveys etc. The evaluation design is to factor in the need to both capture answers to closed, specific questions and encourage open discussion and free expression of opinions and inputs for future planning.

The Consultant is expected to adopt a collaborative and participatory approach thereby ensuring close engagement with all relevant stakeholders. Consultations and interviews conducted during the data collection phase should thus involve a sufficiently broad and representative range of stakeholders who have project responsibilities and / or benefit from the project.

The final MTR report should describe the assessment strategy and its rationale, making explicit the underlying assumptions, challenges, strengths and weaknesses of the methods selected.

The evaluation methodology needs to employ a gender sensitive approach and inclusion principle and this needs to be elaborated in the evaluation report including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholders' groups. All evaluation products need to have a gender lens.

The findings of the MTR will lead to the elaboration of specific, practical, achievable recommendations that are directed to the intended users.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders and the evaluator.

5. EVALUATION PRODUCTS (DELIVERABLES):

The following reports and deliverables are required for the evaluation:

1. Inception report
2. Draft DAILL MTR Evaluation Report
3. Presentation at of key findings and recommendations to key stakeholders (partners and beneficiaries)
4. Final DAILL MTR Evaluation report
5. Summary brief in a friendly use format to maximize use and sharing results.

6. REQUIRED COMPETENCIES :

EDUCATION

- Advanced degree in relevant fields (e.g., public administration/policies, law, political economy, development studies or strategic management or related field);

EXPERIENCE:

- 10 years of experience of conducting project evaluations and/or playing an advisory role in projects in the area of local governance;
- Proven experience of conducting research independently using range of quantitative and qualitative data gathering techniques, including desk reviews and consultations with government officials; experience of drafting comprehensive reports and communicating research results;
- Previous experience across aspects of project cycle management: project planning / design, implementation, evaluations / reviews; Thorough understanding of key elements of result- based management
- Experience with participatory evaluation using a mix of evaluations tools, and/or evaluation of capacity building projects is an asset;
- Experience with multi-stakeholder projects and working in close partnership with international organizations, government institutions (central and local) and donor agencies.
- Technical knowledge and experience in other cross-cutting areas such gender equality, disability issues, rights-based approach, and capacity development.
- **Fluency** in spoken and written English

7. EVALUATION ETHICS:

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG '[Ethical Guidelines for Evaluation](#)' and must follow the procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

8. IMPLEMENTATION ARRANGEMENT:

The evaluation process will be closely supported by the Evaluation Commissioner, Evaluation Manager and the Evaluation Reference Group. Roles and responsibilities of these functions can be accessed [here](#):

The consultant/ Evaluator will be guided by the following key steps of implementation:

1. **Desk review** The Consultant will be required to become acquainted with available project materials and conduct a desk review of key documents including DAILL Project Document, theory of change, results framework, sustainability plan, annual work plans, annual and semi- annual donor and corporate reports, as well as the evaluation report from the previous phase (DLDSP) and any other materials that the team considers useful for this review and provides ahead of the evaluation. Important information on funding, budget and expenditure should also be reviewed. The desk review should inform the design of the evaluation and its key findings should be included in the pre-report

presentation.

2. **Preparation of the evaluation plan:** In cooperation with the other members of the MTR team the Consultant is to thoroughly develop a clear evaluation framework and detailed plan of evaluation ahead of time:
 - The evaluation framework is to specify the refined evaluation questions and sub-questions and show how each evaluation question will be answered by way of proposed data collection methods and instruments, indicators, and sources of data;

it should ideally be accompanied by a draft of data collection instruments, such as interview guidelines or focus group discussions or workshop plans, etc.

 - The work plan should indicate the proposed schedule of tasks, activities and deliverables during the evaluation process.
3. **Collect data** through carrying out key informant interviews / focus group discussions, and other methods deemed appropriate by the Evaluator. The Evaluator should seek to interact with a range of stakeholders (men and women) including project staff and management, donors, partners and end-users. More specifically this includes representatives from: Operational Working Group, UNDP Country Office, government institutions, other project partners from the academic and CSO sectors, citizens, key experts and consultants in the subject area, and other similar projects in the country. Preliminary findings of the MTR should be presented to UNDP before preparation of the report.
4. **Develop the draft MTR report.** The draft report is to be submitted and presented to UNDP for review and consolidation of comments in the audit trail. The report should follow the [standard evaluation report template](#) and can be comprised of, but not necessarily limited to:
 - A comprehensive summary and thorough analysis of the information collected in the previous steps (desk review and primary data collection);
 - Evidence-based conclusions that cover all guiding questions listed above and highlight the gaps identified and lessons learned so far;
 - Practical recommendations for the rest of the project duration, formulated on the basis of the information collected and conclusions. This section should specify adjustments to be made in relation to indicators outputs, outcomes, strategies, approaches; and actions needed to achieve these adjustments.
 - Audit Trail report to document process of reviewing the deliverables (Annex G).
5. **Final mid-term review report** that addresses all comments made by reviewers on the draft report. The final MTR report should not exceed 40 pages (excluding annexes). **In addition** to the elements of the draft MTR report specified in Point 4 above, it should include:
 - An executive summary that captures the key conclusions and recommendations of the MTR;
 - Description of the assessment strategy and its rationale, making explicit the underlying assumptions, challenges, strengths and weaknesses of the methods selected; description of the data collection process in practice;
 - Tables, references, etc.;
 - All material produced during the consultancy¹, including data / research findings, indicators, questionnaires and other tools, etc.

9. TIME FRAME FOR THE EVALUATION PROCESS:

25 working days over a period of two months.

Deliverables	Estimated duration to complete	Instalment (%)	Target due dates
Inception Report	6 working days	15%	August 15 th 2022
Draft Report	12 working days	35%	August 31 st 2022
Presentation of key findings of desk review (Task 1, Scope of work) and preliminary findings (Task 3, Scope of work)	4 working days	20%	September 15 2022
Final MTR report (Task 5, Scope of work)	3 working days	30%	17th November 2022

The UNDP standard method of payment is the output-based lump-sum scheme. The payment will be made in the proposed installments upon satisfactory certification of receipt of deliverables by UNDP.

10. Submission Process and basis for selection:

RECOMMENDED PRESENTATION OF PROPOSAL:

Qualified and interested candidates are requested to submit the following documentations:

- Expression of Interest Letter
- CV showing educational background and experience with the list of publications and brief description of relevant assignments
 - List of similar assignments conducted in the past and related publications and further supporting documents such as evaluation reports;
 - 2 reference letters related to the assignment and contact details of referees;
- Technical proposal: a brief outline of how the proposed MTR can be conducted, quality measures and what is the proposed approach to maximize the evaluation benefit and use;
- "All inclusive" financial offer

Notes:

The term "all inclusive" implies all costs (professional fees, travel costs, living allowances, communication costs, etc.) The lump sum is fixed regardless of changes in the cost components.

CRITERIA FOR SELECTION OF THE BEST OFFER

Selection criteria use a Combined Scoring method – where the Technical proposal (qualifications, experience and approach/methodology) will be weighted a max. of 70%, and combined with the price offer which will be weighted a max of 30%. Below is the breakdown of points of Technical proposal.

- a) **Letter of Confirmation of Interest and Availability** using the [template](#)² provided by UNDP;

- b) **CV and a Personal History Form** ([PII form³](#)):

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- c) **Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc), supported by a breakdown of costs, as per template attached to the [Letter of Confirmation of Interest template](#). If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

All application materials should be sent by email at the following address ic.jo@undp.org and rabia.hasan@undp.org. This email address is being protected from spam bots, you need Javascript enabled to view it. Incomplete applications will be excluded from further consideration.

Criteria for Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

Criteria	Weight	Max. Point
Technical	70%	70
Experience conducting MTR/terminal evaluation for projects on decentralization, accountability and/or local governance /development programmes.		20
Technical approach and methodology and work plan demonstrating a clear understanding of the job to be done.		20
National and/ or Regional experience		15

Relevance of Education/ Degree		15
Financial	30%	30

ToR ANNEX A: List of Documents to be reviewed by the MTR consultant

Key stakeholders and partners list

1. Background documents
 - a. Project document
 - b. Project reports
 - c. UNDP country/countries programme document(s)
 - d. Minutes of the Project Board Meetings and other meetings (i.e. DAILL Operational Working Group Local Project Appraisal Committee meeting recommendations)
 - e. Any additional documents, as relevant
2. Relevant national strategy documents.
3. Strategic and other planning documents (e.g., programme and project documents).
4. Monitoring plans and indicators
5. Partnership arrangements (e.g., agreements of cooperation with governments or partners).
6. Previous evaluations and assessments
7. UNDP evaluation policy, norms and standards and other policy documents

ToR ANNEX B: Guidelines on Contents for the Midterm Review Report

1. Title and opening pages with details of the project/ programme/ outcome being evaluated and the evaluation team.
2. Project and evaluation details, including the project title, Atlas number, budgets and project dates and other key information.
3. Table of contents.
4. List of acronyms and abbreviations.
5. Executive summary, a stand-alone section of maximum four pages including the quality standards and assurance ratings.
6. Introduction and overview, explaining what is being evaluated and why.
7. Description of the intervention being evaluated, providing the basis for readers to understand the design, general logic, results framework (theory of change) and other relevant information of the initiative being evaluated.
8. Evaluation scope and objectives, to provide a clear explanation of the evaluation scope, primary objectives and main questions.
9. Evaluation approach and methods, describing in detail the selected methodological approaches and methods.
10. Data analysis, describing the procedures used to analyse the data collected to answer the evaluation questions.
11. Findings and conclusions, setting out the evaluation findings, based on analysis of the data collected, and the conclusions drawn from these findings.
12. Recommendations. The report should provide a reasonable number of practical, feasible recommendations directed to the intended users of the report about what actions to take or decisions to make.
13. Lessons learned. As appropriate and when requested in the TOR, the report should include discussion of lessons learned from the evaluation of the

intervention.

14. All findings, conclusions, recommendations and lessons learned need to consider gender equality and women's empowerment, disability, and other cross-cutting issues.

15. Annexes:

- a. MTR ToR (excluding ToR annexes)
- b. MTR evaluative matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
- c. Example Questionnaire or Interview Guide used for data collection
- d. Ratings Scales
- e. List of persons interviewed
- f. List of documents reviewed
- g. Signed UNEG Code of Conduct form
- h. Signed MTR final report clearance form
- i. *Annexed in a separate file:* Audit trail from received comments on draft MTR report

ANNEX VII: UNEG PLEDGE OF ETHICAL CONDUCT

Evaluators/Consultants:

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

MTR Consultant Agreement Form

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

Name of Consultant: Dima Toukan

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 September 10, 2022 (Place) on Amman, Jordan (Date)

Signature: Dima