



UNDP Jordan Evaluation Report

Capacity Building of the Parliament Project
2008-2010

This report is an evaluation of the UNDP Capacity Building of the Parliament Project 2008-2010. The evaluation focuses on the effectiveness of the project within key areas including project management, project design, relevance and appropriateness, effectiveness and efficiency, and impact and sustainability.

Dyfan Jones
April 2010

Acronyms and Abbreviations

| | |
|-------|--|
| CIDA | Canadian International Development Agency |
| CPAP | Country Programme Action Plan |
| CSO | Civil Society Organisation |
| GS | General Secretariat |
| HOD | Heads of Departments |
| IPU | Inter Parliamentary Union |
| JNCW | Jordanian National Commission for Women |
| MOU | Memorandum of Understanding |
| MPs | Members of Parliament |
| NCHR | National Centre for Human Rights |
| NDI | National Democratic Institute |
| SUNY | State University of New York |
| TORs | Terms of Reference |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United National Development Programme |
| USAID | United States Agency for International Development |

Table of Contents

| | <u>Page</u> |
|-----------------------------------|-------------|
| 1. Executive Summary | 4 |
| 2. Introduction | 7 |
| 3. Description of the Project | 9 |
| 4. Evaluation Purpose | 10 |
| 5. Methodology | 11 |
| 6. Evaluation Findings | 13 |
| 6.1 Project Management | 14 |
| 6.2 Project design | 16 |
| 6.3 Relevance and Appropriateness | 18 |
| 6.4 Effectiveness and Efficiency | 20 |
| 6.5 Impact and Sustainability | 24 |
| 7. Conclusion | 26 |
| Annex A | 30 |
| Annex B | 32 |
| Annex C | 34 |
| Annex D | 44 |
| Annex E | |
| Annex F | |

1. Executive Summary

This report is an evaluation of the second phase of the UNDP “Capacity Building of the Parliament” project 2008-2010. This project is the second phase of UNDP cooperation with the Lower House of the Parliament.

The evaluation took place 6th and 19th March 2010 and was focussed on assessing a number of key areas:

- *Project Management*
- *Project design*
- *Relevance and appropriateness of the project*
- *Effectiveness and Efficiency of the project*
- *Impact and sustainability of the project*

The aim of the evaluation was to ascertain the strengths and weaknesses of the project within the specific areas outlined above. The final chapter of the evaluation report outlines a number of conclusions that should be taken into consideration by UNDP when designing and implementing future support for Parliament projects in Jordan.

The main findings of the evaluation are that:

Project Management

- The project was well managed by the UNDP Project Team. The fact that the team was based in the Parliament added to the effectiveness of the project.
- The project managed to create a sense of ownership for the project in the Parliament and in particular through developing very effective channels of communication between the UNDP Project team and the General Secretariat,
- The Project Board failed to effectively provide clear strategic oversight of the project and became an information sharing forum rather than a strategic decision making body
- Reporting by UNDP to the other project donor was weak and communication between UNDP and CIDA was found to be lacking.

Project Design

- The project was poorly designed with little correlation between the envisaged outcome, outputs and indicators
- Although the project activities were adequately designed, it may have been more effective for the project to have supported key parliamentary bodies, such as certain Parliamentary Committees, rather than focus on workshops and briefings outside of Parliament.

Relevance and Appropriateness

- Within the governance context of Jordan, it was relevant and appropriate for UNDP to design and implement a project that aimed to increase the capacity of the Parliament.
- The focus of the project on the Lower House was correct as this is the democratically elected house and the house which faced significant capacity issues.
- The focus of activities on gender and human rights was appropriate as these were important national issues for Jordan and the Parliament should be a central focus for national discussions on these issues.
- It was relevant and appropriate to work closely with the General Secretariat and to create effective channels of communication with the General Secretariat in order to create ownership of the project in the Lower House and to ensure smooth project implementation.
- Although there is a need to increase the capacity of the General Secretariat of the Lower House, the focus of activities was too broad. Although it can be argued that all training activities can assist in building the capacity of the staff, the project should have focussed specifically on the ability of the Secretariat to provide support to members in their legislative, oversight or representative functions.

Effectiveness and Efficiency

- The effectiveness and efficiency of the project was impacted upon by delays in signing the UNDP CPAP which had the knock on effect of delays in starting the project.
- The dissolution of Lower House in November 2009 had an impact on the effectiveness and efficiency of the project.
- The activity delivery rate was high with all envisaged activities being implemented or are currently in the process of being implemented. Additional activities have also been implemented by the project
- Resources were effectively used by the project and additional resources were mobilised for the project through the creation of national and international partnerships such as the formal link created with the IPU.
- The overall effectiveness of the project is difficult to assess against a formal indicator due to the poor project design outlined on page 4 of this report and the unrealistic envisaged project output. However the activities were well attended and well received with an 80% satisfaction rating for project activities attended by Secretariat staff.

Impact and Sustainability

- The project did not achieve the impact that was originally envisaged in the project, that is that a number of laws are amended and approved to take into account human rights conventions. However, this indicator was never a realistic measure of the impact of the project as the activities could only capacitate and guide Parliamentarians on human rights issues,

- It is challenging to assess the direct impact of the project as many of the activities focussed on raising awareness and information sharing.
- The dissolution of Parliament and the high turnover rate of MPs in Jordan will impact upon the sustainability of some of the project activities.
- The strong sense of ownership created by the project, the activities with the Secretariat and the production of manuals will ensure that much of the progress achieved by the project is sustainable.
- The project managed to mobilise stakeholders and created networks and alliances which will be sustainable after the end of the project
- The capacity of women MPs on gender specific issues and also in terms of the general duties and responsibilities of MPs was increased due this project

2. Introduction: Background and Context of the Project

This report is an evaluation of the second phase of the UNDP “Capacity Building of the Parliament” project 2008-2010. The project was due to commence in January 2008 and be completed by January 2010. However, the project did not commence until June 2008 and thus the project completion date has now been extended until May 2010. This project is funded by UNDP and the Canadian International Cooperation Agency – CIDA.

Context

Jordan is a bicameral legislature. The lower House, the House of Deputies is fully elected and consists of 110 representatives from 12 governorates. The Upper House, the Senate, consists of 55 Members all of whom are appointed for a 4 year term by His Majesty the King. The number of Senators cannot exceed 50% of the number of Members in the elected lower chamber. The two houses constitute the legislative branch of the government of the Hashemite Kingdom of Jordan.

In the 2003 elections, following an amendment to the parliamentary elections law by the Government in response to the directives of His Majesty King Abdullah II, a quota was set allocating women a minimum number of seats in the House of Deputies. In the last parliament which was elected in November 2007, there were 7 women out of the 110-elected representatives. One female MP won her seat through direct competition, whilst the remaining 6 female MPs were elected through the quota system.

The lower house of parliament was dissolved on the 24th November 2009. His Majesty the King has indicated that new elections for the legislature will take place no later than the last quarter of 2010.

It is within the political context that the UNDP project of ‘Capacity Building of the Parliament’ was operating in the period 2008-2010.

Project Focus

According to the UNDP project document, the expected outcome of the project was *“strengthened national capacities to protect, promote, monitor and report on human rights”* and indicator for this outcome was the *number of laws amended and approved by the Legislation (sic) to become in line with human right conventions (sic).*

The expected output / annual targets for the project were that *awareness of the members of the Lower House of the Parliament, on human rights conventions is increased to align laws towards Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), International Convention on labor rights and civil and political rights.*

Within this framework, the project document outlined a number of activity areas which aimed to achieve the intended outcome and output of the project, including:

1. Strengthening the monitoring and legislative knowledge, skills and role of MPs elected in 2007, with special focus on female MPs;
2. Implementing the strategy of the general secretariat, which was developed during the first phase of the project;
3. Developing orientation manuals for MPs and staff at Parliament;
4. Developing administrative workflow for the General Secretariat of Parliament.

This evaluation report assesses the success or otherwise of this project in terms of whether the project achieved the expected overall outcome and the annual outputs / targets, and specifically in a number of key areas:

- *Project Management*
- *Project design*
- *Relevance and appropriateness of the project*
- *Effectiveness and Efficiency of the project*
- *Impact and sustainability of the project*

3. Description of the Project

The project was a second phase of UNDP support to Parliament. The first phase of support was a two year UNDP project that focussed on building *“the capacity / redeployment (sic) of Human Resources of the Lower House of Parliament”*.

The aim of the second phase of the project, as described in the UNDP project summary, was to build the capacity of the newly elected Members of the Parliament and human resources of the secretariat of the Lower House of Parliament.

The project was a two year project which was part of a multi-phased effort to improve Secretariat capacity to provide services to Lower House Members. The project aimed to enhance the role of the Members of Parliament in their legislative functions relevant to Gender, MDGs attainment and human rights. The Project emphasises the need to put effort into building the capacity of female Members of Parliament.

The project description outlined the link between the project document and the UNDP Country Program for Jordan (2008-2012) which recommends in its outcomes to support “institutions, systems and processes to promote, coordinate and implement pro-poor and gender sensitive national development objectives based on good governance principles” and “strengthened national capacities to protect and promote human rights and freedoms”.

A copy of the project document is attached as Annex D.

4. Evaluation Purpose

The purpose of the evaluation is to provide a comprehensive analysis of the project on a number of different levels and within a number of different key areas. This ranges from the appropriateness of the initial project design all the way through to the sustainability of the project activities and outputs.

The Terms of Reference for the development of this evaluation report outline the scope of the evaluation:

- An evaluation of the effectiveness of the project including design, relevance, effectiveness, efficiency, impact, sustainability, identifying challenges, constraints and success factors and providing conclusions and lessons learnt.
- An evaluation of the project management structure that would review and assess the appropriateness of the Project Management set-up to carry out its responsibility of implementation, monitoring, reporting and establishing partnerships. This is not an evaluation of individual performance and capacity but of the appropriateness of the structure and set-up in addressing the management needs of the project. This should cover as well the roles of the project Steering Committee. Particular attention should be paid the contribution (or lack thereof) of the project management arrangements to the ownership by the national partners. The overarching questions of the evaluation are:
 - ❖ Was the outcome and associated activities relevant, appropriate and strategic to national goals, Parliament mandate and UNDP mandate?
 - ❖ Were the actions to achieve the outputs and outcomes effective and efficient?
 - ❖ Will the outputs and outcomes lead to benefits beyond the life of the existing project?
 - ❖ Which findings may have relevance for future the next phase of support to Parliament as well as programming for other similar initiatives elsewhere?

This evaluation report follows the outlined template and analyses the key issues outlined above.

5. Methodology

The methodology used to develop this evaluation report was as follows:

Desk Review of Relevant Documentation

A desk review was undertaken of relevant documentation including:

- The Project Document
- Documentation produced by the project such as manuals, reports and meeting minutes
- Previous UNDP Jordan Parliamentary project documents
- Related UNDP governance project documents such as the project to support the work of the National Commission for Human Rights
- UNDP documents such as the UNDAF and CPAP
- Relevant national documents such as the Constitution and the letter of HM King Abdullah's letter to the Prime Minister on 9th December 2009
- Relevant Parliamentary documents such as the By Laws of the House of Representatives and the Strategic Plan for the Secretariat 2008-2011
- Other relevant documentation such as reports by the State University of New York and National Democratic Institute (e.g. *'Jordanian Parliament Monitor'* and *'Jordanian Opinion Poll – Parliament and the Electoral Law'*)

Interviews with Key Stakeholders

In order to assess the impact of the project, interviews were held with numerous stakeholders and project beneficiaries in the period 7th March – 18th March 2010. The aim of these interviews was to analyse the success or otherwise of the project in terms of reaching the objectives outlined in the project document.

Interviews were conducted with the following:

- Senior UNDP Officials
- UNDP Governance Unit Members
- UNDP Project Staff
- Senior Parliament Staff
- Former Members of Parliament
- Government Ministers
- Political Parties
- Civil Society Organisations
- The Business Community
- International Donors and Civil Society Groups
- Academics
- International Experts

A full list of interviews conducted can be found in Annex A.

Questionnaire

In order to obtain the views of the beneficiaries of training courses and workshops conducted during the course of the project a questionnaire was distributed to key

beneficiaries amongst the staff of the Secretariat of the Parliament. Responses were received from approximately 20 staff members.

6. Evaluation Findings

Overall, the project had a positive impact upon the work of the Parliament within a number of key focus areas. The main weakness of the project was the lack of clarity in the initial project design which led to a lack of focus for the project. The project successfully implemented a number of activities with limited human and financial resources. These project activities have led to sustainable improvements in the Lower House of the Parliament, particularly in the field of gender and human rights. The focus of the project correctly moved to increasing the capacity of the Secretariat following the dissolution of Parliament.

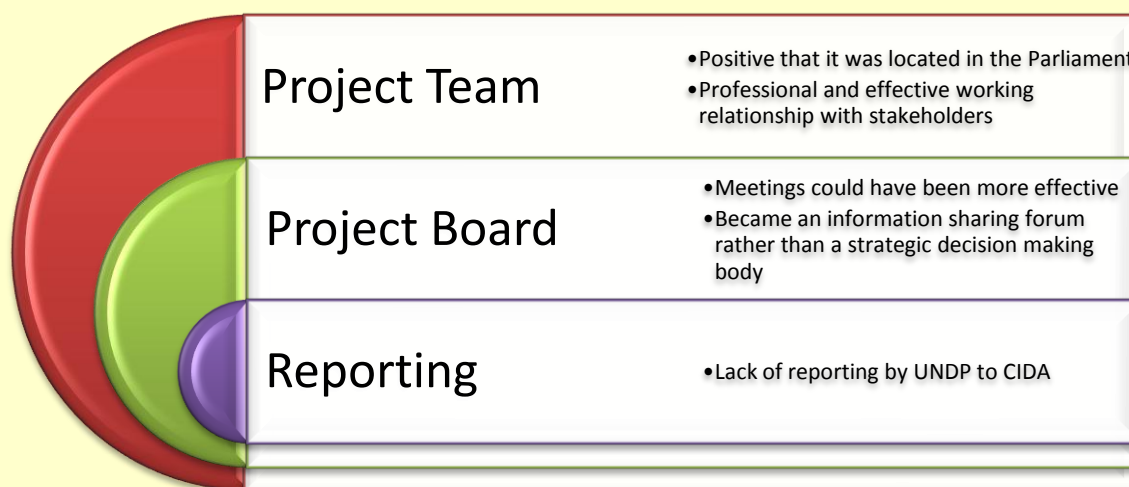
The dissolution of Parliament by HM King Abdullah II on 24th November 2009 had a significant impact on the political situation in Jordan and a knock on effect on the UNDP project which was designed to support Parliament. Following the dissolution of Parliament, the initial aim of strengthening the capacity of both MPs and the General Secretariat of the Lower House was no longer achievable and therefore the project focus moved towards only increasing the capacity of the General Secretariat within specific fields.

The following sections of the evaluation of the project cover five specific evaluation areas:

- Project management
- Project design
- Relevance and Appropriateness
- Effectiveness and Efficiency
- Impact and Sustainability

The next chapter outlines the conclusion that can be reached from the evaluation and the lessons learnt that should be taken into account when developing and designing future UNDP support to Parliament projects.

6.1 Project Management



The project was managed on a day to day basis by a Project Manager and Project Assistant who were based in offices in the Lower House of the Parliament. Project reporting to donors and within UNDP internal systems was the responsibility of the UNDP Governance Unit based in the UNDP Office.

A Project Board was established which was tasked with *“making on consensus basis management decisions for the project when guidance is required by the Project manager, including recommendations for UNDP / Implementing Partner approval of project revisions”*. The Project Board was also responsible for undertaking a project review on a quarterly basis. The Project Board members were:

- General Secretariat of the Parliament
- UNDP
- CIDA
- Ministry of Planning and International Cooperation

Interviews with key stakeholders ascertained that the UNDP project team built a good rapport and working relationship with key stakeholders and beneficiaries within and outside Parliament. The fact that the project team was based in the Parliament building allowed easy flow of information on project activities between the project team and the General Secretariat of the Lower House and MPs involved in project activities. In addition, the project team ensured that avenues of informal cooperation and communication were opened with other donors working with the Parliament, thus avoiding duplication of activities and Parliamentary support. Since there was no formal mechanisms in place for donor coordination on specific parliamentary support issues or activities, it is unlikely that such cooperation would have been developed had the UNDP project team been physically based outside the Parliament.

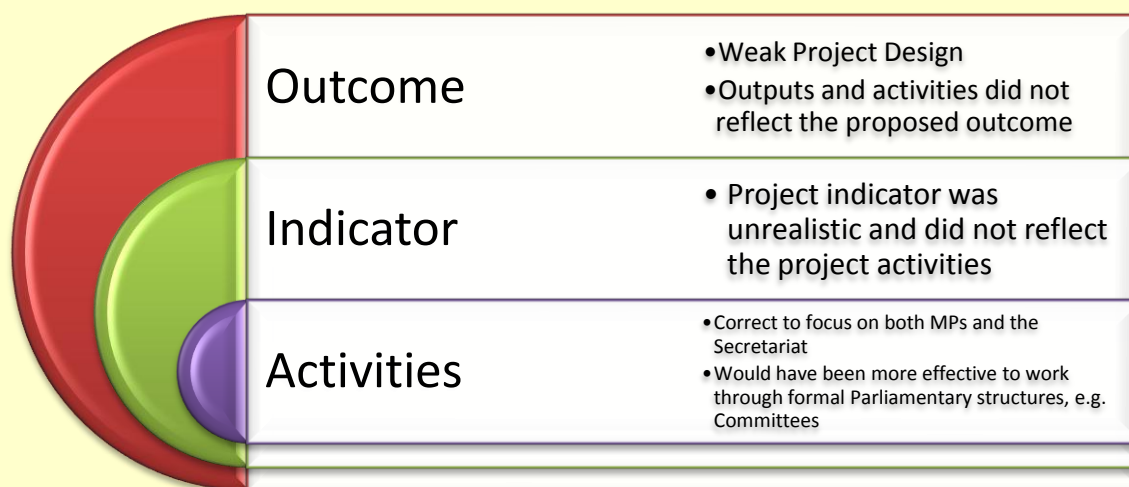
The project team liaised well with the Parliament General Secretariat and the professionalism of the project team was one of the key reasons that the project developed a strong sense of ownership within the Parliament, especially amongst key stakeholders such as Senior Parliamentary Officials and MPs.

The project design allowed for the recruitment of a Project Manager and a Project Assistant but there was no provision for the recruitment of a full time or part time technical specialist in the legislative field to assist with the design and implementation of key project activities. Whilst the project activities were outlined to a limited degree in the project document, no expert assistance was provided to the UNDP project team to design effective implementation mechanisms for the outlined activities. Although the absence of a Chief Technical Adviser created challenges for the project, the UNDP project team in Parliament overcame some of these issues through the creation of links with renowned international organisations in the field of Parliamentary development, such as the Inter-Parliamentary Union.

The Project Board was responsible for generally overseeing the implementation of the project but in general terms failed to provide effective strategic oversight for the project. The Project Board met on 3 occasions but the project board meetings generally tended to only provide updates on project activities rather than providing strategic advice to the project team on future activities and the general direction and strategy of the project in terms of meeting the project outcomes and outputs. No information on project activities was circulated to Project Board members in between meetings which led to these meetings becoming a forum for information sharing rather than strategic decision making.

Communication between UNDP and the other project donor, CIDA, was found to be wanting. Although CIDA were invited, and attended, the Project Board meetings, only one formal report was submitted to CIDA during the course of the project. Originally, CIDA and UNDP had been due to cooperate on a project focussed on election monitoring. As implementation of this project had been delayed, funds were transferred from the election project to the “Capacity Building of the Parliament” project. During this initial starting phase of the project, UNDP was not responsive to CIDA request for clarity on the development and implementation of the new project. Lack of regular, clear and focussed communication on the project between UNDP and CIDA was a project weakness.

6.2 Project design



Many of the problems and issues that arose during the project with regards to the focus and extent of activities stemmed from a weak project design. No formal external evaluation of the first phase of UNDP's "capacity Building of the Parliament" project was undertaken and this is likely to have impacted upon the lack of focus in the Phase II project document.

The expected project outcome *"to strengthen national capacities to promote, monitor and report on human rights"* was not reflected in many of the focus areas of the envisaged project activities. Although some of the project activities were related to the human rights field (specifically in terms of international human rights treaties and gender related issues), few activities concentrated on the aim of strengthening the Parliament's Human Rights Monitoring and Reporting mechanism. The outlined project activities, even if fully implemented, would not have created the project's envisaged outcome.

Additionally, the indicator for this expected project outcome, *"number of laws amended and approved by the Legislation (sic) to become in line with human rights conventions"* was both unrealistic and failed to take into account the oversight and representation functions of the legislature which are of equal importance to its legislative functions.

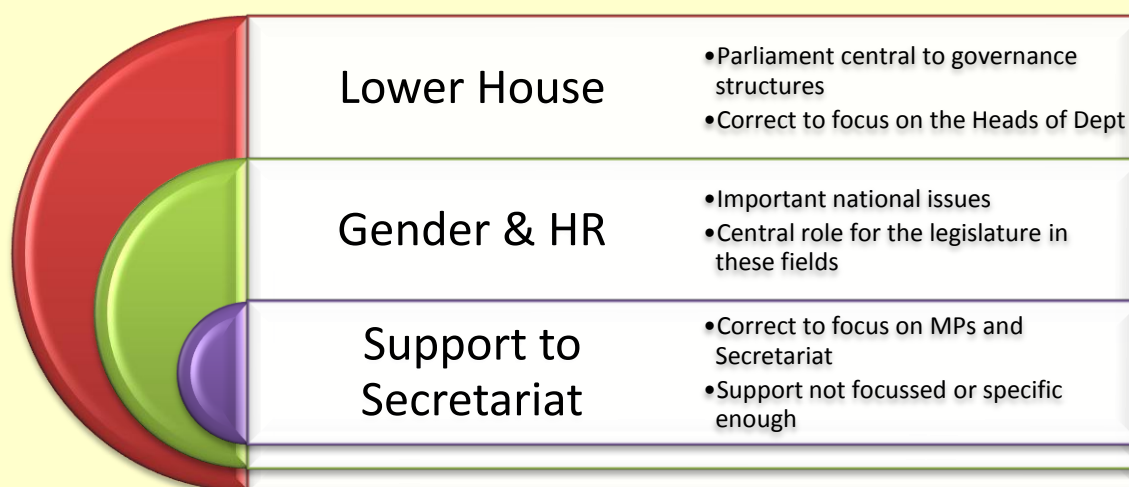
The expected output of the project was that the *"awareness of the members of the Lower House of the Parliament, on Human Rights conventions is increased to align laws towards Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), International Convention on labor rights and political rights"*. Whilst this expected output is not closely aligned to the expected outcome or the indicator (raising awareness will not necessarily equate to changes in legislation and will not improve monitoring and reporting on Human Rights issues), the proposed activities of the project did to some extent reflect the content of the expected output.

Therefore, the project design lacked the focus to enable activities to produce achievable outputs which were aligned to the outcome. In order to achieve the aim of strengthening national capacities to promote, monitor and report on human rights, project activities should have focussed on the work of the House Committee on Public Freedoms and Citizen Rights which has the remit to *“study all laws, matters and proposals related to the citizen’s freedoms and rights which the Constitution secured to them (sic)”*. Within the House of Deputies, it is the remit of this Committee which is most closely associated with the desired project output. In order to build their capacity to effectively promote, monitor and report on human rights, the capacity of this committee to undertake its functions effectively could have been increased through focussed project activities.

An additional component of the project design was to strengthen the capacity of the Secretariat of the Lower House, although this component is not included in the project’s expected outcome or output. In the project document’s strategy section was the objective of *“Implement(ing) the development strategy of the General secretariat of the Parliament through developing the Secretariats’ staff capacity to enhance members’ services”*. This outlined aim was too broad and failed to specify which aspects of the development plan this specific UNDP project could implement. The project activities did note that a needs analysis would be undertaken in this regard, but it would have been more effective if a needs analysis had been undertaken prior to designing the project, in order to ensure that project activities could specifically target the implementation of certain focussed areas of the development strategy of the General Secretariat.

The project failed to outline in detail baseline indicators or benchmarks for monitoring the success or impact of the project and therefore monitoring progress and impact as the project was being implemented was a challenge.

6.3 Relevance and Appropriateness



The decision to undertake a project with the legislature in Jordan was both relevant and appropriate. The legislature remains an integral part of the governance structures in the Kingdom of Jordan and the capacity of the legislature to fulfil its legislative, oversight and representation functions impacts upon all areas of social, economic and cultural life in Jordan.

During the first phase of capacity building for the Lower House of the Parliament, UNDP had developed a good working relationship with General Secretariat of the Lower House and the second phase of support built upon this foundation. In addition, as the elected House of the Parliament, the House of Representatives is of crucial importance to the democracy and legitimacy of the legislature and improving the capacity of this house to fulfil its functions is a priority for the Parliament and for the country as whole.

In general terms, the focus of activities on gender and human rights was also relevant and appropriate. The issues of gender equality and human rights remain key national issues in Jordan, and the Parliament has an important role to play in this field by ensuring that the legislative framework is in place and that the implementation of Government strategies and policies are overseen and monitored by the democratically elected representatives of the people.

Jordan recently introduced a quota system to ensure increased female representation in the Lower House which has directly led to an increased number of female MPs being elected. Support and capacity development for these MPs was needed and project activities contributed to the increased capacity of female members to fulfil their tasks and duties.

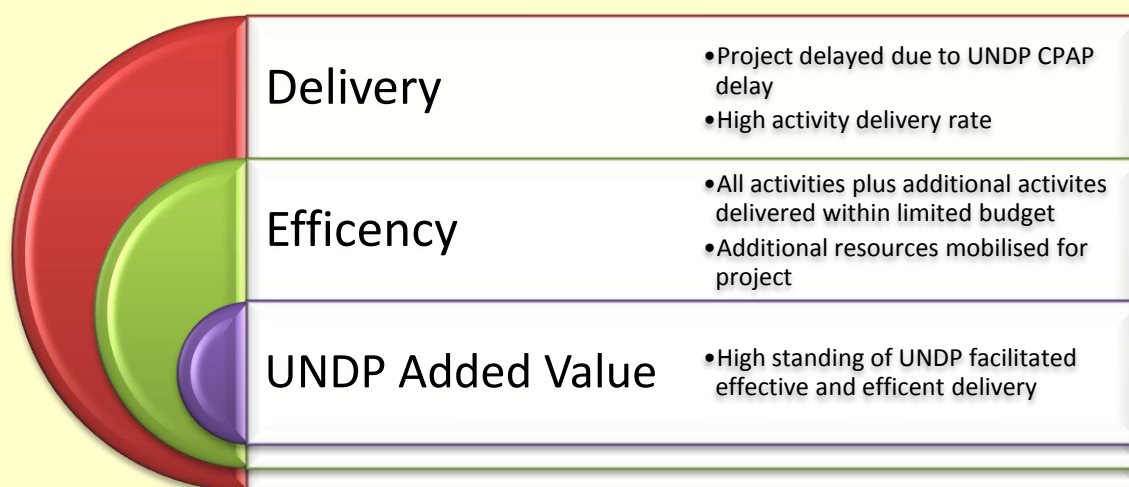
With a number of International donors working in the governance field and in particular in terms of supporting the legislature, the project managed to avoid duplicating work being undertaken by other donors. Whilst SUNY focussed mainly on the legislative and budget functions of the Parliament, they were not directly involved in building the capacity of

female MPs or in the Human Rights field and therefore UNDP was correct to focus upon these areas of support.

Although the project component relating to general support for the General Secretariat of the Lower House to implement their strategic development plan was vague and difficult to quantify, the fact remains that the Lower House of the Parliament needs to have an efficient and effective General Secretariat in order to ensure that Parliamentary functions are implemented. Therefore, within this context and although the project focus was vague in this regard, it was appropriate and relevant to focus some project activities on building the capacity of the General Secretariat of the Lower House. This is especially true in regards to the fact that Parliament was dissolved on 24th November 2009 and therefore from this date onwards the project adapted to focus activities only on the General Secretariat of the House of Representatives.

Although the project activities were both relevant and appropriate, the project may have been more effective if the project design and activities had focussed on formalised structures within the Parliament in order to achieve increased sustainability for its outputs and objectives. With limited financial and human resources it may have been more relevant and appropriate for the project to focus activities on strengthening the capacity of the Legal Committee and /or the Public Freedoms and Citizens Rights Committee as these are the main forums for discussion of gender and human rights issues in the Lower House. Although many of the activities did incorporate Members and staff related to these committees, a more intensive and focussed emphasis on these formal Parliamentary committees may have led to more sustainable outputs.

6.4 Effectiveness and Efficiency



Although the link between expected outcomes, outputs and project activities was weak, in general terms project activities were implemented effectively and efficiently.

Initially, the effectiveness of the project and the ability of the project to deliver according to the original timetable were hindered due to delays in getting the UNDP CPAP approved and signed by the Government which led to delays in signing and implementing the Parliamentary project. Therefore, the project only commenced in June 2008 rather than January 2008 as had been originally planned. For this reason, some activities which were scheduled for delivery in 2008 were only implemented in 2009. At the time of this evaluation in March 2010, some project activities remained outstanding but a 5 month contract project extension until end of April 2010 will ensure that all project activities will be implemented by the end of the project.

As there was no formal evaluation following Phase I of UNDP's support to Parliament a risk analysis was not undertaken before designing Phase II. Although the dissolution of Parliament would have been difficult to foresee even in a professionally undertaken risk analysis, the fact that Parliament was dissolved on 24th November 2009 had a significant impact on the effectiveness and efficiency of the project. Following dissolution, the project manager rightly moved the focus of the project towards increasing the capacity of the General Secretariat.

Despite the delays in starting the project and the unforeseen dissolution of Parliament, the activity delivery rate was high with all envisaged activities either already implemented or are in the process of being implemented. As can also be seen in the following table of activities, the project managed not only to deliver all activities outlined in the original project document but also to utilise project funds to conduct additional activities:

Year 1 and 2 Activities Combined

| Expected Output | Expected Activities | Actual Activity | Date | Comment |
|--|--|--|--|--|
| Project Management Unit established | i. Project Manager appointed | DONE | June 2008 | Delayed by 6 months due to delays in signing off the project |
| | ii. Project Admin Ass appointed | DONE | | |
| | iii. Project Office established | DONE | | |
| Manual developed and used by MPs | i. Manual developed, approved and implemented by MPs | DONE | Feb 2009 | Distributed to all MPs and staff who attended events |
| | | <i>International Agreements & HR Mainstreaming Gender Constitution & Role of MP</i> | Feb 2009 | |
| | | | Feb 2009 | |
| MPs particular female are well equipped with knowledge and skills to perform their duties and responsibilities | i. Rapid Baseline assessment | PARTLY DONE | May-Jul 09 | Undertaken informally by project manager |
| | ii. Mapping of MPs to assess existing power structures | PARTLY DONE | May-Jul 09 | |
| | iii. Two workshops conducted (year 1) | PARTLY DONE <i>CEDAW & Human Rights Follow up by project staff</i> | Nov 2008 | Only one in 2008 due to delays in project start date but two themes (CEDAW and Human Rights) |
| | | | Nov 2008 | |
| | iv. Four workshops conducted (year 2) | DONE (PLUS ADDITIONAL) <i>Discriminatory laws Follow up on Discriminatory laws Budget and Equality Women MPs Coordination Women MPs/Sen/Min Coordination Follow up on</i> | Mar 2009 July 2009 July 2009 July 2009 July 2009 Oct 2009 | |

| | | | | |
|---|--------------------------------------|--|--|--|
| | | <i>Discriminatory laws Communication & Media</i> | Oct 2009 | |
| Strategy implemented and Secretariat capable of providing technical services to MP | i. Two workshops (year 1) | DONE <i>Etiquette, protocol and PR Orientation on Manuals</i> | July 2008 Nov 2008 | |
| | ii. Four workshops (year 2) | DONE <i>Report writing Committees & legislative drafting Communication Skills Tools of oversight</i> | Apr 2009 Apr 2009 Oct 2010 Oct 2010 | |
| Manuals developed for staff and workflow identified | i. National Consultant appointed | IN PROGRESS | | 2 manuals to be produced – (1) Administrative Guidebook for the Secretariat (2) Manual on workflow |
| | | | | |
| ADDITIONAL ACTIVITIES BEING UNDERTAKEN | I. Three specialised staff workshops | IN PROGRESS <i>MDGs International Parliamentary networks Conference Organisation</i> | | |
| | II. English skills for staff | IN PROGRESS | | |

Evaluation undertaken by Dyfan Jones in March 2010

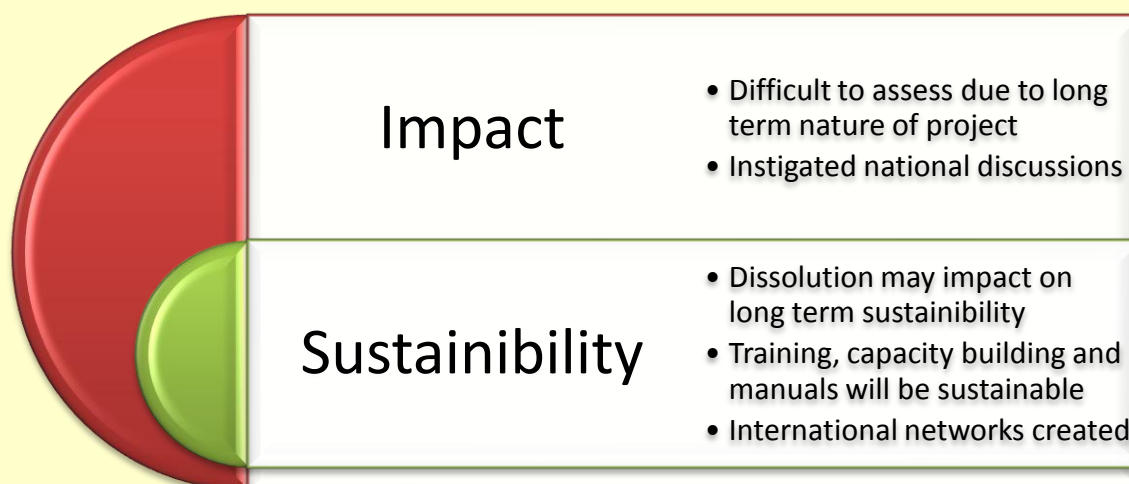
One of the reasons for the high delivery rate and the ability of the project to develop additional, complimentary project activities was the fact that additional resources and technical expertise were mobilised by the UNDP project team. The project team facilitated the signing of an MOU between the House of Representatives and the IPU (Annex D) which led to the IPU contributing resources to assist in the implementation of selected project activities. The ability of the project team to mobilise these international resources and close cooperation with key individuals and organisations nationally ensured that the project was effectively and efficiently implemented despite the relatively limited project budget. The MOU between the Parliament of Jordan and the IPU, which was facilitated by UNDP through

this project, has created international networks, links and cooperation that are likely to continue beyond the lifespan of this project.

The quality, effectiveness and long term impact of the project are difficult to ascertain due to the very nature of the project. Developing understanding of key issues and increasing capacity are long term issues. However, it is clear from interviews with activity beneficiaries that the majority of activities were well received and effectively implemented. In addition, a survey of General Secretariat staff who attended activities highlights beneficiary satisfaction with the project. Over 80% of the staff who attended project activities believed that the activities were of long term benefit to the Parliament. Full details of the survey undertaken can be found in Annex B.

Another factor that contributed to the effective implementation of the project was the high standing of UNDP as an international organisation. A number of International organisations have interacted with the Parliament on different projects but some have faced difficulties from some stakeholders due to the perceived aims or intentions of these organisations. UNDP faced no such difficulties with support for the project and the work of UNDP being found throughout the General Secretariat and across the political spectrum in the Parliament and society as a whole.

6.5 Impact and Sustainability



Due to the poor design of the project and the lack of linkages between envisaged outcomes, indicators and outputs, the project failed to achieve the envisaged impact if assessed against the formal project indicator of *“number of laws amended and approved by the Legislation (sic) to become in line with human right conventions (sic)”*. There is no evidence that the project directly contributed to the creation of any new laws or the amendment of current laws. However, this indicator was not a realistic indicator of success or otherwise of the project activities as outlined in the project results and resources framework.

Due to the nature of the project and the long term aims of developing awareness amongst Parliament on gender and human rights, it is difficult at this early juncture to assess the overall impact of the project. Interviews with keys stakeholders indicate that the project activities relating to gender made a significant contribution to instigating and giving a national profile to the general debate on gender issues and particular on CEDAW. It is unlikely that the awareness of MPs on gender and human rights issues, and their capacity to relate to these issues in a legislative context, would have been raised to such a level without the activities undertaken as part of this project.

The project managed to mobilise stakeholders and created networks and alliances which will be sustainable after the end of the project. Furthermore, the project managed to create a sense of ownership for activities and issues raised by the project amongst key stakeholders in the General Secretariat and amongst MPs which will continue after the end of the project.

The capacity of women MPs on gender specific issues and also in terms of the general duties and responsibilities of MPs was increased due this project. However, due to the dissolution of Parliament, the impact of this project in terms of increasing the capacity of female MPs was limited. The pattern in Jordan of a high turnover of MPs following elections also raises question marks over the likely impact upon sustainability of the MP focussed activities

included in this project. It is unclear at this juncture to ascertain how many of the female MPs trained as part of this project will be re-elected to Parliament in the future.

As outlined in the previous chapter, the General Secretariat staff felt that in general the activities focussed on their needs and that the activities undertaken did increase their capacity on gender issues, human rights issues and on a number of general parliamentary procedural issues. Following the dissolution of Parliament the emphasis of the project in activities relating to the General Secretariat ensured the sustainability of the project in terms of increased capacity of staff. This analysis is reinforced by the fact that over 80% of General Secretariat staff surveyed believed that the project activities would be of long term benefit to the Parliament.

The manuals developed for the General Secretariat will be of relevance in future Parliaments and will be a useful research resource for newly elected MPs and newly recruited Secretariat staff.

The MOU between the Parliament of Jordan and the IPU, which was facilitated by UNDP through this project, has created international networks, links and cooperation that are likely to continue beyond the lifespan of this project.

Whilst the project activities did indeed increase the capacity of MPs and the General Secretariat of the Lower House, and the manuals can continue to be used after the end of the project, the long term sustainability of the project would have been more profound had the project focussed on formal structures within the Parliament. The possible development of a women's network or caucus in Parliament could have created a focal point for the discussion of gender issues in the Parliament during the project and in future Parliaments. In addition, focussing the limited resources and activities of the project on the staff, researchers and Members of one or two Parliamentary Committees, such as the Committee on the Public Freedoms and Citizens Rights Committee, may have led to longer term sustainability of the projects aims and activities.

7. Conclusion

The project managed to implement all activities and have an impact on the House of Deputies despite working within a difficult political environment. This evaluation has outlined these achievements as well as the challenges that threatened the successful implementation of the project. In addition, this evaluation has outlined a number of key issues that should be taken into consideration when developing any future UNDP Parliamentary projects:



A summary of the conclusions and recommendations for future UNDP projects with the Parliament are as follows:

| Area | Conclusion |
|------------------------------|---|
| Output | Output should be focussed and all project activities clearly related to the expected output. |
| Planning | Should be strategic and based on the functions of the legislature. |
| Ownership | Need to build on the strong sense of ownership developed during Phase I and Phase II of the project. |
| Impact | Should focus on building the capacity of key Parliamentary bodies to allow them to carry out their duties more effectively. |
| Evaluation and Risk Analysis | Use current project evaluation as the base to develop future projects and ensure full risk analysis is undertaken. |

| | |
|-----------------------------------|---|
| The Position of Parliament | Ensure that the cross-cutting nature of Parliamentary work and its links to other areas of democratic governance is taken into account when designing future Parliamentary projects. |
| Linking UNDP projects | UNDP works in many related fields including elections, building political parties, decentralisation and human rights and these have clear links to the work of Parliament. This should be highlighted when developing projects in these fields. |

Focussed Output

During the project design stage, it is crucial for the long term success of the project that the projected output, outcomes and indicators are realistic, focussed and achievable. All project activities must contribute to the process of achieving these agreed outcomes and outputs. The lack of clear and specific outcomes and outputs in this project design led to a lack of clear progress benchmarks and caused implementation problems.

Strategic Planning

The start point for the project design should be to define the functions of the legislature and then focus on the way UNDP can add value to the work that the Parliament is undertaking. Parliament has numerous functions and duties and there is a need to strategically plan in which of these functional areas UNDP can assist the Parliament.

Ownership

Key to a successful Parliamentary development or support project is that the legislature, both elected Members and the General Secretariat, take ownership of the project. The fact that the project was based in the Parliament building and that the project team developed a good rapport and working relationship with Members and General Secretariat staff ensured that this project managed to successfully implement activities that other donors would have found challenging to implement. Future projects in the parliamentary field should build upon this foundation and develop the sense of ownership that this project managed to create.

Impact

Parliament is charged with undertaking numerous functions and duties. The UNDP Capacity to the Parliament project had a budget of less than US\$250,000 and therefore it was unlikely to be able to support all areas of the Parliament's work. In light of this, it may be more effective for the project to support key parliamentary bodies, such as certain Parliamentary

Committees, rather than to focus only on workshops and briefings outside of Parliament. Therefore, in order to achieve maximum impact with limited resources, there should be a focus on a limited number of Committees or Departments in the Parliament and a limited number of Parliamentary functions.

Evaluation and Risk Analysis

The fact that there was no formal external evaluation of Phase I of the UNDP Support to the Parliament project was a weakness as the lessons learned from that phase of support were not formally taken into account when developing the current project. No risk analysis was undertaken although unlikely that the dissolution of Parliament could have been foreseen in such a risk analysis. However, in an occasionally unstable or volatile political setting such as a national legislature, it is important that all risks are analysed during the formulation of such a project.

The unique position of Parliament

Parliament is in the unique position of being charged with legislating on all national issues and being responsible for overseeing the implementation of all Government policies and strategies. This project focussed on the issues of gender and human rights which were issues of national importance and priorities for UNDP. Future projects should also take into account the issues and priorities of the country and UNDP when developing the focus of future Parliamentary projects.

Links to other projects

The Parliament does not operate in a vacuum and there are close links between the Parliament and other governance areas within which UNDP has operated in the past or is currently working such as electoral issues, developing political parties, decentralisation, anti-corruption measures and supporting human rights institutions. Future UNDP Parliamentary development or support projects should take into account the inter-linkages between these practice areas when developing and designing future Parliamentary projects.

For example:

Elections: The electoral system has a direct impact on the work of the Parliament. UNDP Elections projects should not only consider the effectiveness of the actual election but also issues such as the impact of different electoral models on the work of the Parliament and the capacity and number of candidates standing for elections to Parliament.

Political Parties: The low number of MPs from political parties elected to the Parliament in Jordan has a direct impact on the work of the legislature. UNDP projects in the field of building political parties need to take into account the likely impact on Parliament of

strengthened political parties and the impact that strengthened political parties could have on the political blocs in the Parliament.

Decentralisation: UNDP decentralisation projects should take into account the likely impact of new structures on the Parliament and the role of MPs. The accountability of decentralised structures to national structures should be considered as should the MP / Councillor relationship and role and responsibilities at a local level.

Human Rights: The Parliament's Public Freedoms and Citizens' Rights Committee has the remit of overseeing issues relating to human rights, undertaking investigations and tabling reports in human rights issues. The roles and responsibilities of this Committee and the Parliament in general, and the relationship of the legislature with other National Bodies such as the National Human Rights Centre, needs to be considered when designing and implementing UNDP projects in the field of human rights.

Annex A – Meetings held during the evaluation

The consultant was in country from 6th March - 19th March and during that period held meetings with the following stakeholders:

| | <i>Description</i> |
|---|------------------------|
| Secretary General of the House of Representatives (numerous meetings) | Parliament Secretariat |
| Assistant General Secretary of the House of Representatives | Parliament Secretariat |
| House of Representatives Director of Committee Staff | Parliament Secretariat |
| House of Representatives Director of References and Laws | Parliament Secretariat |
| House of Representatives Director of Information and Research (numerous meetings) | Parliament Secretariat |
| UNDP Governance Team (numerous meetings) | International Donor |
| UNDP Project Team (numerous meetings) | International Donor |
| UNDP Country Director (numerous meetings) | International Donor |
| CIDA (Deputy Head of Mission, Enrique Madueno, and Development Officer, Mona Darwazeh | International Donor |
| State University of New York (Stephen Terravecchia and Mohammad Al-Momani) | International Donor |
| National Democratic Institute (Arianti Shehu, Lama Al Khateeb, Roula Attar) | International Donor |
| Patricia Pennetier (European Union) | International Donor |
| George Kara'a (USAID) | International Donor |
| Mr Mubarak Al Abadi (Former Chair of the Legal Committee of the House of Representatives) | Former MP |
| Tharwatt Al Amo (Former MP in the House of Representatives) | Former MP |
| Dr Mabarat Abadi (Former MP in the House of Representatives) | Former MP |
| Saed Hayel Srour (Former MP and Speaker of the House of Representatives) | Former MP |
| Dr Nawal Al Faouri (Senate Member) | Senate Member |

| | |
|---|-----------------------------|
| H.E. Tawfiq Kreishan (Former MP and current State Minister for Parliamentary Affairs) | Government |
| Hisham Al Tal (Head of the Legislative and Opinion Bureau) | Government |
| H.E. Musa Maaytah (Minister of Political Development) | Government |
| National Centre for Human Rights (Commissioner General Muhiyeddeen Touq) | National State Organisation |
| Dr Hayat Mseimi (Islamic Action Front) | Political Party |
| Dr Dr Rehaieel Gharaibeh (Islamic Action Front) | Political Party |
| Amal Haddadin and Dr Muna Moteman (Jordanian National Commission for Women) | National CSO |
| Hani Hourani (Al Urdun AL-Jadid Research Centre) | National CSO |
| Mrs Reem Badran (Chamber of Commerce) | Business Community |
| Dr Bashar Malkaway (Jordan University) | Academic |
| Dr Ali Sawi (Legislative expert) <i>[Phone Conference]</i> | International Expert |
| Zeina Hilal (Inter Parliamentary Union) <i>[phone conference]</i> | International Expert |

Annex B – Results of Survey of General Secretariat Staff

Evaluation of the UNDP Capacity Building of the Parliament Project

Evaluation questionnaire conducted March 2010

| | |
|---|---|
| 1. Please list the project activities you were involved with: | <ul style="list-style-type: none"> • Orientation Knowledge. 11(studies & information directorate). • Writing Studies & Research, and how to identify information resources & data. 11(studies & information directorate). • Enhancing the role of committees on the basics of legislative drafting. 9 (committees directorate). • Communication skills. 10 (committees directorate) • Parliamentary oversight tools. 10 (committees directorate) |
| 2. Which activity do you think was the most useful and why? | <ul style="list-style-type: none"> • All of the activities that I have attended. 7 • Writing Studies & Research. 7 • Enhancing the role of committees on the basics of legislative drafting. 6 • Parliamentary oversight tools. 2 • Orientation Knowledge. 1 |
| 3. How could the activities have been improved? | <ul style="list-style-type: none"> • By choosing the best trainers / experts. 3 • To hold more training programs & workshops outside the parliament building. 11 • Study tours. 4 • To give enough time for training. 2 • By following up the development issues in the parliamentary field. 2 |
| 4. Do you think the activities will be of long term benefit to the Parliament and why? | <ul style="list-style-type: none"> • Yes, to gain more benefits. 17 • Yes, if it is specialized. 1 • No, it will be boring. 3 |

| | |
|--|---|
| <p>5. If there had been more time and resources, which additional activities should the project have organised in order to strengthen the capacity of Parliament?</p> | <ul style="list-style-type: none"> • We need more specialised programs in the field of studies & research. 4 • More training programs in the parliamentary field. 9 • Computer courses. 8 • More training programs in the field of enhancing the legislative authority. 5 • Study tours. 8 • Training programs on how to deal with MPs. 1 • English courses. 9 • To give more sessions on the role of the staff with the Ministries. And incorporating knowledge on international parliamentary activities. 1 • Training programs on Public Relations for the committee staff. 2 |
| <p>6. Any further comments</p> | <ul style="list-style-type: none"> • No comments. 2 • Give more attention when choosing quantity & quality of training programs & workshops. 1 • Concentrate on the parliamentary field. 1 • To hold more training programs & workshops outside the parliament building like at Aqaba & the Dead Sea. 5 • Reduce the number of attendees. 2 • Appreciate your efforts. 8 |

* The number of questionnaires is 21 (Committee and Research Staff of the General Secretariat of the Lower House of Parliament).

Annex C – Terms of Reference for the Evaluation

TERMS OF REFERENCE

December 2009

Evaluation of the project

“Capacity Building of the Parliament”

and

Development of the Next Phase of the Project

1. INTRODUCTION

Jordan has a bicameral National Assembly (Majlis al-Umma) which consists of the elected House of Deputies (the lower house consisting of 110 representatives from 12 governorates) and the House of Notables or Senate (whose 55 members are appointed by the King). The number of senators cannot exceed one-half the number of elected representatives. The two houses constitute the legislative branch of the government.

King Abdullah II endorsed a provisional amendment to the parliamentary elections law, allocating women a quota of minimum seats for the first time in the 2003 elections. In the last parliament which was elected in November 2007, there were 7 women out of the 110-elected representatives with only one female MP winning her seat through direct competition, while the remaining 6 made it through the quota system.

The lower house of parliament was dissolved on the 24th November 2009 and the next elections will take place no later than the last quarter of 2010, according to King Abdullah's letter to the new Prime Minister, December 9th 2009.

In June 2008, the UNDP Jordan initiated a project of support for the Jordanian Parliament. This project is funded by UNDP and the Canadian International Cooperation Agency – CIDA.

The four main objectives of this project are the following:

5. Strengthening the monitoring and legislative knowledge, skills and role of MPs elected in 2007, with special focus on female MPs

6. Implementing the strategy of the general secretariat, which was developed during the first phase of the project
7. Developing orientation manuals for MPs and staff at Parliament
8. Developing administrative workflow for the General Secretariat of Parliament

To achieve these objectives, the project activities focused on restructuring the General Secretariat of Parliament (GS) in the areas of human resources, budgeting, research and IT; conducting two needs assessments for Members of Parliament (MPs) and staff of the Secretariat; and developing an administrative strategy for the GS, which addressed the issue of workflow at the Secretariat.

The UNDP now intends to develop the next phase of this project, building on the objectives and activities as listed above. In order to do so, and as required by the project agreement, an evaluation is planned at the end of the current phase. This ToR outlines the specific requirements of this evaluation. The evaluation findings and recommendations will also be utilized to develop a separate project document for the next phase, with a comprehensive and detailed results and resources framework.

This next phase should also be developed within the context of the King's letter to the new Prime Minister of his vision for the Parliament going forward, namely:

Since we have issued decrees to dissolve Parliament and called for new parliamentary elections that are a model of integrity, impartiality and transparency, your government's main task is to take the necessary steps, including amending the Elections Law and improving electoral procedures, to ensure that the next elections are a qualitative leap in our development and modernisation process, whereby every Jordanian is able to practise their right to campaign and to elect and to choose a legislature that is capable of exercising its constitutional role of monitoring the government, writing legislation and contributing effectively to the adoption of democracy as culture and a practise in our beloved homeland. The government should reassess its method of dealing with Parliament so as to restore this relationship as a cooperative and complementary one that serves the national interest, and whereby the authorities each practise their constitutional authority without one trespassing the other or reaching interest-based understandings that would make achieving personal gains a condition for the stability of the relationship between the two authorities. In order to ensure that the mistakes of the past do not recur, we ask you to draft a protocol, to which your team should be committed, that outlines the rules of engagement with Parliament in accordance with the Constitution and the law. We hope that the new Parliament would also issue a similar document so as to reassure Jordanians that the relationship between the executive and legislative authorities is governed by criteria that serve the public interest and reflects the legal and political complementarity that is necessary to serve the country and that are not hostage to narrow considerations.

The next elections, which should be held no later than the last quarter of 2010, constitute a major step in developing our democratic performance and strengthening public participation in the political development process. But we would like them to be part of a comprehensive political development

programme that addresses all obstacles to this development; that contributes to the advancement of the work of political parties and their platforms; and that opens the door for all Jordanians to participate. We await, in this regard, your decisions about ways to implement the decentralisation project in order to achieve qualitative development in decision-making mechanisms and to ensure the highest level of public participation in national policy formulation.¹

1.1 PREVIOUS PHASE: Progress achieved towards outputs

The following sections describe in detail the achievements of the previous phase of the project, outline the requirements of the evaluation, and lay out the main elements that should be included in the project document of the next phase.

| Output | Activity |
|---|---|
| a. Manuals developed and used by MPs | <ul style="list-style-type: none"> An orientation manual was developed for MPs on the structure and functions of the GS. Three manuals were developed on international human rights conventions, gender mainstreaming and the political and constitutional role of parliament. |
| b. Capacities of MPs, particularly female MPs, is developed | <ul style="list-style-type: none"> An assessment of committees was completed. Four workshops conducted on the role of parliamentarians in implementing international human rights conventions, discriminatory legislations against women, gender budgeting and a seminar on communication skills for female MPs and Senators. A committee of MPs and CSO representatives was formed to follow up on discriminatory laws against women. The committee meets regularly to discuss updates. Several roundtable meetings were organized with participation of women MPs, women ministers and CSO representatives. |
| c. Strategy implemented and staff of the Secretariat is capable of providing technical services to MPs. | <ul style="list-style-type: none"> Three workshops organized on the roles and functions of committees, roles and responsibilities of research staff, and one on the manuals developed. |
| | |

¹ See annex 4 for the complete text of the royal appointment letter

| | |
|--|-------------|
| d. Manuals developed and workflow identified and applied | No progress |
|--|-------------|

The project has also established linkages with national institutions including the National Centre for Human Rights - NCHR, Jordan National Commission for Women – JNCW, and National Council for Family Affairs. In addition, an MOU was signed between the Inter-Parliamentary Union – IPU and UNDP on a joint programme for capacity building of Members of Parliament.

2. SCOPE OF WORK AND OBJECTIVES

The objectives of the assignment are:

Objective 1: conduct an evaluation of the project entitled “Capacity Building of the Parliament”.

The scope of objective 1 should cover the following:

1. An evaluation of the effectiveness of the project including design, relevance, effectiveness, efficiency, impact, sustainability, identifying challenges, constraints and success factors and providing conclusions and lessons learnt.
2. An evaluation of the project management structure that would review and assess the appropriateness of the Project Management set-up to carry out its responsibility of implementation, monitoring, reporting and establishing partnerships. This is not an evaluation of individual performance and capacity but of the appropriateness of the structure and set-up in addressing the management needs of the project. This should cover as well the roles of the project Steering Committee. Particular attention should be paid the contribution (or lack thereof) of the project management arrangements to the ownership by the national partners. The overarching questions of the evaluation are:
 - Was the outcome and associated activities relevant, appropriate and strategic to national goals, Parliament mandate and UNDP mandate?
 - Were the actions to achieve the outputs and outcomes effective and efficient?
 - Will the outputs and outcomes lead to benefits beyond the life of the existing project?
 - Which findings may have relevance for future the next phase of support to Parliament as well as programming for other similar initiatives elsewhere?

Objective 2: develop a document of support for the next phase based on the findings and recommendations of the evaluation above, and King Abdullah’s letter to the new Prime Minister,

December 9th 2009, (annex 4) where he set out his vision for the Parliament and the priorities of the government.

The scope of objective 2 should cover the following:

- Define the main outputs of the project of support for the period 2010- 2011 within the context of the Parliament's overall vision and the guiding principles in delivering these outputs.
- Design work plans for the new project's 2 years duration including a results framework that would identify objectives and results, linked with clear outputs and activities with realistic and measurable indicators and clear baseline and targets for the overall project as well as for each year based on UNDP's formats. This framework should also identify inputs and budget necessary to deliver the activities defined so that the outputs and results of the project could be achieved.
- Identify inter-linkages with other UNDP-supported projects and with other donor-supported projects: this includes UNDP support to the National Center for Human Rights, and the Anti- Corruption Commission, as well as parliamentary development projects supported by other donors in Jordan.
- Develop a monitoring and evaluation framework with key milestones and deliverables to allow the project team and its partners to regularly review and evaluate the project its objectives, intended outcomes and outputs, implementation structure, work plans and emerging issues.
- Identify risks and issues that could emerge during implementation with possible suggestions to reduce the risks identified.
- Design an exit strategy including a clear plan for sustainability of the project for the period following the end of the project.
- Define possible options for funding.

3. METHODOLOGY

The consultant is expected to work in partnership with the General Secretariat of Parliament, Project Manager for the current phase and other stakeholders and in close consultation with UNDP.

For objective 1, the consultant is expected to undertake the following tasks during the evaluation process:

1. Review of relevant documents including: documents on national policies related to the project area, the Project Document, narrative reports prepared by the project, and all relevant documents related to implementation including: manuals developed, assessments, strategies, and activity reports.
2. Conduct interviews and roundtable meetings through an in-country mission with project stakeholders and partners.
3. An initial meeting with UNDP to learn about UNDP new strategic vision and focus.

Below is the criteria to be considered for the evaluation process and the main questions to be addressed:

| Criteria | Main questions |
|--------------------------------------|--|
| Project Management | <ul style="list-style-type: none"> - Are the Project Management arrangements appropriate at the team level and Steering Committee level? |
| Project Design | <ul style="list-style-type: none"> - To what extent did the design of the project help in achieving its own goals? - Were the context, problem, needs and priorities well analyzed while designing the project? - Were there clear objectives and strategy? - Were there clear baselines indicators and/or benchmarks for performance? - Was the process of project design sufficiently participatory? Was there any impact of the process? |
| Relevance and appropriateness | <ul style="list-style-type: none"> - Was the project relevant, appropriate and strategic to national goals and challenges? - Was the project relevant, appropriate and strategic to the mandate, strategy, functions, roles, and responsibilities of the Parliament as an institution and to the key actors within that institution? - Was the project relevant, appropriate and strategic to UNDP mandate? |
| Effectiveness and efficiency | <ul style="list-style-type: none"> - Were the actions to achieve the outputs and outcomes effective and efficient? - Were there any lessons learned, failures/lost opportunities? What might have been done better or differently? - How did the project deal with issues and risks? - Were the outputs achieved in a timely manner? - Were the resources utilized in the best way possible? |

| | |
|----------------------------------|--|
| Impact and sustainability | <ul style="list-style-type: none"> - Will the outputs/outcomes lead to benefits beyond the life of the existing project? - Were the actions and results owned by the local partners and stakeholders? - Was capacity (individuals, institution, systems) built through the actions of the project? - What is the level of contribution of the project management arrangements to national ownership of the set objectives, results, and outputs - Were the modes of deliveries of the outputs appropriate to promote national ownership and sustainability of the results achieved? |
|----------------------------------|--|

For **objective 2**, the methodology will consist of the following major activities:

- Extensive consultative meetings through an in-country mission, including but not limited to the following:
 - a. Selected staff from Parliament and officials in relevant departments
 - b. Staff of the current phase of the project
 - c. Development partners supporting the Parliament
 - d. Other relevant experts (where appropriate)
- Review all relevant documents-including but not limited to the following:
 - a. Parliament project document- current phase
 - b. Annual work plans and budgets for the current phase
 - c. All progress reports for the current phase
 - d. All knowledge products, manuals, and workshop/training materials developed for the current phase
 - e. UNDP's capacity development related materials, including its capacity development strategy
 - f. Relevant legal documents governing the Parliament as an institution and individual roles of Parliamentarians in the political system
 - g. Relevant strategies and policies guiding the Parliament as an institution and Parliamentarians as individuals
 - h. UNDP's Practice Note on Parliament Development (annex 5)
 - i. Other secondary documents

The consultant will be attentive to the fact that the new project document will build on the evaluation results for the second phase (objective 1 of this ToR).

4. OUTPUTS AND DELIVERABLES

For **objective 1**, below are the required outputs, which are to be guided by the scope of work and objectives identified above, and by the annexes, and corresponding timelines:

| Output | timeline |
|--|-------------------------------------|
| 1. Debriefing meeting on evaluation results with stakeholders | last day of mission |
| 2. A first draft of the evaluation results, including findings/ recommendations that should be considered in any next phase of the project. | within 5 days after end of mission |
| 3. A brief mission report (not more than 3 pages) on the evaluation mission | within 5 days after end of mission |
| 4. Final evaluation report: the report should include the following sections: <ul style="list-style-type: none">▪ Title page▪ List of acronyms and abbreviations▪ Table of contents, including list of annexes▪ Executive summary▪ Introduction: background and context of the programme▪ Description of the project – its logic theory, results framework and external factors likely to affect success▪ Purpose of the evaluation; key questions and scope of the evaluation with information on limitations and de-limitations▪ Approach and methodology▪ Findings; summary and explanation of findings and interpretations▪ Conclusions and recommendations; lessons, generalizations, alternatives▪ Annexes | within 10 days after end of mission |

For **objective 2**, below are the required outputs, which are to be guided by the scope of work and objectives identified above, and by the annexes, (include the King's speech) and corresponding timelines:

| Output | timeline |
|---|--|
| <p>1. A presentation of the key components of the new phase to UNDP with</p> <ul style="list-style-type: none"> i. specific objectives identified and their relationship to the vision of the Parliament established: the components should clearly identify scope, and target group. ii. guiding principles explained: at a minimum, this should include a discussion on possible strategies and modes of delivery, including capacity development strategies to be used in delivering the components identified that would put national ownership at its core. iii. advisory role of UNDP outlined: in light of the guiding principles and modes of delivery, this should include an analysis of advisory support that UNDP should mobilize (e.g. in terms of experts, advisors/consultants) to support implementation of the components identified. iv. stakeholders described: at a minimum, this should include different needs and expectations of the stakeholders that would be involved in the delivery of the components either as partners or as target groups | <p>Last day of in-country mission</p> |
| <p>2. A first draft of a comprehensive parliament support project document for 2010-2011. The document is expected to include, where possible, UNDP templates, (including work plans for each year, estimated budget, baseline, indicators, targets, risks/issues, monitoring and evaluation framework, exit strategy).</p> | <p>within 10 days from end of mission (Consolidated comments will be given to the consultant within 5 working days of receipt of the 1st draft)</p> |
| <p>3. The final version of the document, incorporating UNDP comments</p> | <p>within 5 days after receipt of comments</p> |

5. TIMEFRAME

The timeframe from signature of contract till submission of final documents is 5 weeks. The total working days is 16 working days; 6 in home country and 10 as in-country mission. It is envisaged that the mission will start early February 2010; no later than 7th of February.

4. MANAGEMENT ARRANGEMENTS:

The consultant will hold a UNDP contract and will have to coordinate activities of the assignment with UNDP and the GS of Parliament. The consultant will have full responsibility for conducting the evaluation, under the supervision of UNDP. The Project Manager will be facilitating the daily in-country work of the consultant in consultation with UNDP.

5. QUALIFICATIONS AND COMPETENCIES

- Advanced university degree in development studies, social sciences or related field is required.
- At least 15 years of relevant experience in development work at senior level of which a minimum of five years in parliament development.
- Proven experience in social and evaluation research with a minimum of 2 similar types of evaluations previously conducted.
- Proficiency in English Languages is essential.
- Global experience on parliamentary development is highly desirable.

Annex D – MOU with IPU

Annex E Project Document

Annex F: the Power Point Presentation