



JORDAN

MID-TERM REVIEW

CPAP 2008 – 2012

Final Report

Richard M Chiwara, Ph.D.

October 2010

A. EXECUTIVE SUMMARY

Introduction and background

The 2008 – 2012 Government of Jordan (GOJ) and United Nations Development Programme (UNDP) Country Programme Action Plan (CPAP) was developed within the framework of the United Nations Development Assistance Framework (UNDAF) for the same period and designed on the basis of the diagnostic analysis of Jordan as provided by the Common Country Assessment (CCA). In keeping with the requirements of UNDP globally, a Mid-Term Review is expected to be undertaken jointly with the Government.

The objective of the MTR was to review the current CPAP achievements after two years of programme implementation in order to strengthen UNDP's oversight systems, including making its processes more efficient to ensure better accountability and quality results. The MTR also provides strategic recommendations for the remainder of the current CPAP – 2010 to 2012. The MTR reviewed and assessed the following key areas: (1) Relevance of the CPAP towards Government priorities, MDGs and UNDAF; (2) Progress towards achievement of programme outcomes and outputs; (3) Programme performance and management; and (4) Lessons learnt for contributing towards Delivering as One UN.

The evaluation methodology was based on: (a) Review of background and project documents, including final project and evaluation reports; (b) Interviews with key informants and stakeholder groups, including Country Office (CO) management and Heads of Agencies (HoA); government officials; representatives of donor organizations and Project Implementation Partners (IPs) and Project Managers (PM); (c) In-depth assessment of a sample of projects selected by the CO; and (d) Validation and feedback of preliminary findings by the CO management and Programme Units.

The MTR report is presented in five chapters. Chapter 1 introduces the report; Chapter 2 presents Jordan's development context; Chapter 3 is the MTR findings; Chapter 4 discusses UNDP's contribution towards Delivering as One; Chapter 5 summarises the key lessons and good practices; and Chapter 6 makes recommendations for the remainder of the CPAP period.

Development situation

Jordan is making satisfactory progress towards achievement of the Millennium Development Goals (MDGs). However, the pace and magnitude of progress varies from one MDG to another, and from one indicator to another. MDG 2 has been achieved while achievement of MDGs 1, 3, 7 and 8 by 2015 is possible if decisive and targeted policy actions are taken. MDGs 5 and 6 are on track and will likely be achieved by 2015.

Relevance and alignment to national priorities; MDGs and UNDAF

The CPAP is appropriately aligned to the national priorities, MDGs and UNDAF; and the national counterparts that were consulted as part of this MTR process also confirmed their satisfaction that the UNDAF was aligned to the National Development Plan. However, some of the indicators developed for the Country Programme (CP) outcomes in the UNDAF have tended to be very broad, in some cases neither realistic nor achievable through UN interventions alone; thereby presenting a picture that the CPAP is not adequately aligned to the UNDAF.

Country Office Vision and Positioning Strategy

UNDP undertook a 'strategic visioning for change' process in late 2008 to early 2009; to identify and define the best approach for the CO to add value to the development process in the context of Jordan. The process, conducted through many staff discussions, culminated in the development of a shared vision for the CO, including development of common guiding principles and specific programming principles for individual programme and operations units. The CO adopted the following shared vision:

“UNDP will be a trusted, dynamic and valuable partner, supporting Jordan to eradicate poverty and achieve its MDGs, whilst fostering sustainable human development. As a member of the UNCT, UNDP will respond to the development needs in Jordan in alignment with national priorities and in consultation with development partners”.

The shared vision aims to enable UNDP to move towards implementing the Principles of the Paris Declaration in all its programmes using capacity development as the core tool. Implementation will encompass many components, including the gradual phasing out of the Project Implementation Units (PIUs) and the Project Managers (PM) in favour of having the Directorate in the targeted IPs take over the daily management of UNDP's programme of support. In addition, UNDP will offer a menu of options on how to develop the any gaps in skills and knowledge of concerned staff that would have been identified after a self-capacity assessment is carried out. A detailed list of generic functions (planning, reporting, and management) of what is expected to be carried out by these Directorates in addition to the specific technical functions related to the programme of support was developed. Furthermore, the CO engaged the expertise of an independent consultant to carry out the Harmonised Approach to Cash Transfer, (HACT) assessment for each potential IP. The findings of each assessment will be included in the programme of support and activities to address any weakness identified in the assessment will be included. Consultations have also been held with IPs, all of whom have welcomed the new approach.

Progress towards Outputs and Outcomes

Some project interventions are not appropriately aligned with the stated CP outcome indicators as provided in the UNDAF, thereby making contribution to outcomes somewhat difficult to ascertain. In addition, the articulation of some of the project indicators is not amenable to specific measurement; and therefore progress towards achievement of expected results is not that evident, based on analysis of indicators. For example, the indicators for CP Outcome 1.1 (*Increased community productivity, empowerment and participation in local development initiatives*) include:

- a) **% of families benefiting from assistance /support; with a baseline of 5.6% established in 2002/03.** None of the sample projects reviewed reported specifically on the number of families benefiting from UNDP assistance. Besides, the baseline data has a gap of 5 years with the CPAP, and therefore inappropriate to measure progress from 2008.
- b) **% of employed through small and micro enterprise projects.** While there is no specific baseline data for this indicator, the review did not find evidence of deliberate efforts to track the number of jobs created in SME projects.

Based on projects reviewed, progress towards project outputs varies according to the extent that the output indicators are aligned to project activities. For example, CPAP output 1.3.1: *“Education strengthened to make higher education system more relevant to market needs”* has appropriate project indicators: (a) *“number of discipline-based studies on employability of graduates completed”*, and (b) *“number of MOHE staff trained on graduate tracing”*. UNDP progress on both indicators is high. However, CPAP output 2.1.1: *“increased awareness of the Lower House of parliament on CEDAW and human rights...”* has project indicators not aligned to project activities, and consequently, based on the indicators, progress is low. That said however, overall UNDP made significant contributions towards outcomes through its interventions. Government officials that were consulted during the MTR all confirmed that they were satisfied with UNDP’s performance and achievement of results.

With regards to cross cutting issues, UNDP developed specific strategy, action plan and evaluation framework for mainstreaming gender and capacity development in its programmes. The CO is currently in the early stages of developing similar strategies for HRBA and Climate Change. Presentations on HRBA have been made to the staff and a workshop is organized for early 2011 with other UN agencies; while also an extensive analysis and mapping study on current initiatives on climate change has been undertaken with the view to develop a climate change mainstreaming plan in all its portfolios.

Programme Management

UNDP has effective programme management that is consistently being improved through a knowledge management and learning process. The CO has a learning plan that involves a

learning session held every two weeks, and PMs also participate in these learning sessions and IPs are invited to selected sessions. The CO has also introduced “teamworks” on its website as a forum for sharing knowledge and best practices; and this site is accessible to UNCT members and IPs.

Most of UNDP’s support is provided through the National Execution (NEX) modality, but this is not implemented fully, with PMs sometimes using a hybrid mixture of UNDP and IP financial procedures. While the CO has continually worked on improving its oversight systems some of the reporting templates used by UNDP globally are either viewed as complex or inadequate by some of the IPs and PMs. Some IPs and PMs consulted also indicated that they were not aware if the CO had a structured oversight plan to monitor project performance on an on-going basis.

UNDP had a caseload of 59 old projects prior to 2009 that had been completed but not yet closed. The CO has now established a plan that has been in progress over a year, to close these projects; and 16 projects have now been successfully closed while a further 25 are due to be closed by end of year. Based on analysis of the in-depth review of selected projects, UNDP does not include specific exit strategies in its project design.

Resource Mobilisation and Expenditure

UNDP is on track to meet its resource mobilisation and expenditure targets. By end 2009, Expenditure was 46.7% of total Programme Budget (56.3% at the time of the MTR). Expenditure was 76.4 percent of 2008 budget and 63.2 percent of 2009 budget; and delivery has been quite high in all programme units.

Contribution towards Delivering as One

The UNCT in Jordan has embarked on a process to move towards Delivering as One as a self-starter country. UNDP has led in the development of, and is actively involved in most of the Joint Programmes in the UNCT. The United Nations Country Team (UNCT) in Jordan also established Theme Working Groups to coordinate its programmes under the UNDAF. UNDP chairs the Governance group and participates as a member in the other groups. In addition, UNDP also chairs the Donor/Lender Governance group and the Donor Decentralisation group.

Lessons Learnt

Five key lessons emerged from UNP performance over the initial 2 years of implementing CPAP. The first is that organizational effectiveness can be achieved when everyone is pulling together towards a shared vision; when everyone has a solid understanding of the desired end state; and everyone knows how the organisation wants to get there. This is a lesson that applies as much to UNDP as it does to the UNCT in its efforts towards Delivering as One. The second lesson is that when activities are not appropriately aligned to outputs, the formulation of indicators becomes ambiguous and can lead to inability to recognise success when it is

achieved. Lesson 3 is that specific strategy and plan of action is necessary in order to address crosscutting issues in a comprehensive and holistic manner. The fourth lesson for UNDP is that the current practice of strong communication and coordination between the Programme and Operations Units is contributing to effective programme management; and lesson 5 pertains to sustainability of results, which can be best achieved if the project design includes a specific exit strategy and jointly planned with the IP.

Good Practices

After detailed review and assessment of its programme and operations processes, UNDP has started to implement its vision, and a number of good practices have emerged in the following areas:

- ✓ Shared vision and guiding principles.
- ✓ Programming around the Paris Declaration.
- ✓ Mainstreaming gender.
- ✓ Knowledge sharing.
- ✓ Creation of learning environment.

Recommendations

Available evidence indicates that UNDP is on track to achieve its expected results. In order to accelerate progress over the remainder of the CPAP period, the MTR made five specific recommendations:

- 1) UNDP should develop and scale up new programmes and interventions to accelerate progress towards MDGs 1, 3 7 and 8.
- 2) UNDP should coordinate with the UNDAF theme groups to review indicators with a view to align its project activities and output more closely with stated UNDAF indicators.
- 3) UNDP should take specific measures to finalise development of specific strategies and action plans for mainstreaming HRBA and environment as crosscutting issues in its programmes portfolios; and ensure that relevant indicators are integrated in the project M&E plans and reporting templates.
- 4) UNDP should develop and integrate specific exit strategies to ensure that the systems and outputs delivered through its interventions can be continued by national institutions after completion of UNDP support.
- 5) UNDP should strengthen communication and cooperation with PMs and IPs to ensure that staff and partners have common understanding of relevant programming and operations regulations and procedures.

| | |
|---|------------|
| B. CONTENTS | |
| A. Executive Summary..... | i |
| B. Contents..... | vii |
| C. Acronyms..... | ix |
| I. INTRODUCTION..... | 1 |
| 1.1. Background..... | 1 |
| 1.2. Purpose..... | 2 |
| 1.3. Methodology..... | 2 |
| 1.4. Structure of Report..... | 3 |
| II. DEVELOPMENT CONTEXT..... | 4 |
| 2.1. Socio-economic Situation..... | 4 |
| 2.2. Progress towards the MDGs..... | 5 |
| III. FINDINGS..... | 8 |
| 3.1. Relevance of the CPAP towards National Priorities, MDGs and UNDAF..... | 8 |
| 3.2. Country Office Vision and Positioning Strategy..... | 11 |
| 3.3. Progress towards Outputs and Outcomes..... | 13 |
| 3.4. Programme Management..... | 21 |
| 3.5. Resource Mobilisation and Expenditures..... | 23 |
| IV. CONTRIBUTION TOWARDS DELIVERING AS ONE..... | 24 |
| 4.1. Joint Programmes..... | 24 |
| 4.2. Theme Working Groups..... | 25 |
| 4.3. Aid Coordination and Harmonisation..... | 26 |
| V. LESSONS LEARNT AND GOOD PRACTICES..... | 27 |
| 5.1. Lessons Learnt..... | 27 |

| | |
|---|-----------|
| 5.2. Good Practices..... | 28 |
| VI. RECOMMENDATIONS..... | 30 |
| ANNEX 1: Documents Reviewed..... | 31 |
| ANNEX 2: Institutions and Individuals Consulted..... | 32 |
| ANNEX 3: Highlights of Key UNDP Results Achievements..... | 33 |
| ANNEX 4: MTR Terms of Reference..... | 35 |
| List of Tables, Figures and Case Studies | |
| Table 1: Expected CPAP Outcomes..... | 2 |
| Table 2: Mainstreaming Sustainable Development..... | 7 |
| Table 3: Alignment of National Priorities to UNDF and CPAP..... | 9 |
| Table 4: UNDAF CP Outcome Indicators | 9 |
| Table 5: Highlights of Key UNDP Achievements..... | 16 |
| Table 6: Resources Framework and Expenditures..... | 23 |
| Figure 1: Linkages Between Government Strategic Initiatives to UNDAF and CPAP..... | 10 |
| Figure 2: CO Strategic Visioning for Change..... | 11 |
| Figure 3: International Human Rights Conventions Not Signed by Jordan..... | 19 |
| Case Study 1: Building and Strengthening the Capacity for Improved Property Tax Management and Collection in Jordan project | 12 |
| Case Study 2: Support to Poverty Analysis and Monitoring..... | 13 |
| Case Study 3: National Communications Report project..... | 14 |
| Case Study 4: Building Capacity of Parliament project..... | 16 |
| Case Study 5: Food and Nutrition Security in Jordan..... | 24 |
| Case Study 6: Public Sector Reform project..... | 25 |

C. Acronyms

| | |
|--------|--|
| ASEZA | Aqaba Special Economic Zone Authority |
| AWP | Annual Work Plan |
| CCA | Common Country Assessment |
| CEDAW | Convention on the Elimination of all Forms of Discrimination against Women |
| CO | Country Office |
| CPAP | Country Programme Action Plan |
| CPR | Contraceptive Prevalence Rate |
| FAO | Food and Agriculture Organisation |
| GDP | Gross Domestic Product |
| GOJ | Government of Jordan |
| HACT | Harmonised Approach to Cash Transfers |
| HIV | Human Immuno-deficiency Virus |
| HoA | Heads of Agencies |
| HRBA | Human Rights-Based Approaches |
| IP | Implementing Partner |
| JD | Jordanian Dinar |
| MDG | Millennium Development Goal(s) |
| MMR | Maternal Mortality Rate |
| MSME | Micro, Small and Medium Enterprise(s) |
| MTR | Mid-Term Review |
| NCDR | National Committee for Demining and Rehabilitation |
| NCHR | National Center for Human Rights |
| NCSCM | National Center for Security and Crisis Management |
| NEP | National Executive Programme |
| NER | Net Enrolment Rate |
| PIU | Project Implementing Unit |
| PM | Project Manager |
| SBAA | Standard Basic Assistance Agreement |
| SME | Small and Medium Enterprise(s) |
| TB | Tuberculosis |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Education and Scientific Organisation |
| UNFCCC | United Nations Framework Communication on Climate Change |
| UNICEF | United Nations Children's Fund |
| WHO | World Health Organisation |

I. INTRODUCTION

1.1. Background

1. United Nations Development Programme (UNDP) assistance to the Government of the Hashemite Kingdom of Jordan is governed by the Standard Basic Assistance Agreement (SBAA) that was signed by both parties in 1976. Under this agreement, UNDP develops a project document that is signed by both parties as a basis for its programme activities over a four year period. The Country Programme Action Plan (CPAP) constitutes the project document under the SBAA, and came into force upon signature by both parties on 1 June 2008 until 31 December 2012. The CPAP may only be modified by mutual consent of both parties on recommendations of the joint strategy meeting.

2. On signing the CPAP, UNDP committed that it would ensure coherence of the CPAP with the United Nations Development Assistance Framework (UNDAF) and the Millennium Development Goals (MDGs). The UNDAF covers the period 2008 to 2012, and was developed on the basis of the 2006 Common Country Assessment (CCA), which identified three main outcome areas: (a) Poverty reduction and social services; (b) Good governance; and (c) Sustainable environment.

3. While UNDP supports all three outcomes, the CPAP mainly concentrates in programme areas where UNDP could contribute significantly to the development process.¹ The UNDP objectives in the area of poverty reduction are: (a) to strengthen pro-poor participatory planning, implementation and monitoring; and (b) to support entrepreneurship and the growth of Small and Medium Enterprises (SMEs) focusing on women and youth in local communities. In the area of good governance, the UNDP programme is articulated around three tracks: (a) human rights promotion; (b) public sector efficiency, transparency and accountability; and (c) monitoring and evaluation systems and processes. A fourth track – Disaster Risk Reduction was added as a separate pillar in 2009. Interventions in the area of sustainable environment include three major components: (a) supporting the preparation of an integrated water management plan focusing on the Zarqa River basin; (b) incorporating global provisions into national and sectoral plans; and (c) climate change adaptation and mitigation measures. Gender, Youth and Human Rights are cross cutting across all programmes. Table 1 below shows the CPAP outcomes under the respective UNDAF outcomes that they contribute towards.

¹ United Nations (2007); Draft Country programme document for Jordan (2008-2012): DP/DCP/JOR/1.

Table 1: Expected CPAP Outcomes

| | | |
|---|---|---|
| UNDAF Outcome 1: Quality of, and equitable access to social services and income generating opportunities are enhanced with focus on poor and vulnerable groups. | | |
| CPAP Outcome 1.1: Increased opportunities (especially women and youth) productivity, empowerment and participation in local development initiatives. | CPAP Outcome 1.2: Improved government capacity in the design and implementation of consultative, evidence-based gender-sensitive poverty alleviation policies and plans | |
| UNDAF Outcome 2: Good governance mechanisms and practices established towards poverty reduction, protection of human rights and gender equality in accordance with the Millennium Declaration | | |
| CPAP Outcome 2.1: Strengthened national capacities to protect, promote, monitor and report on human rights. | CPAP Outcome 2.2: Institutions, systems and processes to promote, coordinate and implement pro-poor gender sensitive national development objectives based on good governance principles. | CPAP Outcome 2.3: Enhanced capacity of government and Civil Society organisations (CSOs) to prevent, respond to and mitigate natural and man-made disaster. |
| UNDAF Outcome 3: Sustainable management of natural resources and the environment | | |
| CPAP Outcome 3.1: National institutional and community capacities strengthened for more suitable management of water resources. | CPAP Outcome 3.2: Environmental policies aligned to global conventions and national implementation capacities enhanced. | CPAP Outcome 3.3: Enhanced capacities for safer management of hazardous waste. |

1.2. Purpose of the Mid-term Review (MTR)

4. The objective of the MTR was to review the current CPAP achievements after two years of programme implementation. The MTR would also strengthen UNDP's oversight systems, including making its processes more efficient to ensure better accountability and quality results by providing strategic recommendations for the remainder of the current CPAP – 2010 to 2012.

5. The MTR reviewed and assessed the following key areas:

- Relevance of the CPAP towards Government priorities, MDGs and UNDAF.
- Progress towards achievement of programme outcomes and outputs.
- Programme performance and management.
- Lessons learnt for contributing towards Delivering as One UN.

1.3. Methodology

6. The evaluation methodology was based on the following:

- Review of background and project documents, including final project and evaluation reports. The list of documents reviewed is shown at Annex 1.
- Interviews with key informants and stakeholder groups, including CO management and Heads of Agencies (HoA); government officials; representatives of donor organizations and Project Implementation Partners (IPs) and Project Managers (PM). The list of individuals interviewed is shown at Annex 2, and Annex 3 contains the Interview Guide and key questions used in the assessment.
- In-depth assessment of a sample of projects selected by the CO.
- Validation and feedback of preliminary findings by the CO management and Programme Units.

1.4. Structure of the Report

7. The MTR report is presented in six chapters. Chapter 1 introduces the report; Chapter 2 presents Jordan's development context; Chapter 3 contains the MTR findings; Chapter 4 discusses UNDP's contribution to Delivering as One; Chapter 5 summarises the key lessons and good practices; and Chapter 6 makes recommendations for strengthening performance and accelerating progress towards expected results.

II. DEVELOPMENT CONTEXT

2.1. Socio-economic situation

8. Jordan is a constitutional monarchy with a parliamentary system consisting of an elected lower house and an upper house appointed by the King. The monarch appoints and dismisses the prime minister, who in turn appoints cabinet. In 2009, the King dissolved parliament, two years before the end of its term. This sometimes leads to frequent changes in government and loss of continuity.

9. Jordan is one of the smallest but most modern economies in the Middle East. As of the end of 2007, the population was estimated at 5.72 million, rising to 6 million in February 2010.² With an annual population growth rate of 2.2³ percent (2.1% according to MDG Report 2010), the population is expected to reach 11 million in the next two decades.⁴ In addition, due to its relative stability and liberal migration policies, the country attracts migrants from the region, and has an estimated 1.8 million people of Palestinian origin.

10. Most of its 6 million population is urbanised - with more than half living in central Amman and Zarqa governorates and another 18 percent in the northern Irbid governorate. Thus, almost 70 percent of the population is concentrated in the country's three largest urban areas. The percentage of the population under 15 years has been declining over the years, from 40 percent in 2002, 38 percent in 2007 and 37 percent in 2009.⁵ This trend in population structure is favourable in economic terms, as it lowers the dependency ration – the ratio of non productive population (persons under 15 years and those over 60 years).

11. The country suffers from structural unemployment, as the country fails to absorb the annual inflow of new job seekers. The Government is the largest employer, controlling over 30 percent of the country's Gross Domestic Product (GDP) and is deeply involved in the key economic sectors such as utilities, mining, agriculture, transportation and to a lesser extent, manufacturing. Consequently, the Government has consistently run large budget deficits, which have led to soaring levels of debt, thus hindering its ability to invest in development enablers. In recent years, grants by donors have been on a downward trend, declining in the years 2006 and 2007 by about 50 percent compared to 2004. Although the grants increased in 2008, they remained less than the value in 2004. Consequently, the country has increasingly been

² Government of Jordan: Department of Statistics (2010); Population and Family Health Survey.

³ UNDP (2010); Jordan Country Brief and Role of UNDP

⁴ Ibid.

⁵ Ibid – page 3. The MDG report (2010) puts the figure of population under 15 years at 38 percent and population between 15 – 24 years at 22 percent.

depending on external debt, but this too declined to 25.7 percent of GDP in 2008, a decrease of almost 28 percent from its level in 2005.

12. Jordan has a semi-arid climate with almost 75 percent of the country being arid desert and only 7.8 percent of the total land area is arable. Annual rainfall ranges from 200mm to 600 mm in the highlands and only 20-70 mm in the desert, making Jordan one of the world's five poorest countries in terms of water resources. In addition, Jordan has very limited natural resources, with potash, phosphate and some small reserves of shale oil being the major ones. Although this constitutes quite a significant economic challenge, the country achieved high GDP growth at constant prices between 2004 and 2008. In spite of the global economic and financial crisis of 2008, which affected food and fuel prices, the real GDP growth was 5.6 percent in 2008, but slowed down to 2.1 percent in 2009. In particular, GDP per capita has demonstrated a steady increase over time, rising from US\$1,882 in 2002 to an average of \$2,646 in 2008.⁶ However, remittances took a hard hit from the global financial crisis in 2008, falling to 40 percent of exports and 15 percent of GDP from 50 percent and 17 percent respectively in 2005. Exports were also restrained in 2008 and 2009 due to sluggish growth in the country's major trading partners in the United States of America (USA) and Europe, causing a significant deficit in the trade balance of 34 percent of GDP from 40 percent in 2005.

2.2. Progress towards the MDGs.⁷

13. The 2010 report on the status of MDGs in Jordan reports satisfactory achievement. The report noted that the pace and magnitude of progress varies from one MDG to another, and from one indicator to another within the individual MDGs. While MDG 2 has been achieved, the report however noted that achievement for MDGs 1, 3, 7 and 8 by 2015 is possible if decisive and targeted policy actions are taken; while MDGs 5 and 6 are on track and will likely be achieved by 2015.

(A) MDG 1. Eradication of extreme poverty and hunger is achievable if certain measures are taken. The percentage of poor people living below the extreme poverty line (JD 292/day in 2008) was more than halved between 1992 and 2008, from 6.6 percent to 0.75 percent. The poverty gap, which reflects the depth and incidence of poverty also declined from 3.3 percent in 2002, to 2.8 absolute poverty line of JD 680 per day - the general income or expenditure required for households to secure basic food and nonfood necessities - experienced a marginal increase from 13 percent in 2004 to 13.3 percent in 2008. In terms of purchasing power parity to the US dollar, the absolute poverty line was estimated at US\$4 per day; which means that Jordan reached and surpassed the international benchmark of \$2 per day.

⁶ Ibid.

⁷ Government of Jordan and UN in Jordan (2010); *Keeping the Promise and Achieving Aspirations*; Second MDG Report.

Analysis of the Jordanian labour market shows that the average of economic activity rate ranged between 38.2 percent and 41.5 percent between 1991 and 2009. Thus only 40 percent of the population aged 15 years and more either work or are ready to join the workforce. Women in particular had a very high rate of unemployment; 24.1 percent compared to 10.3 percent for men in 2009. The indicators for hunger showed a significant improvement. Wasting and underweight rates for children under 5 years for example, declined from 4.4 percent in 2002 to 1.9 percent in 2009.

(B) MDG2: Jordan has effectively achieved this goal, ensuring that all children enroll in basic school. Net Enrolment Ratio (NER) in basic education increased for both boys and girls to 97.5 percent constant from 2004 to 2009 up from 95.8 per cent for boys and 96.5 percent for girls in 2000,⁸ which also means that Jordan has achieved gender parity in basic education enrolment. Disparities among governorates still exist however, with Aqaba, Irbid, Mafrqa, Jareh and Ma'an below the national NER, especially for boys. Survival rates in basic education, as well as literacy among the 15-24 year age group also improved to 99 percent in 2009.

(C) MDG 3: Gender equality has generally been achieved in basic and secondary education, although the gender gap still exists in vocational training – 65 females to 100 males. However, the proportion of women in decision-making positions still remains low compared to men. In 2008, women had 12.7 percent and 6.4 percent representation in the Senate and Lower House respectively. In 2009, women economic participation was only 14.9 percent compared to 64.8 percent for men; and the unemployment rate was 24.1 percent for women, compared to 10.3 percent for men. Jordan therefore still faces challenges with regard to this target.

(D) MDG 4: Jordan may be able to achieve this goal if more targeted policies and actions are taken to accelerate progress. Under-five mortality fell from 39 per 1,000 live births in 1990 to 28 per 1,000 live births in 2009. Infant mortality rate also declined from 34/1,000 to 23/1,000 during the same period.

(E) MDG 5: Jordan is on track to achieve this goal. Maternal Mortality Rate (MMR) fell by an average of 5.4 percent annually over the last ten years; from 41 deaths per 100,000 live births in 1997, to 19 per 100,000 in 2009. If MMR continues to decline at the same rate, Jordan should be able to achieve and possibly surpass target 1 of MDG 5 by 2015. However, more efforts are required in order to achieve Target 2 on universal access to reproductive health. The Contraceptive Prevalence Rate (CPR) increased from 57.1 in 2007 to 59.3 in 2009. If progress continues at this rate, the CPR rate will be 68.1 by 2015, which is below the target.

⁸ Government of Jordan: Ministry of Education, *Annual Statistical Reports (1990 – 2009)*.

(F) MDG 6: Although HIV prevalence is considered to be very low, with a total of 713 cases detected by 2009 (1 per 100,000 of the population), many of the internationally accepted indicators for this goal are difficult to measure in Jordan, either due to the low prevalence or because of cultural factors. With regards to Malaria, during the period 1970 to 2000, Jordan was declared Malaria-free. However some cases were later detected in 2001. Five percent of the Jordanian population is prone to malaria incidence, particularly among those living in the Jordan Valley and surrounding highlands. In respect of Tuberculosis (TB), Jordan has an incidence rate less than 200 per 100,000 of the population, and is classified among Group 3 countries in the region with low incidence rate.

(G) MDG 7: It is possible for Jordan to achieve this goal, but only if more efforts to accelerate progress are instituted. Jordan faces a serious water-scarcity problem, with annual per capita water availability a mere 145 m³ compared to 1,000 m³ required to satisfy a person's basic water needs per year. With regards to the target on mainstreaming sustainable development principles and reversing the degradation of environmental resources, Jordan has made some progress, although more needs to be done in order to achieve all of the indicators. Table 2 below shows the progress on the key indicators for this goal.

Table 2: Indicators for mainstreaming sustainable development and reversing environmental degradation

| Indicator | 2004 | 2008 | 2015 |
|--|------|------|------|
| Proportion of land covered with forest (%) | 0.91 | 0.9 | 0.95 |
| Basic energy consumption (ton/capita) | 1.21 | 1.25 | 1.52 |
| Ozone depleting substance consumption (%) | 7 | 0 | 0 |
| Percentage of renewable energy/total consumption (%) | 0 | 1.5 | 5 |

Progress in reduction of biodiversity was made in absolute terms, although minimal in volume. Several studies also show that Jordan will be affected by climate change, including through a rise in temperatures and decrease in rainfall, which will lead to a decrease in surface and ground water.

With regards to sustainable access to safe drinking water and improved sanitation, Jordan may

achieve this goal if current efforts continue. The proportion of the population with access to improved sanitation increased to 62.2 percent in 2008 from 60.1 percent in 2004; while the proportion of the population with access to safe drinking water and improved water sources increased from 97 percent to 98.4 percent over the same period.

(H) MDG 8: While it is possible for Jordan to achieve this goal, the indicators are also affected by trends in the empowering donor countries. The impacts of the global economic and financial crisis therefore threaten the achievement of this goal.

III. MTR FINDINGS

3.1. Relevance of the CPAP towards National Priorities, MDGs and UNDAF.

3.1.1. Is the CPAP aligned to National Priorities and MDGs?

14. The Government of Jordan (GOJ) developed the National Agenda 2006-2015 articulating its strategy for achieving sustainable development, in which specific initiatives reflecting the vision and mechanisms to achieve the national priorities were identified. The initiatives included:

- Enhancing public participation in the decision-making process and strengthening the role of civil society.
- Guaranteeing the rule of law and independence of the judiciary.
- Safeguarding public safety and national security in accordance with the Constitution.
- Building trust between citizens and institutions by adopting principles of transparency, good governance and accountability.
- Strengthening the principles of social justice and equal opportunity for all.
- Upgrading the production base by developing human and economic resources.

15. In line with the strategy and priorities articulated in the National Agenda, the UNCT in Jordan undertook a Common Country Assessment (CCA 2006) in which it sought to identify and align the national development challenges to international conventions and the MDGs. Following consultations with the government, civil society and the private sector, the major area of concern was identified as quality and relevance of education to the labour market. Other important areas also identified as potential areas for the UNDAF 2008 -2012 included: (1) poverty reduction; (2) sustainable environment; (3) education, training and youth employment; (4) population and health; (5) public and private sector development; and (6) equity and equality issues, including gender equality.

16. This consultative process ensured that the UNDAF was appropriately aligned to the national Agenda. National counterparts that were consulted as part of this MTR process also confirmed their satisfaction that the UNDAF was aligned to the National Development Plan. UNDP developed its Country Programme Action Plan (CPAP) in line with the UNDAF, and therefore also ensured that it is aligned to the National Agenda. Table 3 below illustrates the areas of convergence between the National Development Programme, UNDAF and CPAP.

Table 3: Alignment of National Priorities, UNDAF and CPAP

| National Priority: Sustainable reduction of poverty and improve social services | |
|--|---|
| UNDAF Outcome 1: Quality of and equitable access to social services and income-generating opportunities are enhanced with focus on poor and vulnerable | CPAP Focus: Poverty and MDGs 1. Increase community productivity and participation in local development 2. Improve government capacity in pro-poor planning 3. Enhance quality of and relevance of higher education |
| National Priority: Political development and inclusion; justice and legislation, fiscal reform | |
| UNDAF Outcome 2: Good governance mechanisms and practices established towards poverty reduction, protection of human rights and gender equality | CPAP Focus: Governance 4. Strengthen national capacities to protect, promote, monitor and report on human rights. 5. Strengthen institutions, systems and processes to promote, coordinate pro-poor policies and plans based on good governance 6. Enhance capacity of government and CSOs to prevent, respond and mitigate disasters |
| National Priority: Upgrade infrastructure (water, energy, transport) | |
| UNDAF Outcome 3: Sustainable management of natural resources and environment | CPAP Focus: Climate Change and Environment 7. Enhance national capacities for sustainable management of water resources. 8. Align national environmental policies to global conventions 9. Safer management of hazardous waste. |

3.1.2. Is the CPAP aligned to UNDAF?

17. While the CPAP broadly addresses the issues in the UNDAF, some of the indicators developed for the Country Programme (CP) outcomes in the UNDAF have tended to be very broad, and in some cases neither realistic nor achievable through UN interventions alone. This presents a picture that the CPAP is not adequately aligned to the UNDAF, and more importantly also suggests that programmes are not effectively contributing outcomes. The CO should take this into account when designing its interventions so that its performance is not inadvertently downplayed. Table 4 below illustrates some examples of the UNDAF and CPAP indicators.

Table 4: Examples of UNDAF CP Outcome indicators

| UNDAF CP Outcome | Indicator | Comment |
|---|--|--|
| Quality and relevance of higher education enhanced. | % of university graduates who are unemployed. | Enhancing the quality and relevance of higher education will not necessarily increase employment as this also depends on capacity to create jobs; etc. |
| CPAP output: Education strengthened to make higher education more relevant to market needs | (a) Number of discipline-based studies on employability of graduates completed. (b) Number of Ministry staff trained in graduate tracing. | Both indicators are appropriately aligned to project output and activities and UNDP delivery on them is high. |
| Strengthened national capacity to protect and monitor human rights | Number of re-drafted clauses in the Labour Law endorsed by government | At the level of outcome, this indicator appropriately measures national capacity to protect and promote human rights. |
| CPAP output: Increased awareness of the Lower House of Parliament on ... CEDAW | Number of clauses redrafted in line with CEDAW | Project activities are not aligned to the output indicators; and therefore progress is low. |

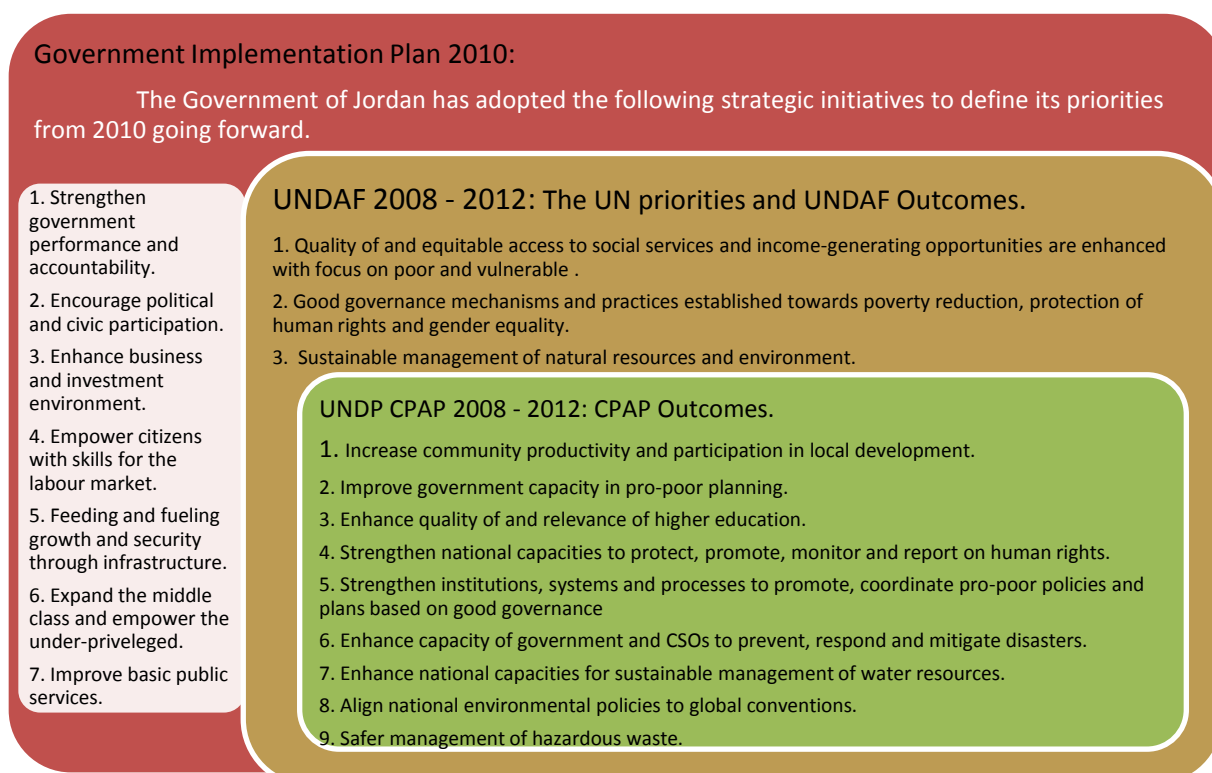
3.1.3. Is the CPAP still Relevant to National Priorities and UNDAF?

18. In 2010, the GOJ adopted seven strategic initiatives to help focus its efforts and define its priorities from 2010 going forward. The strategic initiatives also identify the key priority programmes that will be implemented in order to achieve the objectives. An analysis of these programmes indicates that the CPAP is still aligned to the national priorities. For example, Table 5 illustrates how some of the UNDP projects in the Governance portfolio respond directly to the programmes identified under the Government's First Strategic Initiative. Similar analysis of the other strategic initiatives also demonstrates direct linkages with UNDP projects in the poverty reduction and environment portfolios. Figure 1 below shows the list of the Government's Strategic Initiatives and the UNDAF/CPAP Outcomes, demonstrating how the CPAP continues to be relevant and responds to the government's current priorities.

Table 5: Linkage between Government and CPAP projects

| GOJ Strategic Programme | CPAP Project |
|---|-------------------------------|
| Reforming the Public Sector. | Public Sector Reform project. |
| Automation of government services and e-Government. | Tax project. |

Figure 1: Linkages between Government's Strategic Initiatives 2010 and UNDAF/CPAP.



3.2. Country Office Vision and Positioning Strategy

19. UNDP undertook a 'strategic visioning for change' process from November 2008 to February 2009, to identify and define the best approach for the CO to add value to the development process in the context of Jordan. The process included analysis of the programming situation in the CO; defining a shared vision for programming and operations; and developing an action plan for implementing the vision. The main result culminating from that process was the development of a shared vision for the CO, followed by development of common guiding principles as well as specific programming principles for individual programme and operations units. The CO vision and guiding principles are shown in Figure 2 below.

Figure 2: Strategic Visioning for Change

Jordan UNDP CO Vision:

UNDP will be a trusted, dynamic and valuable partner, supporting Jordan to eradicate poverty and achieve its MDGs, whilst fostering sustainable human development. As a member of the UNCT, UNDP will respond to the development needs in Jordan in alignment with national priorities and in consultation with development partners.

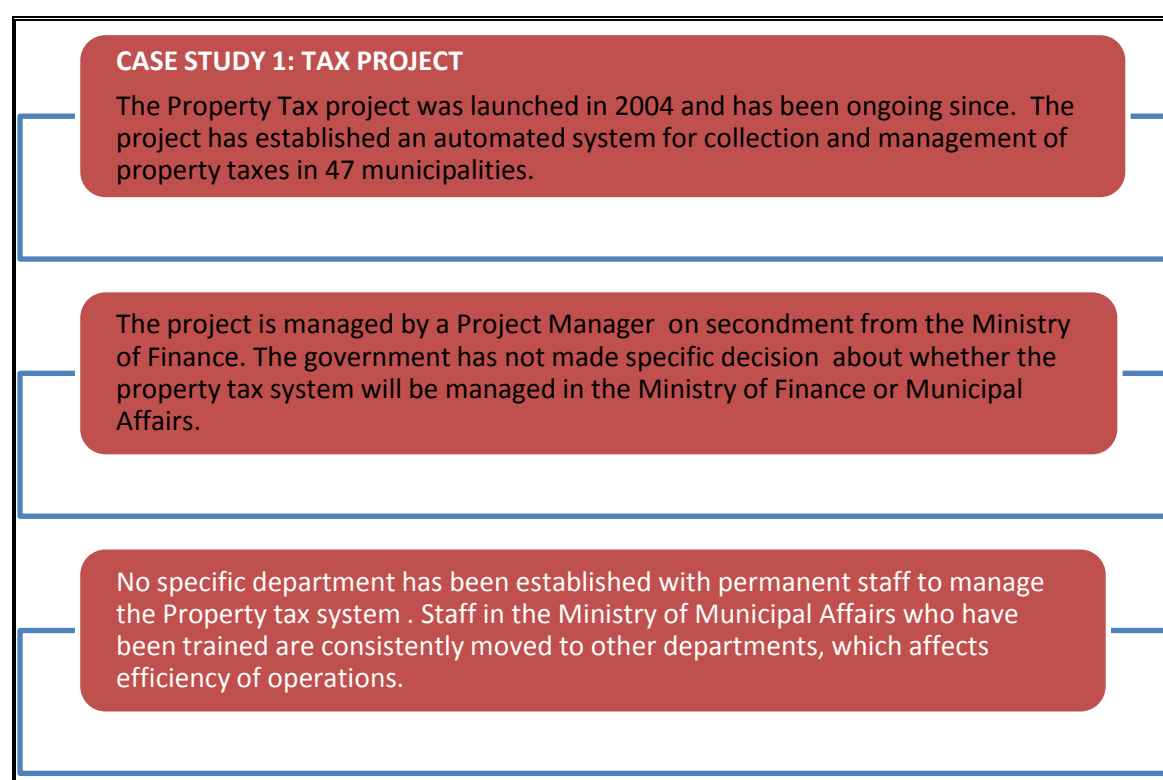
Common Guiding Principles:

1. Provide high level technical support to the GOJ to develop national policies/strategies and implementation plans, while adopting an approach that will focus on enhancing government ownership of the whole process.
2. Jointly identify, from these strategies and implementation plans, components for UNDP's technical and financial support, both at national and sub-national levels, in the **form of** an integrated programme. As part of this support programme, UNDP will together with the GOJ and targeted national institutions, develop:
 - A framework for capacity development that clearly identifies whose capacities and what capacities will be developed
 - An advisory plan of support to address the gender sensitive capacity development needs.Both framework and plan will have clear measurable indicators, the main elements of which will be adopted by all five pillars.
3. Pro-actively seek opportunities to bring other development partners on board for (1) and (2) above.
4. Work with other UN agencies, to coordinate initiatives with the GOJ and NGOs and agree, where possible, on a common mode of delivery and oversight mechanism for this support.
5. Strengthen UNDP's oversight systems including making its processes more efficient to ensure better accountability, gender equity, and quality results.
6. Seek to demonstrate the **inter**-pillar linkages, both in the design and mode of delivery of its support.

20. The cornerstone of the shared vision is based on integrating the Principles of the Paris Declaration and Accra Agenda for Action in CO programming work using capacity development as the primary tool. The UNDP global strategic plan 2008 – 2011 positions capacity development as the organisation's overarching service to programme countries, as well as its core contribution to development. As part of the strategic visioning for change, the CO

reviewed how it provides support to the government and other institutions of the state. The review resulted in a discussion paper on the steps that will be taken in advancing the Country Office towards adopting the Principles of the Paris Declaration and the Accra Agenda for Action on aid effectiveness using UNDP's capacity development process as a core tool.

21. The CO programme management approach has been to establish a project Implementation Unit (PIU) comprising a Project Manager (PM) and support staff holding service contracts and usually hosted by the Implementing Partner (IP). The PMs generally take over the responsibility for project implementation, including delivery of outputs according to the Annual Work Plan (AWP) without the involvement of the IP in the daily management of project activities. While this approach has often guaranteed the full implementation and completion of project activities and stated outputs, knowledge generated by the project is not effectively transferred to the IP staff, and thereby does not assure sustainability of results. Case Study 1 demonstrates how the current programme management arrangement did not fully address issues concerning transfer of knowledge and sustainability of results through targeted institutional capacity development.



22. UNDP has now developed and adopted a CO Vision developed from an extensive in-house discussions and trainings for all staff. The CO vision is to move towards implementing the Principles of the Paris Declaration in all new projects. Implementation of the Vision includes the

gradual phasing out of the PIUs and PMs. Working jointly with the IP, UNDP will identify the Directorate in the targeted IPs that will take over the daily management of UNDP's programme of support; and offer a menu of options on how to develop the skills and knowledge of their staff jointly identified through a self-capacity assessment. The Terms of Reference for the Project Management Coordinator includes assistance and training of the Directorate on planning, reporting, and management in addition to the specific technical functions related to the programme of support. Consultations with IPs have been completed and they have all welcomed the new approach. An independent consultant has been engaged to carry out the Harmonised Approach to Cash Transfer, (HACT) assessment for each potential IP. The findings of each assessment will be included in the programme of support and activities to address any weakness identified in the assessment will be included.

3.3. Progress towards Outputs and Outcomes

3.3.1. Contribution to Outcomes.

23. Overall, UNDP made significant contributions towards outcomes through its interventions. Based on analysis of the in-depth studies of sample projects, UNDP is on track to achieve the stated outputs and contribute towards CPAP outcomes. Under the poverty reduction portfolio, UNDP has 13 projects currently at various stages of implementation and completion. The projects are directly aligned to the outputs and have potential to make significant and positive contribution towards CPAP outcomes. Case Study 2 provides an overview of the 'Support to Poverty Analysis and Monitoring' project, and demonstrates the linkages between the results delivered and the CPAP output and outcome. Analysis of other projects also indicates that actual project outputs and results are relevant to the CPAP outcomes. For example, the project on 'Capacity development of MSMEs through ICT' contributes directly to CPAP output 1.1.1. on "enhancing

Case Study 2- Support to Poverty Analysis and Monitoring

CPAP Outcome: Improved government capacity in the design and implementation of consultative, evidence-based gender sensitive poverty alleviation policies and plans.

CPAP Output: Strengthened national capacities to generate information for evidence-based policy making.

Results Delivered:

- (1) Poverty Division established in DOS.
- (2) Capacity developed in Policies and Studies Department of MoPIC.
- (3) Technical support provided to MoPIC M&E Department to establish M&E framework for NEP, using DevInfo.
- The first local level MDG Report providing baseline data for localizing MDGs was developed for the Aqaba governorate in 2008.

employment skills, and market responsiveness of MSMEs”. Underscoring the significance of the results under this project, His Majesty King Abdullah II issued a decree for the project to be replicated in all 12 governorates following his visit to the project in 2008.

24. Under the Governance portfolio, the CO delivered significant results through many of its interventions. For example, UNDP facilitated the first official dialogue in Parliament on gender budgeting and the Convention for the Elimination of all forms of Discrimination against Women (CEDAW). In its role as chair of the Donor Governance Group, UNDP led the process to strengthen and coordinate donor programmes around governance issues, including on anti-corruption, human rights, decentralisation, public financial reform and judiciary reform. UNDP also provided high level technical expertise to the inter- ministerial committee responsible for defining the way forward for decentralisation in the country.

25. Under the Environment and climate change portfolio, UNDP took the lead role in the development of a Joint Programme with the Food and Agriculture Organisation (FAO), World Health Organisation (WHO) and United Nations Education and Scientific Organisation (UNESCO) on Adaptation to Climate Change to Sustain Jordan’s MDG Achievements supported by MDG-F. UNDP also helped Jordan to be among the top three countries in the region to develop Jordan’s Second National Communication to the United Nations Framework Convention on Climate Change (UNFCCC), and Jordan’s National Strategy and Action Plan for Bio-diversity and the National Strategy and Action Plan on Desertification. In 2009, UNDP hosted a two-day inter-ministerial workshop in preparation for the Copenhagen Summit. Case Study 3 below provides one example illustrating how key results were achieved under the project on Jordan’s Second National Communication to the UNFCCC”.

| Case Study 3: 2 nd National Communication Report project | | |
|--|--|---|
| EXPECTED RESULTS | INDICATORS | ACHIEVEMENT |
| CPAP Outcome: Environmental policies aligned to global conventions and national implementation capacities enhanced. | Project Indicator: 2nd NCCC report produced with consensus on findings and recommendations | English version of 2nd NCCC report produced and launched in November 2009 . |
| CPAP Output: Policy relevant capacities for the implementation of the global environment conventions are developed . | Project Target: Publication and circulation of the English and Arabic copies from the SNC report | SNC Arabic report will be published and disseminated in October 2010. |

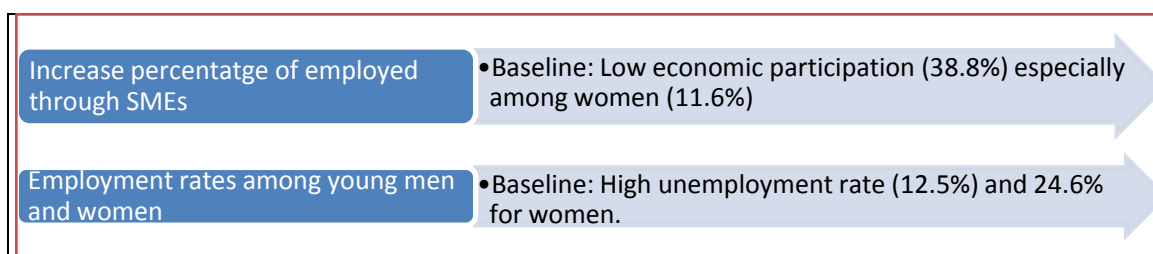
26. Disaster Risk Reduction had been included under the Environment portfolio but was constituted as a separate pillar in 2009. The UN now considers disasters as a unique factor that can reverse development progress in unprecedented ways. The Tsunami that devastated most of Asia in the last few years and last year's earthquake in Haiti are both examples of the catastrophic impact that disaster can have on development and progress towards MDGs. In this regard, DRR can therefore help to sustain development gains under different MDGs. For example, under MDG 1 DRR helps by reducing livelihood vulnerability; reducing the negative impacts on the macro-economy, which promotes growth and fiscal stability.

27. Under the Crisis Prevention and Recovery portfolio, UNDP led in the development of a Joint Programme proposal to support the newly established National Center for Security and Crisis Management (NCSCM). Seven UN agencies (UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNRWA, and WHO) prepared a joint proposal to support the NCSCM, which was established in April 2010 by Royal decree to lead in overall policy formulation, coordination and capacity development as the National Command Authority during times of crisis. The proposal is expected to be officially approved by the new Parliament after elections in November. A master plan for Earthquake Disaster Risk Management for the city of Amman was completed in 2009. The CO is currently developing a conceptual framework to integrate the climate change adaptations strategies with disaster risk reduction in Jordan. The framework will provide guidance for the mainstreaming of DRR in existing project and develop specific programmes such as the phase 2 of the Aqaba project. UNDP also supports Jordan to meet its commitments under the Mine Ban Treaty through interventions to support the National Committee for Demining and Rehabilitation (NCDR). Out of estimated total of 136,000 land mines in the northern border, 50,000 had been removed by end of 2009, increasing to 70,000 by September 2010, with estimates indicating that all landmines will be cleared by third quarter of 2011.

28. Government officials that were consulted during the MTR all confirmed that they were satisfied with UNDP's performance and achievement of results. Annex 3 shows some of the key results and progress achieved under each of UNDP's programme portfolios.

3.3.2. Contribution towards Indicators.

29. Although it is not possible to specifically quantify and attribute UNDP's contribution to the outcome, the evidence shows that there was progress towards some of the stated outcomes. For example, the unemployment rate for women in 2009 was 24.1 percent compared to the 2007 baseline of 24.6 percent. The outcome indicators and baselines established for CPAP Outcome 1 above are shown in the exhibit below.



30. While it may appear that there has been some contribution towards the stated indicators, the articulation of the indicators is not amenable to specific measurement. For example, looking at the first indicator above, the expected result is to increase the percentage of the employed population in the SME sector. In order to enable specific assessment of progress, the baseline data should have specifically established the number of people employed in the SME sector at the beginning and establish a specific target of the increase that is expected to be achieved as a result of the interventions. As it is currently stated, there is a mismatch between the indicator and the baseline data. Similarly for the second indicator, a specific target of expected increase in the employment rate for young men and women would enable focused assessment of progress.

31. Some of the output indicators are not directly linked to the specific interventions and therefore cannot result from the project activities. The Exhibit below provides a case study of the Parliament project, demonstrating how the specific indicators are not linked to project activities.

Case Study 4 – Building capacity of Parliament project

CPAP Output: Increased awareness of the Lower House of Parliament, on human rights conventions to align laws towards CEDAW, International Convention on Labour, Civil and Political Rights

Output Indicator: Number of clauses within Labour Law redrafted in line with ratified human rights conventions, including CEDAW.

Comment: The project does not have activities to support redrafting of laws. In addition, the Government may not be willing to ratify or align its laws with those specific clauses.

32. The Demining project, for example, includes among its indicators: (a) returning fertile land to farmers for agricultural use; (b) construction of a free trade zone around the city of Mafrag;

(c) completion of the Wihda dam project; and (d) demilitarizing the border between Jordan and Syria. Clearly, the removal of land mines in the northern border should create the enabling environment for these results to be achieved; however, the project itself cannot assure that they will occur.

3.3.3. Contribution towards Crosscutting Issues

33. While UNDP has specific and targeted interventions on gender equality, capacity development, sustainable environment and human rights, these thematic areas also constitute the framework for UNDP global programming and should therefore be mainstreamed in all programmes.

A. Mainstreaming Capacity Development

34. As already noted above, the CO has adopted a deliberate strategy and plan to position capacity development at the center of its programming as a tool for integrating the principles of the Paris Declaration and Accra Agenda for Action on aid effectiveness. Under this new approach, prior to the development of a programme of support, UNDP will examine the mandate of the IP and their organigram in order to determine how best to strengthen their capacity to implement their mandate. The CO will also phase out the concept of PIUs and PM and replace them with a Project Management Coordinator/Adviser as elaborated in Section 3.2 above. The main function of the PMC will be in capacity development, which will be provided with specific emphasis on the following support:

- a) Assist the IP to carry out an institutional review.
- b) Design a tailored capacity development programme for the focal Unit or Directorate managing the programme.
- c) Assist the Unit/Directorate to identify its staffing needs and develop job descriptions.
- d) Study linkages with other internal or external Units/Directorates to determine their skills requirement in order to build synergy.

B. Mainstreaming Gender Equality

35. In 2009, the CO undertook an analysis of its overall programme, operations and human resources from a gender perspective. The analysis revealed major gaps with respect to mainstreaming gender issues, both in programming and operations. The CO determined that there were some weaknesses of knowledge on gender mainstreaming within its own ranks and national counterparts. The gender parity in the CO was tipped in favour of women, who constituted 67.7 percent of the staff, thus indicating a need for affirmative action to encourage recruitment of males. There had been no gender mainstreaming training undertaken in the CO since 2007; and an analysis of resource allocations in programme portfolios showed that the

Poverty Reduction Unit had the highest allocation of 31.1 percent of its total budget for gender mainstreaming. The Governance Unit had 1.3 percent allocated for gender; Environment Unit had 4.0 percent); while Crisis Prevention and Recovery Unit had 1.7 percent of total budget allocated for gender.

36. Following this assessment, UNDP developed a specific strategy, action plan and evaluation framework for mainstreaming gender in its programme units and operations unit. The CO has developed a comprehensive gender strategy aiming at achieving gender mainstreaming and greater gender equality. This is attained by integrating a gender perspective into programme and operation areas of work, assessing the implications for women and men of any planned action, in all areas and at all levels. The CO is also making considerable efforts to ensure that the working environment is gender-sensitive, guaranteeing equal opportunities and treatment to both men and women.

37. The strategy is based on the following four outputs:

| | |
|-----------------|--|
| Output 1 | Internal UNDP operations and programme processes are engendered. |
| Output 2 | Capacity of UNDP CO and key national counterparts is enhanced in gender mainstreaming. |
| Output 3 | National knowledge base on gender is built and updated. |
| Output 4 | Gender specific interventions are discussed and developed with national counterparts and development partners. |

38. The action plan of the Gender Strategy for 2010 focuses on:

(a) Programme management. Inclusion of gender awareness in internal UNDP operations and programme processes through the review of project evaluation forms and the creation of project specific gender action plans to promote integration of contributions to gender mainstreaming.

(b) Human resources and operations. Identification and use of gender sensitive interview questions, the inclusion of gender indicators in staff's RCAs, and the engendering of ToRs.

(c) Capacity development. promotion of staff capacity in gender analysis and mainstreaming through training sessions as well as supporting counterparts to mainstream gender in their daily work. The Gender Cluster unit has also promoted the creation and distribution of awareness and marketing tools with national partners. A participatory assessment to monitor the achievements and identify the main gaps and

challenges in the implementation of the CO strategy and plan is planned for the end of November.

(d) Gender Marker. The CO continues to integrate the Gender Marker in all projects and promoting the integration of gender components in all portfolio areas.

C. Mainstreaming human rights-based approaches

39. In the UN Programming for Reform launched in 1997, the Secretary-General called on all entities of the UN system to mainstream human rights into their activities and programmes within the framework of their respective mandates.⁹ In a Human Rights-Based Approach (HRBA) as defined by the UN, the aim of all activities should be to contribute directly to the realization of human rights based on the principles of: (1) universality and inalienability; (2) interdependence and inter-relatedness; (3) non-discrimination and equality; (4) participation and inclusion; (5) accountability; and (6) rule of law.

40. In June 2010, UNDP and the Government of Jordan signed a project document to implement a capacity development programme for the National Centre for Human Rights (NCHR) in Jordan to implement its new strategy. This multi-year project will strengthen the capacity of the NCHR to implement its mandate in terms of reporting on, advocacy for, and investigation of human rights violations. In addition, the programme includes having a “Researcher in Residence” from the National University of Ireland to support the research and library division of the Centre to become a resource centre for Jordan on regional and international human rights documents.

41. However, Jordan has not signed some of the major international human conventions on human rights.¹⁰ Exhibit 6 below shows some of the major conventions on human rights not signed by Jordan.

⁹ UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming.

¹⁰ UNDP (2010); Jordan Country Brief and Role of UNDP.

International Human Rights Conventions Not Signed by Jordan

- Convention on the Prevention and Punishment of the Crime of Genocide (ratified)
- Convention on the non-applicability of statutory limitations to war crimes and crimes against humanity
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (ratified but not signed)
- International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families
- International Convention for the Protection of All Persons from Enforced Disappearance
- First Optional Protocol to the International Covenant on Civil and Political Rights
- Second Optional Protocol to the International Covenant on Civil and Political Rights
- Optional Protocol to the Convention on the Elimination of Discrimination against Women
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (ratified)
- Optional Protocol to the Convention on the Rights of Persons with Disabilities
- UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)¹¹

42. While the CO has started measures to move towards HRBA, it is yet to develop and articulate a specific strategy and action plan along the lines adopted for gender mainstreaming. In August 2010, the CO held a two-day learning event on how to mainstream HRBA; and the Human Rights Division from UNDP headquarters will conduct a training seminar on HRBA which will also be attended by other UN agencies and UNCT in the first quarter of 2011.

D. Mainstreaming Environment

43. Currently UNDP has nine projects in its Environment and Climate Change portfolio:
- a) Adaptation to Climate Change to Sustain Jordan's MDG Achievements (Joint Program).
 - b) Developing Policy-relevant Capacity for Implementation of the Global Environmental Conventions in Jordan.
 - c) Water Governance Programme for the Arab States.
 - d) Piloting Climate Change Adaptation to Protect Human Health.
 - e) Enabling Activities for the preparation of Jordan's 2nd National Communication to the United Nations Framework Convention on Climate Change (UNFCCC).
 - f) Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors Along the Rift Valley/Red Sea Flyway - Regional Project.
 - g) Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors Along the Rift Valley/Red Sea Flyway - National Project.

¹¹ The ratification was subject to reservations on Articles 9.2, 16(1-c-d-g), and 15.4, chiefly concerning women's nationality, marriage and family relations, and movement of persons. In February 2009, the government of Jordan has lifted the reservation on Article 15.4.

- h) Community-Based Sustainable Land Management Partnership (The Global Mechanism of the UN Convention to Combat Desertification (GM.)
- i) Designing and Establishing an Energy Labeling System for Household Appliances.

44. Based on the in-depth project reviewed - Adaptation to Climate Change to Sustain Jordan's MDG Achievements – there are indications of progress towards mainstreaming of environment. An Inter-Ministerial Task Force was established to coordinate the Joint Programme, and in addition, each of the sector Ministries involved (Agriculture, Water and Irrigation, Environment, Health, and Education) has its own Task Force on Climate Change. The CO has also examined the recent findings and status of the second MDG report on Goal 7 to identify the existing gaps and how UNDP can address them; and the process is underway to prepare a Framework to mainstream environment and climate change in the other programme portfolios.

3.4. Programme Management

45. Overall, UNDP has effective programme management that is consistently being improved through a knowledge management and learning process. However, much of the work that has been undertaken to strengthen programme management is unfortunately not directly reflected in the CPAP.

3.4.1. Knowledge Sharing and Learning.

46. The CO developed a learning plan that involves a learning session held every two weeks. Staff members give presentations on topics related to their areas of expertise as well as topics based on research. Project Managers also participate in these learning sessions and the CO plans to invite IPs to selected sessions in the future. Special sessions were also conducted with Project Managers on various topics including, planning, FACE, NEX modality, and UNDP's procedures and regulations. The CO learning strategy for the office includes a learning plan for personnel involved in projects, which allows them to have access to the online learning platforms. This will build the capacities of project staff and ensure the delivery of UNDP's projects and programmes. In addition, the CO has put considerable effort into revising its website, which is also being used as a mechanism to exchange UNDP knowledge at CO and global level. In this regard, the CO has introduced "teamworks" on its website as a forum for sharing knowledge and best practices; and this site is accessible to UNCT members and IPs.

3.4.2. Systems Improvement.

47. UNDP Jordan has invested time and resources to improve and simplify systems in order to make them more user-friendly and understandable by IPs and PMs. For example, the format for Quarterly Reports has been enhanced to provide more space for PMs to report substantively on

performance and results and provide direct links to the Results Oriented Annual Report (ROAR) portal. The CO also carried out a salary survey in 2008, to ensure that staff hired on service contracts and PMs are motivated towards higher performance.

3.4.3. National Execution.

48. While most of UNDP's support is provided through the National Execution (NEX) modality, the PIUs have tended to develop a hybrid mix of UNDP financial systems and procedures with IP systems and procedures. This has been in part due to the strict rules that regulate UNDP financial management, as well as weak IP financial systems and control mechanisms.

3.4.4. Oversight.

49. The CO has continually worked on improving its oversight systems some of the reporting templates used by UNDP globally are either viewed as complex or inadequate by some of the IPs and PMs. For example, the current AWP template only allows reporting at activity level – but a new template that will enable output-level reporting is being developed by UNDP headquarters. While the Finance Associate and the relevant heads Programme units carry out periodic spot checks and on site project visits, some of the IPs and PMs consulted indicated that they were not aware if the CO had a structured oversight plan to monitor project performance on an on-going basis. However, UNDP has taken steps to systematically address this by introducing monthly meetings with Project Managers which are attended by both Operations and Programme staff in order to improve communications, information sharing and programme support.

3.4.5. Project Closing.

50. At the beginning of the current CPAP, UNDP had a caseload of up to 59 projects that had been completed but not yet closed by end of 2009. About 60 percent of the projects did not have a signed amendment document. In addition, due to extended periods before closing, institutional memory is lost within the staff of the national counterpart and IP, thereby making it even more difficult to close the project. The CO has now established a plan to launch the process for closing projects. At the time of this MTR, 16 projects had been successfully closed and a further 24 were due to be closed by end of year.

| Programme Unit | Pending | Closed |
|--------------------|---------|--------|
| Poverty reduction | 26 | 9 |
| Governance | 23 | 4 |
| Environment | 8 | 1 |
| Disaster Risk Mgt. | 11 | 2 |

3.4.6. Exit Strategy.

51. An exit strategy entails a specific plan and commitment by the national counterpart to integrate the main principles and systems established by the project in their on-going work after UNDP's departure. Based on analysis of the in-depth review of selected projects, UNDP does not include specific exit strategies in its project design. For example, the Memorandum of Understanding (MOU) between UNDP and the House of Representatives General Secretariat does not have a specific section that addresses the terms of agreement for an exit strategy. However, this has now been included in the project document for the second phase of support to the Property Tax project.

3.5. Resource Mobilisation and Expenditure

52. UNDP is on track to meet its resource mobilisation and expenditure targets. By end 2009, Expenditure was 46.7% of total Programme Budget (56.3% at the time of the MTR). Expenditure was 76.4 percent of 2008 budget and 63.2 percent of 2009 budget. Delivery has been quite high in all programme units – by end of 2009:

- ✓ Poverty Reduction Unit had delivered 70.1 percent of its total 2-year budget.
- ✓ Governance Unit - 69.9 percent of total budget;
- ✓ Environment Unit – 64.2 percent of total budget; and
- ✓ Disaster Risk Management - 88.6 percent of total budget.

53. The CO acknowledges the need for more rigorous efforts to mobilize resources, and has developed a resource mobilization plan and marketing strategy. Several training sessions have been held, and the CO plans to continue this training to enable all members of staff to effectively contribute in implementing the action plan for resource mobilisation. Table 6 below shows the summary of Resources and Expenditures from 2008 to 2nd Quarter of 2010.

Table 6: Resources Framework and Expenditures

| Programme Budget: 2008 - 2012 | | ANNUALISED BUDGET and EXPENDITURES (US \$) | | | | | | |
|---------------------------------------|--------------|---|------------------|------------------|------------------|------------------|------------------|------------------|
| Regular (Core) | \$3,929,000 | CP Area | 2008 | | 2009 | | 2010 | |
| (Non-Core) | \$22,786,000 | | Budget | Exp. | Budget | Exp. | Budget | Exp. |
| TOTAL | \$26,715,000 | Poverty and MDGs | 1,337,481 | 950,021 | 766,740 | 525,057 | 731,846 | 235,819 |
| | | Democratic Governance | 2,158,031 | 1,537,024 | 1,713,477 | 1,172,228 | 1,083,578 | 602,463 |
| | | CC & Environment | 641,859 | 390,641 | 735,512 | 494,244 | 780,142 | 392,930 |
| | | Disaster Risk Management | 3,912,671 | 3,278,156 | 4,462,194 | 4,147,058 | 2,654,718 | 1,319,915 |
| | | Total | 8,050,042 | 6,155,815 | 7,674,923 | 6,338,587 | 5,250,284 | 2,551,127 |
| Ratio of Annual Expenditure to Budget | | | 100% | 76.4% | 100% | 63.2% | 100% | 48.5 |

IV. CONTRIBUTION TOWARDS DELIVERING AS ONE

54. The UNCT in Jordan has embarked on a process to move towards Delivering as One as a self-starter country. In the narrative for the UNDAF 2008 – 2012, the UNCT articulated this vision as follows:

“...The iterative character of the UNDAF (sic) process generated a new mindset and a high level of enthusiasm, which, it is hoped, will be a strong catalyst towards the ‘One UN – One Programme concept’.”

55. The advantages of Delivering as One are widely documented, and have been further confirmed by the lessons generated by the Pilot countries, albeit with some hitches, some of them systemic, and others more to do with lack of willingness and commitment by UN agencies or the individuals involved at the country level. UNDP Jordan has taken positive steps, and often taken the lead towards the realization of this goal.

4.1. Joint Programmes

56. UNDP has led in the development of, and is actively involved in most of the Joint Programmes in the UNCT. Some of the projects that UNDP undertakes jointly with other UN agencies include:

- ✚ Integrating MDGs in the National Plan – UNDP manages the pooled UNDP/UNFPA fund.
- ✚ Support to the Higher Council for Youth – Joint programming with UNICEF.
- ✚ Support to National Center for Security and Crisis management – Joint programme with UNESCO UNICEF, WHO, UNWRA, UNESCO, UNFPA, UNDP and UNHCR.
- ✚ Adaptation to Climate Change to Sustain Jordan’s MDG Achievement – Joint programme with FAO, UNESCO, UNDP and WHO.
- ✚ Piloting Climate Change to protect Human Health – UNDP and WHO.
- ✚ Support to Effective Women’s Participation in Public Life at Local Municipal level – Joint programme of UNDP and UNIFEM.
- ✚ NHDR and Community Radio projects – Joint programming with UNV.
- ✚ Food and Nutrition security in Jordan towards poverty alleviation, with UNICEF, WFP, UNIDO.

57. The following case study illustrates UNDP's role in the development of joint programmes.

Case Study 5: Food and Nutrition Security in Jordan towards Poverty Alleviation

Process:

- UNDP led in the establishment of UN taskforce to develop the joint initiative.
- UNDP and Ministry of Agriculture brought together national stakeholders involved in food security to identify components of the joint programme, including detailed mapping of ongoing programmes of the GOJ.

Partner UN Agencies: UNDP, UNICEF, UNIDO and WFP.

IPs: DOS, CCSS, MOA, MOE, MOH, MOTI, JE.

Budget: The project has pooled funding of \$ 4, 149,899 with 31% is already funded.

4.2. Theme Working Groups.

58. To coordinate the activities, knowledge and technical support of UN agencies in the implementation of specific UNDAF outcomes, the UNCT established Theme Working Groups. Each group is chaired by one of the UN agencies with other agencies participating as members. UNDP chairs the Governance group and participates as a member in the other two groups – Social Development group chaired by UNICEF, and Environment group, chaired by the WHO. Four additional groups were established, focusing on HIV and AIDS (UNICEF); M&E group (UNFPA); Operations Management group (UNRWA); and UN Communications group (UNESCO and UNHCR).

59. In addition to its active engagement and participation in the context of Theme Groups, through its new approach of integrating the Principles of Paris Declaration using capacity development as the core tool, UNDP has established a platform whereby UN agencies can collaborate on projects that are intrinsically linked to their work and results. This approach provides a good foundation for joint programming and joint programmes, which are the key tools and mechanisms for Delivering as One.

60. A quick Acid Test that could be used to guide selection and design of projects therefore could be based on these questions:

- ✚ Is the project a priority for the government?
- ✚ Is the project aligned to the UNDAF?
- ✚ Is it a Priority for the UN?
- ✚ Is it directly linked to MDGs and acceleration of MDGs?
- ✚ Does this project link up with the projects that other UN Agencies are doing?
- ✚ Are the intervention Outputs likely to have impact on results of other UN agencies?

Case study 6 looks at the Public Sector Reform project, and illustrates how opportunities for collaboration with other UN agencies can be enhanced if a project is designed so that its activities and outputs have a cross-sectoral impact.

CPAP Outcome:

Strengthened institutions, systems and process to promote, coordinate and implement pro-poor, gender sensitive national development plans.

CPAP Output:

Capacity of the Ministry of Public Sector Development enhanced to improve service delivery in line Ministries.

Implementation Strategy:

- MOPSD is the Programme Manager to champion system-wide public sector reform.
- Capacity building includes providing MOPSD with skills to assess institutional capacity of sector *Ministries, develop* restructuring strategies and enhance its M&E capability.
- Ultimate beneficiaries are the sector Ministries who will improve service delivery; thereby benefitting results of other UN agencies working in those sectors.

4.3. Aid Coordination and Harmonisation

61. UNDP is part of the different Thematic Donor/Lender Sub-groups in Jordan, which aim at ensuring sound coordination of the activities of donors and lenders. UNDP chairs the Donor/Lender Governance group and the Donor Decentralisation group. In this role, UNDP in partnership with the European Union supported MoPIC to develop the Aid Information Management System (AIMS), which provides comprehensive data about on-going programmes and projects funded with foreign aid. In August 2009, UNDP also co-hosted, together with MoPIC the International Aid Transparency Initiative (IATI) regional consultations for Arab States.

62. In 2007, UNDP led the UN Taskforce on Harmonised Approach to Cash Transfers (HACT), which included UNICEF, UNFPA, UNIFEM and WFP. Government approval was obtained in early 2008, and so far micro assessments for 52 IPs have been completed. The UNCT rolled out the harmonised Funding Authorisation and Certificate of Expenditure (FACE) process, following which Jordan was declared HACT compliant. However, full implementation has not been achieved yet, partly due to insufficient commitment and capacity to implement by UN agencies; and in part due to weak capacity of the IPs.

V. LESSONS LEARNT AND GOOD PRACTICES

5.1. Lessons Learnt

63. [Lesson 1](#). The CO invested over 18 months of its time in transformational change management by undertaking a strategic visioning process based on knowledge sharing, learning and team-building. The fundamental lesson emerging from UNDP performance over the initial 2 years of implementing the CPAP is that organizational effectiveness can be achieved when everyone is pulling together towards a shared vision; when everyone has a solid understanding of the desired end state; and everyone knows how the organisation wants to get there. This is a lesson that applies as much to UNDP as it does to the UNCT in its efforts towards Delivering as One.

64. [Lesson 2](#). UNDP has made significant progress towards the CPAP outcomes through the results of its interventions. However, some projects outputs are not aligned to stated Outcome indicators as provided in the UNDAF, thereby making contribution towards outcomes difficult to ascertain. The lesson here is that when indicators are not articulated appropriately, the contribution of outputs cannot be realistically measured. This may cause doubts in the efficacy and effectiveness of the organisation's strategy thereby affecting staff morale and commitment.

65. [Lesson 3](#). UNDP developed specific strategies and action plans for mainstreaming gender and capacity development in its programmes, which has resulted in more deliberate integration of gender and capacity development indicators. The CO is currently in the early stages of developing similar strategies for HRBA and Environment as crosscutting issues in all programmes. The lesson for UNDP is that mainstreaming crosscutting themes can be effectively accomplished with specific strategy and plan of action.

66. [Lesson 4](#). The CO developed a learning plan that involves a learning session held every two weeks. Project Managers also participate in these learning sessions and the CO plans to invite IPs to selected sessions in the future. Special sessions were also conducted with Project Managers on various topics including, planning, FACE, NEX modality, and UNDP's procedures and regulations. The lesson for UNDP is that a knowledge management and learning ethic, along with the current practice of strong communication and coordination between the Programme and Operations Units contributes to effective programme management.

67. [Lesson 5](#). UNDP has successfully established effective systems and processes as well as build capacity of national counterparts to implement the systems. For example, the Property Tax project trained staff in the Ministries of Finance and Municipal Affairs in use of automated

system and property tax assessments. However, there has been consistent staff movement and transfers between departments, which has affected efficient operation of the system; while also the internal policies in the Ministry of Municipal Affairs have not been reviewed in line with the new systems. In the Parliament project for example, UNDP provided support to members of the Lower House on human rights issues; but since members of Parliament change with every election, the project could have achieved more sustainability by focusing on building capacity of the General Secretariat, which is a more permanent institution. The key lesson here is that sustainability of results can be best achieved if the project design includes a specific exit strategy and jointly planned with the IP.

5.2. Good Practices

68. As a middle income country, the UNDP office in Jordan is very small compared to other countries. There are only two staff members in each Programme unit – a programme Analyst and Programme Associate. In spite of the heavy workload on the staff, the CO is on track to deliver on its programme budget while also achieving expected results and contribution towards stated CPAP outputs and outcomes. This remarkable achievement has come about as a result of a strong sense of commitment by the staff; and the CO ability to develop a work ethic that enables staff to work together towards a shared vision.

69. After detailed review and assessment of its programme and operations processes, UNDP has started to implement its vision, and a number of good practices have emerged. Some of the good practices include:

- ➡ **Shared vision and guiding principles.** UNDP undertook a strategic visioning process, including mapping its programme and operations processes, culminating in the development of a shared vision and guiding principles for the CO as well as specific guiding principles for individual Programme and Operations units.
- ➡ **Programming around the Paris Declaration.** The CO developed a new approach whereby it integrates the Principles of the Paris Declaration and Accra Agenda for Action on aid effectiveness using capacity development as the core tool. The process entails phasing out the concept of PMs and PIUs, replacing them with Project Management Coordinators/Advisers. The new programme management strategy places emphasis on targeted institutional development using HACT approaches as the main tool for assessing IP administrative systems and capacities. The new approach is being rolled out in all new initiatives, and where possible adapted to ongoing projects.
- ➡ **Mainstreaming gender.** The CO developed a strategy and action plan to mainstream gender in its programme and operations portfolios. The strategy involves engendering project documents with specific gender indicators; engendering the

reporting tools and formats; and specific focus on gender in procurement and recruitment.

- ➡ **Knowledge sharing.** UNDP redesigned its website to make it more useful as a tool for communicating information about the work of the CO and its achievements to its partners and stakeholders; and a forum for sharing information and knowledge in the office. As a way to ensure that the website is dynamic and is updated continuously, programme and operations staff were involved in the redesign of the website. The CO has also shared knowledge of resource staff in different areas, including missions to other country offices.
- ➡ **Learning environment.** The CO developed a learning strategy and knowledge management action plan. Learning sessions are held every two weeks for all staff members and PMs; while IPs are invited for selected sessions based on the content of the sessions and in line with the Projects learning plan. The CO has also initiated a process to develop cooperation with national and international universities on specific thematic topics such as climate change.
- ➡ **Delivering as One.** UNDP has led the process of developing joint programming and joint programmes in order to strengthen the process towards Delivering as One. The CO has supported the government to strengthen its systems and processes for aid coordination through development of the Aid management Information System.

VI. RECOMMENDATIONS

70. Available evidence indicates that UNDP is on track to achieve expected results. However, progress could be accelerated in some of the areas by taking further measures to strengthen performance for the remainder of the CPAP period as well as in the development of the next CPAP cycle.

Recommendation 1:

UNDP should develop a strategy on how to effectively balance its programme portfolio and accelerate progress towards MDGs 1, 3 7 and 8, which require further decisive and more targeted actions in order to be achieved by 2015. The timeline for this recommendation should be for both the final phase of the current CPAP as well as in the next CPAP.

Recommendation 2:

UNDP should review, in the context of the UNDAF Theme Groups the indicators related to its Country Programme with a view to enhancing the alignment of its interventions to the outcome indicators so that reporting and assessment of its performance can more accurately reflect achievements and progress made towards outcomes. UNDP may consider undertaking results-based management training for its staff and PMs to ensure a common definition and understanding of terminology and approaches. This recommendation should be implemented in the current CPAP.

Recommendation 3:

UNDP should take specific measures to finalise development of specific strategies and action plans for mainstreaming HRBA and environment in its programmes portfolios; and ensure that relevant indicators are integrated in the project M&E plans and reporting templates. This should be implemented for ongoing projects as well as new initiatives.

Recommendation 4:

UNDP should develop and integrate specific exit strategies to ensure that the systems and outputs delivered through its interventions can be continued by national institutions after completion of UNDP support. This recommendation should be implemented in the next CPAP, and to the extent possible, in ongoing projects.

Recommendation 5:

UNDP should strengthen communication and coordination of its Programme and Operations units with IPs and PMs to ensure that staff and partners have common understanding of programming and operations regulations and procedures. This should be implemented in the current CPAP and continued during the next CPAP.

Annex 1: Documents Reviewed

1. GOJ (2010); Government Implementation Plan, 2010.
2. GOJ and UNCT in Jordan (2010); Second Jordan MDG Report 2010.
3. GOJ and UNDP (2010); Memorandum of Understanding between UNDP Jordan and the Jordanian House of Representatives General Secretariat, June 2010.
4. GOJ and UNDP (2010); Project Document: Food and Nutrition Security in Jordan towards Poverty Alleviation.
5. GOJ and UNFPA (2010); Population and Family Health Survey 2009.
6. GOJ and UNCT in Jordan (2007); United Nations Development Assistance Framework (2008 – 2012).
7. United Nations (2007); Draft Country programme Document for Jordan (2008 – 2012): DP/DCP/JOR/1, March 2008.
8. UNCT in Jordan (2006); Jordan Common Country Assessment.
9. UNDP (2010); Support to Poverty Analysis and Monitoring: Annual Progress Report, May 2010.
10. UNDP (2010); Capacity Building of the Parliament Project: Final Evaluation Report.
11. UNDP (2010); Support to Effective Women's Participation in Public Life at the Local Municipal Level: Final Evaluation Report, July 2010.
12. UNDP (2010); Tax Project: Activity performance Report.
13. UNDP (2010); Key Initiatives over the Past 21 Months: Workshop Presentation, August 2010.
14. UNDP (2010); Revised Quarterly Report Format.
15. UNDP (2010); Jordan Country Brief.
16. UNDP (2009); Strategic Vision for UNDP Jordan (2009 – 2012).
17. UNDP (2009); Capacity Development of MSMEs through ICT: Final Report, February 2009.
18. UNDP (2009); Guiding Template for the Elaboration of the Country Office Gender Equality Strategy and Action Plan.
19. UNDP (2009); Towards Better Integration of Persons with Disabilities through ICT and Networking: Final Evaluation Report.
20. UNDP (2008); Country programme Action Plan (2008 -2012).
21. UNDP (2002); Project Document: National Youth and Sports Fund.

Annex 2: Institutions and Individuals Consulted

A. UN Agencies

- | | |
|----------------------|--|
| 1. Adamat, K. | M&E Focal Point. |
| 2. Al-Zubi, M. | Environment Analyst, UNDP. |
| 3. Al-Assaf, M. | Poverty Analyst, UNDP. |
| 4. Barrins, J. | Country Director, UNDP. |
| 5. Gharaibeh, S. | Programme Analyst, Governance, UNDP |
| 6. Idreis, M. | Assistant Representative, UNFPA. |
| 7. Johary, D. | Finance Associate, UNDP. |
| 8. Lanzone, M. | Gender Focal Point, UNDP. |
| 9. Moeini, N. | Deputy Representative, UNICEF. |
| 10. Nahhas, A. | Finance Analyst, UNDP |
| 11. Nour, M. | Programme Associate, UNDP. |
| 12. Nowicki, M. | UNV Programme Officer. |
| 13. Puyo-Tschanz, P. | Programme Specialist, DRM, UNDP. |
| 14. Saadeh, H. | Programme Associate |
| 15. Sabamekh, H. | Operations Manager, UNDP |
| 16. Stevens, L. | Resident Coordinator/Resident Representative, UNCT/UNDP. |

B. Counterparts and Implementing Partners

- | | |
|---------------------|--|
| 17. Al-Tarawneh, R. | Secretary General, Ministry of Agriculture. |
| 18. Armouti, A. | Director General, National Youth and Sport Fund. |
| 19. Breikat, M. | National Director, NCDR. |
| 20. Fakhoury, I. | Minister, Ministry of Public Sector Development. |
| 21. Fraihat, H. | Director General, Department of Statistics. |
| 22. Hamden, S. | Secretary General, Higher Council for Youth. |
| 23. Junaidi, F. | Secretary General, Ministry of Environment. |
| 24. Kharabsheh, S. | Secretary General, MoPIC. |
| 25. Shawbkeh, F. | Secretary General, Lower House of Representatives. |

C. Project Managers

- | | |
|---------------------|--|
| 26. Abu-Hazim, L. | Project Manager, Property Tax Project |
| 27. Al-Batayneh, M. | Project Manager, Department of Statistics. |
| 28. Al-Sharif, M. | Project Manager, Climate Change and Environment Project. |
| 29. Breivik, P. | Country Director, Norwegian People's Aid. |
| 30. Ghazaleh, H.A. | Assistant Project Manager, National Youth Project. |
| 31. Masa'deh, R. | Project Coordinator, JNCW. |

Annex 3: Highlights of Key UNDP Results Achievements under its Programme Portfolios

Poverty Reduction and MDG Achievement Portfolio

1. Two NHDRs have been produced to date addressing respectively Youth and Sustainable Livelihoods. The 3rd NHDR on Micro, Small and Medium Enterprises (MSMEs) is being developed.
2. The first local MDG report for the Aqaba governorate was produced in 2008; and the second local MDG Report for the governorate of Zarqa is being finalised. Jordan's second National MDG Report will be launched in the last quarter of 2010.
3. The National Youth Strategy was developed; and restructuring of the Higher Council for Youth as well as 120 youth centers was also completed. The second strategy for 2011-2014 is being developed with support from UNDP.
4. UNDP Jordan supported the government in the formulation of the next phase of the National Executive Programme (NEP) - with a focus on "development planning" and "integrating the Millennium Development Goals in the NEP. A new initiative is underway to develop a Living Standards Index that will provide sex disaggregated data at governorate and district levels; urban and rural; household level; gender; work sector; occupation; educational level; and age.
5. Graduate Training Units in 16 universities were provided skills to enable them to effectively start operating based on identified strategies and plans. A Coordinating Unit was also established in the Ministry of Education to track and assist graduates in identifying employment opportunities.
6. Facilitated establishment of an Inter-Ministerial Committee on Food Security.

Governance Portfolio

1. A computerised system for property tax collection and management has been developed and operational in 63 municipalities. The second phase of the project has been developed to roll out the system in the remaining 36 municipalities. A national e-procurement system has also been established.
2. Capacity of the Anti-Corruption Commission was developed to enable it to implement the National Anti-Corruption Strategy 2008–2012. UNDP is also implementing Phase 3 of Parliament project to support Parliament's General Secretariat in developing an institutionalized orientation programme for Members of Parliament.
3. UNDP supports development of capacity of the National Centre for Human Rights (NCHR) to reporting on, advocate for, and investigation human rights violations. The project includes a "Researcher in Residence" from the National University of Ireland to support the research and library division of the Centre.

Environment and Climate Change Portfolio

1. A framework on Climate Change Adaptation was developed building on the Second National Communication to the UNFCCC and highlights adaptation measures in the context of scarce water resources.
2. Other initiatives are underway to address Jordan's environmental challenges from a climate change perspective, including a joint programme on adaptation to climate change to sustain Jordan's MDGs; Energy Efficiency Standards; Climate change adaptation to protect human health; Preparation of the Third National Communication to the UNFCCC.
3. UNDP Jordan supports Government to implement international conventions that Jordan has signed and ratified in biodiversity, and persistent organic pollutants, including: mainstreaming conservation of Migratory Soaring Birds into key productive sectors along the Rift Valley/Red Sea flyway; developing capacities for the implementation of the global environmental convention; Sustainable land management through local communities and small grants programme. New project proposals are being developed such as (a) Mainstreaming the protection of marine biodiversity through strengthened coastal management; (b) comprehensive management system of PCBs (one of the highly toxic chemicals); and (c) integrating biodiversity conservation and land degradation objectives and practices into the tourism sector operating in the Petra Region. Mainstreaming the protection of marine biodiversity through strengthened coastal management; and Implementation of a comprehensive management system of PCBs (one of the highly toxic chemicals) and a Water Governance Program for Arab States (WGP-AS).

Crisis Prevention and Recovery Portfolio

1. UNDP supported the Jordan Civil Defense to develop the first ever Earthquake Risk Assessment for the City of Amman. The Disaster Risk Management Master plan is now being discussed with the management for the Greater Amman Municipality and all Government stakeholders for implementation.
2. The Aqaba Special Economic Zone Authority (ASEZA), in partnership with UNDP finalized an earthquake risk assessment. A master Plan with action plans will be achieved by March 2011. UNDP will support the first ever DRM unit (within ASEZA) in Jordan.
4. Mine clearing on the northern border is on track; 70,000 mines have been cleared from an estimated 136,000 mines.

Annex 4: MTR Terms of Reference

TERMS OF REFERENCE for UNDP - Jordan, Mid Term Review, 2008- 2012

I. Introduction

The 2008 -2012 Government of Jordan (GoJ) – UNDP Country Programme Action Plan (CPAP) was developed within the framework of United Nations Development Assistance Framework (UNDAF) for the same period, and designed on the basis of the diagnostic analysis of Jordan as provided by the Common Country Assessment (CCA). In 2010, both the UNDAF and the UNDP Programme will reach mid-point of the current cycle.

In keeping with the requirements of UNDP globally a Mid-Term Review is expected to be undertaken jointly with the Government, namely the Ministry of Planning and International Cooperation (MoPIC).

Although the Mid-Term Review (MTR) does not constitute a mandatory requirement, having reached the midpoint in the UNDAF implementation cycle, UNDP decided to conduct a light midterm review as a ‘stepping stone’ to the final evaluation which is due to be completed in the penultimate year of the cycle, i.e. 2012, as well as the planning phase for the next CCA.

II. Background

The current UNDP technical assistance programme (2008-2012) is aligned with the National Agenda (2006-2015) and the UN development strategy as spelled out in the UNDAF (2008-2012) which is strongly linked to the MDGs. The latter identified three main outcomes covering **(i) poverty reduction and social services, (ii) good governance, and (iii) healthy and sustainable environment.**

Within this context, the 2008-2012 UNDP CPAP Jordan country programme lays out in mutual agreement between the Government of the Hashemite Kingdom of Jordan and UNDP cooperation for the realization of the Millennium Development Goals and the United Nations Conventions that the GOJ have signed related to Democratic Governance and Human Rights, Social Development, Protection of the Environment and Crisis Prevention and Recovery.

Another strong element of the CPAP is the capacity development, which forms an intrinsic component of all projects. Cross cutting issues such as gender, youth, and ICT are being

systematically incorporated into programme components. With regard to the gender dimension, efforts are made to integrate it into project/programme design, formulation, implementation, monitoring and evaluation. National Execution (NEX) remains the standard programme and project execution modality.

UNDP – Jordan’ Vision - 2009

At the end of 2008 and the beginning of 2009 the CO underwent an extensive strategic visioning process which resulted in a brief visioning paper with six guiding principles. Based on this each unit and portfolio developed detailed work plans. The guiding principles are as follow:

Provide high level technical support to the Government of Jordan, (GoJ) to develop national policies/strategies and implementation plans, while adopting an approach that will focus on enhancing government ownership of the whole process;

1. Jointly identify, from these strategies and implementation plans, components for UNDP’s technical and financial support, both at national and sub-national levels, in the form of an integrated programme. As part of this support programme, UNDP will together with the GOJ and targeted national institutions, develop:
 - A framework for capacity development that clearly identifies whose capacities and what capacities will be developed
 - An advisory plan of support to address the capacity development needs.Both framework and plan will have clear measurable indicators, the main elements of which will be adopted by all five pillars;
2. Pro-actively seek opportunities to bring other development partners on board for (1) and (2) above;
3. Work with other UN agencies, to coordinate initiatives with the GOJ and NGOs and agree, where possible, on a common mode of delivery and oversight mechanism for this support;
4. Strengthen UNDP’s oversight systems including making its processes more efficient to ensure better accountability and quality results
5. Seek to demonstrate the inter-pillar linkages, both in the design and mode of delivery of its support.

Achievements:

The CO in the past two years has achieved significant results mainly through the following.

1. CO worked with Ministries of Planning (MOPIC), Finance (MoF), Higher Education (MoHE), Public Sector Development (MoPSD), and Environment (MoEnv); Department of Statistics (DOS); Higher Council for Youth (HCY); municipalities/councils; Parliament;

Civil Defense, and ASEZA. Significant capacity development was carried out through many projects of support we have with these institutions.

2. New initiatives with other sister agency - were developed. Joint programmes with UN agencies will be continuously explored to better mainstream assistance and utilization of resources in addressing Jordan's developmental needs. Such joint programmes has already been developed for the climate change adaptation in the Zarqa River basin with WHO, FAO, UNDP and UNESCO with Ministries of Agriculture, Environment, Health and Water and Irrigations. Another programme on Food Security is being developed in cooperation with UNICEF, FAO, UNIDO and WFP In addition to a joint programme is being finalized which focuses on Supporting Disaster Risk Management in Jordan with UNDP, UNFPA, UNICEF, UNESCO, UNHCR, UNRWA and WHO.

III. Evaluation Scope & Objectives

The main objective of the MTR, is to review the current CPAP achievements after two years of programme implementation, to Strengthen UNDP's oversight systems including making its processes more efficient to ensure better accountability and quality results, and to provide strategic recommendations for the next phase of the current CPAP i.e. 2010- 2012.

The **CPAP achievements** will be assessed by reviewing and analyzing the following four key areas mainly at the following:

1. *Progress during the last two years of programme implementation against CPAP outcomes:*
 - Has UNDPs' programmes contributed towards the achievement of CPAP outcomes?
 - Has the CPAP followed both a human rights-based approach and a results-based approach? Are cross-cutting issues (including gender, mainstreamed?) How has environmental sustainability been addressed?
 - To what extent was there special emphasis placed on strengthening of national capacities, building strategic partnerships and alliances, promoting innovations?
 - To which extent the CPAP identified risks?
 - Which are the main factors that contributed to the realization or non-realization of the outcomes? How were risks and assumptions addressed during the implementation of programmes and projects?
 - Has the UNDP office effectively managed the implementation of CPAP to date?
 - How has UNDP positioned itself vis-a-vis support to the government in Jordan during the past two years and how has the CPAP facilitated this positioning?
2. *Relevance of the current CPAP towards UNDAF Government priorities and MDGs' achievement (based on conducted/on-going program/CPAP reviews, UNDP MDGs Assessment::*
 - Is the current CPAP 2008-2012 still relevant to the national priorities?
 - Does the CPAP effectively reflect the direction of the UNDAF?
 - Has the CPAP contributed to the achievement of MDGs?

- Has the UNDP recognized and effectively responded to urgent and emerging priorities which were not originally in the CPAP and UNDAF?
- Has UNDP effectively contributed to the capacity developing of its counterparts?

3. *Progress towards Delivering as One*

- To what extent and in what ways has the implementation of CPAP contributed to achieving better synergies among the programmes of UN agencies?
- Has the CPAP enhanced joint programming by agencies and /or resulted in specific joint programmes? Were the strategies employed by agencies complementary and synergistic? Highlighted

4. *Recommendations for preparations towards the final CPAP- UNDAF process & lessons learned*

- Identify the areas that need to be addressed in the last stage of CPAP- i.e. 2010- 2012.
- Identify key lessons in the thematic areas of focus and on positioning that can provide a useful basis for strengthening UNDP and its support to the country and for improving programme performance, results and effectiveness in the future.
- Identify any unintended results.

IV. **Methodology**

UNDP Jordan will provide all existing baseline data, indicators and target data of intended results. Throughout the process the consultant will finalize the review/analysis in consultation with the MoPIC & UNDP and will obtain their feedback on the strategies identified for the future CPAP.

The Consultant is expected to carry out the following:

1. Desk review of the following documents: CPAP, UNDAF, CCA, ROAR, National Agenda and the National Execution Programme (NEP);
2. Conducts Meetings with key stakeholders, UN, UNDP staff, GOJ etc.
3. Visit a selection of ongoing projects to access achievements (maximum 5 projects)
4. Analysis of finding and making recommendations.

V. **MTR Deliverables**

Below are the required deliverables and their corresponding timelines:

1. **A debriefing presentation to UNDP** that sets out the key findings and recommendations two days before end of field mission.

2. **Draft CPAP Mid Term Review report** — that sets out clearly the analyses for the above 4 areas listed in the scope of works.

Eight working days after concluding field work, (comments to be shared from UNDP & MoPIC with ten working days).

3. **Final MTR report.**

The final report should conform to the UNDP standards on evaluation reports and should at the very least contain:

- Executive summary of the evaluation objective, context key findings and recommendations
- Background, with analysis of country context
- Strategic positioning and Programme Relevance
- Resource mobilization issues
- Programme performance including a rating on progress and success of key results
- Findings and recommendations
- Lessons and good practices
- Annexes (statistics, TORs, documentation reviewed, etc.)

Final report five working days after receiving UNDP comments

VI. Management arrangements of the Mid-Term Review

The consultant will hold a UNDP contract and will be managed on a daily basis by the Country Director, Ms. Jacinta Barrins and the M&E focal point, Ms. Katia Madanat.

VII. Timeframe:

The total number of working days for this assignment will be up to 16 working days, including 10 days field work and 6 days written work. The consultant is expected to start in July 2010.

VIII. Qualifications

- Advanced university degree in development studies or social sciences or related field is required.
- At least 15 years of relevant experience in development work at senior level.
- Proven experience in social and evaluation research with a minimum of 2 similar types of evaluations previously conducted.
- Proficiency in English Language is essential.
- Experience must primarily relate to management of complex national level M&E frameworks and/or strategic plans involving multiple stakeholders.
- Ample understanding of the following principles: Human Rights-Based Approach, gender equality, environmental sustainability, Results Based Management, and capacity development.
- Ability in compiling data and strong understanding of its quantitative and qualitative analysis within a logical framework.
- Deep knowledge of UN Reform, the UN Development Assistance Framework (UNDAF) and the Millennium Development Goals (MDG).