



# STRENGTHENING ELECTORAL PROCESSES IN JORDAN



## FINAL EXTERNAL EVALUATION

Amman, Jordan

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Stephen Beale

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## Acronyms and Abbreviations

AECID	Spanish Agency for International Development Cooperation
CD	Country Director (UNDP)
CO	Country Office (UNDP)
CPAP	Country Programme Action Plan (UNDP)
CPD	Country Programme Document (UNDP)
CSO	Civil Society Organization
DIM	Direct Implementation (UNDP)
DPA	Department of Political Affairs (UN)
EAD	Electoral Assistance Division (UN)
EMB	Electoral Management Body
EU	European Union
EUEOM	European Union Election Observation Mission
GPECS	Global Programme for Electoral Cycle Support (UNDP)
IEC	Independent Election Commission (Jordan)
IFES	International Foundation for Electoral Systems
ICT	Information and Communication Technology
MOI	Ministry of Interior
MOPIC	Ministry of Planning and International Cooperation
NAM	Needs Assessment Mission (UN)
NDC	National Dialogue Committee
NVEC	National Voter Education Committee
PMU	Project Management Unit (UNDP)
PPLC	Political Parties Liaison Council
SEA	Senior Electoral Advisor (UNDP)
SECJ	Supporting the Electoral Cycle in Jordan
SEPJ	Strengthening Electoral Processes in Jordan
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Support

## 1.0 Executive Summary

The Strengthening Electoral Processes in Jordan (SEPJ) project was developed by the UNDP and the Global Programme for Electoral Cycle Support (GPECS) to assist Jordan with its on-going efforts towards fostering political and electoral reform. The project was developed prior to the establishment of the new Independent Election Commission (IEC) and approximately 12 months before Jordan's Parliamentary Elections, held in January 2013. The SEPJ included two primary areas of development assistance - building the organizational capacity of the IEC (legally established in March 2012) and systematizing formal relations between the IEC and civil society and political party stakeholders involved in the electoral process.

National and international observers considered the January 2013 parliamentary elections an improvement over previous polls held in Jordan. Enhanced registration and voting procedures, improved administration, transparent results tabulation and ballot security features were cited as important steps forward. Given the short project time frame and the establishment of a new electoral management body (EMB) 10 months prior to the election, the SEPJ project made a significant contribution to the capacity development of the nascent IEC.

SEPJ advisors provided the IEC with relevant advice and technical assistance in preparing electoral procedures, operational plans, media strategies and procurement services. Advice provided on drafting "executive instructions", for example, contributed to increasing trust, transparency and credibility of the electoral process. Based on the generally successful conduct of the 2013 election, the overall project objective of "strengthening the electoral process" in Jordan was achieved, and significant benefits have accrued from the provision of professional advice, operational assistance and incremental IEC institutional capacity development.

The SEPJ project was generally effective in supporting the IEC in delivering improved elections in January 2013. While project advisors played a central role in capacity building and mentoring, their efforts could have been optimized had a more permanent IEC workforce been in place, combined with a lengthier project implementation period to build confidence among staff.

While the SEPJ objective was relevant and logical, the accomplishment of outputs presented some challenges in terms of achieving all project milestones and benchmarks, notably in relation to formerly systematizing relations between the IEC and stakeholders. The absence of sufficient measurable indicators for some outputs, combined with ambitious goals, similarly built in some challenges. Given that the SEPJ was, however, the start-up phase of a larger election support project, advisors were generally successful with assisting the IEC in delivering a technically sound and credible election. The successor project "Supporting the Electoral Cycle in Jordan" (SECJ) is currently building on the achievements of the SEPJ and is expected to continue assisting with IEC with institutional capacity development, mentoring and technical support.

## 2.0 Introduction

The external evaluation of “Strengthening Electoral Processes in Jordan” (SEPJ) has been commissioned by the UNDP as the final activity of the twenty-one month project. The SEPJ represents a GPECS contribution towards UNDP’s overall electoral assistance in Jordan.

This report is intended to provide the UNDP/GPECS with an independent evaluation of the project, suggest recommendations for future interventions and present a summary of lessons learned. Interviews and meetings were conducted in Amman to inform the evaluation during a one week period, commencing November 24, 2013. The evaluation was conducted by Stephen Beale, an independent consultant with 16 years of experience in international development and electoral support projects.

In conducting the final evaluation of the SEPJ project, the consultant assessed the contribution made to strengthening electoral processes in Jordan, particularly in building the institutional and operational capacity of the IEC and developing external stakeholder relations. The evaluation included a review of the extent to which project outputs were achieved, the contribution of outputs to project outcomes and their intended impact, as well as project relevance, effectiveness and sustainability.

## 3.0 Presentation of the Report

The report is organized according to UNDP final project evaluation standards.<sup>1</sup> The evaluation commences with an introduction outlining the background and description of the project and electoral context. It further summarises the evaluation scope and methodology, project management structure and governance arrangements. The section under *relevance and appropriateness* discusses the planned benefits of the project and the impact on wider democratic objectives. The report then discusses whether the project was able to address the issues identified in the United Nations Department of Political Affairs (UNDPA) Needs Assessment Mission (NAM) conducted in late 2011.

The next section examines the *effectiveness and efficiency* of the project and reviews individual components. It addresses the extent to which project activities yielded expected outputs and whether they contributed to expected outcomes. This section also discusses the overall project management efficiency and technical assistance. The final section addresses *sustainability and impact* and examines to what extent elements of the project are sustainable taking into account policy support measures, socio-cultural matters, institutional approach, environmental and external factors. The evaluation concludes with suggested recommendations to be considered by the successor project management team and lessons learned.

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<sup>1</sup> Handbook for Planning, Monitoring and Evaluating for Development Results, UNDP, 2009

## 4.0 Project Background

In November 2011 the Government of Jordan requested the UNDP for assistance to establish an independent EMB and to support the organization of municipal elections planned for the summer of 2012. The UNDP subsequently deployed a NAM team to Jordan in December 2011. The NAM team evaluated the prevailing political conditions as well as national technical capacity, with a view to recommending possible UN support to electoral reforms underway in Jordan. The mission concluded that supporting municipal elections within the timeframe set in the request would not serve the best interest or credibility of the envisioned IEC. The mission therefore recommended that this support be excluded from any potential assistance. The mission came to the conclusion that UN support should focus on the establishment of an independent EMB in relation to the conduct of national elections.<sup>2</sup>

A subsequent Expression of Interest (EOI) and project document (Prodoc) was developed that took into consideration the UNDP Jordan Country Programme Document (CPD) and Action Plan (CPAP) objectives, within the framework of the UN Country Common Assessment (CCA) and UN Development Assistance Framework (UNDAF).<sup>3</sup> A \$500,000 contribution from the Spanish Agency for International Development Cooperation (AECID) was allocated, via GPECS, for the SEPJ project.

SEPJ officially commenced in May 2012 and served as the start-up phase for a larger, multi-year electoral support project (September 2012 - January 2016), implemented by UNDP Jordan with funding provided by the European Union and a minority contribution from UNDP's "Inclusive and Participative Political Institutions in the Arab States" fund. The SEPJ project segued into the larger electoral support project in September 2012 and was subsequently extended on a no-cost basis in December 2012 for one year. Oversight and management of the SEPJ project was therefore blended with the EU funded "Support for the Electoral Cycle in Jordan" (SECJ).<sup>4</sup> A number of ongoing SEPJ activities and outputs were therefore carried over to the successor project and implemented simultaneously.

A Senior Electoral Advisor (SEA) was recruited<sup>5</sup> for the SEPJ project in late May 2012 and became responsible for overall management and leadership guidance to the project's team of consultants and advisors, all of whom were co-located within the IEC premises. Following the parliamentary elections in January 2013 the SEA position became vacant in late February 2013 and was subsequently filled in August 2013.

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<sup>2</sup> Report of the Electoral Needs Assessment Mission, the Hashemite Kingdom of Jordan 13-23 December 2011.

<sup>3</sup> <http://www.undp.org/content/jordan/en/home/>

<sup>4</sup> The budget for the 2012-2016 SECJ project is approximately \$5 million.

<sup>5</sup> The SEA was recruited by the Individual Contractor (IC) modality.

## 5.0 Description of the Project

The SEPJ Prodoc was developed prior to the establishment of the IEC and approximately 12 months before Jordan's parliamentary elections, initially scheduled for December 2012.<sup>6</sup> The SEPJ included two primary areas of development support - building the organizational capacity of the Jordanian IEC (legally established in March 2012) and systemising the interaction between the IEC and stakeholders involved in the electoral process.

The initial phase of support (May – December 2012) focussed on providing technical assistance for the establishment of the new IEC, with the expectation that the commission would manage the forthcoming elections according to international best practice, as anticipated in the revised electoral legal framework. A key activity of the SEPJ supported the IEC's drafting of "executive instructions" (EI), electoral regulations, and strategic and operational plans in order for the IEC to function in a professional manner. International technical assistance and advice was planned to strengthen the IEC and innovative methods were proposed to support departments and build individual capacities through on-the-job training and mentoring, learning by doing, south to south experience sharing, exposure to international best practice and well-targeted study visits.<sup>7</sup>

A primary output of the SEPJ project was to provide support to the IEC for fostering engagement with civil society to promote active citizen participation in the electoral process, under the overall guidance and coordination of the IEC. SEPJ would also support the IEC in establishing effective channels of communication with stakeholders, in particular formalizing a National Voter Education Committee (NVEC) and a Political Party Liaison Council (PPLC), the latter to promote gender strategies to encourage greater participation of women within political party structures as potential electoral candidates. Gender mainstreaming was also envisaged in IEC organizational plans and procedures through technical support to policy strategy and development.

SEPJ foresaw the following outcomes by the end of 2012: i) an IEC will be established as part of advancing the democratic reform process in Jordan; ii) the IEC will operate in a professional and transparent manner; and iii) the IEC will provide a structured environment for citizens and stakeholders to engage in the elections, increasing the credibility of the elections and participation, for both women and men, and as such civil society organizations will also be fully engaged in the election process.

By the end of 2012, the SEPJ project would have specifically provided technical assistance to the IEC in the following areas:

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<sup>6</sup> Subsequently postponed to January 2013.

<sup>7</sup> UNDP: Hashemite Kingdom of Jordan Project Document: Strengthening Electoral Processes in Jordan.

- Developing IEC’s regulations and strategic and operational plan to function in a professional manner;
- Developing its internal and external communication strategies;
- Setting up a joint IEC national committee with civil society on voter education (NVEC);
- Setting up a Political Party Liaison Council with political stakeholders (PPLC);
- Drafting gender strategies for the IEC and the PPLC.

**Project Staff:** In addition to the SEA, the UNDP recruited various medium and short-term advisors and consultants for the project. These included international and national advisors for election operations, ICT, public outreach, ballot design, gender, media and legal drafting. International advisors were generally recruited as “Individual Contractors” with specific outputs and deliverables to achieve. Contracts varied in duration from 17 days (ballot design) to 9 months (SEA). Given the tight timeline from project signing (May 2012) to the anticipated election date (December 2012), the UNDP decided that the IC mechanism was the most expeditious and appropriate recruitment modality for project staff.

## 6.0 Electoral Context

Prior to 2013, elections in Jordan were organized by the Ministry of Interior (MOI). These events were often marred by allegations of widespread fraud and mismanagement, undermining public trust in the integrity of the electoral process. Since the emergence of the Arab Spring in 2010 and more recent regional conflict, Jordan has witnessed mounting demands for democratic reform from increasingly vocal political stakeholders and members of civil society.

In an endeavour to restore faith in parliamentary democracy and to increase transparency and legitimacy of the electoral process, King Abdulla II established broad goals to accelerate the pace of democratic reform. In March 2011 the National Dialogue Committee (NDC) was launched as a forum to discuss political reform and transition. One of the largest opposition groups, the Islamic Action Front (Muslim Brotherhood), refused to participate, however other opposition interests were represented.

The NDC recommended the following changes to the parliamentary electoral system:

- Eliminating the SNTV<sup>8</sup> majoritarian system and introducing an open list proportional representation electoral system;
- Dividing Jordan into electoral districts based on the governorates;

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<sup>8</sup> Single Non-transferable Vote.



- Increasing the quota for women while maintaining all other quota systems (for Circassians/Chechens, Bedouins and Christians).

The NDC proposed to make these changes by introducing an electoral system that combined an open-list proportional system at the provincial level (a total of 115 parliamentarians) with an open-list proportional system on the national level (15 parliamentarians). The NDC also proposed to increase the number of MPs from 120 to 130.

The new Parliamentary Election Law, passed in July 2012, failed to follow the majority of the NDC recommendations. While the law did include the establishment of the Independent Election Commission and a national list system, it retained the SNTV as well as other provisions that the NDC had refuted. The failure to implement the recommendations of the NDC, particularly its suggestion to remove the SNTV system, caused many Jordanians and independent analysts to view the new electoral law as a missed opportunity to push the country's political system in the right direction.<sup>9</sup>

## **6.1 2013 Parliamentary Elections**

The January 2013 parliamentary elections in Jordan were considered by a sufficient number of national and international observers as an improvement over previous national elections. Enhanced registration and voting procedures, improved administration, results tabulation and ballot security features were cited as important steps forward in the way elections were conducted. Shortcomings were, however, noted in the electoral model and legal framework.

The European Union Election Observation Mission (EUEOM) concluded that the "Elections were organized and conducted in a transparent and credible manner. The election was technically well-administered despite serious inadequacies in the recently adopted legal framework. Election day was calm and peaceful despite sporadic local violent incidences. Polling, counting and tabulation of results were well-administered in the polling stations observed".<sup>10</sup>

The Carter Center commended the IEC for its efforts, despite a limited timeframe to prepare for the elections and praised the introduction of several important procedural steps to safeguard ballot secrecy, improve electoral administration and promote transparency by ensuring broad access for political stakeholders, domestic citizen observer groups and international observers. The Carter Center opined that the efforts of the election commission in 2013 provided a strong foundation upon which to build.<sup>11</sup>

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<sup>9</sup> The Carter Center's Study Mission Report for Jordan's 2013 Parliamentary Elections Feb. 14, 2013.

<sup>10</sup> EUEOM Hashemite Kingdom of Jordan, Final Report Parliamentary Elections 2013.

<sup>11</sup> The Carter Center's Study Mission Report for Jordan's 2013 Parliamentary Elections Feb. 14, 2013.

RASED, a Jordanian civil coalition that observed the election, stated that the electoral framework had witnessed some improvements. These improvements included the creation of the Independent Election Commission for administering the parliamentary elections (as a requirement of the most recent Constitutional amendments), the introduction of the national district based on proportional lists and procedures for voting and counting.<sup>12</sup>

Inadequacies and shortfalls were, however, noted in the election law, primarily malapportionment of voters to districts and the SNTV system, which favored tribal over party-based candidates and resulted in significant variances in the equality of suffrage for voters, especially in multi-member electoral districts. As a result, many who participated in the elections saw the system as flawed, while some opposition forces refused to participate.<sup>13</sup>

## 7.0 Evaluation Scope

The scope of the SEPJ project evaluation is based on the following criteria:

**Relevance:** to what extent was the project design and implementation of activities able to respond to the NAM report, the mandate of UN electoral assistance and UNDP Jordan's goals in democratic governance. **Efficiency:** the extent to which the project used resources at its disposal, including the efficacy of planned activities within the timeframe and project budget. To what extent were resources used appropriately to produce the intended outputs and to which extent project funds, expertise and time were used judiciously to achieve desired project outputs. **Effectiveness:** to what extent did project activities yield expected outputs and contribute to expected outcomes, notably improved and sustained capacity of the IEC to plan and manage elections, including drafting executive instructions, regulations and operational plans, providing technical support to implement internal and external communications strategies, support the establishment of a National Voter Education Committee (NVEC) and Political Party Liaison Council (PPLC), facilitate women's active engagement within IEC structures and support the IEC to develop gender strategies targeting the PPLC to enhance the participation of women within party structures and as potential election candidates. **Sustainability:** the extent to which the processes and capacities resulting from the project are likely to benefit the IEC, particularly with a view to future elections, as well as the ability to adapt and use such capacity for other processes, such as by-elections, referendum, and skills and expertise development. **Impact:** the project's contribution to the preparations for the 2013 parliamentary election and its wider impact on wider democratic and governance objectives in Jordan.

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<sup>12</sup> RASED: Conclusion on the Report on Monitoring the 2013 Jordan Parliamentary Election.

<sup>13</sup> EUEOM Hashemite Kingdom of Jordan, Final Report Parliamentary Elections 2013.

## 8.0 Evaluation Methodology

The methodology adopted for the evaluation included a comprehensive desk review of project reports and documents as well as open-ended interviews with project stakeholders, including: UNDP Jordan Country Office senior management and staff; current and previous project advisors; the former IEC chairman; the current (acting) IEC chairman; the IEC secretary general and various secretariat staff; a representative of the Oficina Técnica de Cooperación en Jordania (AECID) and the Chief of Party for IFES (International Foundation for Electoral Systems), a USAID funded organization providing complementary support to the electoral process in Jordan. The consultant reviewed approximately 30 project reports and documents and conducted 14 in-person and Skype interviews. According to the code of conduct adopted by UNEG (United Nations Evaluation Group) the consultant recognized and protected the ethical rights and confidentiality of evaluation informants.

**Constraints:** The consultant faced several minor constraints while conducting the evaluation, including: i) when the SEPJ merged with the SECJ project in September 2012 certain outputs and activities were combined, hence a clear distinction between the two projects was required for evaluation purposes; ii) a scheduled interview with the IEC Operations Directorate did not occur following the unexpected and sudden transfer of the concerned staff from the IEC to their parent ministries; iii) conducting follow-up meetings with IEC staff was not possible due to time constraints.

**Acknowledgements:** The consultant was grateful for the assistance provided by the IEC and the UNDP Jordan Country Office, and was especially thankful for the assistance of the SEA and project officer for background information and briefings, suggesting relevant interviewees, planning meetings and providing transportation.

## 9.0 Project Management Arrangements, Governance and Assurance

The project was executed by UNDP through a Direct Implementation Modality (DIM). The SEPJ project architecture reflects standard UNDP/GPECS procedural guidelines and a Project Management Unit (PMU) was established according to procedure. The GPECS Regional Electoral Advisor (based in Cairo) is the “frontline responder” for the project and played a pivotal role in project implementation, support and monitoring.<sup>14</sup> The day-to-day management of the project is the responsibility of the SEA with backstopping provided by the UNDP County Office, which appointed a focal point for oversight coordination; project assurance is performed by the CO Governance Analyst, who ensures that appropriate project milestones are managed and

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<sup>14</sup> GPECS Country Window Guidelines, February 2011

completed and financial monitoring performed. SEPJ is entered into Atlas as a stand-alone project award. A results-based-management and risk analysis framework is included in the project architecture.

During the absence of the project SEA (the post was vacant for 6 months in 2013) the GPECS Regional Electoral Advisor played a central role in maintaining the momentum of the SEPJ (by which time it had merged with the SECJ).

**Project Steering Committee:** As described in the Prodoc, a Steering Committee (SC) composed of the IEC, UNDP, AECID and MOPIC (Ministry of Planning and International Cooperation)<sup>15</sup> was established. The chairman of the SC is the acting chairman of the IEC Board of Commissioners; the SC is responsible for making management decisions when guidance is required by the SEA, including approving recommendations for project revisions, as and when new needs are identified, or in response to changes in the operating environment. If necessary, project reviews are made by the SC on a quarterly or monthly basis, or at designated decision points during the project.

**Project Technical Committee:** A Technical Committee (TC) was similarly established to monitor implementation of the project. The TC is chaired by the UNDP CD and includes members from the IEC, the PMU and AECID (MOPIC was similarly excused). The TC invites other stakeholders to be present at its meeting, such as IFES and donor representatives. The TC is responsible for making management decisions concerning the project, including approval of quarterly work plans, budgets and any revisions to the AWP and budget. The Prodoc envisaged that the TC would convene monthly, or as necessary, when issues were raised by the members. Project tolerances (including constraints in terms of time and budget) were also discussed by the TC.

## 10.0 Evaluation Findings

The SEPJ was intended as the initial start-up phase of a larger, multi-year election support project (SECJ) with seed funding provided by AECID, through GPECS. The SEPJ was subsequently extended in December 2012 for an additional year in order to progress activities supporting the establishment of the NVEC, the PPLC and the IEC gender strategy.

Considering the initial project implementation period of 9 months, and given that a national election was imminent, the SEPJ successfully accomplished its core objective of supporting the newly established IEC in fulfilling its mandate to deliver credible elections. With strategic support provided by the SEPJ, the IEC organized and managed the 2013 parliamentary elections

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<sup>15</sup> At the inaugural 14 June 2012 meeting of the SC a decision was taken that MOPIC would not participate as a member of the SC or TC to ensure the independence of the IEC.

in a relatively transparent and professional manner that provides a solid foundation for future electoral events in Jordan. Nonetheless, commencement of the SEPJ project 9 months before the election resulted in slippage of some key outputs; in election support projects there is usually a need for a minimum of 12-24 months lead time for desired results to be achieved.<sup>16</sup>

## **10.1 Relevance and Appropriateness**

UNDP has an abundance of experience in providing technical assistance to EMBs and supporting electoral processes throughout the world. UNDP's former approach to electoral assistance, which tended to place greater emphasis on election events and less on long-term capacity development, has been replaced by a more cyclical, inclusive approach. Election support projects tend to include not only assistance to the conduct of elections, but also support for EMB capacity development and provision of technical assistance to other key stakeholders such as voter education organizations, the media, political parties and domestic observation groups.

The SEPJ project fit securely within the scope of the support envisaged by both the UNDP and the government of Jordan in its request for assistance and the subsequent recommendations of the NAM report. Project design took into consideration the UNDP Jordan Country Programme Document (CPD) and Action Plan (CPAP) objectives within the framework of the UN Country Common Assessment (CCA) and the UN Development Assistance Framework (UNDAF). The UNDAF outcome that "Jordan has undertaken political and institutional reform at national and sub-national levels in a participatory, transparent and accountable manner" is reflected in the establishment of the IEC. The UNDP County Programme outcome is particularly relevant to the SEPJ as the project will "contribute towards good governance mechanisms to promote institutional systems and processes to reform, coordinate and implement pro-poor national development objectives based on governance principles".<sup>17</sup>

## **10.2 Needs Assessment Mission (NAM)**

The UN Department of Political Affairs deployed a Needs Assessment Mission to Jordan in December 2011. The NAM evaluated the political conditions as well as national technical capacity with a view to recommending possible UN support to the electoral reform process in Jordan. The mission came to the conclusion that UN support should focus on the establishment of an independent electoral management body in relation to the conduct of national elections.<sup>18</sup>

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<sup>16</sup> UNDP Electoral Assistance Implementation Guide.

<sup>17</sup> <http://www.undp.org/content/jordan/en/home/>

<sup>18</sup> Report of Electoral Needs Assessment Mission, the Hashemite Kingdom of Jordan 13-23 December 2011

The overall objective of UNDP assistance would therefore be to help the election commission establish itself as a professional, independent and credible institution, with the capacity to conduct nation-wide elections that are widely viewed as legitimate. The NAM report stated that the particular areas of expertise required of the UN would need to be agreed upon with the members of the future election commission, but could include areas such as:

- Electoral administration and operations
- Development of regulations and procedures
- Training and capacity building of staff
- Public outreach and voter education
- Engagement with civil society
- Participation of women
- Relations with political parties and candidates
- Electoral dispute resolution and relations with the judiciary

The NAM recommendations were broad in scope due to the evolving electoral environment and the fact that the IEC had not yet been created; the NAM team therefore endeavoured to present comprehensive recommendations considered as essential duties and functions of a professional EMB; a planned parliamentary election within the year following the NAM report added another dimension to the proposed level of support.

The subsequent SEPJ project document developed by UNDP/GPECS endeavoured to narrow-down and prioritize the NAM's recommendations, and was broadly focused on institutional capacity building, gender strategies and civil society and political party liaison activities. As the Prodoc was finalized prior to the legal establishment of the IEC, the drafting process similarly did not benefit from the input of relevant EMB practitioners. As a result some of the SEPJ outputs, while desirable and relevant for credible elections, were somewhat ambitious in nature, especially for a project which was initially planned for nine months. As a result, a number of key outputs (National Voter Education Committee, Political Party Liaison Council and Gender Strategies) were not "institutionalized" or established as per SEPJ Prodoc benchmark outcomes. While the author acknowledges that the SEPJ was a rapid, start-up phase for a larger multi-year project, the outputs could have been designed with more realistic expectations and/or couched in a manner that reflected a longer-term strategic vision.

Notwithstanding some ambitious goals, the evaluation has determined that the PMU put significant effort into progressing project objectives, and indications suggest that the desired outcome may be achieved during the SECJ project. Nonetheless, various IEC systemic and organizational challenges resulted in slippages in the desired outputs within the initial project time frame. A mid-term review of the SEPJ may have identified these constraints and

recognized that the IEC had different priorities at the time with a focus clearly placed on election preparedness. Once established in May 2012 the IEC faced the goliath task of preparing for its maiden election while simultaneously attempting to develop an institutional framework from scratch and build staff capacity. In certain regards the SEPJ project added another layer of what one interlocutor described as “a number of luxury interventions that the IEC was unable or unwilling to absorb due to the pressure it was under to deliver an election”.

### 10.3 Project Design

The project document is reasonably clear and logical in describing the intended outcome of the SEPJ. From the perspective of an external evaluator, however, the Annual Work Plan (AWP) is challenging in relation to measuring the impact of project activities and sub-activities; furthermore, the indicators to gauge the intended outcomes were not always SMART.<sup>19</sup>

In assessing whether formal benchmarks were achieved, the evaluator had to consider whether the objectives were suitable and realistic given the short time frame, what support the project had provided in attaining these goals, and to what extent management had influence over the outcome. In a number of cases the IEC, rather than the SEPJ, was responsible for ultimately achieving the benchmarks set out in the AWP. Additional challenges relate to the AWP's description of various *expected activities* - the wording of which suggest they are in fact *expected outcomes*<sup>20</sup>.

A large percentage of SEPJ activities are front-loaded into Activity 1 - Provide Support to the IEC in Drafting the Necessary Regulations and a Strategic and Operational Plan. As a clear understanding of a “strategic plan” is not provided in the Prodoc, the associated activities are not optimally described in the AWP. The concept of drafting regulations and supporting an election operations plan is more succinct, hence the activities are more easily identified.

Sub-activity 1.1 - *Draft the Blueprint on Establishing the IEC* is general in scope and therefore difficult to objectively assess. Sub-activity 1.2 – *Provide Support to the Development of at least 15 Executive Instructions* is quantifiable and therefore possible to evaluate.

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<sup>19</sup> Specific, Measurable, Achievable, Realistic and Time-bound.

<sup>20</sup> Activities are typically defined as tangible tasks and events such as training, workshops, study tours etc., rather than “women’s active engagement will be facilitated within the IEC’s structures”, for example (AWP Expected Activity 4).

Activity 2: *Provide Technical Support to the IEC to Implement Internal and External Communications Strategies* is reasonably clear with specific sub-activities and ICT related outputs.

Activity 3: *Support IEC to Establish a National Voter Education Committee* was partially implemented in terms of providing technical support to the process, however, the NVEC remains to be established by the IEC.

Activity 4: *Women's Active Engagement will be Facilitated within the IEC's Structures*: based on the project's sub-activities this has partially been achieved with the development of a gender strategy, however, the IEC has yet to adopt it. Measuring whether women's active engagement has been facilitated is therefore not possible within the scope of the evaluation.

Activity 5: *Support to Establishing a Political Party Liaison Council (PPLC)* was partially implemented in terms of providing technical support to the process; informal ad-hoc meetings were convened by the IEC in the run-up to the elections but a formal council has not been established.

Activity 6: *Support IEC to Develop Gender Strategies Targeting PPLC to the Participation of Women Within their Party Structures and as Potential Candidates for Elections* is linked to Activity 5 and therefore has seen limited progress.

Activity 7: *Conduct Project Evaluation and Lessons Learned Workshop*: A lessons learned and recommendations report was prepared by the SEA in March 2013.

#### 10.4 Project Effectiveness

**Outcome of the 2013 Parliamentary Election:** National and international observers concluded that the conduct of the 2013 Jordanian Parliamentary Elections represented a significant improvement over previous national elections. Based on these impressions, the SEPJ would appear to have been effective in assisting the IEC with various aspects of legal, technical, operational, organizational and material support. According to a senior IEC official, the support provided by SEPJ advisors was "indispensable" and contributed enormously to the success of the elections. UNDP and IFES also provided advisory support to the process of establishing the IEC's new offices, developing an organizational structure, staffing requirements and materials procurement, including ICT and office equipment.<sup>21</sup>

While not all SEPJ outputs are quantifiable or measurable, the following sections assess primarily qualitative effectiveness and efficiency according to specific SEPJ activities.

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<sup>21</sup> Lessons Learned and Recommendations Report; SEA, March 2013.



#### **10.4.1 Provide Support to the IEC in Drafting Necessary Regulations: Target: 15 Executive Instructions**

One of the IEC's first tasks upon being officially established in March 2012 was to provide input into the electoral law, which was still being debated in parliament. The IEC issued 14 "executive instructions" in the run-up to the election, with both SEPJ and IFES providing technical support and advice on the process.<sup>22</sup> Key features of the enacted law included the establishment of a single constituency for the newly introduced PR elections and the expansion of the women's quota from 12 to 15 seats.

Relevant technical assistance was provided by project advisors to assist the IEC in preparing these executive instructions, guidelines and regulations in anticipation of the elections<sup>23</sup>. SEPJ advisors provided significant input and advice on the drafting of these instruments that ultimately increased trust, transparency and credibility of the electoral process. On the suggestion of project advisors, the IEC interpreted provisions in the election law that resulted in executive instructions being issued that improved voter registration, production and distribution of voter cards, production and display of voters' lists and the claims and objections process, accreditation of election observers, polling day operations and counting procedures - thus bringing Jordan more in line with international best-practices for electoral standards. Some indicative examples include:<sup>24</sup>

- Pre-selection of each voter's polling center with his/her name on the list of voters in only one specific polling station, so that a voter cannot cast his/her vote in any other location.
- Verifying the voter's identity by matching his/her civil identity card with his/her voting card.
- Checking and marking the voter's name electronically while he/she casts his/her vote and the appearance of that information in all polling and counting centers, in addition to using stain on the nail as proof that the voter has exercised his/her right to vote.
- Improving the design of the ballot paper, enhancing security and introducing candidate photos to assist illiterate voters.
- Counting of votes at the same polling centers in the presence of candidates and their representatives, as well as local and international observers and journalists. A copy of the count protocols was posted at the entrance of the counting location.

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<sup>22</sup> IFES established an office in Jordan in 2007 and has a long track record of providing technical assistance for electoral legislation and electoral administration in the country.

<sup>23</sup> The SEA arrived in late May, as such the project substantively began in June 2012.

<sup>24</sup> IEC: Detailed Report on the Election Process 2013.

Interviews conducted for the evaluation with the former and acting IEC chairmen revealed a high level of appreciation and respect for the quality of the technical assistance provided by the SEPJ. The evaluation reveals that the project advisors provided the IEC Commissioners' Board and the secretariat staff with valuable advice on incorporating best practice and international standards of free and impartial elections through developing appropriate legislation and procedures compatible with such standards.

Through the SEPJ, the IEC received relevant and professional advice and guidance that informed the preparation of a wide range of executive instructions, thus enhancing the credibility of the electoral process in the eyes of national and international election observers and the Jordanian public.

#### **10.4.2 Provide Support to the IEC in Drafting a Strategic and Operational Plan**

Seven months prior to the election the UNDP recruited a medium-term international advisor to support the IEC Operations Department. As envisioned in the SEPJ Prodoc, the advisor would mentor IEC staff and provide “on the job training” in election planning and operations.

The Operations Advisor worked closely with the IEC Operations staff, notably in relation to drafting specifications for electoral materials, developing recommendations and plans on storage and movement of materials, and production and monitoring of shipping schedules.

Over a relatively short period of time the advisor’s mentoring responsibilities became blanketed across the IEC as the functions that are traditionally considered “operations” were spread across other IEC departments and senior management levels. The advisor was often engaged in corresponding mentoring roles to assist with the development of IEC activity plans which are not necessarily considered within the realm of operations, including staff recruitment, training, voter registration and polling and counting - from the level of senior management down the organizational structure.<sup>25</sup>

SEPJ advisors were especially adept at providing suitable examples of regional and international electoral plans, processes and procedures (Iraq, Afghanistan, Palestine) that were relevant for Jordan, including logistics plans, polling centre material requirements, ballot box kits, supplier samples, training manuals, warehouse requirements, E-Day security plans and movement of sensitive materials. Additional inputs included drafting procurement requirements and specifications for election commodities, drafting proposals for field coordination plans and

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<sup>25</sup> UNDP Support to the Independent Election Commission Jordan: August 8, 2012 – February 28, 2013; Operations Advisor Final Report.

material handover forms. Project advisors and staff also worked successfully with UNOPS<sup>26</sup> on occasions when election materials were procured under the SEPJ and when direct language assistance was required.

Regarding the principal activity of advising the IEC on developing a strategic and election operations plan, the outcome was mixed. As with any successful mentoring intervention, adequate time is ideally required to establish a sufficient level of mutual trust and respect in order for optimum “capacity building” to be transferred and sustained. One would simultaneously have to make the assumption that there was a general willingness on the part of relevant IEC staff to embrace a mentoring approach. Given the limited timeframe before the elections and the tremendous pressure that the IEC Operations Department was under (as well as a perceived self-confidence in their ability<sup>27</sup>), it is difficult to determine to what extent the SEPJ’s mentoring tactic was effective in assisting with the development of an IEC strategic and operations plan. It is therefore not surprising that some subtle resistance to absorbing operations advice and support during the run-up to the elections was experienced by project advisors.

Notwithstanding these complex organizational dynamics, the 2013 elections were successfully implemented from an operational perspective, and the IEC can take credit for effectively managing the process<sup>28</sup>. Similarly, the SEPJ advisors deserve acknowledgement for instilling a nascent culture of project and operational planning within the IEC. In meetings with senior IEC management the evaluator learned that the IEC has adopted a Microsoft Excel operations plan for two recently held by-elections. In a regrettable development, Operations Department staff were recently transferred to their respective parent ministries prior to a scheduled meeting, hence a discussion on their experiences with the IEC and SEPJ was not possible for this evaluation.

#### **10.4.3 Provide Technical Support to the IEC to Implement Internal and External Communications Strategies**

The project provided technical advice to the IEC on managing media relations and internal and external communication strategies. Advice was also provided and proposals drafted on establishing an internal computerized communications system. The project’s ICT advisor set up the IEC’s internal staff networking and e-mail accounts and began performing regular quality control checks on voter registration data. The SEPJ project’s media strategy advisor worked

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<sup>26</sup> United Nations Office for Project Services.

<sup>27</sup> Various IEC staff had previous electoral experience with the Ministry of Interior.

<sup>28</sup> A lessons-learned process on the 2010 elections, organized by the SEPJ, no doubt helped the IEC to better understand potential problems.

with an expert (contracted by IFES) to develop a long-term media strategy through convening a number of focus group meetings and interviews with key election stakeholders.

A proposal was also prepared by the project for a centralized communications room and protocols developed for a field communications plan, including formalized reporting structures. Archiving arrangements and electronic and paper correspondence record keeping were similarly suggested. Project mentoring was additionally provided for key IEC staff in the monitoring and evaluation of communications strategies and procedures. Capacity development and ICT assistance were concurrently provided for developing and supporting the launch of the IEC's website, call centre and Facebook page. A database was established for observer accreditation, and another for citizens to check the status of election-related complaints and appeals on the IEC website.

#### **10.4.4 Support IEC to Establish a National Voter Education Committee of IEC and CSO Membership**

One of the primary objectives of the SEPJ project was to facilitate cooperation between the IEC and civil society organizations involved in voter education and related public outreach activities. A suitable mechanism to foster relations and create a forum for discussion was therefore envisaged in the Prodoc. Under the auspices of the IEC, a National Voter Education Committee (NVEC) was foreseen as a necessary and constructive mechanism for transparently engaging with Jordanian CSOs and NGOs with experience in the sector, notably those working with youth, women and people with disabilities (PWD).

SEPJ advisors diligently advocated the IEC on establishment of the NVEC. The concept, however, did not gain traction with senior IEC decision makers and remains a partially fulfilled project output. The SEPJ evaluator was unable to determine the primary cause for this lack of progress but understands that the pressure of time, IEC staffing constraints, a lack of urgency and possibly an underlying hesitancy to engage with civil society on a formal basis were the main factors behind the IEC's apparent inertia to launch the NVEC.

With SEPJ support the IEC did, however, establish informal coordination mechanisms and proactively engage with civil society stakeholders prior to the election. This included establishing liaison officers, carrying out field visits to organizations, arranging periodical meetings and organizing workshops with the aim of boosting awareness among citizens of the election process.<sup>29</sup>

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<sup>29</sup> IEC Detailed Report on the Election Process 2013.

As formal engagement with external stakeholders is a novel concept for the IEC, it is understandable why caution was exercised, especially as the IEC was under pressure to prepare for the 2013 elections. Now that the IEC has the luxury of time, the Secretary General has expressed optimism that progress will be made on the NVEC. This process, however, should involve a thorough mapping exercise and evaluation of CSO and NGO capacities prior to participation in the NVEC. As proposed in the NVEC TORs developed by project advisors, the NVEC could also serve as a mechanism for the IEC to identify organizations that could potentially receive small grants for voter education outreach activities (providing funding is available).

While the SEPJ benchmark of institutionalizing the NVEC was not formally achieved, the evaluation determined that the informal contacts that the IEC has developed with civil society organizations are encouraging and provide a solid basis for future cooperation and a relevant platform for building national voter education capacity.

Under the SEPJ project a Public Outreach (PO) advisor was recruited to work with the IEC department responsible for voter information and cooperation with external stakeholders, including local and international observers, political stakeholders, civil society and the media. As the election approached, the IEC increased its visibility and elevated its new independent status among the public. Given the historical mistrust of the electoral process in Jordan, the IEC managed to increase the confidence of large sectors of society through a targeted media and voter education campaign utilizing a variety of messages including video, Facebook and YouTube. The SEPJ provided substantial input to this process through supporting the production of various print, video and audio materials.<sup>30</sup>

While an assessment of the IEC voter education campaign for the 2013 election is not within the scope of this evaluation, a review of observer reports indicates that certain deficiencies and gaps existed in the strategy. The EUEOM, for example, observed “diverse and sometimes inconsistent voter education activities by various electoral stakeholders” and civil society outreach efforts remained “limited and scattered”.

The high percentage of invalid ballots referred to in the IEC post-election report, especially for the general district election, similarly suggests that certain aspects of voter education requires targeting.<sup>31</sup> A thorough analysis of the IEC voter education strategy and methodology is therefore recommended.

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<sup>30</sup> IFES played a key role in voter education support, notably in regard to procurement of services and materials.

<sup>31</sup> IEC: Detailed Report on the Election Process 2013; p.89-90.

#### **10.4.5 Women's Active Engagement will be facilitated within the IEC's Structure**

Project support to the IEC for incorporating gender sensitive organizational practices and procedures was delayed due to the late recruitment of an IEC staff member responsible for the PPLC (see below). This delay had an impact on the recruitment of the SEPJ gender advisor, who was also tasked with assessing the role of the PPLC in developing gender strategies for political parties. The gender advisor was recruited shortly before the election and prepared a gender analysis and strategy, including gender in the electoral cycle, IEC gender integration, gender gaps and mapping. On the advisor's return mission to Jordan in February 2013, various issues were raised by the IEC regarding the suitability of promoting gender sensitive policies within the framework of the PPLC. To date the proposed IEC gender strategy has not been approved by the Board of Commissioners.

#### **10.4.6 Support IEC to Establish a Political Parties Liaison Council (PPLC)**

The IEC's engagement with political parties followed a similar path as the NVEC. While there were consultations and meetings with political party stakeholders during the electoral process, the IEC did not establish a formal institutional mechanism. The IEC did, however, encourage a structure of political party liaison officers (nominated by most parties) and shared proposed executive instructions with party representatives. Given the recent history in Jordan of limited political space, these gestures have been seen as genuine attempts to build trust and mutual cooperation with political parties.

As with the NVEC, project advisors drafted a concept paper and TORs for the PPLC, however, a formal IEC board decision to institutionalize the council did not occur. A shortage of suitable IEC staff to develop the PPLC may have contributed to this lack of momentum. Regardless of the root cause, a policy decision regarding the implementation of the PPLC was not forthcoming from IEC leadership, hence proving another challenge for achieving SEPJ project outputs. In the absence of any legally binding requirement for the IEC to establish a formal liaison mechanism with political parties, the UNDP may consider initiating a discussion with the IEC on whether a formal, institutional mechanism is desirable or achievable and consider a time-bound commitment.

Regardless of the institutional nature of the PPLC, the IEC made significant overtures to political parties in the run-up to the election and fostered an impression of transparency and trust, hitherto unprecedented in Jordan. As such the SEPJ project succeeded in supporting this informal relationship which has laid the foundation for future dialogue and cooperation between political parties and the IEC.

#### **10.4.7 Project Management**

SEPJ project management arrangements were generally appropriate and efficient at the CO, PMU and Steering Committee/Technical Committee levels and complied with standard UNDP/GPECS guidelines. A number of unavoidable IEC, UNDP and PMU staffing gaps occurred during project implementation, resulting in some impact on project efficiency; these temporary gaps included the CO Director (chair of the TC); the SEA (six months); the CO Governance Analyst and project translators. To minimize the impact these vacancies had on the project the UNDP and GPECS successfully filled key staffing gaps with appropriate personnel. Concurrently, throughout the course of project implementation, the UNDP remained an active member of the donor-lender group on governance and currently chairs the sub-group on elections, convened at the EU Delegation in Amman.

An evaluation of the frequency and impact of steering and technical committee meetings may be considered relevant for the successor project and regular strategic reviews of the AWP are suggested. In addition, a mid-term evaluation of the SECJ may be beneficial for the UNDP and steering committee for assessing performance of activities against outputs and realigning project objectives and expectations, if required.

#### **11.0 Sustainably and Impact**

The SEPJ was a rapid, start-up project with \$500,000 seed funding provided by AECID, through GPECS. The benefits accrued through project implementation are therefore expected to continue throughout the SECJ project to 2015. Issues of sustainability and an exit strategy will therefore need to be addressed by UNDP for the successor project. Capacity building is by nature a long-term commitment, hence the SECJ project is encouraged to focus on the issue of IEC institutional building requirements, including continued mentoring, coaching and training. The modalities of this strategy will depend on the prevailing social, economic, political, institutional and other conditions and making projections about the IEC's capacity to maintain, manage and ensure future development results.

The relatively short project implementation period and tight election time-frame necessitated a hands-on, direct staff mentoring approach in lieu of a systematized institutional capacity development methodology typically associated with longer term election support projects. Gender mainstreaming is similarly an ongoing project objective that will require IEC affirmative action and a sensitized HR plan cognizant of prevailing socio-cultural attitudes, gender gaps and environmental conditions. In order to measure the impact of future gender mainstreaming strategies, a set of qualitative and measurable quantitative base line indicators will be useful,

this applies to the IEC institutional architecture (female representation on the Board of Commissioners, number of female secretariat staff and polling station officials); appropriate measurable criteria will also be required for the envisioned PPLC.

The UNDP may wish to consider developing a mechanism whereby DIM project management methodologies (planning, budget and financial control, M and E practices, reporting, etc.) are inculcated with IEC staff in order to build national project management expertise and institutional memory. The on-going practice of project staff being co-located with the IEC will help to facilitate this potential capacity development relationship.

In general terms the SEPJ had a positive impact on wider democratic objectives articulated by the government of Jordan and the UNDP. The project contributed to the establishment of an independent EMB and supported the conduct of transparent, professional and credible elections.

Based on the generally successful conduct of the 2013 parliamentary election in Jordan, the overall project objective of “strengthening the electoral process” has been achieved and significant benefits have accrued from SEPJ provision of legal advice, operational assistance and incremental institutional development. The successful transition of activities from the SEPJ to the SECJ project has furthermore provided an opportunity for progressing and consolidating the accomplishments of the initial start-up project.

## **12.0 Conclusions**

The SEPJ project provided the IEC with substantive advice and technical assistance that directly improved the conduct of the 2013 Jordanian Parliamentary Elections. Such support contributed to the development of enhanced executive instructions and procedures that acknowledged the IEC’s aspirations to comply with Jordan’s international electoral commitments.

Given the relatively short project time frame and the establishment of a new EMB 10 months before the election, SEPJ advisors made a significant contribution to the initial capacity development of the nascent IEC and assisted with institutional and operational preparedness for the January 2013 elections, which observers considered generally successful and credible.

As a representative sample SEPJ project assistance and advice included: organizational strategic development, election law and instructions, internal coordination, communication and reporting, voter education message development, observer accreditation, ballot design,



transmission of results, recovery of sensitive materials, candidate nomination, campaign regulations, participation of voters with disabilities and operational planning.<sup>32</sup>

While the SEPJ objective was relevant and logical, the design of project activities and outputs presented challenges in terms of achieving certain milestones and benchmarks. The lack of suitable SMART indicators and ambitious language used to describe expected outcomes similarly built in some unattainable goals. A mid-term evaluation may have realigned project activities to more achievable objectives. Given that a number of key SEPJ objectives have been carried over to the successor project, an opportunity exists to review the current expected outcomes of the SECJ project with the IEC to formulate a common understanding of objectives and therefore manage expectations.

As is often the case with election support projects where an immutable deadline is involved, project advisors were multi-faceted in their effort to provide on-the-job training for a wide range of IEC staff members. Staff mentoring and capacity development, as envisaged in the Prodoc, was somewhat successful but ideally would have required a stable and committed workforce with a greater degree of job security<sup>33</sup>, combined with a lengthier project implementation period in order to build mutual trust and confidence. The IEC is currently developing independent HR policies that will potentially address this constraint and ideally create a permanent and stable career path for staff members. A long-term strategic capacity development and training plan will therefore complement this approach.

The SEPJ succeeded in delivering an impressive array of legal, administrative, organizational, technical and operational advice and assistance that, while somewhat challenging to comprehensively measure, was entirely relevant in terms of appropriateness and impact on the 2013 elections. The future sustainability of SEPJ achievements rests with the SECJ project - the success of subsequent project activities will depend to a large extent on regular reviews and, if necessary, realignment of project activities and outputs, particularly in relation to IEC organizational capacity development and training, gender strategies and relations with external stakeholders.

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<sup>32</sup> SEA Quarterly GPECS Report; December 2012.

<sup>33</sup> During the course of the evaluation the IEC Operations Directorate staff were transferred to their parent ministries.

## 13.0 Recommendations

- Consider an internal review of the expected outcomes of the SECJ project with the IEC to confirm a common understanding of project expectations carried over from the SEPJ project to ensure national ownership and manage expectations.
- Political Party Liaison Council: Discuss the requirement for a formal institutional mechanism with the IEC; if still considered relevant then encourage a formal policy decision and propose a time-bound commitment; furthermore, assist the IEC with convening the initial meeting.
  - Facilitate a training needs assessment for political party capacity building (outsourced to a suitably qualified national or international organization);
  - Identify suitable interventions and support for political party development and capacity building – generally speaking this would not be the responsibility of an EMB but rather an independent organization.
  - Continue to advocate the adoption and implementation of recommendations in the project Gender Strategy.
- National Voter Education Committee: Discuss the requirement for a formal institutional mechanism with the IEC; if still considered relevant then encourage the IEC to make a policy decision on the NVEC and establish a time bound commitment to convene the inaugural meeting.
  - Propose to assist the IEC with mapping and assessing CSOs and NGOs on the IEC's existing data-base.
  - Develop the SEPJ proposal to provide small voter and civic education grants to qualified CSOs (identify donor funding if required).
  - Develop measurable baseline indicators to assess the efficacy, outreach and impact of voter education.
- A review of the frequency and impact of SEPJ steering and technical committee meetings may be considered relevant for the successor project and periodical reviews of the AWP are suggested.
- A mid-term evaluation of the SECJ may be beneficial to the steering committee for assessing performance of activities against outputs and, if required, realigning project objectives and expectations.
- Support development of an internal system to retain and transfer institutional knowledge imparted through the SEPJ/SECJ to complement future capacity building,

training and mentoring methodology. Thereby, DIM project management skills and methodologies (planning, budget and financial control, M and E practices, reporting, etc.) are inculcated with relevant IEC staff in order to build national project management expertise.

- An analysis of the IEC voter education strategy and methodology is recommended. The high percentage of invalid ballots referred to in the IEC post-election report, especially for the general district election, suggests that certain aspects of voter education requires targeting.
- Develop appropriate gender mainstreaming indicators to assess the efficacy of the project and IEC gender strategic plan.
- Consider supporting the development of additional IEC liaison committees for media relations, legal reform, election observation, etc.

#### **14.0 Lessons Learned**

- Commencing an election support project 9 months before an election may result in slippage of some expected activities and outputs; in election support projects there is usually a need for a minimum of 12-24 months lead time for desired results to be achieved.
- Where possible, capture the views of national EMB practitioners in the Needs Assessment Mission recommendations. If this is not possible, subsequent project design should be developed in a flexible manner that is easily amended by project management to incorporate relevant input at a later date.
- Sustainable mentoring and coaching approaches to capacity development are typically a medium to long-term commitment (often two years plus) and take time in order to develop trust and mutual respect.
- Develop a common understanding of capacity development approaches and mentoring before assuming that EMB staff have the desire, will or commitment to absorb the expert knowledge being imparted.
- Where possible, seek commitments from EMB management that staff benefiting from mentoring relationships will remain with the organization for at least one entire

electoral cycle, and will not be prone to transfer unless suitable institutional memory and knowledge retention protocols are established.

- On projects of more than one year duration a mid-term review is useful in order to realign and adjust project activities to changing political, organizational or financial circumstances. Such a review would also provide a useful reality check on project expectations.
- Sufficient baseline data and measurable indicators should be established in the results based matrix/log-frame during initial stages of project development – targets should not be abstract.
  - Establish project objectives based on SMART (specific, measurable, achievable, realistic and time-bound) principles;
  - For qualitative objectives a baseline must be established, hence sound attitudinal surveys.
  - For quantitative objectives then clear and well defined measurable indicators developed.

**Independent Election Commission of Jordan**

H.E. Riyad Al Shak'a: *Acting Chairman*

H.E. Abdelellah Al Khateeb: Former Chairman

H.E. Ali Al Darabkah: *Secretary General*

Ms. Badrieh Al Belbeisi: Deputy Secretary General

Ms. Bushra Abu Shahout: Director of Polices and Institutional Development

Mr. Sharafeldien Abu Rumman: Head of Media Department

**UNDP Jordan**

Ms. Zena Ali Ahmad: UNDP Country Director

Ms. Majida Al-Assaf: Programme Manager

Mr. Maarten Halff: Senior Electoral Advisor

Ms. Mais Al-Atiat: Project Officer

Mr. Ray Kennedy: Former Senior Electoral Advisor (Skype call)

Mr. Luis Martinez-Betanzos: *GPECS Regional Electoral Advisor (Skype call)*

Mr. Francisco Cobos: Capacity Development Advisor (Skype call)

**Project Partners**

Mr. Gregorio Marañón Garrido: Coordinator General- AECID

Mr. Hermann Thiel: IFES Jordan Chief of Party

## Annex 2: Documents Reviewed

Carter Center: Report for Jordan's 2013 Parliamentary Elections Feb. 14, 2013.

*Cobos, Francisco and Hakooz, Muna*: Capacity Assessment of the Independent Election Commission; UNDP/IEC August 2013.

Detailed Report on the Election Process 2013 (translation): Independent Election Commission of Jordan.

Elections Donor Lender Technical Group: Minutes: February – September 2013.

European Commission: External Cooperation Programme: Support to the IEC, Jordan.

European Commission: Monitoring Report, 03/06/13. Support to the IEC, Jordan.

European Union Election Observation Report: Final Report, Jordan Parliamentary Elections, January 2013.

International Republican Institute/Middle East Marketing and Research Consultants: Jordan Post-Election Public Opinion Survey; March 4-7, 2013.

RASED: Conclusion of the Report on Monitoring the 2013 Jordan Parliamentary Election; January 2013.

Steering Committee and Technical Committee Meeting minutes, 2012 – 2013.

Strengthening Electoral Processes in Jordan: UNDP Project Document 2012.

UNDP: A Guide to Democratic Governance Practice, Bureau for Development Policy, Democratic Governance Group, 2010.

UNDP: IEC's Gender Mapping and Strategy, February 2013.

UNDP: Concept Note - Support the relation between IEC and other national stakeholders.

UN Electoral Assistance Division; Electoral Needs Assessment Mission to Jordan, 14-23 December 2011.

**INDIVIDUAL INTERNATIONAL CONSULTANT PROCUREMENT NOTICE**

**Description of the assignment:**

<b>Post Title:</b>	International Evaluation Consultant to conduct a final evaluation of the project: "Strengthening Electoral Processes in Jordan".
<b>Starting Date:</b>	October 15 <sup>th</sup> 2013
<b>Duration:</b>	15 working days
<b>Location:</b>	Amman- Jordan
<b>Project:</b>	Strengthening Electoral Processes in Jordan

**Period of assignment/services (if applicable): 15 working Days.**

Instructions to Offerors for Job Id 39393 consultancy to work with Independent Elections Commission in Jordan and UNDP Jordan to coordinate the formulation OF "an Evaluation Consultant to conduct a final evaluation of the project: "Strengthening Electoral Processes in Jordan".

The following documents are attached in relation to this notice.

1. UNDP General Conditions of Contract
2. Terms of Reference
3. Confirmation of interest form.

To apply, kindly read the procurement notice, scan and attach the following documents as one file and attach to the following link: <http://jobs.undp.org/>

1. CV
2. Offeror's letter to UNDP/Confirmation of interest form
3. Technical proposal
4. Financial proposal

**1. BACKGROUND**

The Jordanian Independent Election Commission (IEC) was established by law in March 2012. The Commission is steered by a Board of Commissioners which consists of five members. The Board

was appointed in May 2012 and the Commission was staffed by June 2012. The IEC is mandated to oversee and manage parliamentary elections and to oversee any other elections adopted by the Cabinet. It has managed the Parliamentary Elections of the 17th parliament which took place on 23 January 2013.

Strengthening Electoral Processes in Jordan project represents the contribution of the Global Programme for Electoral Cycle Support (GPECS) to UNDP's overall electoral assistance in Jordan. The GPECS funds were to focus on two specific areas – building the initial capacity of the Independent Election Commission, and also systemizing the interaction between the IEC and stakeholders of the electoral process and candidates. The support served primarily as a start-up of a larger, multi-year project which was in the preliminary design phase. The objective of the intervention was to allow the IEC and stakeholders to reach a preparedness level for them to play their role in the elections and also assist the implementation of electoral support projects being designed by many international partners. The expected outputs were twofold: 1) for the IEC, it would have the necessary regulations in place to operate in a professional manner; 2) for stakeholders, they would have established clear lines of communication with the IEC, and they would have been made aware and act to promote the participation of women as officials and candidates for elections. In addition, women's active engagement would be facilitated within the IEC's structures.

Accordingly, UNDP is seeking to recruit an Evaluation Consultant to conduct a final evaluation of the project: "Strengthening Electoral Processes in Jordan" for 15 working days from October 15th to November 15th 2013.

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

Within the context outlined above, UNDP seeks the recruitment of an Evaluation Consultant to conduct a final evaluation of the project: "Strengthening Electoral Processes in Jordan".

The consultant is expected to work with the IEC senior staff of relevant directorates as well as staff members of the ongoing UNDP project of support and in close consultation with UNDP Jordan. The scope of work covers the following tasks during the evaluation process:

1. Review of relevant documents including: documents on IEC policies related to the project area, the Project Document, narrative reports prepared by the project, and all relevant documentation related to implementation including: gap analysis, assessment reports and activity reports.
2. Conduct interviews and roundtable meetings with project stakeholders and partners.

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



Criteria	Main questions
Project Management	<ul style="list-style-type: none"> <li>- Are the Project Management arrangements appropriate at the team level and Project Board level?</li> </ul>
Project Design	<ul style="list-style-type: none"> <li>- To what extent did the design of the project help in achieving its own goals?</li> <li>- Were the context, problem, needs and priorities well analyzed while designing the project?</li> <li>- Were there clear objectives and strategy?</li> <li>- Were there clear baselines indicators and/or benchmarks for performance?</li> <li>- Was the process of project design sufficiently participatory? Was there any impact of the process?</li> </ul>
Relevance and appropriateness	<ul style="list-style-type: none"> <li>- Was the project relevant, appropriate and strategic to IEC goals and challenges?</li> <li>- Was the project relevant, appropriate and strategic to the mandate, strategy, functions, roles, and responsibilities of the IEC as an institution and to the key actors within that institution?</li> <li>- Was the project relevant, appropriate and strategic to UNDP mandate?</li> </ul>
Effectiveness and efficiency	<ul style="list-style-type: none"> <li>- Were the actions to achieve the outputs and outcomes effective and efficient?</li> <li>- Were there any lessons learned, failures/lost opportunities? What might have been done better or differently?</li> <li>- How did the project deal with issues and risks?</li> <li>- Were the outputs achieved in a timely manner?</li> <li>- Were the resources utilized in the best way possible?</li> </ul>
Impact and sustainability	<ul style="list-style-type: none"> <li>- Will the outputs/outcomes lead to benefits beyond the life of the existing project?</li> <li>- Were the actions and results owned by the local partners and stakeholders?</li> <li>- Was capacity (individuals, institution, systems) built through the actions of the project?</li> <li>- What is the level of contribution of the project management arrangements to national ownership of the set objectives, results, and outputs</li> <li>- Were the modes of deliveries of the outputs appropriate to promote national ownership and sustainability of the results achieved</li> </ul>

### 3. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS:

#### **Competencies:**

- Ability to work under pressure against strict deadlines,
- Ability to think out-of-the-box,
- Ability to present complex issues persuasively and simply.
- Ability to contextualize global trends in accordance with the dynamics of the operating (working) environment.