



ASSESSMENT OF DEVELOPMENT RESULTS **JORDAN**
EVALUATION OF UNDP CONTRIBUTION

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ASSESSMENT OF DEVELOPMENT RESULTS: JORDAN

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FOREWORD

The Assessment of Development Results (ADR) of UNDP in Jordan is an independent country-level evaluation conducted by the Evaluation Office of UNDP. The report, covering two programme cycles, assesses the relevance and strategic positioning of UNDP's support and its contributions to the country's development since 1998. The purpose is to generate lessons for strengthening country-level programming and to contribute to the organization's effectiveness and substantive accountability.

Jordan has made significant development progress over the last decade. The country has achieved macroeconomic stability and transformed the structure of its economy—now one of the strongest in the Arab region. The country has also intensified its efforts to make human development a national priority. Between 1997 and 2007, Jordan's Human Development Index (HDI) rose from 0.715 to 0.760 (on a scale of 0-1). Despite these achievements, however, significant regional disparities in human development remain. Unemployment, especially among the youth, is a major concern. The country's dependence on the markets of the neighbouring countries, the scarcity of its natural resources and its high population growth resulting from successive migrations that reflect the political situation in the region, have all proved to be major constraints on the country's development efforts.

Jordan's priorities have been laid down in the *National Agenda*, introduced in November 2005. More recently, the country stepped up its efforts with the *Kulluna al Urdun* or "We are all Jordan" initiative which provides a comprehensive policy framework for Jordan's future development. It has fostered extensive debate among representatives from Government, Parliament and civil society to help prioritize broader national reforms.

UNDP's contribution in facilitating capacity development and administrative reform in the

public sector since 1998 has been significant for the management of Jordan's integration in the world economy. By supporting the testing and adoption of modern management approaches, UNDP helped to enhance the technical capabilities of the public sector to attract foreign investment and stronger trade and service-based relations with other countries. UNDP's support to the Anti-Corruption Department also helped Jordan ratify the United Nations Convention against Corruption and establish an independent commission.

The evaluation found that UNDP's support to the preparation of the national Human Development Report (HDR) and the first Millennium Development Goals (MDGs) report contributed to policy dialogue, increased participation of CSOs and NGOs in shaping public perception of national efforts to monitor poverty and social safety nets, more focused statistical research and greater resource allocation to address regional and gender disparities. In addition, UNDP's support to the national youth strategy and action plan, private sector development through Small and Medium Enterprises (SMEs), and national training strategy for information and communication technologies (ICT) have strengthened local capacity, creating an enabling environment of community development. In the area of environment, UNDP assisted Jordan in the formulation of national frameworks and in meeting the demands of the international environment conventions. Key results also include conservation of the environment through income-generating initiatives among local communities under the Small Grants Programme of the Global Environment Facility (GEF).

The evaluation highlights some areas where UNDP needs to do more to improve its performance. Clear exit strategies are necessary to ensure sustainability of UNDP interventions. Effective monitoring and evaluation of development

outcomes need to be given higher priority. Greater efforts to mainstream gender and human rights in programme interventions would improve results. Particular attention should be given to especially vulnerable groups in relation to poverty reduction strategies. UNDP can also support the government in reaching consensus on how it can add value in the area of decentralization.

I would like to acknowledge the work of the evaluation team composed of El Sayed Ali Zaki, team leader, Camillia Fawzi El-Solh, team specialist, Taghrid Khuri, national consultant, and Khaled Ehsan, the Evaluation Office team member and task manager. We would also like to thank Karima Nehmeh for her background research, and Kutisha Ebron and Anish Pradhan for their administrative support.

The research and preparation of the evaluation benefited from collaboration and openness of the staff of the UNDP Country Office in Jordan, led by the previous Resident Representative Christine McNab and the current Resident Representative, Luc Stevens. I would also like to thank the Regional Bureau for Arab States, in particular Director Amat Alsoswa and Kunzang Chungyalpa, Chief,

Country Operations Division, for their engagement with the evaluation.

This report would not have been possible without the commitment and support of the Government of Jordan. In particular, the evaluation team would like to thank H.E. Maher Madadha, Secretary General, Ministry of Planning and International Cooperation, other government ministers, deputy ministers, presidential advisors, parliamentarians and many other officials for their valuable support and openness in discussing the challenges facing Jordan and UNDP's response to them. The team is also indebted to the representatives from civil society and non-governmental organizations, donor countries, international financial institutions and the United Nations Country Team, for their insightful advice and comments.

We hope the findings and recommendations of this report will help UNDP to enhance its future role in Jordan and provide broader lessons for UNDP and partners globally.



Saraswathi Menon
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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AHDR	Arab Human Development Report
CBO	Community-based organization
CCA	Common Country Assessment
CCF	Country Cooperation Framework
CPO	Country Programme Outline
CO	UNDP Country Office
CSO	Civil society organization
DLCG	Donor/Lender Coordinating Group
EU	European Union
GAFTA	Greater Arab Free Trade Area
GDP	Gross domestic product
GEF	Global Environment Facility
GTZ	German Agency for Technical Cooperation (Gesellschaft für Technische Zusammenarbeit)
ICT	Information and communication technology
IMF	International Monetary Fund
MDGs	Millennium Development Goals
MOEn	Ministry of Environment
MOPIC	Ministry of Planning and International Cooperation
NCHR	National Centre for Human Rights
NEX	National execution modality
NGO	Non-governmental organization
NHDR	National Human Development Report
OECD	Organisation for Economic Co-operation and Development
QIZ	Qualified Industrial Zone
RCF	Regional Cooperation Framework for the Arab States
SMEs	Small and medium enterprises
UN	United Nations
UNAIDS	The Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNRC	United Nations Resident Coordinator
USAID	United States Agency for International Development
WTO	World Trade Organization

EXECUTIVE SUMMARY

This report analyzes the findings, conclusions and recommendations of an independent evaluation of the United Nations Development Programme's (UNDP) contribution to socio-economic and human development in Jordan over the course of two programme cycles during 1998–2007. This Assessment of Development Results (ADR) focuses on the strategic positioning of UNDP within the policy environment in Jordan, and assesses whether the UNDP Country Office (CO) has been able to make critical and tangible contributions to development results in the country. A key goal of the evaluation was to examine whether UNDP CO initiatives and interventions were aligned with medium- and long-term needs and priorities of the country as a whole. Such priorities include Jordan's ongoing efforts to promote economic liberalization and political reform and the longer-term process of preparing the country and its people to assume a competitive place as a knowledge economy in the global environment.

This ADR focuses on three main objectives:

1. To examine the relevance, responsiveness, effectiveness, sustainability and effect of the strategic interventions of UNDP in terms of addressing the most pressing issues of poverty, governance, environmental protection, gender inequalities and human rights in Jordan.
2. To assess the developmental effectiveness of the 1998–2002 UNDP Jordan Country Cooperation Framework (CCF) and the 2003–2007 Country Programme Outline (CPO).
3. To draw lessons that could inform policies and identify programme and policy areas where the activities of UNDP could be enhanced in order to sustain a relevant contribution to Jordan's long-term development. An important aspect of this evaluation is UNDP Jordan's dual role as catalyst and facilitator of development, closely linked to the resources

and expertise UNDP is able to leverage in providing added value and quality services, and identifying opportunities as they arise.

MAIN FINDINGS

STRATEGIC POSITIONING OF UNDP IN JORDAN

Thematic areas addressed in UNDP Jordan's country programmes remained consistent in both the 1998–2002 CCF and the 2003–2007 CPO cycles. These focused on the three main national priorities: governance, poverty reduction, and environmental protection and conservation.

Highlights of the 1998–2002 CCF demonstrate UNDP Jordan's alignment with such priorities:

- **Governance:** Special emphasis was placed on capacity-building in the public sector and capacity-building for the management of Jordan's integration into the world economy;
- **Poverty reduction:** Special emphasis was placed on social productivity in job-related skills training and expanding the government's social safety net;
- **Environmental protection:** Support was provided to the government, including the efforts of the Global Environment Facility (GEF) and other environmental projects in implementing the government's National Environment Action Plan. Because of the significant amount of resources required, UNDP left major inter-ventions to other donors, such as the United States Agency for International Development (USAID) and the German Agency for Technical Cooperation (GTZ). UNDP played a supporting role in national efforts to address water shortage and management issues by helping to create the central water database, and by focusing on capacity building and institutional strengthening of government agencies and non-governmental organizations (NGOs); and

- **Information and communication technology:** ICT was integrated mainly into poverty reduction and governance programmes during the course of the CCF in mid-2000.

Analysis of development challenges from the 2002 Common Country Assessment (CCA) and approaches outlined by the 2003–2007 United Nations Development Assistance Framework (UNDAF) were incorporated into the 2003–2007 CPO. Areas of intervention remained the same, reflecting ongoing national priorities in the areas of governance, poverty reduction and social development, and environmental protection. However, approaches to interventions became more focused (i.e., in line with evolving national challenges and needs, and in response to evaluations of the CCF). The CPO emphasized mainstreaming gender and promoting human rights-based development in all activities; it also highlighted the goal of creating synergy between upstream and downstream activities in order to effectively contribute to development outcomes.

Highlights of the 2003–2007 CPO demonstrate UNDP Jordan’s alignment with national priorities and include:

- **Community development:** Building on a network of Jordan Information Technology Community Centres throughout the Kingdom; integrating ICT, up-scaling and linking local efforts;
- **Enhanced regional development and decentralization:** Strengthening local capacity and creating an enabling environment for community development; and
- **Support to administrative reform:** Building on previous successes (such as the Aid-Coordination Unit, the database at the Department of Statistics); creating an enabling environment for development, including direct foreign investment and stronger trade and service-based relations with other countries.

In particular, the CPO emphasized the major contributions of UNDP to poverty reduction and

governance, which most closely reflect the UNDP mandate. These areas are also where UNDP enjoys a comparative institutional advantage. For this reason, and because of limited UNDP resources, support for environmental protection—including water management and other large-scale activities—was limited to assisting in local-level planning and raising awareness through community development efforts. Other agencies with more resources were responsible for implementing the larger projects in the country.

The CPO clearly demonstrated the dual role of UNDP as a catalyst and facilitator of development, in line with both the organization’s institutional strengths and the country’s national priorities, particularly the recent Government of Jordan *National Economic and Social Development Plan 2004–2006*. During the course of the CPO cycle, UNDP Jordan also strengthened its media and advocacy role, hiring a media specialist for this purpose.

In terms of relevance and responsiveness to emerging national needs and priorities, several observations emerge from the two UNDP programmes under review:

- Projects implemented under the 1998–2002 CCF cycle may have been too numerous and scattered, and were often too focused on capacity building and training without strategically linking these efforts to longer-term institutional and organizational development;
- Both programmes were relatively strong in the governance sector, but weaker in responding to and having an effect on poverty reduction;
- Through overall community development, the CPO cycle was more coherently designed within a strategic approach to issues such as poverty reduction and environmental protection. It also demonstrated—through both up- and downstream activities—the integral links between these two areas, and more generally, with governance;
- Although decentralization has remained a main focus and priority of the Government

of Jordan, neither the CCF nor the CPO incorporated this goal into project activities;

- Mainstreaming of both gender and human rights remains somewhat incomplete in UNDP Jordan country programmes;
- Developing and articulating an overall strategic vision underpinning UNDP programmes in Jordan would be helpful in demonstrating the strategic positioning of UNDP, both with regard to medium- and long-term goals, as well as in support of Jordan's achievement of a strong knowledge-based economy; and
- Challenges remain in enhancing UNDP responsiveness to national needs—as voiced by other sectors of the society, such as civil society organizations (CSOs) and NGOs—and in supporting the government in encouraging and promoting citizen participation in the articulation of their needs and the development of their communities.

THE CONTRIBUTION OF UNDP TO DEVELOPMENT RESULTS IN JORDAN

While it is difficult to attribute major changes at the national level exclusively to UNDP interventions, both the CCF and the CPO cycles demonstrate several areas where UNDP, in collaboration with national partners, has made certain contributions to development results in Jordan. In particular, UNDP has:

- Taken the lead in establishing the Donor/Lender Coordinating Group (DLCG) to coordinate aid between bilateral and multi-lateral donors and the government through the Resident Coordinator's office;
- Played a critical catalyst role in attracting and leveraging other donor support to contribute to Jordan's development;
- Played a pivotal role coordinating development interventions with other United Nations (UN) agencies as a leader in the United Nations Country Team (UNCT);
- Enjoyed a good reputation and good relations with the Government of Jordan as a politically neutral agency;

- Been instrumental in supporting the government in strengthening the Ministry of Planning and International Cooperation (MOPIC) as the government agency responsible for coordinating and planning development initiatives;
- Been an effective facilitator in supporting the Government of Jordan in undertaking or joining regional development initiatives, particularly in the critical area of environmental protection and management;
- Made inroads in inviting and promoting the participation of CSOs and NGOs at the community level; and
- Worked to support the government in developing closer, more effective and sustained partnerships with the private sector.

KEY LESSONS LEARNED

A number of key issues point to lessons learned and emerging opportunities.

EFFECTIVENESS OF UNDP STRATEGY

UNDP Jordan's concentration on three main thematic areas remains closely in line with national priorities. Compared to the earlier CCF cycle, the CPO was more coherently conceptualized to highlight integral linkages between poverty reduction, good governance and environmental protection. This coherence was also reflected in more strategic attention to the comparative institutional advantages and strengths of UNDP as a catalyst and facilitator of development initiatives, which was most pronounced and successful in the area of governance. UNDP has been effective in contributing to the government's capacity to monitor and report progress toward the Millennium Development Goals (MDGs), to which the Government of Jordan is fully committed.

In leveraging funds and promoting development goals, UNDP draws on its leadership role in creating partnerships between various government agencies, donors and other stakeholders. However, demonstrating conceptual coherence

may not always translate into strategic coherence at the project level. Challenges and constraints emanate from the complex issues facing the country, as well as from the interests and priorities of other players, including the government, bilateral donors and, in particular, those with more extensive resources to invest in Jordan. Efforts may still be needed to link the objectives and outcomes of specific interventions. UNDP has yet to expand collaborative efforts and partnerships with CSOs and NGOs that are not designated among the official organizations.¹ Enhancing citizen participation in development also remains a challenge. Other challenges remain in operationalizing and mainstreaming the cross-cutting issues of gender and human rights into actual programmes and projects.

EXIT STRATEGIES AND SUSTAINABILITY

UNDP Jordan does not explicitly integrate exit and sustainability strategies into programme and project design in a consistent manner.² This is due to many factors, including the relatively small contributions of UNDP alongside a range of government and other donors. However, the potential for ensuring the sustainability of interventions is there, especially given the close working relationship of UNDP and MOPIC, the main UNDP government partner in Jordan.

The oversight of development activities by MOPIC demonstrates that the Government of Jordan is already in a position to adopt and expand processes and outcomes of successful projects. The self-defined role of UNDP primarily as a catalyst and facilitator of development helps focus its strengths and contributions mainly in terms of policy dialogue, policy advice and advocacy (where the notion of an exit strategy or sustainability is a more of a qualitative consideration), and in demonstration of successful pilot or small-scale projects (where up-scaling, and

hence, sustaining these interventions, is perhaps more feasible).

PROGRAMME MANAGEMENT AND COORDINATION

In recent years, the Jordan CO has done an excellent job of strengthening staff capacity, mainly through courses and training in the English language, presentation and communication skills, and gender mainstreaming. Re-profiling the UNDP CO and implementing regular meetings involving both programme and operations staff has contributed to strengthening intra-office communications. Effective implementation of the in-house learning management system has generally strengthened CO staff management, communication and leadership skills. However, there remain some concerns about linking these advances to further training and capacity development in strategic thinking as part of institutionalizing a more holistic approach to programme development.

MONITORING AND EVALUATION

UNDP Jordan is realizing the implications of inadequate monitoring and evaluation systems, which are indispensable tools in planning and programming. This is not a problem exclusive to UNDP, as it also characterizes operations in the UN, MOPIC and other development agencies. During the 1998–2002 CCF cycle, references to management arrangements for monitoring and evaluation were limited. In the 2003–2007 CPO, a plan for monitoring and evaluation throughout the programme cycle was developed. However, monitoring and evaluation have not been fully integrated into the management function at either the programme or project levels. Efforts to undertake joint monitoring exercises with UNDP partners and integrate these into evaluations of outcomes and impact would be valuable. In addition, special attention needs to be focused

1 NGOs founded by royal decree.

2 Despite some instances of implementing a clear exit strategy (e.g., the Balqa project, the Department of Statistics Strengthening Project, the National Human Development Report and MDG reporting processes), it is fair to say that it is not the case with all—or some of the largest—programmes.

on adopting inclusive approaches and strengthening national counterparts' abilities in this regard.

RECOMMENDATIONS FOR THE FUTURE

Keeping in mind the achievements, challenges and lessons learned through UNDP interventions during the 1998–2002 CCF and the 2003–2007 CPO cycles, and mindful of Jordan's declared objective of preparing and strengthening the country's institutions and people to play a competitive role as a knowledge economy in the global environment, this evaluation presents specific recommendations for enhancing the strategic positioning and contribution of UNDP Jordan to development results. Key recommendations include:

STRENGTHEN THE STRATEGIC POSITIONING OF UNDP

- Strengthen the strategic positioning and image of UNDP Jordan as a neutral player through innovative steps to promote effective dialogue and partnerships with a range of CSOs, private-sector organizations and local communities;
- Strengthen the comparative and institutional advantage of UNDP by linking projects and activities with regional initiatives of the Regional Cooperation Framework (RCF), such as the Programme on Governance in the Arab Region and others, as well as with relevant South-South Cooperation networks;
- Strengthen development results through a coherent strategy and holistic approach to intersections and overlap in the three thematic areas; design specific programme and project interventions on this basis, taking into account national and local-level efforts to promote gender equality;
- Enhance the strategic focus of UNDP on improving human development in the country through identifying connections between unemployment and poverty, recognizing the effect of economic liberalization through the establishment of Qualified Industrial Zones (QIZs), and linking these issues as part of a comprehensive human development strategy;
- Strengthen UNDP strategic position, comparative advantage and contribution to national development results by systematic, gender-sensitive and consensus-building approaches to address human rights issues, involving all relevant stakeholders in the society;
- Proceed with exploration of the main development needs identified in the *2004 Jordan National Human Development Report* as a programming guide and tool in future UNDP interventions; translate and operationalize into concrete programme and project interventions and synergies the conceptual dynamism and points of integration of the report across MDGs, Arab Human Development Reports (AHDRs), UNDAF and country programmes;
- Distinguish between disseminating information through media and outreach, and advocacy with policy makers, designed to prompt action in order to precipitate change (these are not identical);
- Strategize media messages, advocacy initiatives and campaigns to complement each other, and to reflect and strengthen UNDP institutional advantages, particularly the human rights-based approach underlying the three practice areas of the UNDP country programme in Jordan;
- Utilize successful outcomes from UNDP interventions to design messages in media and advocacy campaigns, for example, the global and national UNDP Human Development Reports, AHDRs, and MDG-related interventions and activities;
- Promote the catalyst role and comparative advantage of UNDP as a knowledge broker and as a neutral agency supporting the human rights-based approach to development; and
- Leverage the strategic position of UNDP in the United Nations Country Team and the Donor/Lender Coordinating Group for enhancing dialogue among key donors to

mobilize resources, harmonizing programming priorities and funding, and maximizing development results.

STRENGTHEN UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

- Develop strategies and approaches for more effective links between up- and downstream levels through an explicitly formulated, holistic, rights-based approach to tackling environmental concerns linked to intended outcomes in the areas of governance and poverty alleviation;
- Connect, at the outset of a project or programming area, the exploration of exit strategies with strategic entry points for institutional and capacity development;
- Consider and integrate options for sustainability (e.g., adoption by national counterparts) into project design, through techniques such as context-specific risk analysis;
- Explore opportunities for joint evaluations, given that many programmes and projects are co-financed, further adopted and/or expanded by various donors and partners. This could be coordinated by the DLCC and would support the intent of the UNDAF exercise;
- Integrate effective monitoring and evaluation mechanisms into programme and project design and implementation in order to assess development results—i.e. outputs and outcomes;
- Conduct assessments or outcome evaluations at early stages, testing the level of sustainability, identifying areas requiring further improvement—such as strengthening the rights-based approach to gender mainstreaming and the links with poverty and governance interventions—and identifying best practices in order to inform strategic decision-making for future interventions. Such assessments are indispensable for proper planning, budgeting and implementation processes that are conducive to achieving expected outcomes and impact; and

- Correlate evaluative evidence to selected variables that determine the nature and intensity of intermediate and longer-term results and type of recipients, in order to provide information on: the size of investment and implications of cost-sharing; targeted as opposed to non-targeted approaches; effective targeting in terms of poverty and gender sensitivity; outputs and outcomes; political commitment; and partnerships and resources.

STRENGTHEN UNDP SUPPORT IN THE THREE THEMATIC AREAS OF NATIONAL PRIORITY

Democratic governance

- Support the training of an informed and responsible citizenry that participates in addressing the challenges of human development and democratic governance that face the country. Such support should incorporate more systematic attention to the opinions and needs of diverse population groups, including women and youth. In order to strengthen civil society—including NGOs, CSOs, the media sector, other professional networks and stakeholders—this support should be part of a comprehensive strategy that integrates a more systematic, participatory, gender sensitive and consensus-building approach to human rights issues;
- Support decentralization by demonstrating, through community projects, results that can be linked to larger efforts at the national level and by promoting linkages between political, social and environmental interventions within and across UNDP thematic areas. Where relevant, UNDP should promote greater synergy with governance initiatives of other UN agencies and donors. Results of such efforts should be used to engage in political dialogue and policy advice in order to support the Government of Jordan in amending legislation to fully decentralize, rather than occasionally delegate, authority;
- Identify strategic approaches in judicial reform—such as the juvenile justice system—

that stress institutional strengthening and promotion of access to justice. UNDP can effectively leverage its comparative advantage in policy dialogue, advocacy, and as facilitator in order to support the government in revising the laws and legislation that hinder genuine judicial reform. Such reform includes legislative changes to grant full independence to the National Centre for Human Rights (NCHR) and interventions to strengthen human and financial resources for NCHR to fulfil its mandate;

- Support the Government of Jordan in building the capacity of governorate-level ministries and municipalities, paying particular attention to long-term organizational development and institution-building, not just training of select ministry staff (e.g., budgeting and accounting, service provision). UNDP needs to enhance its support to the Department of Statistics, MOPIC, the Ministry of Environment (MOEn) and departments of the central government, so that these agencies can better utilize and share data and information on poverty, unemployment, household income, etc., with governmental agencies and NGOs at the local level; and
- Support national-level efforts to improve coverage and efficiency of public campaigns on legal education to enhance peoples' knowledge of their rights, based on approaches that are sensitive to poverty and gender. Such efforts should be used to improve criminal investigation techniques, further train the police and judges, and promote citizen safety—for example, to sensitize the police and judiciary in addressing violence against women, including honour killings.

Poverty reduction

- Support the Government of Jordan and relevant stakeholders in strategizing and designing poverty reduction interventions relevant to specific geographical and socio-economic contexts through human development

perspectives (i.e., principles of inclusion, equity and participation, among other aspects). For example, needs and priorities of residents in outlying rural areas will be different from those prevailing in Zarqa, a disadvantaged urban area with high poverty levels. This should entail incorporating analyses of and attention to interests, needs, priorities and participation of diverse segments of the population, including attention to mainstreaming gender and human rights as integral to project design and implementation;

- Demonstrate, through pilot and small-scale projects, synergy between interventions in poverty reduction and results in other thematic and cross-cutting areas in order to support the government in creating the necessary synergies between poverty reduction, job creation, educational reform, vocational training, strengthening of the private sector and deepening partnerships with government; strengthen linkages with the cross-cutting issues of youth and gender;
- Support and strengthen the capacity of the government and NGOs in accurate analysis of causes and consequences of patterns of poverty and unemployment so as to guide interventions;
- Strengthen capacity at community-level NGOs and CSOs in order to design and implement projects. Support NGOs and CSOs in linking poverty reductions projects and interventions with interventions in environmental protection, conservation and management, as in the case of, for example, poverty reduction and job creation through the promotion of eco-diversity. UNDP can also help strengthen engagement between the Government of Jordan, NGOs, CSOs and the private sector in order to encourage partnerships between small and medium enterprises (SMEs) and the government in order to prepare a legal and economic framework for expanding SMEs;
- Build exit strategies and long-term sustainability into project design. For example, link

capacity-building or training of community members or CSO staff to long-term institutional development and sustainability; integrate leveraging of other donor resources, including government, in order to foster national ownership, continuity and replication; and

- Support the government's economic liberalization and reform in order to incorporate attention to benefits and drawbacks of QIZs and other economic initiatives, by addressing specific legislative, economic, social and environmental needs and priorities in this sector, paying particular attention to incorporating gender issues and patterns of employment, and commitment to human rights.

Environmental sustainability

- Strengthen policy dialogue, advocacy and support to the Government of Jordan, in order to raise the priority of an area that has had minimal government cost-sharing to date, but which has distinct implications for long-term sustainability of current initiatives;
- Support the government in ensuring more effective cooperation between relevant central government ministries—in particular, the Ministry of Energy and Mineral Resources, including its National Energy Research Centre—and government agencies at the governorate and municipal levels;
- Strengthen efforts within the UNDP programme and at government and non-governmental levels to adopt a more holistic approach to creating synergies among environment-related interventions implemented by various UN agencies and bilateral donors in Jordan, as well as between and across thematic areas. This would require demonstrating, in

small-scale or pilot projects at the downstream level, the results of a holistic approach to interventions in support of environmental sustainability and human development, such as in capacity-building initiatives as a means of tackling poverty;

- Strengthen support to national efforts to mainstream environmental protection into economic and political legislation aimed at promoting economic liberalization and strengthening the role of the private sector in economic development. UNDP should leverage its capacity in communication, outreach and advocacy to work with government agencies and non-governmental stakeholders in promoting citizen awareness, commitment and participation in environmental protection and the long-term behavioural change needed in this area. UNDP projects should also incorporate attention to and participation of diverse population segments, especially women and youth, to strengthen community organizations to implement projects that directly benefit each community's residents;
- Support and strengthen the attention of relevant stakeholders to effectively linking national efforts in order to address the water crisis with interventions in support of biodiversity and development of alternative energy sources, such as biogas; assist national water authorities in developing strategically coherent approaches to environmental sustainability; and
- Support the government and non-governmental sectors in mainstreaming environmental protection issues into the implementation of the national tourism strategy.

Chapter 1

INTRODUCTION

1.1 RATIONALE FOR THE EVALUATION

The Assessment of Development Results (ADR) in Jordan was conducted from April to September 2006. It covers UNDP country programme cycles from 1998 to 2006, including the 1998–2002 Country Cooperation Framework (CCF) and the 2003–2007 Country Programme Outline (CPO). This ADR is part of a series of country evaluations led by the UNDP Evaluation Office, designed to capture and demonstrate evaluative evidence of UNDP contributions to a country's development.

The scope of this ADR comprises an assessment of the strategic positioning of UNDP in Jordan and an evaluation of development results, including an assessment of changes in Jordan's specific development conditions and the ability of UNDP to strategically position itself in order to make a contribution to these changes. The ADR assesses the added value that UNDP contributes to addressing development needs in Jordan by reviewing the CCF and CPO programmes for: (a) relevance in relation to national needs and priorities, (b) responsiveness to changes in the development context and, (c) synergy with other donors' and partners' development initiatives.

Specifically, this evaluation assesses the effectiveness of UNDP support in leveraging the current and previous national development agendas with reference to the following outcomes:

- National efforts to enhance accountability and responsiveness of local authorities;
- National human resource development;
- Mainstreaming gender and human rights into national interventions, policies and plans;
- Support to pro-poor policies and job creation strategies;

- Integrating environmental policies in government planning; and
- Establishing synergies between governance strategies and environmental programmes.

Key evaluation criteria used to assess development results include *relevance, effectiveness, sustainability* and *impact*. The focus on development results, achievements, and constraints of UNDP in Jordan is based on an in-depth assessment of outcomes, lessons learned and recommendations arising from programmatic interventions by UNDP in the key thematic areas of governance, social development and poverty reduction, and environmental preservation during the periods under review. The purpose is to draw lessons that could inform policies and guide UNDP interventions in order to effectively contribute to Jordan's long-term development.

Jordan is a middle-income country that has over the years achieved a degree of economic stability, even as it continues to face internal and regional economic and social challenges. For many years, the country has enjoyed relative peace in a region overwhelmed by war and confrontation. With its environmental vulnerabilities, high rate of population growth, pockets of increased poverty and unfulfilled demand for viable employment opportunities, the government has strengthened its efforts to address emerging socio-economic and political challenges, most notably in the areas of governance and institutional modernization. UNDP has long been a valuable partner in Jordan's development, lending knowledge, policy analysis and technical expertise to the key practice areas underpinning Jordan's development process—governance, poverty and the environment.

The ADR considers development challenges confronting Jordan and raises key issues with

direct bearing on the strategic positioning of UNDP in the country. These include the following questions:

- Is there the required compatibility between UNDP strategies and programmes and Jordan's national priorities and needs?
- How well do UNDP initiatives respond to national aspirations and socio-economic and political commitments as articulated by the government, civil society organizations (CSOs), the private sector and other stakeholders?
- If there has been any divergence, was it addressed in the recent past? What are the prospects for the future?
- How can the government be supported to better articulate its strategic options and choices?
- Did UNDP contribute to mobilizing resources and partnerships within the donor community in order to address key development issues in the country?
- How did UNDP perform relative to the set of objectives of the country programmes?
- Did UNDP establish relevant performance-based systems and approaches in its operations?
- Are there mechanisms for reliable measurement and evaluation of outputs and outcomes?
- What role would or should UNDP opt for in the future?
- Which future strategic partnerships should be sought or further developed on the basis of previous experiences?
- How can UNDP integrate gender and human rights into policy areas and programmatic interventions?
- How can UNDP contribute more effectively to enhancing local communities' capabilities?

Jordan's persisting development challenges, further elaborated in Chapter 2, are clearly outlined in

the *2006–2015 National Agenda*. These are also illustrated in direct government initiatives that address economic and social development, such as the *National Economic and Social Development Plan 2004–2006*. The increasingly open atmosphere of debate within the political leadership on a range of social and political issues has created new entry points that are favourable to the participation of the international cooperation system in Jordan's political and governance issues.

As the ADR demonstrates, there is need to redefine the national programme in light of pressing economic and social challenges, and to strengthen national development results of UNDP programmatic interventions. As UNDP continues to work on a new strategy with its UN partners—through the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF)—and begins the process of developing its 2008–2012 country programme in Jordan, the key objectives of this corporate evaluation are to ascertain whether UNDP is making a real difference in terms of its contribution to national development results and what needs to be done to make UNDP efforts more relevant, strategic and effective in the future.

1.2 METHODOLOGY³

The ADR methodology is based on the UNDP corporate results-oriented approach to evidence collection and analysis. A key element of this approach is *triangulation*—which encompasses perception, documentary evidence and validation—throughout the entire evaluation process. Perceptions suggest hypotheses to be tested; they are drawn from discussions and interviews with government partners during scoping missions in the field, discussions with non-governmental organizations (NGOs), CSOs and other stakeholders. Documentary evidence reviewed includes country programme frameworks, evaluation reports, mid-term assessments, project progress

3 For more information about the ADR methodology, including issues such as criteria used for consultations, interviews and project site visits, please visit: www.undp.org/eo.

reports, as well as reports published by other key donors. Additionally, validation of assessments is achieved by the review of relevant national studies and reports, direct observation during field visits and review of other relevant qualitative and quantitative resources as necessary.

1.2.1 LITERATURE REVIEW

The literature review undertaken during this evaluation included:

- A thorough review of all relevant documents, reports and studies from UNDP, the Government of Jordan, other partners and international donors such as the United States Agency for International Development (USAID), the German Agency for Technical Cooperation (GTZ), the European Union (EU), the World Bank, the International Monetary Fund (IMF), and the Islamic Development Bank, as well as brochures from NGOs, CSOs and government departments;
- An analysis of strengths, weaknesses, options and threats of UNDP Jordan was undertaken during the scoping mission; and
- An analysis of the UNDP Strategic Results Framework and the Multi-Year Funding Framework, including some outputs and outcome results.

1.2.2 IN-DEPTH LOCAL RESEARCH

In-depth local research was designed to: (a) obtain evaluative evidence on UNDP progress towards intended results from secondary sources, taking into account macro-economic policies and strategies (i.e., validation); and (b) illuminate the views on UNDP interventions among relevant community-based stakeholders in Jordan, focusing on how and why intended results were or were not achieved during the current and previous UNDP programme cycles (i.e., perception).

In addition, UNDP commissioned a local research firm, Analyzeize Research, to collect

qualitative and quantitative information through focus group discussions with programme beneficiaries and other groups not directly connected with UNDP projects. The focus group discussion study was designed to independently complement information gathered in the course of conducting this evaluation, and to validate findings on UNDP development results. Approximately 143 people (with equal number of males and females) from various governorates and locations in Jordan took part in this qualitative research study through 12 focus group discussion sessions.⁴

A National Adviser was hired by the Evaluation Office to closely monitor the desk research and focus group discussion processes, and to provide substantive inputs.

1.2.3 ADR MISSION INTERVIEWS

Extensive interviews, meetings and discussions were undertaken with key stakeholders in Jordan that included:

- Meetings and discussions with government officials, policy makers, politicians, and representatives of civil society and the media, regarding their perception of UNDP and its activities, interaction, coordination, programme management and operational capacity, responsiveness, advocacy and leadership roles, as well as information on outputs and any sense of outcomes they may have;
- Meetings with senior representatives of UN agencies, bilateral and multilateral donors;
- Comments and queries from the public on the role, performance and advocacy of UNDP Jordan;
- Brainstorming and in-depth discussions with UNDP programme and project managers;
- Meetings with selected experts, including representatives of national, civil society and private organizations;
- Review and assessment of selected past and current projects within the thematic areas of

4 Details about the research sample segmentation and key findings of the study can be accessed at www.UNDP.org/eo under 'Jordan ADR'.

governance, social development poverty reduction, and environmental conservation. The assessments were intended to reflect on performance relative to: coverage and relevance of the programme to target area, needs and priorities; effectiveness and efficiency on the basis of the opportunity cost for alternative means and timely outputs; coherence as to consistency with UNDP activities, as well as with those of other donors and the government in meeting national goals; partnership and aid coordination as well as the opportunities for creation of partnership up-scaling and replications of successful interventions; and impacts, outcomes and sustainability of the projects and programmes.

1.2.4 SELECTED PROJECT VISITS

The ADR mission also undertook field visits to select representative programmes and projects involving UNDP, the government and broad-based participation of the public. The field visits covered four projects—the Dana eco-tourism project, the Dana Nature Reserve, the Aqaba-Special Economic Zone Authority and the Knowledge Centres. During the field visits, the mission met with the Aqaba Port authority, officials and members of select Aqaba CSOs, including those involved in the Aqaba Millennium Development Goals (MDGs) project. The mission also met with various groups and programme cooperatives financed under the Small Grants Programme of the Global Environment Facility (GEF) in Dana, and beneficiaries and trainers of the community Knowledge Centres.

1.3 CONSTRAINTS TO METHODOLOGY

The evaluation mission encountered some methodological constraints, summarized below.

- Scarcity of empirical or quantitative data forced the team to depend on informed qualitative judgement of team members and informants (i.e., perception).
- Lack of built-in monitoring and evaluation systems at programme and project levels, as

well as the absence of clear evaluative criteria, hindered the assessment of outcomes and validation of results.

- Limited availability of evaluation reports assessing performance also had implications for validating information. Available reports typically evaluated specific programmes or covered only part of a programme cycle.
- Evaluation studies and reports issued by various stakeholders and partners had varying purposes, some of which diverged from the purposes of this evaluation.
- The 2003–2007 CPO programme cycle is still ongoing, as it was at the time of this evaluation.
- The level of UNDP financial contribution is relatively limited compared to other donors, which made it difficult to attribute development results to specific UNDP interventions.
- The financial procedures of UNDP partners are different from those of UNDP, which operates on three-year Indicative Planning cycles, while most partners annualize. This rendered the assessments of results and outcomes difficult.

1.4 STRUCTURE OF THE REPORT

Chapter 2 assesses the national context and development challenges facing Jordan over recent years. It examines how Jordan's geopolitical position contributes to the country's vulnerability and affects its development process. It outlines social and economic development challenges, as well as government policies, interventions and strategies in national human development. Jordan's commitment to achieving the MDGs and its achievements to date are also discussed, as are the country's efforts to mainstream gender concerns, integrate information and communication technology (ICT) into education and training opportunities, and reform public institutions to be more effective in addressing development needs. This chapter provides a brief outline of UNDP activities in Jordan and ends with a summary of key development challenges facing the country.

Chapter 3 elaborates on the strategic positioning and programming relevance of UNDP in Jordan. It assesses UNDP response to national priorities in the two country programmes under review, as well as in these programmes' links with UNDAF and the MDGs. This chapter evaluates UNDP synergy in managing key partnerships and assessing challenges and constraints that influence the comparative advantage of UNDP in Jordan. Key findings are once again summarized.

Chapter 4 evaluates UNDP contribution to development results by examining the main outcomes under the two country programmes in the thematic areas of democratic governance, poverty reduction and the environment. Results of integrating cross-cutting concerns, mainly those related to gender and human rights, are also

assessed to the extent of available information. This chapter considers development results in terms of effectiveness, sustainability and impact, as well as related issues pertaining to programme management and operational capacity of UNDP in Jordan. The chapter concludes by highlighting the importance of monitoring and evaluation for assessing development results. Key findings are summarized, pointing to lessons learned and outlining recommendations for the future.

Chapter 5 synthesizes information, evidence and analysis from the preceding chapters so as to summarize the main findings, outline lessons learned and present recommendations and avenues to improve strategic positioning of UNDP in Jordan, and to contribute to development results more effectively.

NATIONAL CONTEXT AND CHALLENGES

2.1 JORDAN'S NATIONAL CONTEXT AND REGIONAL GEOSTRATEGIC POSITION

Jordan is a small country with a total land area of 89,300 square kilometres. Desert and semi-desert areas dominate its topography, and a narrow coastline stretches on the tip of the Red Sea. Only 7.8 percent of the total land is arable, and annual rainfall does not exceed 200 millimetres. Jordan is one of the most water-deficient countries in the world. Water resources are constantly depleted as recharge falls short of annual extraction from aquifers. The country has no proven oil reserves or natural gas, limited deposits of phosphates and potash, and virtually no other natural resources.

In 2005, Jordan's population was estimated at 5.6 million and characterized by a relatively high dependency ratio; around 59–61 percent of the population was less than 25 years old. The estimated annual population growth rate of 3.9 percent in 1998 fell to 3.7 percent by 2003, further declining to an estimated 2.5 percent by 2006.⁵ Occasional growth of the country's population cannot be described in terms of a growth rate; rather, these have been abrupt influxes resulting from a number of regional conflicts. For instance, Jordanians returning home after the Gulf War in 1991 and the civil war in Lebanon (1975-1990) resulted in abrupt population increases. This not only affects development efforts, but also makes planning extremely difficult, because the level of population in a country with limited natural resources has serious implications for socio-economic development, poverty reduction and environmental sustainability.

2.1.1 POLITICAL SYSTEM

Jordan is a constitutional monarchy with executive power vested in the King, who exercises his authority through an appointed Council of Ministers. The legislative structure consists of the Chamber of Deputies elected by popular vote and the Senate or Chamber of Notables appointed by the King. Legislation is initiated by the government and ratified by both chambers.

Political parties are legal, though membership tends to be overshadowed by tribal and family affiliations. Parties generally do not have the power to influence major political decisions, which remain in the hands of the King. An ongoing debate over women's quota in the Parliament, introduced in 1997, reflects entrenched attitudes towards female political participation. Civil institutions, including NGOs, are emerging and growing in number, with some of them under the patronage of the royal family and professional associations.

Jordan is divided into 12 governorates, each headed by an appointed governor. In 1989, the government began to address the imperatives of decentralization as part of reducing public-sector dominance of the economy and service delivery. This proceeded along with efforts to promote the participation of the private sector in economic activities. Central to these efforts were capacity-building of local institutions and diversification of local income sources so as to increase their autonomy.

To consolidate and rationalize the decentralization and democratization processes, the government is considering the establishment of three regions, each of which would include a specific number of

⁵ See *The Millennium Development Goals: Jordan Report 2004* (MOPIC and UNDP, 2004), 9. Also see Food and Agriculture Organization of the United Nations (FAO) STAT, www.fao.org and <http://www.encarta.msn.com>.

municipalities that are run by self-elected bodies. It is anticipated that these measures would enhance local participation in policy decision-making, which directly affects people's lives and gives them more control over the management of resources at their disposal, thus increasing capabilities for addressing social and economic development needs at the community level.

2.1.2 ECONOMIC STATUS

Jordan has remained a relatively stable country despite political upheavals in the region, emanating principally from the unresolved Israel-Palestine conflict and wars in the bordering country of Iraq. Nonetheless, Jordan's geostrategic position and its prospects for economic growth and sustainable development have been severely affected by external shocks. The latter range from the influx of Palestinians—and more recently, Iraqis—to volatility in oil prices, uncertain trade relations with nearby countries, unpredictable fluctuations in remittances from Jordanian workers in the Gulf and other developments related to regional stability.

Jordan is highly dependent on foreign aid, much of which comes from oil-producing countries in the form of remittances from Jordanian workers in the Gulf and official Arab aid. This has led to Jordan being referred to as “the world's only oil economy without oil.”⁶ Aid from donor countries is also significant: Net official development assistance disbursement, as a percentage of gross domestic product (GDP), increased from 5.3 percent in 1999 to 12.5 percent in 2003. The composition of this assistance shifted in favour of grants, which increased from 22 percent in 1994 to 66 percent in 2002, and which were expected to reach over 73 percent in 2005.⁷

Jordan is also economically vulnerable to external events: A sharp increase in oil prices and revenues

accruing to the oil-producing countries of the Gulf in the aftermath of the 1973 October War contributed to Jordan's GDP real growth rate of 11 percent annually during the period 1973–1983. Remittances from Jordanians working in the Gulf reached \$1.2 billion, or a quarter of the country's GDP, by the 1980s, becoming an important source of government revenue. Increased Arab donor assistance also contributed to Jordan's economic growth at the time, reducing unemployment rates and defusing social and tensions.

A subsequent drop in oil prices during the second half of the 1980s had an immediate negative effect on Jordan's economic growth, exacerbating unemployment, sending more people into poverty and generally stalling the economy. Similar trends were evident after the Gulf War of the early 1990s. Household surveys conducted in 1992 and 1997 revealed a high incidence of poverty among the unemployed—16.4 and 26.3 percent, respectively. Returning workers and an expansion of the working age population exacerbated these trends. According to the World Bank, the working age population grew by 14 percent in 1991, compared to an average growth of 4 percent in earlier years. Jordanian workers returning from the Gulf were reportedly 25 percent more likely to remain unemployed.⁸

Jordan has long been courting foreign investment in order to boost its economy. Net direct foreign investment flows (as a percentage of GDP) have nearly doubled since 1999, reaching 3.8 percent compared to the previous 2 percent. This increase did not, however, offset Jordan's continued high dependence on foreign aid.

Average consumer price inflation has doubled since 2001, reaching an estimated 3.7 percent by 2005, with a weighted average annual rate of

6 G. Chatelard, *Jordan: A Refugee Haven* (Robert Schuman Centre for Advanced Studies and European University Institute, 2004), 4.

7 Total official development assistance was estimated at \$694 million in 1994 and \$668 million in 2002. See *The Millennium Development Goals: Jordan Report 2004* (MOPIC and UNDP, 2004), 63, and *Foreign Assistance to Jordan 2005* (MOPIC, 2005).

8 *Evaluation of Jordan 2005* (World Bank, 2005), 5.

2.7 percent during 1995–2004. To some extent, this increase was fuelled by a boom in the construction and real estate sub-sectors due to remittances from Gulf countries, the influx of returning Jordanians, and the arrival of Iraqis following political developments in their neighbouring homeland.

Jordan registered a real GDP growth ranging between an estimated 4.2 percent in 2001 and 6.1 percent in 2005, which also compares favourably with averages in the surrounding Arab countries. Per capita income as measured by purchasing power parity was \$4,320 in 2003.⁹ The country has increasingly moved toward a service economy, with the services sector overshadowing others and reaching 71 percent of GDP by 2004. ICT has been recognized as an important component of development, and access to it has increased markedly since 2000, again with aggregate data above the Arab Region average.

The steep rise in the price of oil since 2002 has contributed to inflationary pressure and a 16 percent increase in government spending, despite the dismantling of the food and fuel subsidy system. Public expenditure on education and health sectors (as a percentage of GDP) has decreased. During 1999–2001, education expenditure decreased to about 4.3 percent compared to 7.9 percent in 1997, and public health incurred a steeper cut to 4.3 percent by 2002 compared to about 11.1 percent in 1998. Military expenditure as a percentage of GDP fell to 8.9 percent by 2003, down from 9.6 percent in 1998.

By 2005, it was estimated that Jordan's total external debt had reached \$8.5 billion, up from \$7.5 billion in 2001. Total public debt fell to 91 percent of GDP in 2004, down from 99 percent in 2002. Debt servicing increased from 8 percent in 1999 to 22.6 percent by 2003. It has been

pointed out that Jordan's budget deficit "is only sustainable with continued large inflows of grants," and reducing such dependence is among the major challenges faced by the country.¹⁰ The government has sought to improve aid coordination through the establishment of the UNDP-supported Aid Coordination Unit within the Ministry of Planning and International Cooperation (MOPIC), including the launch of the Foreign Aid and Investment Projects Information System.

2.2 SOCIO-ECONOMIC DEVELOPMENT CHALLENGES

Jordan is characterized as a middle-income developing country. It ranks in 90th place on the human development index and oscillates around a value of 0.753, slightly higher than the average for the Arab Region. It ranked 9th in the Arab Region as a whole in 2002, second only to Lebanon compared to non-oil Arab countries in 2003. Jordan's human development index rank depicts growing positive indicators in life expectancy at birth, educational attainment and per capita income. The country's strides in health and education include improving access to potable water and sanitation, and investing in public education.¹¹

Despite gains in key human development indicators, Jordan still faces considerable socio-economic challenges, mainly those of poverty and unemployment. As noted, these are exacerbated by Jordan's vulnerability to regional developments and the country's limited natural resources, most notably the shortfall in renewable water supplies.

2.2.1 POVERTY AND UNEMPLOYMENT

Between 1997 and 2002–2003, the percentage of the poor in Jordan fell from 21.3 percent to 14.2 percent. Contributing to this discernable decline were a decrease in illiteracy rates (from 22 percent to 13 percent), an increase in per

9 1999 data: *Human Development Report 2001* (UNDP, 2001), 179; 2003 data: *Human Development Report 2005* (UNDP, 2005), 267.

10 *Jordan: Economic Performance Assessment* (USAID, no date).

11 *Jordan Poverty Assessment* (World Bank and Government of Jordan, 2004), Main Report, Vol.2, 4; *Jordan Human Development Report, Building Sustainable Livelihoods* (MOPIC, UNDP, Jordanian Hashemite Fund for Human Development, and Queen Zein Al Sharaf Institute for Development, 2004), 17; *Arab Human Development Report 2004* (UNDP, 2004), 235.

capita income, expanded work opportunities arising from trade liberalization and government interventions to reduce poverty.

Despite these gains, Jordan still confronts regional disparities in poverty levels, particularly in rural areas, which have 50 percent more poverty than urban areas. Similarly, the poverty and unemployment rates in the Zarqa governorate are 15 percent and 14 percent of the population, respectively, and continue to increase. In 12 out of Jordan's 75 sub-districts—mainly the outlying desert areas—the incidence of poverty is extreme, affecting up to 75 percent of the population.¹² Poverty rates in Jordan remain highly vulnerable to economic setbacks or shocks, both internal and external. An additional 2 percent of the population remains at high risk of slipping into poverty, bringing the total percentage of those poor or at immediate risk of poverty to just over 16 percent.¹³

Jordan's labour market dynamics and economic development are linked to labour migration to the Gulf countries, with a net out-migration of 1.1 million between 1968 and 2003.¹⁴ Unemployment and poverty are linked in other ways. In Jordan, the ratio of refugee to indigenous population is one of the highest in world, and the country is host to the largest number of Palestinian refugees in the world. The recent influx of Iraqis fleeing the war in their homeland, combined with the relocation of significant additional numbers of Palestinians to Jordan following the second Palestinian uprising in September 2000, have further strained the economy and put increased pressure on already stretched social services and limited natural resources.

Coupled with workers returning from the Gulf, growth of the working age population increased

pressure for employment opportunities in an economy that could not expand enough to meet these demands. The effect of these factors is also demonstrated in the segmentation of the Jordanian labour market into two sectors: one largely dominated by nationals and providing relatively high wages and employment stability, the other—consisting mainly of agriculture and construction-related jobs—dominated by foreign labour and characterized by low wages, high turnover and minimal legal protection.¹⁵

Poverty and education also go hand in hand. Available data indicate that the less educated and unskilled are more likely to be unemployed, compared with the higher educated and skilled labour force. It is estimated that for every five years of education among any family member, well-being tends to increase by 3 percent.¹⁶ The Government of Jordan is committed to investing in education and closing the poverty gap, and to preparing its citizens to participate in the global economy—by expanding and improving educational and vocational training opportunities for men and women and by incorporating ICT training at all levels. To this end, the government has identified categories of poor and devised policies to address issues in each of the categories: The poorest of the poor (those dependent on cash assistance), the working poor (those whose incomes are insufficient) and the near poor (those constantly at risk of falling below the poverty line).

Because of the economic cushion provided by remittances from workers in the Gulf, Jordan has yet to experience the feminization of poverty characteristic of female-headed households in other parts of the world.¹⁷ Women head an

12 *Jordan Poverty Assessment* (World Bank and Government of Jordan, 2004), Main Report, Vol.2, 2.

13 *Ibid*, 185.

14 N. Zaqq (2006), 'Jordanian Migration', <http://www.jordanian-migration.com/>

15 G. Chatelard, *Jordan: A Refugee Haven* (Robert Schuman Centre for Advanced Studies/European University Institute, 2004), 4.

16 *Jordan Poverty Assessment* (World Bank and Government of Jordan, 2004), Main Report, Vol.2, 103.

17 The term refers to situations where female unemployment rates are high not only relative to male unemployment rates, but are also disproportionately high given relatively low rates of female labour force participation. See *Arab Women's Development Report 2001. Globalization and Gender: Economic Participation of Arab Women* (UNDP/Centre of Arab Women for Training and Research/Arab Gulf Fund, 2001), 122.

estimated 10 percent of households in Jordan. As is common in other countries in the Arab Region, female economic activity rates are low compared to other regions and to middle-income developing countries in particular. In a socio-cultural context, this does not encourage women to seek entry into the formal labour market. Furthermore, this trend may well develop into greater incidence of female poverty where gender stereotyping has implications for the female preponderance in the unpaid care economy, particularly among divorced women and those now heading households where males can no longer find employment. Already, there is a 27 percent unemployment rate for female-headed households, compared to an overall 17 percent unemployment rate for male-headed households. This has implications for poverty rates and the overall well-being of vulnerable families.¹⁸

During the late 1980s, Jordan embarked on macroeconomic policy reforms to address growing vulnerabilities. Between 1989 and 2004, the country instituted a series of IMF-supported economic adjustment programmes that included both stand-by arrangements and extended financing facilities. These reforms were designed to reduce the budget and account deficits, reduce public debt, control inflation, launch public-sector reform and promote investment. Key economic reform measures focused on trade liberalization and policies to increase international competitiveness of domestic products and promote Jordan as a competitive social services provider in the region. The private sector played a significant role in this endeavour.

Although the IMF-supported structural adjustment programme is said to have produced some good results in spurring public sector reform and government commitment to decentralization and privatization, these “were predominantly ineffective in ... building growth-related capacity to absorb new entrants into the labour force” or achieving growth with equity.¹⁹ After joining the World

Trade Organization (WTO), Jordan’s enhanced policy of openness toward the outside world spurred foreign investment in the country, mainly in service sector jobs and in the emerging Qualified Industrial Zones (QIZs).

In addition, Jordan signed the Euro-Mediterranean Agreement in 1997 and joined the US Free Trade Area, the Common Arab Market and the Greater Arab Free Trade Area (GAFTA). Despite certain benefits from these agreements, Jordan’s attempts to institute domestic reforms to reduce poverty were offset by conditions imposed by international financial institutions and donors, shaping its economic policies, reform initiatives and approaches to development. For example, reforms to reduce the deficit and restructure the public sector led to the freeze in public-sector jobs and the closing of an important source of employment opportunities for many Jordanians.

2.3 NATIONAL INITIATIVES TO PROMOTE SUSTAINABLE DEVELOPMENT

The government’s efforts to tackle poverty are reflected in a series of plans adopted over the years. These include the Social Productivity Programme of 1998—to which bilateral and multilateral development agencies, including UNDP, have contributed financial and/or technical assistance—the Enhanced Productivity Programme, the 2002–2004 Social and Economic Transformation Programme and the recent *National Economic and Social Development Plan 2004–2006*. The overarching blueprint for development in Jordan is captured in the *2006–2015 National Agenda*.

The earlier Social Productivity Programme was launched in 1998 and was designed to produce immediate results in improving living conditions of the poor by: targeting public assistance more effectively; launching community infrastructure

18 *Jordan Poverty Assessment* (World Bank and Government of Jordan, 2004), Main Report, Vol.2, 203.

19 T. H. Kanaan and M. A. Kardoosh, *Employment and the Labour Market in Jordan* (no date), 1.

strengthening projects; introducing employment and income-generating opportunities through micro- and small-enterprise development; and by way of other training and employment support opportunities. These measures, deemed largely successful, were later expanded and incorporated into the Rural Cluster Community Development Programme and the Community Infrastructure Programme under the Enhanced Productivity Programme.²⁰

Building on the achievements and lessons of earlier plans, in 2002 the Government of Jordan embarked on a Social and Economic Transformation Programme. Earlier plans were found to have mainly benefited those who were directly targeted, while long-term sustainable development required a macro approach to reach all the poor. Therefore, the Social and Economic Transformation Programme was designed to create supportive institutional regulatory frameworks—including education—and synergies between donor agencies so as to increase both private and public investment in development. Delays, over-dependence on donor assistance and lack of funds affected progress. The government concluded that in order to move forward, it would have to reduce its dependence on foreign aid.

2.3.1 NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLAN 2004–2006

Official recognition of Jordan's persisting social and economic development led to the adoption of the *National Social and Economic Development Plan 2004–2006*. Unlike previous development plans, it was “characterized by the fact that it was launched in response to His Majesty's directives, stressing that every Ministry and Governmental Bodies should develop their own clear vision and work plan.”²¹ A central objective of this plan was

to reduce dependence on foreign aid and allow the government more control over economic and social development. The plan was launched in 2004 with a required investment of 3.15 billion Jordanian Dinars (\$4.44 billion) and an estimated funding gap of 28 percent.

Illustrating linkages between poverty reduction and governance, the Government of Jordan was intent on maximizing outcomes of reforms within the governance sector to finance programmes under the plan—through increased tax revenues generated as a result of investment and reform, increased savings from budget restructuring efforts and lower debt servicing. The plan described initiatives designed to produce positive outcomes for the poor, including education, vocational training, health, physical infrastructure, water supply, rural development and institutional reform initiatives. However, published reports did not indicate specifically how the pro-poor strategy was to achieve desired goals.²² In the interim, the government continued to expand efforts to ensure the near poor segment did not fall into poverty, and to provide a safety net for the vulnerable poor in the country.

2.3.2 2006–2015 NATIONAL AGENDA

The *2006–2015 National Agenda* is described as a blueprint for developing Jordan as a world-class knowledge-based economy, to be tackled in several stages.²³ Rather than constituting official government policy, it reflects a “holistic and inclusive approach” to development—an approach that takes into account the MDGs, to which Jordan is fully committed, and aims “primarily to improve the quality of life for Jordanians, build a strong economy, guarantee basic freedoms and human rights and strengthen democracy and cultural and political pluralism.”²⁴

20 For details on the Social Productivity Programme and the Enhanced Productivity Programme, see *Jordan Human Development Report, Building Sustainable Livelihoods* (MOPIC, UNDP, Jordanian Hashemite Fund for Human Development, and Queen Zein Al Sharaf Institute for Development, 2004), 76ff.

21 *National Social and Economic Development Plan 2004–2006* (MOPIC, 2004).

22 *Jordan Human Development Report, Building Sustainable Livelihoods* (MOPIC, UNDP, Jordanian Hashemite Fund for Human Development, and Queen Zein Al Sharaf Institute for Development, 2004), 79–80.

23 *2006–2015 National Agenda: The Jordan We Strive For* (The Hashemite Kingdom of Jordan, 2005).

24 *Ibid.*, 3.

The underlying principles include:

- Building a shared vision for all Jordanians;
- Establishing a highly participatory process to translate this shared vision into objectives and targets;
- Adopting a holistic approach to socio-economic development initiatives;
- Aligning public-sector programme and expenditure to achieve these objectives;
- Improving Jordan's global competitiveness; and
- Institutionalizing performance monitoring of the government, holding it accountable for meeting the agenda's targets.

The government has proceeded in operationalizing and implementing the vision outlined in the *2006–2015 National Agenda* by establishing six committees enjoined with the task of translating it into sector- and objective-related policy and into a feasible and indicative phased investment programme. The technical committees working under the auspices of MOPIC have completed the drafting of the resulting plan, and the report was tabled for consideration by the Council of Ministers. By all accounts, the agenda has already had some effect on government actions and donor relations. Once officially adopted by the Parliament, the agenda is expected to have implications for UN agency programming, including UNDP, as well as other donors.

The overall aim articulated in the *2006–2015 National Agenda* is to strengthen Jordan's position in the global market as a knowledge-based economy. This objective is also in line with analyses and recommendations of the *Arab Human Development Reports*, particularly concerning the knowledge deficit in the Arab world. The Government of Jordan recognizes the integral links between overall social and economic development—such as making progress toward the MDGs, particularly in poverty reduction—

education for youth, integration of ICT in education and training so as to increase employment opportunities, and reforms in governance and other key sectors.

The first phase toward realizing the agenda, *Employment Opportunities for All (2007–2012)*, reflects current government priorities: to promote export-oriented, labour-intensive industries; to educate and train the labour force to reshape skills; to invest in infrastructure; to reform legislation regulating political life and to expand political participation. The agenda gives special attention to eliminating discrimination against women.

The second phase, envisioned for 2013–2017, will focus on gradually upgrading and strengthening the industrial base; expanding capital intensive industries; strengthening the service sector; and preparing the ground for the development of high value-added sectors in the knowledge economy. The third phase, in 2018 and beyond, envisions Jordan as assuming a place as a world-class competitor in the knowledge economy.

2.4 JORDAN AND THE MILLENNIUM DEVELOPMENT GOALS

Central to Jordan's vision of development is progress toward achieving the MDGs. A 2004 assessment report by MOPIC reveals progress in meeting the MDGs, though with some mixed results.²⁵ UNDP is working closely with the government to measure and record progress.

While the Government of Jordan is described as being on track in eradicating extreme poverty and hunger (MDG1), the MOPIC report also notes that the operation of safety nets and targeting the poor, both by government and NGOs, require better planning and coordination to be effective. Economic growth has not necessarily translated to benefits for the poor, and the report refers specifically to the detrimental effects of the structural adjustment programme.

²⁵ *The Millennium Development Goals: Jordan Report 2004* (MOPIC, 2004).

In light of the government's goal of developing Jordan into a competitive knowledge economy, ensuring universal primary education (MDG2) is a strong priority and is also described as on track. The government, however, is urged to address issues such as high dropout rates and the content of education, which, as the report points out, should be redesigned to meet the challenges of globalization, include ICT, and address gender disparities in education.

Progress toward women's economic and political empowerment (MDG3) and eliminating gender disparities is mixed. While progress has been achieved in balancing the ratio of boys and girls at different levels of education, specific indicators—such as increasing the ratio of women in non-agricultural wage labour and increasing the number of seats held by women in the Parliament—have not been on track. Government reforms in public administration and governance sectors have yet to yield results and require addressing gender inequalities more systematically.

While female unemployment decreased from 21 percent in 2000 to 16.5 percent in 2004, it remains higher than male unemployment rates. In a socio-cultural context, this does not encourage women to seek entry into the formal labour market, and the trend may well evolve into a 'feminization of unemployment', where gender stereotyping leads to a preponderance of women in the unpaid care economy.²⁶ The labour market gender gap is exacerbated by retrenchment in the historically 'women-friendly' public sector following economic restructuring, as well as the unfavourable attitude of the private sector toward the costs-to-benefits ratio of employing women—married women in particular.²⁷

The remaining MDGs also show a mixed picture. Reducing infant and child mortality (MDG4) is largely on track, while reducing the incidence of tuberculosis is not. Improving maternal health and reducing the maternal mortality rate (MDG5) remains a challenge. Combating HIV/AIDS, malaria and other diseases (MDG6) is reportedly effective; however, questions of underreporting and the potential for these diseases to spread in the future remain.

Achieving environmental sustainability (MDG7) is a particular challenge in a country that suffers from environmental degradation, drought and severe shortages of water. The Government of Jordan has long been committed to strengthening the environment as part of its strategy of attaining a degree of sustainable development. Progress has been made in specific sectors and areas of the country, for example, the environmental preservation of the Aqaba Special Economic Zone. Yet serious challenges remain. The MOPIC report advocates more attention to resource allocation, institutional capacities and legal frameworks, and particularly to dealing with the problem of water shortages.

Jordan's progress toward developing a global partnership for development (MDG8) remains at the heart of its development even as it strives to reduce external debt and counter-balance excessive dependence on external partners with a more competitive Jordanian economy and society. As to overall projections for the future, the MOPIC report concludes that some goals and targets could *potentially* be achieved in the medium term, while others would probably be achieved only by 2015.

26 *Arab Women's Development Report 2001. Globalization and Gender: Economic Participation of Arab Women* (UNDP, Centre of Arab Women for Training and Research, and Arab Gulf Fund, 2001), 122.

27 Jordan's Labour Law No. 8/1996 stipulates conditions for women's employment. Articles 67, 70, 71 and 72 respectively stipulate that women employed in establishments with 10 or more workers have the right to a year of leave without pay to look after their children; to maternity leave for 10 weeks with full pay; and to a one-hour nursing break a day for a year after giving birth. Employers with a minimum of 20 married workers with children should provide a nursery and a qualified governess to care for children less than four years of age if there are at least 10 children. See N. Hijab and C. Fawzi El-Solh, *Laws, Regulations and Practices Impeding Women's Economic Participation in the MENA Region* (World Bank, Office of the Chief Economist, Middle East and North Africa Region, 2003).

2.5 BRIEF OVERVIEW OF UNDP IN JORDAN

UNDP has over 50 years of experience in the Hashemite Kingdom of Jordan.²⁸ Five UNDP country programmes have been implemented between 1952 and 1997. Since 1998, UNDP has provided technical assistance to Jordan through its government counterpart, MOPIC, in the thematic areas of democratic governance, poverty reduction and energy and the environment in the course of the two programme cycles under consideration.

During the period of the 1998–2002 CCF, a total of 55 projects valued at \$24.452 million were implemented or approved in the areas of good governance (35 percent of the budget), social/poverty programmes (18 percent of the budget), environmental conservation (47 percent of the budget). The high-priority environmental programme had 16 components and accounted for nearly half of UNDP core and non-core resources during the 1998–2002 programme cycle. Core funds allocated for this period were \$2,282,000; non-core funds totalled \$21,640,000. During this time period, the UNDP programme in Jordan represented less than 1 percent of the country's total overseas development assistance.²⁹

The current UNDP programme, the 2003–2007 CPO, is based on the 2002 CCA/UNDAF and the strategic planning documents of the country.³⁰ A total of 44 projects are being implemented, including several that are continuing from the previous CCF cycle. Under the current programme cycle, the annual programming budget increased to approximately \$4.6 million. Governance programmes were allocated the largest share, approximately 56 percent of funding (a significant increase) during this cycle,

Environment decreased to 26 percent and Poverty programmes remained relatively steady at 19 percent of the budget.

A total of \$27.5 million is required to achieve CPO programme objectives. UNDP Jordan's core programme funds and resources from the thematic trust funds are used together with government resources and bilateral donor funds. UNDP core resources are estimated at \$3.06 million; non-core resources are estimated at \$8.97 million. Government and third-party resources are estimated at almost \$12 million, or just under half the expected allocation.

The government remains the largest contributor to UNDP programmes in Jordan, which means that resources may fall short of what was planned in times of vulnerability. Nevertheless, the Government of Jordan operates by this mechanism, and donors have opted for direct bilateral support, rather than through any third party such as UNDP, especially since aid coordination and partnership mechanisms were recently institutionalized.

Both the CCF and CPO programme cycles were designed and implemented to reflect Jordan's pressing development challenges and priorities in key practice areas, and both are consistent with the UNDP corporate mandate. UNDP has forged partnerships with government counterparts, civil society, and local bilateral and multilateral organizations. It has worked at the policy level by supporting national agencies on development strategies, as well as with grassroots and other community-based organizations, to implement projects and enhance their ability to respond to immediate social, economic and environmental problems.

28 UN humanitarian assistance to Palestinian refugees was started shortly after the Israeli-Arab war in 1948 with the establishment of the United Nations Relief and Works Agency.

29 General information, project information and financial data are derived from the UNDP Jordan Web site (www.undp-jordan.org). Project documents are available on the UNDP Jordan website: <http://www.undp-jordan.org/> Additional project information and various budget allocations were verified with UNDP Jordan.

30 Within the framework of the United Nations Resident Coordinator (UNRC) system and under the leadership of the Resident Coordinator, UNDP is an active member of the UN inter-agency working groups on Social and Community Development, Human Rights, UNAIDS and Monitoring & Evaluation. It is also a member of the Donor/Lender Consultative Group and subgroups on issues of key importance to the country and very much in line with the international development community's aid priorities.

2.6 SUMMARY AND KEY MESSAGES

Jordan's vulnerable geopolitical and economic situation continues to affect its progress toward sustainable development. With its growing population, large portion of youth, Palestinian refugees, migrant workers, decrease in remittances and labour in the Gulf and increasing numbers of Iraqis fleeing their country's war, the Jordanian job market is simply unable to provide the needed services, absorb an expanding labour force or meet demands for particular types of skilled labour in an increasingly globalized economy.

Jordan remains committed to restructuring the public sector, developing infrastructure and addressing institutional and environmental impediments and challenges to development. However, high poverty rates, especially in outlying rural areas, persistent gender inequalities, increased vulnerability to unemployment—and the resulting loss of income—and a government

whose resources are insufficient to meet the demands thrust upon it continue to render Jordan highly dependent on foreign aid. The Government of Jordan is forward-looking; it envisions developing the country and its people to participate competitively in the globalized economy. Its main long-term objective is to build Jordan's capacity as a knowledge economy.

As it moves toward realizing its vision for the future, the government requires the assistance of multilateral and international donors to address the immediate challenges in development. Successive UNDP country programmes have been instrumental in supporting Jordan in identifying and starting to address development priorities in the key areas of governance, poverty reduction, environmental sustainability and the linkages between these and a rights-based approach to development. UNDP support to the Government of Jordan has also been critical for leveraging other sources of funding in these and other sectors.

Chapter 3

UNDP STRATEGIC OPTIONS AND POSITIONING

This section assesses UNDP strategic positioning in Jordan by examining the two UNDP country programme cycles, the 1998–200 CCF and the 2003–2007 CPO for three main issues: (1) overall strategic relevance of the two country programmes to national priorities as identified by various stakeholders; (2) responsiveness of UNDP to the need for changes or revisions in the two country programmes; and (3) synergies and linkages enhanced by the two country programmes.

3.1 UNDP IN JORDAN

During 1998–2007, UNDP has provided specialized expertise to Jordan through MOPIC, its government counterpart, in the three thematic areas of democratic governance, poverty reduction, and energy and the environment in the course of the two programme cycles under consideration.

3.1.1 1998–2002 COUNTRY COOPERATION FRAMEWORK

The 1998–2002 CCF was developed in consultation with the Government of Jordan. It grew out of previous country programme experience, particularly the fifth country programme immediately preceding the CCF in 1992–1997.

The 1992–1997 programme had concentrated on four areas: (1) human resource development; (2) macroeconomic management; (3) natural resources management; and (4) support to productive sectors.³¹ A mid-term review in 2005 concluded that though in line with national priorities and objectives, projects were fragmented and too small to produce desired results. Lessons incorporated in the CCF included the need for

more realistic financial projections at the outset, and for more focused attention to country priorities and needs at the project level.

The 1998–2002 CCF was designed in large measure to support Jordan in qualifying to join the WTO, which it did in 1999. UNDP would also be strategically positioned to take advantage of a central institutional strength: its ability to coordinate within the UN system and support the government in leveraging donor aid from other sources. Essentially, the CCF cycle focused on targeted interventions aimed at strengthening the sustainability of Jordan's growing economic and social progress. Both UNDP and the government recognized the linkages between the three critical areas of governance, poverty reduction and protection of the environment, and these areas formed the basis of UNDP support. The government's growing recognition of the importance of integrating ICT in development led to UNDP adding this component later in the CCF cycle.

Highlights of the 1998–2002 CCF show it to be in line with national priorities:

- **Governance:** Special emphasis was placed on capacity-building in the public sector and capacity-building for the management of Jordan's integration into the world economy;
- **Poverty reduction:** Special emphasis was placed on social productivity in job-related skills training and expanding the government's social safety net;
- **Environmental protection:** Support was provided to the government, including the efforts of the GEF to implement the govern-

³¹ *Country Cooperation Frameworks and Related Matters. First Country Cooperation Framework for Jordan (1998–2002), DP/CCF/JOR1 (UNDP, 30 June 1997).*

ment's National Environment Action Plan. Because of the significant amount of resources required, UNDP left major interventions to other donors, such as USAID and GTZ, while it continued to play a supporting role in national efforts to address water shortage and management issues by helping to create the central water database, and by focusing on capacity-building and institutional strengthening of government agencies and NGOs; and

- **Information and communication technology:** ICT was integrated mainly into poverty reduction and governance programmes during the course of the CCF in mid-2000.

Total allocations for the 1998–2002 CCF amounted to approximately \$23.9 million, with core resources of \$2.3 million and non-core resources of \$21.6 million. Of the non-core resources, the government cost share was \$4.4 million, sustainable non-core resources were \$11.5 million, funds in trust were \$2.3 million, and third-party (other donor) cost-sharing stood at \$3.4 million. The largest anticipated contributor was GEF, accounting for an estimated \$10.7 million of all non-core resources. Although government cost-sharing did not materialize in the previous cycle, it was increased to almost double the UNDP core resources in the current CPO programme cycle.

As a partner in Jordan's development, UNDP is aware that its limited resources cannot match those of big donors, such as the United States of America and Japan. Effective strategic positioning for maximizing the role of UNDP in Jordan's development, as well as for achieving outcomes and results consistent with the country's national priorities, involved maximizing the advantages inherent in its institutional character and playing a role primarily as catalyst and facilitator in Jordan's development process.

3.1.2 LINKS WITH CCA AND UNDAF

The mid-term evaluation of the CCF scheduled for mid-2000 was not undertaken. UNDP Evaluation Office report, Jordan Country Review (2002), notes that delays in evaluating the CCF meant that its own assessments of lessons learned and recommendations for future priorities may have been issued too late to be incorporated into the CPO.³² The report also notes that in terms of general programme relevance and strategic positioning, the CCF was "fully in accordance with the national development strategies and in conformance with the UNDP practice areas." In addition, it notes that during the period of the CCF, government priorities began to coalesce around "national policies toward more responsive governance, vocational training for youth employment, promoting ICT in development and improving people's lives," which has "met with prompt response from UNDP."³³

The report further observes that, "in hindsight, there were too many micro-interventions" in addressing needs, scattering efforts that should be more focused in future programming. The same report urges UNDP to position itself to support Jordan's move toward a knowledge economy. Strategic UNDP interventions would consequently target programmes in the three thematic areas more strategically in support of this national goal, mainly:

- Strengthening knowledge management; and
- Enhancing human and environmental development.

The 2002 CCA identified poverty and unemployment as the major development challenges prioritized by the Government of Jordan. General poverty was estimated at over 30 percent, extreme poverty at 4 percent, and unemployment at 21 percent.³⁴ Poverty alleviation would require

32 *Jordan Country Review* (UNDP Evaluation Office, July 29, 2002), 3. The CPO document, however, does make reference to the Country Programme Review to confirm the good strategic positioning of UNDP in Jordan. Since 2002, UNDP Management Response requires that information and recommendations from country reviews be incorporated into upcoming country programs.

33 *Ibid.*, 17. It was not possible to independently verify this claim.

34 It is unclear why figures cited in the CCA are considerably higher than in other sources. See *Common Country Assessment Jordan 2002* (United Nations, 2002), 8.

Table 1. Relevance of CCF and CPO to National Priorities in Jordan

	1998–2002		2003–2007	
	National Priorities	CCF Themes	National Priorities	CPO Themes
Governance	<ol style="list-style-type: none"> 1. Developing legal and administrative frameworks 2. Increasing transparency in the decision-making process 3. Integrating the Jordanian economy with the global economy 4. Attracting local and foreign investment 	<ol style="list-style-type: none"> 1. Resource management 2. Economic integration 	<ol style="list-style-type: none"> 1. Rural development, poverty alleviation and reform 2. Institutional and structural reform: decentralization 3. Institutional and structural reform: enhancing human rights 	<ol style="list-style-type: none"> 1. Capacity development, government, monitoring and evaluation of national strategies 2. Support to public-sector reform 3. Private sector role in investment
Poverty reduction and social integration	<ol style="list-style-type: none"> 1. Tackling poverty and unemployment 2. Reducing regional and gender disparities 	<ol style="list-style-type: none"> 1. Poverty alleviation and employment 2. Gender initiatives 	<ol style="list-style-type: none"> 1. Human resources development 2. Rural development and poverty alleviation 	<ol style="list-style-type: none"> 1. Community development 2. ICT in skills training; vocational training 3. Business training for micro, small and medium enterprises
Environment	<ol style="list-style-type: none"> 1. Improving quality of life 2. Protecting the environment 	<ol style="list-style-type: none"> 1. Capacity-building and institutional strengthening of the government agencies and NGOs concerned 	<ol style="list-style-type: none"> 1. Rural development and poverty alleviation 	<ol style="list-style-type: none"> 1. Support land conservation and biodiversity 2. Capacity-building (Ministry of Environment) 3. Water management
ICT	<ol style="list-style-type: none"> 1. Using modern technology to build a business and government database 	<ol style="list-style-type: none"> 1. Community computer centres 2. ICT in higher education 3. ICT in schools 	<ol style="list-style-type: none"> 1. Rural development and poverty alleviation 	<ol style="list-style-type: none"> 1. Community development: Knowledge Centres 2. ICT in skills training; vocational training
General	<ol style="list-style-type: none"> 1. Reducing debt and trade deficit 2. Reducing dependence on donors 3. Preparing for WTO 	<ol style="list-style-type: none"> 1. Capacity-building and training 2. Technical support 	<ol style="list-style-type: none"> 1. Creation of a knowledge-based economy 2. Sustainable human development 	<ol style="list-style-type: none"> 1. Policy advice, dialogue and advocacy, demonstrating pilot projects

strategies to improve productivity and reduce unemployment. In addition to the recommended “behavioural changes”, Jordan needed to strengthen its technological infrastructure, promote

gender equality, improve management skills, promote more effective marketing strategies, and remove legal and procedural impediments to development. Passing new environmental laws

and addressing water scarcity were also cited as development priorities.

Analyses of Jordan's development challenges in the CCA were incorporated into the 2003–2007 UNDAF, once again underscoring poverty reduction, governance and environmental conservation as key areas for UN intervention in Jordan. UN agency interventions were to contribute to a number of outcomes in line with national priorities. UNDAF also stressed the importance of coordination and partnerships, such as those among UN agencies, the donor and lender community, and between the UN agencies and the private sector.

UNDAF underscored strategic partnerships among relevant UN agencies to address the main development challenges in Jordan through a combination of up- and downstream interventions, including: (a) policy dialogue and advocacy (advising on policy formulation and implementation, raising information and awareness); (b) capacity-building (training and development); and (c) service delivery (for example, project seed money and pilot projects).

3.1.3 2003–2007 COUNTRY PROGRAMME OUTLINE

Issues concerning the relevance of the CPO to national priorities were assessed by various means, including discussions with relevant government partners, UN agencies, stakeholders in the private sector and CSOs, and in reference to priorities articulated in the 2002 CCA and the 2003–2007 UNDAF.

Analysis of development challenges and approaches outlined in the CCA and UNDAF were incorporated into the 2003–2007 CPO programme cycle. Areas of intervention remained the same, reflecting ongoing national priorities in the areas of governance, poverty reduction and social development, and environmental protection. However, approaches to interventions became more focused (i.e., in line with evolving national challenges and needs, and in response to evaluations of the CCF). The CPO programme

placed more emphasis on mainstreaming gender and promoting human rights-based development in all activities; it also highlighted the goal of creating synergy between upstream and downstream activities in order to effectively contribute to development outcomes.

Interventions were to specifically target three areas and related issues of concern to the government:

- **Community development:** Building on a network of Jordan Information Technology Community Centres throughout the Kingdom; integrating ICT, up-scaling and linking local efforts;
- **Enhanced regional development and decentralization:** Strengthening local capacity and creating an enabling environment for community development; and
- **Support to administrative reform:** Building on previous successes (such as the Aid-Coordination Unit, the database at the Department of Statistics); creating an enabling environment for development, including direct foreign investment and stronger trade and service-based relations with other countries.

In particular, the CPO emphasized the major contributions of UNDP to poverty reduction and governance, which most closely reflect the UNDP mandate. These areas are also where UNDP enjoys a comparative institutional advantage and a track record among development agencies. For this reason, and because of the limited UNDP resources, support for environmental protection—including water management and other large-scale activities—were limited to assisting in local-level planning and raising awareness through community development efforts. Other agencies with more resources were responsible for implementing the larger projects.

The CPO clearly demonstrated the dual role of UNDP Jordan as 'catalyst' and 'facilitator, in line with both the organization's institutional strengths and the country's national priorities.

The total 2003–2007 CPO allocations amounted to approximately \$24 million. Core UNDP resources were estimated at \$3.06 million; non-core resources were estimated at \$8.97 million. Government and third-party resources were anticipated to amount to \$12 million, or just under half the expected allocation.³⁵

3.2 UNDP RELEVANCE TO NATIONAL PRIORITIES IN JORDAN

Jordan's recent development objectives and priorities are summarized in various documents, including the Social and Economic Transformation Programme (May 2002), the aforementioned *National Social and Economic Development Plan 2004–2006* and the overarching vision for development as articulated in the *2006–2015 National Agenda*.

The 1998–2002 CCF programme was designed to reflect Jordan's continued focus on the national priorities of the early 1990s. Though Jordan was beginning to enjoy some degree of economic stability, it was acutely aware of the setbacks caused by economic and political upheavals—such as threats to oil imports during the 1991 Gulf War, the loss of jobs and hence remittances of Jordanians in the Gulf, and fallout from the Palestinian/Israeli conflict.

By the late 1990s, Jordan's relationship with the oil-rich Arab States and community of donors had mended following the 1991 Gulf War. With greater investment of returnees' savings in the country, the Jordanian economy began to thrive. However, there were ample indications that economic achievements could not be sustained over the medium and long term. Such factors included: the high population growth rate of 3.4 percent—though it subsequently dropped to 2.5 percent—and the concomitant high dependency ratio; limited water resources; economic growth

without equitable distribution (such that the 20 to 30 percent of the poorest population were effectively by-passed); the unpredictable nature of aid flows; and the high protectionism and monopolies of the fast-growing economic sectors.³⁶

UNDP interventions throughout the CCF cycle were strategically positioned to make sure that economic gains were not reversed, and to prepare Jordan for the challenges ahead. These challenges continued to revolve around poverty, education and other economic and social difficulties that grew out of the upheavals of earlier years. Poverty rates, for example, rose from an estimated 3 percent in 1987 to close to 12 percent in the late 1990s.³⁷ Government expenditure on education remained high, as did its commitment to developing this sector. However, developments by the late 1990s pointed to the need to strengthen and improve higher education in order to prepare Jordanians for emerging employment opportunities in services and industry in an increasingly globalized economy.

The IMF-supported structural readjustment, which was to continue until 2004, helped the government curb inflation and reduce the trade deficit. However, these adjustments also highlighted the need for more focused interventions in decentralization and public-sector reform, and for investment in training and capacity-building in both public and private sectors. Such interventions were needed to strengthen the private sectors, encourage foreign investment, and expand local job opportunities to absorb the growing labour force, reduce the late 1990s unemployment rate of around 15 percent and begin to reduce poverty rates. Attention to the environment was also critical, given the country's limited natural resources and the importance of water and waste management to improving peoples' health, livelihoods and opportunities.

35 For more information on the programmatic goals and outcomes of the Strategic Results Framework, CCF, CPO, UNDAF, and the Multi-Year Funding Framework, see Annex IV.

36 See <http://www.britannica.com/eb/article-23347/Jordan>.

37 *Poverty Alleviation in Jordan in the 1990s: Lessons for the Future* (The World Bank, April 2001).

By the early 2000s, UNDP support to economic and political reforms in Jordan over the previous decade was demonstrating some success in achieving economic stability, restructuring the public sector and redressing financial imbalances. The Government of Jordan expressed confidence that it had achieved a macroeconomic policy for managing the internal economy and integrating the country into the global market. However, the government was acutely aware that social development remained below the level it had hoped to achieve, and unemployment and poverty rates remained relatively high as average per capita income barely increased.

Jordan continued to face dependence on foreign aid, an increase in external debt and growth of the general budget deficit. Despite the country's commitment to decentralization and devolving public-sector services and resources to the local level, much remained to be done. Government services, particularly for the poor, were inefficient and not adequately targeted at the sectors that needed them most. Education reform, particularly at the higher education level, still required infrastructure development, capacity-building (for ICT in particular), vocational training and general reform of educational content to be more in line with emerging employment opportunities. Despite UNDP interventions in support of small and medium business enterprises through the CCF, the private sector still lacked the capacity and resources to assume a larger role in creating jobs or attracting foreign investment. In all, at the end of the decade Jordan still found itself very vulnerable to developments both inside and outside of its borders.

At the time, the government's focus shifted to sustainable development, rooted in deeper partnerships between the public and private sectors and in the greater participation and voice of the citizens, women in particular. By 2001, the Government of Jordan was once again adopting economic and social programmes to accelerate the implementation of economic reform. Policies,

programmes, projects and procedures designed to improve the quality of life for Jordanian citizens were under discussion with both with the private sector and multilateral donors. As the government launched its *National Social and Economic Development Plan 2004–2006*, the most pressing challenges facing the country included: the ever-increasing rates of unemployment and poverty; the persistent imbalance in the labour market (e.g., demand for skilled labour exceeded supply); the high budget deficit; high foreign debt; and the effect of regional developments, particularly the Second Palestinian Intifada and the 2003 war in Iraq.

Principles guiding the government's plan included sustaining monetary and financial stability, enhancing accountability and transparency principles, activating partnership between the public and private sectors, and guaranteeing the role of the private sector as the main partner in economic activity.³⁸ Based on these principles, the Government of Jordan anticipated an economic growth rate of 6 percent by 2006. This was expected to maintain inflation rates within acceptable levels of below 1.8 percent.

The national plan specifically targeted poverty and unemployment reduction as high-priority areas. These were to be achieved through investments in areas of local development and creating programmes to empower citizens, specifically youth and women and provide them with adequate opportunities.

The main economic and social pillars outlined in the *National Social and Economic Development Plan 2004–2006* include:

- Human resources development (public education; higher education and scientific research; labour, vocational and technical training; and youth care);
- Basic governmental services (health, water, ICT and infrastructure);

38 *National Social and Economic Development Plan 2004–2006* (MOPIC, 2004).

- Development of governorates, alleviating poverty and reducing unemployment; and
- Institutional and organizational framework and policies (administrative development, the judiciary, industry, trade, and the Aqaba Special Economic Zone).

The 2003–2007 CPO cycle was strategically positioned to support the government in addressing national priorities, particularly those revolving around community development and administrative reform—including poverty reduction and governance, respectively. Assessing the strategic position of UNDP in Jordan is, however, contingent on strategically linking interventions in key thematic areas to support the government in its overall objectives of achieving greater self-reliance in development and focusing more specifically on areas where Jordan can achieve a competitive edge in high-value added sectors, particularly in a knowledge-based economy.

Demonstrating the relevance of UNDP country programming in Jordan also requires consideration of national needs and priorities beyond those articulated by the government. For example, local NGOs—which play key roles in various development sectors under consideration—have demanded increased attention to their concerns and more opportunities to participate in development. Another indicator of relevance concerns UNDP strategic positioning to assist its partners in addressing development needs and priorities called for by the citizenry, who still await a higher level of government responsiveness to their voice, concerns and needs.

3.3 UNDP RESPONSIVENESS TO CHANGING COUNTRY NEEDS AND CONDITIONS

Assessing CCF and CPO responsiveness to changing needs and conditions shows mixed results. UNDP is aware that its resources are meagre in terms of meeting the requirements of a country with extremely limited resources and tremendous needs. Consequently, UNDP rations

its development interventions to priority areas, focusing on its role as: (a) a catalyst of change, where UNDP Jordan concentrates on introducing innovative ideas, as well as piloting and enhancing their adoption through advocacy (e.g., ICT, which also corresponds to various national priorities); (b) a facilitator in the reform of existing policies or adoption of legislation to promote specific activities; (c) a contributor to investments, primarily at the upstream level or in technical assistance (e.g., computers and equipment; studies; and adaptive research and development, such as the biogas project), while leaving downstream activities to partners in government, NGOs and the private sector; (d) a contributor to small investments that can then be up-scaled; and (e) an investigator of geographical areas with pockets of poverty (e.g., Mafraq) or unique socio-economic potential (e.g., Zarqa, an urban area among the poorest in the country), which require special attention to poverty reduction, water conservation and support for eco-tourism.

Projects implemented during the CCF cycle were proactive in supporting the Government of Jordan in addressing development challenges. Perhaps the most salient example is in the design of the CCF programme to help prepare the country for entry into the WTO and assist in addressing social and economic needs resulting from Jordan's IMF-sponsored structural adjustment reforms (i.e., public administration reform, including the tax revenue system and customs regulations). The CCF was clearly able to respond to emerging needs, particularly the government's recognition of the need for integrating ICT in development at all levels. In mid-2000, new projects were added to the ongoing CCF programme in key areas that reflected this priority, with Knowledge Centres presenting one such example.

To the extent that the CCF provided Jordan with value-added institutional support in the environment sector, the programme contributed to positioning Jordan to leverage funds for major environmental protection and management

projects through the GEF and bilateral donors. A similar benefit accrued in the poverty-reduction sector, where UNDP interventions assisted Jordan in attracting USAID funding for poverty reduction projects. In these and other areas, the CCF—and later the CPO—was strengthened by the coordination tasks, which are the responsibility of the UN Resident Coordinator and UNDP Resident Representative, and in which major bilateral agencies participate.

As noted, many projects were small and scattered, focusing mainly on small-scale capacity. Building activities and programmes implemented during the CCF cycle were ultimately too fragmented to strategically conceptualize and link interventions in the three thematic areas, so as to position UNDP to respond effectively to emerging development needs and priorities. For example, Jordan continued to face the challenge of linking capacity-building of targeted individuals to institutional and organizational development at the local and national levels, intended to ensure continuity of management and development. These strategic needs and links could not be addressed within the CCF model.

Specifically, in terms of responsiveness to Jordan's national priorities, programmatic interventions of UNDP may demonstrate a somewhat different emphasis than that articulated by the government. For example, UNDP and the Government of Jordan had disagreements regarding poverty reduction. The government tended to identify unemployment as a primary cause of poverty, while the CCA pointed instead to low labour force participation and low wages. The government and UNDP also had different perspectives on the incidence of poverty, especially during the CCF cycle. Whether due to inadequately focused projects or contrasting assumptions about causes and solutions, the UNDP poverty reduction programme is generally not regarded as having made significant contributions to poverty alleviation

in Jordan—despite poverty reduction being a core UNDP practice area.

This sentiment echoes the conclusions of the 2001 Re-Profiling Mission, which recommended that UNDP reassert its leadership as “the agency working to eliminate poverty” and its “role in promoting human development.”³⁹ It also largely confirms the impression of this evaluation's focus-group participants and demonstrates a possible missed opportunity for UNDP Jordan to be more proactive and responsive in the poverty reduction area. This is further confirmed in the 2005 Mid-Term Review of the CPO, which expressly advises UNDP to “review the programmatic working strategy of its poverty reduction thematic area in order to enhance its effectiveness and relevance to national priorities” in Jordan.⁴⁰

Regarding governance, the Government of Jordan has repeatedly emphasized the need for decentralization as part of public administration reform. However, UNDP country programmes under review appear to address this only peripherally, without strategically connecting individual projects, such as those in the governance area, with the ultimate goal of supporting and achieving decentralization. (See Chapter 4 for further discussion.)

The CPO refined some of the approaches in the earlier CCF, responding more flexibly and with greater agility to emerging needs. Instead of bifurcated and separate practice areas, the CPO recognized the interconnections between interventions at each of the poverty, governance and environment levels. Approaches to poverty reduction, for example, were therefore conceived more comprehensively in terms of community development that would encompass targeted activities that are linked more coherently to actual outcomes in this area—for example, in eco-diversity projects.

The CPO also contained a refined and clearer articulation of the main role of UNDP as a

39 Mission Report: Jordan – Country Office Re-Profiling (UNDP, 2001), Annex 2, 16.

40 Mid-Term Review of Technical Cooperation Programme (2003–2007) (UNDP Jordan, June 2005), 38.

catalyst and facilitator in the Jordanian environment. This would ensure that the UNDP country programme is consistently paying attention to linkages between up- and downstream activities, and to interventions by other donors and agencies in Jordan. To the extent that strategic principles guiding UN agencies, as articulated in UNDAF, were incorporated into specific programmatic interventions, the CPO intended to institutionalize responsiveness and flexibility directly into its interventions.

Questions regarding the general responsiveness of the CPO to emerging needs and concerns may have to await completion of the programme. However, some indications as to where it may have fallen short emerge from the government's continued emphasis on making progress in critical areas, such as decentralization, where there is little evidence that the UNDP country programme has been responsive strategically (not just project-wise) to this concern.⁴¹ The same observation is relevant to poverty reduction and employment generation, given the government's recent emphasis on the country's ultimate goal of positioning itself as a competitive knowledge economy in the global environment. As previously emphasized in the 2005 Mid-Term Review of the CPO, the poverty reduction programme appears to have a broad scope of work. However, it lacks clarity and focus in order to connect it more coherently to country needs or render it more responsive and effective in addressing those needs.⁴²

Assessing the responsiveness and relevance of the CPO in these respects will provide critical input into the next UNDAF and country programme in Jordan. Future directions suggest the importance of a strategically focused programme

that addresses knowledge deficits and capabilities within and alongside human development.⁴³

3.4 SYNERGIES AND LINKAGES ENHANCED BY UNDP IN JORDAN

There is clearly a considerable overlap in addressing priorities in governance, poverty and the environment, and potential exists for creating synergies and linkages in addressing development needs in Jordan. Such opportunities include mobilizing and coordinating donor resources and making progress toward the MDGs. Attention to cross-cutting issues, including gender and integration of ICT, are also clearly demonstrated in these priorities—keeping in mind, however, that ensuring the promotion of gender equality is not confined to poverty-related interventions. In contrast, there is a difference between the potential for synergy and demonstration of actual synergies, which can be characterized as uneven across core thematic areas.

UNDP and its partners enjoy an opportunity to promote synergies among their programmes, especially given a clear consensus concerning the nature of—and general solutions to—the main developmental challenges in Jordan. For example, as UNDP focused on the acute problem of water shortages, contributing to the development of a database for efficient water programming, USAID provided some substantial investments for water consumption savings and limiting water conveyance losses. Similarly, the Japan International Cooperation Agency and GTZ have also made substantial investments in the water sector. However, UNDP appears to have limited its engagement in this critical sector, hence reducing its potential strategic positioning as a leading actor.⁴⁴ The limited funds of UNDP

41 The evaluation team learned that the Royal Committee on Regionalization to support local development and decentralization could not come up with specific findings and recommendations, and that this might have hampered UNDP efforts to promote decentralization. Notwithstanding these challenges, it is still possible for UNDP to build on its global experience with decentralization and share key lessons with the government to support its efforts towards decentralization.

42 Mid-Term Review of Technical Cooperation Programme (2003-2007) (UNDP Jordan, June 2005), 23.

43 *Jordan Country Review* (UNDP Evaluation Office, July 29, 2002), 10.

44 UNDP now focuses on selected community based initiatives through the GEF Small Grants Programme—mainly due to the huge difference in funding amounts provided to the water sector in Jordan, provided by USAID, GTZ, EU and the Japan International Cooperation Agency.

as compared to bilateral donors are usually cited as a key reason for this, although there may still be considerable scope to focus on social and economic implications of water scarcity—whether through inter-sectoral and multidisciplinary research, or through community-based initiatives.

Other environment-related interventions provide further opportunities for synergies among UNDP, major bilateral donors, international finance institutions and the local private sector. For instance, UNDP has contributed to the establishment of the Ministry of Environment (MOEn), the compilation and strengthening of existing environmental laws, rules and regulations, and the initiation of new laws. Activities in conjunction with other institutions, such as the Ministry of Water and Irrigation, include treatment and recycling of wastewater from olive-oil press mills. This is a regional project involving four countries⁴⁵ and the private sector, again demonstrating UNDP positioning and synergies at the regional level. Another example is in promoting the use of ICT, involving donors, NGOs, CSOs and potentially the private sector in order to attain a better trained labour force. A third example is the GEF Small Grants Programme efforts to implement a Nature based tourism development programme in Dana, which includes providing alternative means of livelihood to local communities living around the national protected areas.

Despite the positive evidence of synergies, some questions remain about UNDP follow-up and support, as well as about the appropriate level of investment to spearhead the process of development and change and strengthen such linkages. Concrete documentation on these synergies—from entry points for cooperation, best practices and other operating procedures to identification of evaluative criteria and evaluation of development results—appears to be lacking, which has implications for the continuation and replication of these and similar initiatives.

3.4.1 PERCEPTIONS BY UNDP PARTNERS IN JORDAN

Demonstrating synergy and responsiveness to emerging needs and priorities requires shared vision among all partners, not only the government partners of UNDP in Jordan. The Partners' Survey rated UNDP Jordan favourably overall for 2002 and 2004 in almost all fields of inquiry, including impressions about the country office itself, achievement of significant results, provision of operational services, institutional reforms, promotion of gender equity and support for technical assistance. In fact, positive ratings of these variables were shown to have improved markedly between 2002 and 2004, signifying the impact of changes in the leadership and restructuring of the country office during that time.⁴⁶

Likewise, perceptions garnered from the discussions with the donors are generally supportive of UNDP Jordan and indicate its good strategic positioning, particularly in its leadership role within the Donor/Lender Consultation Group (DLCG). The major bilateral donors noted that the UN is primarily a facilitator of their activities. Donor working committees are left to the bilateral agencies, and the UN Resident Coordinator/UNDP Resident Representative does not have the mandate to intervene in activities between bilateral or international agencies and the government. Countries tend to promote their own bilateral interests; even MOPIC, the official representative of government on issues related to development planning and financing, does not necessarily view full coordination as the best option. The government sometimes prefers to have a margin of manoeuvrability and may discourage what it views as collusion among donors. As such, some issues pertaining to coordinating strategies and remaining proactive and responsive to emerging needs may be beyond UNDP control, and UNDP strategic positioning may be somewhat constrained in this regard.

45 Jordan, Lebanon, Palestine and Syria.

46 See: <http://64.233.169.104/search?q=cache:JV0DMsGcOsYJ:www.surf-as.org/RBASMIC/BestPracticesApril2005.pdf+UNDP+undp+partners+survey+jordan&hl=en&ct=clnk&cd=3&gl=us>

Discussions with government officials gave the impression that they generally valued the contribution and leadership of UNDP. Many respondents noted the shift to improved leadership at the country office. Some respondents did, however, express dissatisfaction with certain aspects of UNDP operations, for example, the routine and lengthy procurement procedure. Project or programme managers are functioning under the national execution modality (NEX), which implies that they are more or less selected to manage projects that fall within the responsibility of the concerned government agency or department. These managers indicated overall satisfaction with UNDP, but also complained about delayed responses from staff and the lack of institutional memory in cases where new staff had recently joined UNDP Jordan.

Civil-society responses rated UNDP effort to strengthen the participatory process as fairly positive, especially since 2004. However, it was suggested that UNDP partnership strategies with local CSOs should be much more strategic and systematic. NGOs in Jordan tend to self-categorize themselves in terms of whether or not they were founded by royal decree. Those NGOs not considered 'official' indicated that as long as they function within the law and conform to their given terms of reference, UNDP should deal with them without discrimination. Various NGO participants interviewed voiced their concern about preferential treatment and the need for a more straightforward approach by UNDP to encourage dialogue beyond the scope of specific projects. In two separate cases, complaints about UNDP failing to meet its contractual obligations were highlighted, although these could not be fully verified as administrative and legal investigations are beyond the scope of this evaluation mission.⁴⁷

A more substantial issue pertaining to the dichotomy between 'official' and other 'unofficial'

organizations concerns the official functions that are bestowed upon the former by law. The Royal Society for the Conservation of Nature, for example, is responsible for overseeing the implementation of nature conservation laws through various community-based approaches. It also has a mine action programme with UNDP for de-mining activities that are linked to national security. In this respect, such organizations are fulfilling an official function similar to other government departments. UNDP and other development agencies may thus find it difficult to avoid dealing with them or substituting them with other NGO partners, in view of issues and concerns that legally fall within their mandate. Such issues affect overall UNDP responsiveness to needs and priorities emanating from, or articulated by, other sectors and NGOs.

UNDP has had a somewhat limited relationship with the private sector, even though the Jordanian economy is largely considered to be a market economy. The government has long been emphasizing support to capacity-building and job development within the private sector, as well as involving the private sector in deeper partnerships with the government. These same priorities were noted in the CCF and CPO. However, these programmes have not yet achieved the government's expectations. More effective responsiveness on the part of UNDP in Jordan may require attention to training, needs-assessment and designing programmes in partnership with the Chamber of Commerce, which has thus far had limited communication with the UN system, and others in the private sector. It would be strategic for UNDP to adopt some scheme for commercial intermediation in order to link Jordan's private sector with the world economy. Such linkages would provide access to technology, equipment, product standardization and differentiation, and trade promotion, and would also build on the previously mentioned regional and international agreements such as GAFTA.

⁴⁷ Such matters should be reviewed through a full audit of the UNDP country programme, which has not taken place during the last six years.

3.4.2 UNDP RESIDENT REPRESENTATIVE AND AID SYNERGIES

The UNDP Resident Representative has a dual role of also functioning as the UN Resident Coordinator (RC) in Jordan. As the *Resident Coordinator Annual Reports* reveal, the United Nations Country Team (UNCT) and DLCG in Jordan have developed into relatively proactive fora for promoting inter-agency coordination and information-sharing, as well as for supporting joint analyses of development challenges and harmonization of aid coordination.

At the request of Ambassadors of EU countries based in Amman, in 1999 the RC assumed responsibility for organizing dialogue and information-sharing among donors in Jordan.⁴⁸ The process was initiated in September 2000, and DLCG has come to function as a policy advisory group. By 2001, DLCG had established six sectoral sub-groups, and the RC was mandated to function as their Secretariat.⁴⁹ Various sub-groups have established technical committees,⁵⁰ and position papers have been produced, providing relevant information for policy dialogue with government counterparts. Monthly DLCG meetings are attended by Heads of Missions, UN agencies and government representatives.

It is generally acknowledged that UNDP, and specifically its Resident Representative, have contributed to strengthening inter-agency cooperation during the period under review. The *Resident Coordinator Annual Report 1998*, for example, lists various achievements including the expansion of common financial services and a

system-wide public information strategy, but notes that desired results were not achieved in donor coordination and implementation of joint programming.⁵¹ Introduction of the CCA/UNDAF process in 2000 was conducive to efforts to streamline and strengthen UN development assistance to Jordan. A cursory glance at results achieved by the UN coordination system in 2002 indicates that although interagency collaboration has been promoted through the aid coordination database, additional efforts were required in joint advocacy, communication and campaigning activities in order to strengthen synergies and linkages.

Operationalizing the UNDAF in mid-2003 led to the establishment of three inter-agency working groups—on human rights, social development and community empowerment—which aim to promote policy dialogue and advocacy, capacity-building for local counterparts and service delivery (through small grants and seed funding for pilot projects). UNCT collaboration in producing *The Millennium Development Goals: Jordan Report 2004* is perceived to be a benchmark for agency and government collaboration and an indication of effective UNDP strategic positioning.

By 2005, in addition to the aforementioned UNCT working groups, there were also working groups on the media, HIV/AIDS, crisis management and common administrative services. The 2005 UNCT Results Matrix points to progress achieved in joint collaboration, particularly with regard to the MDGs, which are “becoming a common frame of reference for government and civil society organizations.”⁵² However, the

48 *Resident Coordinator Annual Report 2000* (UNRC Jordan, 2000), 9.

49 The sub-groups cover: micro-finance/micro-enterprise; social development; water; governance/public sector reform; environment; and information and communication technology/ICT. See *Resident Coordinator Annual Report 2001* (UNRC Jordan, 2001).

50 The Water Sector Group is particularly active with eight technical committees covering desalination, cost recovery, information management, institutional reform and policy, planning and allocation/ground water, private sector participation and commercialization, and unaccounted-for water. The sub-group on Environment has three technical committees covering biodiversity conservation, capacity-building for the Ministry of Environment, and healthcare waste management.

51 The *Resident Coordinator Annual Report 1998* (UNRC Jordan, 1998) lists the following groups: Inter-Agency Coordination Group (1995); Inter-Agency Task Force on Gender Issues (1995); Inter-Agency Task Force on Public Information and Advocacy (1995); UNAIDS Theme Group (1996); Inter-Agency Task Force on Poverty and Social Development (1996); Inter-Agency Task Force on Information Technology (1996); Inter-Agency Eco-Efficiency Task Force (1997); Inter-Agency Working Group on Human Rights (1998); and CCA Advisory Group (1998).

52 *Resident Coordinator Annual Report 2005* (UNRC Jordan, 2005), 3.

Resident Coordinator Annual Report 2005 also points to areas requiring additional efforts in the area of building synergy, including the difficulty of balancing overall UN with single-agency messages, and the continuing need to consolidate multiple databases sponsored by different agencies.

The more recent *Resident Coordinator Annual Report 2006* and minutes of various inter-agency meetings reflect progress towards joint programming facilitated not only by the CCA/UNDAF process, but also by collaborative efforts to address the MDGs. The format of the annual reports now includes comprehensive matrices of UNCT results, use of fund, and work plans for the following year.

While the role of the RC has clearly been effective in pushing forward these processes and institutionalizing linkages between disparate efforts, some challenges remain. Examples of these include an over-reliance on the RC Unit,⁵³ inadequate financial commitment or agency allocations for joint activities, and difficulty in agreeing on a contractual modality that is satisfactory to UN agencies involved in joint projects.

3.4.3 ACCESSING THE REGIONAL COOPERATION MECHANISM

The Regional Cooperation Framework (RCF) for Arab States enabled UNDP to “adopt independent positions on human development issues for the region, to draw attention to needs that are difficult to address because of their sensitivity, to seek consensus or partial agreement on them and to advocate for change.”⁵⁴ In particular, this pertains to sensitive issues such as corruption and accountability, independent judiciary systems, HIV/AIDS and women’s empowerment, as well as to the need to mobilize awareness among policy makers and civil society as part of addressing the

deficits highlighted in the *UNDP Arab Human Development Reports* (AHDRs).

UNDP Jordan responded to the deficits identified in the AHDRs by highlighting links with various ongoing local projects that focus on poverty, women’s empowerment and capacity development.⁵⁵ The stated RCF objectives have important implications for strengthening the strategic positioning of UNDP Jordan in terms of more robustly pursuing its comparative advantage in human rights-related areas generally perceived as sensitive.⁵⁶ The Human Development and Human Rights in the Region of Arab States project launched in 2001 also serves to pave the way for greater synergies between UNDP in Jordan and other countries in the Arab world. This has already been reflected in UNDP-supported projects in Jordan, such as strengthening the justice system and tackling corruption. However, the public commitment to human rights does not seem to have been translated into widening the realm of strategic entry points through which UNDP Jordan could more effectively promote and support the rights-based approach to human development in Jordan, or to ensuring that in practice cross-cutting approaches are linked within the three thematic areas in the CPO cycle.

Some constraints are inherent in the RCF mechanism itself. Though beyond the scope of the present evaluation, a review of the RCF programme points to various strengths but indicates that there are several weaknesses that have hampered effective implementation and sustainability of interventions—with implications on synergy. Such limitations include the Regional Bureau for Arab States’ management of the regional programme, which operates more or less separately from the management of the country

53 The RC Unit is currently staffed by one professional, one support staff member and commissioning consultants for specific tasks when necessary.

54 *Evaluation of UNDP’s Regional Cooperation Framework for the Arab States (2002–2005)* (UNDP, 2005).

55 Jordan Country Programme: Projects Related to the Outcomes of the Arab Human Development Report (UNDP Jordan, no date).

56 See, for example, a recent study addressing corruption in Jordan: *The Impact of Favouritism on the Business Climate: A Study on Waste in Jordan*. Final Draft. (German Development Institute, May 2006).

programme and means that the UN Resident Coordinator/UNDP Resident Representative may be minimally involved with regional programme coordinators. This has clear implications with regard to identifying strategic options and entry points at the country-office level. There have also been missed opportunities in terms of linking the RCF with efforts to strengthen implementation of the UNDAF through joint programming involving UNCT and DLCCG. This is particularly pertinent to the RCF Programme on Governance in the Arab Region, which is considered to have “made significant breakthroughs in creating awareness among key opinion makers in the region,” and could be used to greater advantage in the governance area in Jordan.⁵⁷

3.5 UNDP AND MAINSTREAMING GENDER AND HUMAN RIGHTS IN JORDAN

Evaluating UNDP strategic positioning in Jordan also requires assessment of integration of gender and human rights concerns into its programme interventions. The government is committed to supporting and promoting gender equality in the course of development. It recognizes that moving Jordan toward a strong knowledge economy cannot take place without recognizing and strengthening the important role both men and women play in development. Jordan has also stated its commitment to promoting human rights, specifically to advancing community-based development by strengthening the voice and participation of citizens—particularly those that are poor, marginalized and vulnerable. The 2003–2007 CPO makes explicit mention of promoting human rights and mainstreaming gender in all its activities.

Gender-based inequality with respect to different opportunities and conditions remains entrenched

in Jordan’s society and economy, even though the country ranks among the best in the region in terms of gross domestic income.⁵⁸ Gender gaps in education are comparatively narrow for the Arab Region, and the combined gross enrolment rate for primary, secondary and tertiary schools continued to be slightly biased in favour of females, with 79 percent compared to 77 percent for males by 2002–2003. However, this trend is not matched by similar progress in Jordanian women’s participation in decision-making or in increasing women’s share in non-agricultural wage and salaried employment.

Jordanian women’s economic earning power remains at the ratio of 0.31 (estimated female to male earned income). As pointed out in a recent report, “the issue of gender empowerment is controversial, both at official and societal levels,”⁵⁹ and is reflected in the country’s reservations with respect to accession to the Convention on the Elimination of All Forms of Discrimination against Women in 1992. Jordan remains a country where issues such as violence against women continue to pose gender and human rights concerns.⁶⁰

In addition, development initiatives have steered Jordanian women, as well as female migrant workers, to the burgeoning QIZs where exploitation is high, wages are relatively low, and opportunities for women’s advancement are virtually non-existent. In 2002, 64 percent of employees in these enterprises were women, 85 percent of whom had high-school levels of education.⁶¹ This trend in women’s employment is partly due to contraction in agricultural opportunities, the disappearance of public-sector jobs under restructuring and the relatively few opportunities for women to take advantage of micro-credit lending and small-business opportunities.

57 *Evaluation of UNDP’s Regional Cooperation Framework for the Arab States (2002–2005)* (UNDP, 2005), 49.

58 Relative to 177 countries covered in the *2005 Human Development Report*, Jordan ranked 73 in terms of gross domestic income. See *2005 Human Development Report* (UNDP, 2005), 300.

59 *Brief Overview of MDGs in Jordan* (UNDP Jordan, no date).

60 See Arab Regional Resource Centre on Violence Against Women, <http://www.amanjordan.org>

61 *Jordan Human Development Report 2004* (UNDP, 2004), p.94–95.

A commitment to gender mainstreaming—to end discrimination and promote equity—requires that assumptions about development problems and their solutions receive clarification and attention. Although to date gender has mainly been linked as a cross-cutting issue in the poverty-reduction area within UNDP, as sections below demonstrate, gender issues and their implications permeate all three areas of UNDP intervention in the country, including governance, poverty and the environment.

Translating government goals for gender integration and attention to human rights into concrete achievements within UNDP country programmes has remained a challenge. Government commitment to advancing human rights has become a central requisite in development programming, particularly in the area of governance. Rights-based approaches to ‘duty-bearers’ (the state) and ‘rights-holders’ (the people) aim to ensure that all parties advance and participate in the realization of human rights as rights enjoyed by all. Governance reforms—specifically measures to decentralize and empower local communities, invitations for greater participation by CSOs and the citizenry in plans and decisions that affect their lives—are viewed as part of the process of advancing respect for, and achievement of, human rights standards.

With respect to gender, the 1998–2002 CCF mentions the “advancement of women and gender concerns” in proposed strategy and thematic areas, but does not specifically address the issue of gender within the context of the UNDP governance, poverty or environment practice areas. In the case of the 2003–2007 CPO, women were the focus of only the thematic practice area of community development (poverty reduction). There was little, if any, reference to women in either regional development within Jordan or in relation to administrative reform.

Limitations in effectively mainstreaming gender into UNDP programmatic interventions in Jordan are partly due to constraints within Jordan itself. However, they also reflect the ongoing

challenge to UNDP of mainstreaming gender into all its practice areas and sub-practices. Though strides are being made, gender continues to be regarded largely as a cross-cutting issue within the area of poverty reduction, and has yet to be fully integrated and operationalized in areas such as governance and the environment.

For effective programming and mainstreaming of gender into UNDP interventions, gender must be understood as referring to the social roles and relationships of women and men. Women and men are socialized differently throughout the world, and it is necessary to take such differences into account in order to ensure that development interventions do not discriminate between men and women in their access to resources and opportunities—and that interventions promote equal rights.

In addition, a distinction needs to be made between gender equality and women's empowerment, both of which are UNDP goals. It is not possible to achieve gender equality without an analysis of the actual roles and relationships of women and men in the specific social, cultural and political context, and of how development interventions will, as a result, affect each. If gender analysis reveals a backlog of discrimination against women (or men) due to their gender roles, then special investment should be made for women's (or men's) empowerment, either as part of a given project or as a separate project. Such analysis likely prompted the establishment of a Gender Unit within the Department of Statistics in Jordan, but mainstreaming gender more systematically into development programming remains a challenge.

Similar considerations are inherent to integrating and mainstreaming human rights in development, with implications for UNDP programming in Jordan. The human rights-based approach to development is still relatively new within UNDP itself and remains insufficiently understood throughout the development community. Despite clear statements from the government about its commitment to integrating human rights in

development, and UNDP Jordan's response and articulation of this objective in the CPO, concrete operationalization of this commitment into actual project outputs and outcomes has yet to be achieved and appears largely tacked on instead of being systematically included.

3.6 SUMMARY AND KEY MESSAGES

Assessment of the strategic positioning and options of UNDP in Jordan reveals strengths and limitations. UNDP selection of interventions in the thematic areas of governance, poverty and the environment remains highly relevant to Jordan's national priorities; however, over time, specific directions and needs within and among these areas have shifted.

Jordanian priorities during the 1998–2002 CCF programme cycle were to preserve the economic gains made since the early 1990s in order to withstand the effect of any further upheavals in the region. To this end, the government put special emphasis on aligning the public sector and developing the capacity of its people to join and participate in the global economy. Structural adjustments in the governance and economic spheres were guided by the IMF and requisites for Jordan's entry into the WTO. The UNDP country programme supported the government's reform of its taxation and financing system, created databases for more accurate compilation and monitoring of national statistics, and helped build management capacity of government officials in service of public-sector reform. Similarly, UNDP support to alleviating poverty and addressing environmental priorities focused on targeted interventions, mainly capacity-building and training, for example, integrating ICT into Knowledge Centres.

With the second programme cycle, the 2003–2007 CPO, UNDP and the government realized that: national needs are better served by less fragmented and more strategically connected interventions, which can add value despite the limited resources of UNDP as compared to other bilateral and international donors and develop-

ment agencies in Jordan. During this period, UNDP refined and clarified its role as a catalyst and facilitator, playing a supporting role as advisor and advocate in policy reform and development, and demonstrating—through pilot projects and other targeted initiatives—feasible entry points to expanding needed interventions. In this period, UNDP incorporated into its strategy attention to closer connections between up- and downstream efforts in order to ensure development results were located in a receptive policy environment, such as progress in projects in the environment sector contributing to the establishment of the MOEn. UNDP also ensured that changes in policy could, in turn, be used to an advantage in new development initiatives. For example, micro-credit and similar training initiatives emerged out of public administrative reform trickling down to the governorate level.

UNDP was positioned to become more responsive to national needs and priorities through the partnerships and linkages created or reinforced during this period. UNDP leadership in DLGC, and in relation to other UN agencies in Jordan, combined with its special partnership with the government—which strengthened during this period with the establishment of MOPIC—all contributed to enhancing the strategic position of UNDP as a key development player in Jordan. UNDP was also instrumental in leveraging funding from other donors in critical sectors, such as GEF work in the environment sector, and in creating synergies with other national and regional efforts.

Constraints on UNDP strategic options in Jordan arise from many sources. One has to do with its limited funding relative to other donors, which may also limit its leadership and influence in certain sectors. For example, USAID and other donors have dominated the poverty-reduction sector. UNDP has also largely withdrawn from interventions in the environment sector for similar reasons. In addition, UNDP in Jordan is occasionally constrained by the government, as it is not obligated to coordinate with UNDP or any other agency.

In other respects, UNDP strategic positioning is shaped by its partnerships in Jordan; for example, the focus is mainly on government departments, officials and royal NGOs, and less so on other NGOs and private-sector actors. As such, UNDP may indeed be responsive to national priorities as defined by the government, but less so to national needs defined by the rest of the population and other actors.

Strategic positioning is also a function of assumptions about the causes of and solutions for development challenges, and of strategic coherence in addressing them. In this respect, synergy and linkages do not simply denote partnerships, which UNDP has clearly fostered, but also underscore the integral links between thematic areas and progress toward human development in Jordan. Jordan has largely defined development in the three thematic and inter-connected spheres of governance, poverty reduction and the environment as progress toward positioning Jordan as a knowledge economy in the global society. While this is the long-term goal, Jordan's immediate and ongoing goal is to reduce debt, narrow the trade deficit, attract foreign investment and maintain political stability. All of this must take place in a country that has yet to address basic challenges in governance reform, poverty and unemployment and protection of the environment—all of which are by-products and consequences (some positive, some less so) of the very development Jordan seeks. For example, public-sector reform is necessary to attract foreign investment, yet, at the same time, it can reduce the government's ability to provide jobs while expanding a safety net for the poor.

Protection of the environment is critical in a country with meagre natural resources and constant risk of water shortages. While better management of environmental challenges will

reap results in the improved health and well-being of the population, and in enhanced opportunities for employment and human development, attracting investment in such ventures as QIZs may ruin the environment in those areas and increase pockets of poverty and exploitation, particularly for women. Similarly, different assumptions made about the causes of problems such as poverty may lead to more or less effective interventions by UNDP and questionable affect on alleviating poverty.

UNDP recognition of the centrality of thematic and programmatic synergy in effective strategic positioning is demonstrated in its support to the *2004 Jordan National Human Development Report*, a project in the poverty-reduction area under the CPO. UNDP is extending its support to operationalizing the principles underlying its *National Human Development Report* (NHDR) as actual programming and advocacy tools. The result is a document that is, perhaps, the most coherent statement to date of a strategically connected vision of UNDP interventions in Jordan—especially in poverty reduction and governance—in keeping with the priorities of the government, the MDGs, AHDRs, etc.⁶²

Finally, UNDP strategic positioning with respect to mainstreaming human rights and gender equality into its interventions is constrained by both the operating environment of Jordan—despite clear pronouncements from the government about its commitment to advancing these rights—and the relative newness of attention to mainstreaming such issues into all practice areas at the corporate level at UNDP. Still, UNDP has been proactive in positioning itself in these areas. For example, activities of the UNCT Inter-Agency Task Force on Human Rights, established in May 2000, included capacity development of NGOs for promoting awareness of human rights issues in Jordan. Support was also provided to the

62 The document, 'NHDR – A Tool for Programming and Advocacy: Main Developmental Needs Identified in the Jordan NHDR 2004 and Related Current and Possible Interventions by UNDP' (UNDP Jordan 2005), connects ongoing projects with outcomes identified in the NHDR, and demonstrates linkages with UNDAF, the AHDRs, the MDGs, the Multi-year Funding Framework, and reform priorities in the Government of Jordan's *National Social and Economic Development Plan 2004–2006*.

establishment of the National Centre for Human Rights under the law in 2002. In addition, human rights issues are reportedly also being addressed as a critical cross-cutting issue in the forthcoming CCA.⁶³

The challenge for UNDP lies in balancing the pursuit of its comparative advantage and leadership in human development, thereby strengthening its strategic positioning, with the increasing stress in the UN system on aid harmonization and joint programming as part of the UN reform process. In reality, the relatively proactive UNCT and DLCG appear to have encouraged UNDP

Jordan to leave the field to others. While this is a sound strategic option in the water-management sector, it appears that UNDP Jordan did not devote sufficient attention to its strategic options, nor has it effectively pursued additional strategic opportunities to promote the rights-based approach to human development. A case in point is supporting the media sector in Jordan, where USAID has currently taken the lead. UNDP strategic support of the media sector—for example the Centre for Defending Freedom of Journalists, established in 1999—would be conducive to strengthening the media outreach strategy of UNDP Jordan (see Chapter 5).⁶⁴

63 Communication to the ADR Mission from the Resident Representative in Jordan.

64 Media Freedom Network, Centre for Defending Freedom of Journalists: Purpose, Objectives, Targeted Groups, Programmes and Partners, <http://cdfj.org>

UNDP CONTRIBUTION TO NATIONAL DEVELOPMENT RESULTS

This section evaluates the effectiveness and sustainability of UNDP country programmes in Jordan, highlights the main outcomes achieved at the national level during the CCF and CPO cycles, and assesses UNDP contribution to these results in terms of key outputs. It also assesses current progress in achieving outcomes in the three thematic areas of governance, poverty reduction and the environment, and considers factors that may facilitate or hinder progress—both at the national level and in terms of UNDP country office operations.

4.1 UNDP PROGRAMME CONTRIBUTION TO MAJOR CHANGES AT THE NATIONAL LEVEL

While it is difficult to attribute major changes at the national level exclusively to UNDP interventions, UNDP programmes have had a discernible impact.

- UNDP has played a critical catalyst role attracting other donor support to contribute to Jordan's development—as a leader in the DLCG, for example.
- UNDP programmes in Jordan have had an affect on policy reform, including:
 - Support to capacity-building of MOEn;
 - Establishment of the Aid Coordination Unit at the Ministry of Planning and an International Cooperation to plan and coordinate development funding;
 - Commitment to public administration reform and decentralization;
 - Increase of the effectiveness of the Parliament;
- Reform of taxation and revenue administration;
- Reform and liberalization of national policies to attract foreign investment;
- Increase in the awareness of democratic governance and commitment to promoting good governance; and
- Establishment of the National Centre for Human Rights to monitor and promote human rights in Jordan.
- UNDP contributions to promoting sustainable human development included:
 - Demonstration of the role of small and medium enterprises (SMEs) for reducing unemployment and alleviating poverty;
 - Attention to gender equity and greater integration of women's concerns and needs in development;
 - Integration of ICT into training, capacity-building and other interventions;
 - Support of the development of the Department of Statistics database and the Gender Unit;
 - Creation of a national strategy for youth with the participation of and local CSOs;
 - Human development approach to poverty reduction through the Second Human Development Report of Jordan;⁶⁵ and
 - Improvement in the capacity to monitor poverty and make progress toward the MDGs.
- UNDP contributed to national, sub-national and regional-level efforts in waste management.
- UNDP contributed to demonstrating, through special projects, the integral links between

⁶⁵ *Jordan Human Development Report, Building Sustainable Livelihoods* (MOPIC, UNDP, Jordanian Hashemite Fund for Human Development, and Queen Zein Al Sharaf Institute for Development, 2004).

environmental protection and sustainability, employment opportunities and poverty reduction.

- UNDP contributed to raising awareness about the importance of environmental protection and conservation.
- UNDP contributed to the development of national strategy for environmental management and protection, including:
 - The 2003 MOEn National Biodiversity Strategy and Action Plan;
 - National Strategy and Action Plan to Combat Desertification; and
 - The Integrated Framework for Environmental Management and Energy Development (for example, the 2003 Dibeen Forest Plan).

4.2 UNDP PROGRAMME CONTRIBUTIONS TO KEY DEVELOPMENT RESULTS

In evaluating UNDP programme contributions to development results in promoting democratic governance, reducing poverty and protecting the environment in Jordan, it is important to recognize that UNDP operates within a complex group of other actors. Among these actors are international financial institutions and bilateral donors that stand out in terms of their leverage and the resources at their command. Moreover, the overall impact of UNDP programmatic interventions is affected by national and regional events, shifting priorities of the government and changes in the points of contact with stakeholders in different sectors.

The 1998–2002 CCF cycle comprised a total of 55 projects in areas of good governance, poverty alleviation, and environmental protection and conservation. Environmental conservation was the biggest programme (accounting for 46 percent of the budget), followed by good governance (39 percent), poverty alleviation (9 percent) and ICT (about 6 percent). Projects and programmes for a total value of \$24.5 million have been

implemented or approved. Core funds allocated for this period were \$2,282,000; non-core funds were \$21,640,000. The UNDP programme in Jordan during this period represented less than 1 percent of total overseas development assistance.⁶⁶

During the 2003–2007 CPO cycle, a total of 44 projects have been implemented, including several which are continuing from the previous CCF cycle. Once again, environment constitutes the biggest sector, with 11 projects that account for 44 percent of the 2006 budget, financed mainly by GEF and other donors. It is followed by 18 poverty alleviation and gender projects, which account for approximately 26 percent of the 2006 budget, and the 15 governance projects take up approximately 8 percent of the budget. One mine action project constitutes approximately 19 percent of the budget. The total sum required to achieve programme objectives is \$27.5 million. UNDP Jordan's core programme funds and the resources from the thematic trust funds are used together with resources from the government and bilateral donors. The government is the largest contributor to UNDP programmes in Jordan.

4.3 DEMOCRATIC GOVERNANCE

UNDP has devoted considerable attention and resources to improving governance in Jordan. UNDP supports the government's efforts to reform governance and administrative structures so as to achieve greater economic and political stability, and to address national priorities in the global environment. UNDP programmatic interventions in this key area include support to enhancing and building national capacities for good governance by:

- Supporting policies that ensure democratic governance;
- Assisting the institutional development of the Parliament;
- Strengthening justice and human rights institutions;

⁶⁶ *UNDP Cooperation in Jordan* (UNDP, April 11, 2006).

Box 1. Key Governance Initiatives

1998–2002 CCF

- Computerization of Customs Procedures and Data for Improved Revenue Collection (Phases I & II)
- Strengthening of the Income Tax System
- Support to the Establishment of a Human Rights Department at the Prime Ministry
- Support to Establishment of Ombudsman Bureau (Diwan Al Ma'azalim)
- Strengthening the Role of Anti-Corruption Institutions
- Support for Jordan's Integration into the Global Economy
- Support for Strategy Development and Institution Building in Jordan
- Support for AID Coordination and Management of Foreign Aid

2003–2007 CPO

- Policy Support for Democratic Governance (Strategic Planning & Capacity-building with the Ministry of Political Development; Development in the Youth Sector)
- Justice and Human Rights (Strengthening the Justice System, Establishment of the National Centre for Human Rights; Support to Parliament)
- Public Administration Reform and Anti-Corruption (Strengthening the Income Tax Department; Improving the Property Tax Management and Collection; Strengthening the Capacity of Government and People to Act Against Corruption)

- Supporting the creation of a National Youth Strategy;
- Improving access to information through e-governance;
- Supporting public administration reform; and
- Strengthening the capacity of the government to act against corruption.

In its role as facilitator of policy dialogue and advocacy, especially during the CPO cycle, UNDP provided assistance to political dialogue, supported the mobilization of financial resources for public administration and policy reform, and contributed to improved coordination of international cooperation, particularly within the UN system. UNDP programmes in Jordan played a catalyst role in the design and implementation of specific projects related to key governance challenges, and in demonstrating the effectiveness of such projects.

Box 1 compares key intended outcomes of UNDP interventions in the area of governance in each of the CCF and CPO cycles in Jordan.

4.3.1 SUPPORTING POLICIES THAT ENSURE DEMOCRATIC GOVERNANCE

The promotion of strategic approaches for policy support has been a key priority for UNDP during both the CCF and CPO programme cycles, where activities related to a number of general policy initiatives and covered a wide range of governance issues, including:

- Reform of public administration and management of human resources;
- Governance reforms and strengthening of certain departments such as MOPIC; and
- Strengthening the national capacity for policy analysis.

A common objective in these initiatives was to support the government in its efforts to develop public policies with the necessary capacity to implement economic, political and social reforms.

These efforts included needs-assessments studies, training and capacity development for institutional strengthening. During the CCF cycle, UNDP interventions focused mainly on a

technocratic approach (see Box 1). This approach stressed capacity-building and training for specific beneficiaries, but with limited attention to broader ramifications and needs. Such needs included: expanding capacity-building and training to middle management in government departments (so as to instil management capacity and ensure institutional continuity); linking capacity-building to organizational development, particularly at the governorate and local levels; and linking all these efforts more strategically with policy development.

Since 2003, UNDP has responded to government needs by trying to develop broader, more inclusive initiatives in which the concept of policy support to government became a major component of its democratic governance programme. UNDP has also assisted with the strengthening of national institutions directed towards improving human development. The main intended outcomes and related outputs for the CPO cycle included, for example, the UNDP publication, *Strategic Planning and Capacity-building with the Ministry of Political Development*, intended to build the capacity, strategy and plan of action of the Ministry of Political Development in order to make its policies more relevant to Jordanian politics and social issues, including people's political participation in national decision-making processes. This effort was to contribute to an outcome of vital importance to the Government of Jordan—decentralization of governorates, including revenue collection.

Other UNDP projects in this area included technical assistance to the development of a Programme for Decentralization with MOPIC and other key ministries, including the Ministry of Interior and the Ministry of Municipal Affairs. Support was funded by the Nordic Fund through the United Nations Office for Project Services. Desk reviews and regional workshops were conducted to identify constraints and development needs at the local level. However, assistance was suspended in light of the establishment of the Royal Initiative on Regionalization, which was to participate in formulating a national

vision on decentralization. Decentralization remains a major priority of the government, and UNDP programmes have yet to yield tangible development results in this area.

Another key outcome in democratic governance is progress toward gender equity and women's equality. Projects in this area have included a focus on integrating women, with key outputs including the development of a strategy that focuses on women's participation in municipal elections, and raising the media's awareness of political development issues. From a strategic point of view, this policy initiative is particularly encouraging, although it is too early to assess its outcomes, effectiveness and sustainability.

Another benchmark in UNDP results in promoting democratic governance emerges from UNDP training and capacity-building of the Anti-Corruption Department. Beginning in 2004, this work has contributed to another important outcome of ratification of international conventions: The UN Convention on Anti-Corruption was ratified by the Government of Jordan in February 2005.

Inclusive democratic governance requires participation by other key sectors of the society. The government has long been concerned with strategies for expanding youth participation in a country where young people constitute a demographic majority. UNDP programme interventions in this area yielded successful outcomes. One was the development of the National Youth Strategy, the first ever in Jordan, along with its programme of action. Implemented through the Higher Youth Council, this strategy is an extremely important initiative by UNDP, one that has significant implications for social and economic development of young people. UNDP worked with 76 youth centres around the country, and around 90,000 people participated in the development of the Strategy, including 50,000 youths and 40,000 parents. This was followed by a full restructuring exercise for the Higher Youth Council and the Youth and Sport Fund. The government allocated a budget of 6 million

Jordanian Dinars for the implementation of the Strategy and its Programme of Action. A computerized network for the Higher Youth Council and Youth and Sport Fund was developed, and the network has covered Youth Directorates in all the governorates in the country.

The development of an Investment Strategy for the Youth and Sport Fund, which is the financial arm for all youth and sport activities in the country, has provided new opportunities for youth's social, economic and political participation. Gender perspectives have also been taken into account. Increased emphasis on youth concerns and issues at the national level is a significant result of UNDP interventions. Given the government's own commitment to youth, these results also indicate a strong potential for sustainability and the formation of new partnerships among UN agencies—for example, between UNDP and UNICEF—and with potential international donors. The national programme was developed on a cost-sharing basis, with the government providing more than 80 percent of the budget. Such a major contribution has enhanced ownership by the government and the implementing partner.⁶⁷

Policies and reforms that would have promoted stronger and more effective partnerships with the private sector have yet to realize intended outcomes, in turn affecting progress toward decentralization, job creation and poverty reduction.

4.3.2 ASSISTING THE INSTITUTIONAL DEVELOPMENT OF PARLIAMENT

During the CCF cycle, UNDP technical assistance to the Parliament of Jordan largely focused on strengthening the knowledge, skills and capacity of Secretariat staff, as well as training and research facilities for Members of Parliament. This project is currently in its second phase.⁶⁸ The key impetus for this initiative came from the government in order to improve

legislative and oversight functions particularly in current rules and regulations relating to global trade and investment issues. Key outcomes included support for Jordan's integration into the global economy and support for strategy development and institution building in Jordan. The first phase was effective in identifying and beginning to address institutional needs, and included various outputs such as the development of a library, the design of a new training programme and a series of needs assessments (e.g., ICT, human resource development) conducted by international experts.

Since monitoring and evaluation mechanisms to assess the outcomes of these interventions are limited, it is difficult to evaluate the extent to which interventions with legislators were effective, or to identify which activities may be expanded or otherwise linked to interventions in the other areas of governance (for example, policy support to the government in general and the justice sector in particular).

Through a programme undertaken in cooperation with USAID, the current CPO cycle promotes an outcome for strengthening the role of the Parliament, focusing on institutional development of the Secretariat and capacity development for all Members of Parliament. With a special focus on female parliamentarians, the project includes enhancement of research and library services and will provide the Parliament with an e-voting system once the pertinent legislation has been passed.

4.3.3 STRENGTHENING JUSTICE AND HUMAN RIGHTS INSTITUTIONS

Strengthening the rule of law and promoting and protecting human rights are the pillars of democratic governance and of growing concern to the Government of Jordan in view of their centrality in human development. Throughout the CCF and the current CPO, attention to

⁶⁷ It is important to note that most of the current UNDP governance projects have a relatively high level of government cost-sharing.

⁶⁸ This second phase of this initiative is funded by the Democratic Governance Thematic Trust Fund, UNDP and USAID.

The NCHR is able to act as mediator between people and the government. It has a mandate to monitor transgression of human rights, take up complaints and follow them up to their final resolution. The NCHR also has a duty to inform citizens of their legal rights as guaranteed by the constitution, to seek the application of laws and international conventions and to provide free legal advice for the poor. (*Jordan Human Development Report 2004*, UNDP 2004, p.107)

interventions in this area has been highlighted in UNDP programmes. In addition to supporting the Parliament and policy reform in Jordan, UNDP has concentrated specifically on strengthening the justice system, including legislative and institutional capacity of the juvenile justice system and promotion of human rights.

UNDP was one of the first international organizations in Jordan to focus on human rights issues in the late 1990s.⁶⁹ The CCF incorporated clear outcomes in this area to include strengthening the role of anti-corruption institutions and supporting the establishment of an Ombudsman Bureau (*Diwan Al Ma'azalim*). However, its advocacy role in mobilizing other UN partners, civil society groups and universities was severely constrained due to the political sensitivities involved. UNDP Jordan limited its activities in this area to a baseline study and a few training events for police and judiciary staff, without moving forward to effective dialogue at the national level. The most important outcome of this preliminary phase of collaboration was UNDP support to the Royal Commission on Human Rights set up by the government. The Commission was able to create a context that attracted donors, including the EU and some bilateral agencies, to work in this sensitive area and to fund the formulation of a programme for the establishment of a National Centre for Human Rights (NCHR) in 2002. NCHR subsequently replaced the Royal Commission as a key implementing agency for strengthening the country's justice system.

The current CPO continues to focus attention on human rights and intended outcomes in this area include strengthening the justice system and supporting the role of NCHR in monitoring and protecting human rights. Since 2003, UNDP has provided support to NCHR in enhancing its capacity to process, investigate and document human rights complaints through specialized training workshops. UNDP has also provided equipment for developing the institutional infrastructure of the NCHR. Under the CPO, UNDP supported the centre in purchasing equipment for the Documentation Centre, and the complaints processing procedure was established and put into operation. This project was completed in December 2004. By 2005, NCHR was able to build a number of networks with various national and regional human rights institutions and come up with its own operational strategy.

Given the political context, the establishment of a permanent centre responsible for leadership and centralizing all government activities in the area of human rights is indeed a positive step and a significant outcome. However, notwithstanding its mandate, it remains unclear to what extent NCHR can make a decisive contribution to protect and strengthen human rights in view of the current laws that curtail its scope as an effective independent watchdog. This may call into question the sustainability of NCHR as an effective body, although the Government of Jordan has continued to maintain a firm commitment to promoting human rights.⁷⁰ Despite these results, not least the functioning of NCHR, considerable effort is still needed to achieve

69 The delay in entering the field emanated from political conditions in the country until fairly recently—especially with the establishment of the Royal Commission on Human Rights, which is a special initiative of the King.

70 While the legislative amendment of Law No.51/2006 is indeed very positive, it is not clear the extent to which the level of “independence” given to the NCHR can allow it to act as a truly independent watchdog.

results in promoting gender equity under the law, specifically in protecting women and their human rights—against domestic violence, honour killings, and discrimination in access to jobs and economic opportunities.

Sustaining and consolidating outcomes in protection of human rights in Jordan requires more focused UNDP partnership strategies with NCHR and other relevant national organizations in order to encompass effective external accountability mechanisms, transparency, incentives and preventative measures for protecting and improving human rights.

Current UNDP efforts in the Jordanian justice sector were launched in 2004 through a project on Strengthening the Justice System to Ensure Observance of Human Rights and Protection of Vulnerable Groups. This was a NEX project implemented by NCHR in collaboration with the Ministry of Justice. Inputs included improved professional training of judges, a more developed role for the public prosecutor in protection of human rights, and simplified litigation procedures in *Shari'a* and regular civil courts. Expected outcomes included more access to justice by vulnerable groups in conflict with the law, harmonization of domestic laws with Jordan's international legal obligations, and legislative development to ensure the protection of human rights especially of vulnerable groups.

The project provided training to approximately 100 judges, public prosecutors and judicial staff in the six universal human rights principles and other relevant issues. Sustainability is expected through the close collaboration and coordination between the Ministry of Justice, the Judicial Council and NCHR. A network of lawyers has been established to facilitate access to justice for the vulnerable groups, including women and children, at minimal cost and sometimes free of charge.

In the second phase of the project, currently being implemented, NCHR has held six workshops carried out in two phases. Both phases covered: (i) fair trial procedures in accordance

with international standards; and (ii) international conventions for human rights. The success of this effort rests on achieving coherence between the Ministry of Justice, the Judicial Council, NCHR and the UNDP Country Programme through different but interrelated projects dealing with human rights issues.

Results also indicate that UNDP succeeded, to some extent, in strengthening the analytical and operational ability of the relevant justice authorities and personnel. It has also given strong impetus to relevant activities in the justice sector, as it has the capacity to identify the shortcomings from which justice suffers and to establish priorities on that basis. Jordan's justice system has traditionally been insular and focused mainly on legal problems at a relative distance from the reality of society—for example, recurrent child or youth offenders in conflict with the law and cases of violence against women that are not often addressed. As such, future programmes could be designed more strategically, using a more inclusive approach to capture the perceptions, concerns and needs of various actors—including other national authorities, children and youth representatives, affected female population groups, CSOs and NGOs—in their relationship with the justice system. Such an approach would help identify and interpret issues that have substantive policy and strategic implications for improving people's access to justice.

The establishment of a public system of legal aid for impoverished and vulnerable groups is commendable in that it promotes the right to equality. However, assessing the relevance and coverage of this initiative was hampered by lack of reliable information on the specific number and categories of people utilizing the services of the network. It was also not possible to gauge the quality of the training or how the judges who received it have used this knowledge to improve their attitudes and practices, and whether they have incorporated new criteria to carry out their professional services with a higher level of ability. This may be due to insufficient monitoring of the programme and follow-up activities.

Overall, anticipated outcomes in strengthening access to justice and protection under the law are on track. However, challenges remain in strengthening access to justice and human rights at the national level. Results have been limited in terms of intended outcomes—that is, strengthened legislative provision and institutional capacity for justice, human rights and legislative bodies.⁷¹

Challenges to the effectiveness of UNDP interventions revolve around several considerations. For example, it will not be possible to offer adequate access to justice to poor and vulnerable groups, if there are insufficient numbers of public defenders, if they are not paid an adequate salary, and if they are not trained on an ongoing basis based on a rights-based framework. Similar difficulties arise if methods for strengthening the judiciary are not backed by national policy. In addition, the problem of imprisoned children and developing national legislation to address all of the dimensions of the prison system—from infrastructure and training of prison personnel to rehabilitation of children into society and countering cultural attitudes that do not tackle violence against women—demand huge resources that UNDP does not possess.

The role of UNDP as a facilitator of advocacy and policy dialogue could be used to mobilize additional resources to address such issues at the national level, thus contributing to more effective harmonization of efforts among donors and actors. This is particularly important with the larger donors, such as the EU and USAID. UNDP may consider becoming more proactive and taking the lead in drafting relevant donor proposals for areas that require cooperative efforts, while ensuring that such proposals explicitly reflect UNDP comparative institutional advantage as the policy advisor in this sphere. UNDP can continue to demonstrate linkages between up- and downstream interventions, with targeted pilot projects and programmes that can be up-scaled and linked to wider initiatives.

4.3.4 IMPROVING ACCESS TO INFORMATION THROUGH E-GOVERNANCE

UNDP programmes in this area included support to the merger of the value-added and income tax systems, both of which are critical components in Jordan's efforts to reform public administration, attract foreign investment, streamline public expenditure and in general prepare the economy for participation in the global system. Outputs included: support for the development of e-government; policy adopted for education and higher education; e-services; and most significantly—during both the CCF and the CPO cycles—establishing plans for ICT incubators.

During the current CPO cycle, a project to build capacity for improved property tax management and collection is ongoing. In 2004, software and hardware were purchased and installed, programmes developed, and the property tax system was piloted in two municipalities (Madaba and Irbid). After the pilot municipalities, the project expanded to include 40 sites. Property tax revenue is expected to grow from 4 million to 6 million Jordanian Dinars. Since property tax is collected by municipalities, this will mean higher revenues for the boroughs and, as a consequence, more services for marginalized and poor people are envisaged. Successful outcomes in these projects are critical to the government's efforts to decentralize and equip local governorates and municipalities to meet the human development needs of their residents.

Two additional projects at the Ministry of Finance, e-accounting and e-procurement, were prepared for implementation in 2005. They are fully funded by the Government of Italy. The first activities are feasibility and scoping studies, including pilots that will provide 'proof of concept' for both projects. The pilots are expected to contribute to intended outcomes of integrating ICT into economic and political functions at all levels, and to prepare Jordan for its competitive role as a knowledge economy.

71 Multi-year Funding Framework Results Reporting (UNDP Jordan, 2005).

4.3.5 SUPPORTING PUBLIC ADMINISTRATION REFORM

Administrative reform remains a major issue of concern in Jordan, and the government has adopted various measures⁷² to bring about changes in its administrative machinery and to reorganize itself in order to better implement national development policies and programmes. Improving public administration has been a strategic priority for UNDP since the beginning of the CCF cycle in 1998. Key objectives were to support the government in its efforts to improve the public sector with the necessary capacity to implement economic, infrastructural and social reforms and, through such efforts, to generate positive outcomes in strengthening the efficiency of revenue collection and reducing corruption. For example, the project to support Aid Coordination and the Management of Foreign Aid at MOPIC was completed. Under the CPO, negotiations were held in late 2004 with government counterparts for support to the service delivery component of the Public Sector Reform Programme, scheduled for implementation in 2005.

Two UNDP initiatives were particularly successful in demonstrating results in this area. Both were implemented over the two programme cycles.⁷³

Computerization of Customs Procedures and Data for Improved Revenue Collection (1997–2005): Executed by the Jordanian Customs Department and the United Nations Conference on Trade and Development (UNCTAD), the project was aimed at computerizing customs procedures through the implementation of the software programme ASYCUDA++ in all customs offices nationwide, streamlining customs procedures and upgrading human resources through various training activities. The proposed system has been installed and is operational. The introduction of a computerized customs information system, plus computerization and

ongoing training has led to improvement in the system of control of entries, which was essential to combat corruption and to increase the level of collection of duties. According to the government, Jordan now represents a model for the Arab region in this particular field.

Strengthening the Income Tax Department for Improved Revenue Collection (1996–2006):

This was a NEX project executed and implemented by the Income and Sales Tax Department. As a major national e-government initiative, it was developed on a cost-sharing basis with the Government of Jordan, as represented by the Ministry of Finance and the Income and Sales Tax Department, where more than two thirds of the funding came from the government. The adoption of a new computerized system involved training the department's staff to adopt the system, transformation of the department's management and certain changes to laws and regulations. All of this has helped to create an efficient system to maintain a record of all taxpayers in the country and to sustainably increase the level of tax collection.

An independent evaluation, carried out by the IMF in 2004,⁷⁴ reports encouraging results in the increase in the number of taxpayers by 8–10 percent, and of tax revenues by 9 percent. It is worth mentioning that the user-friendly adoption of the system—that is, e-services that can be accessed through the Income and Sales Tax Department Web site—has significantly contributed to greater transparency and accountability on the part of the government.⁷⁵ Also, the coherence and coordination between the different tax revenue collection departments has been enhanced through easier access to relevant information.

In addition, this initiative has contributed to new partnerships between the government and donors. Such partnerships aim to enhance the

72 These include various reforms aimed at reducing the fiscal deficit, opening up the economy, liberalizing trade, finance and markets in general, and a reduction in the public sector cost and size.

73 Government cost-sharing was significant, accounting for over two-thirds of both initiatives.

74 *Evaluation Report: IMF Support to Jordan 1989–2004* (International Monetary Fund, Independent Evaluation Office, December 2005).

75 www.incometax.gov.jo

public financial management system in the country. USAID is currently planning to enter into a partnership with the Income and Sales Tax Department, and UNDP is working closely with the project's management and the department to explore cooperation and coordination mechanisms.

4.3.6 ANTICIPATED PROGRESS IN DEMOCRATIC GOVERNANCE

Outcomes

In promoting good governance, UNDP programme interventions have achieved significant results over the period under review. In particular, this is evident in the range of public administration reforms, such as: reforming and strengthening the income tax system; computerizing customs procedures; creating an anti-corruption department; and establishing NCHR and other reforms in laws and legislation, thus enhancing Jordan's position in the global economy. The most significant outcomes of UNDP interventions are those most in line with the government's interests and priorities.

Effectiveness and Sustainability

The general effectiveness of UNDP interventions in this area is bolstered by the serious commitment of the government to move toward increased transparency, accountability and other underpinnings of good governance. Central to the government's priorities in this regard is the reform of the public sector in order to address pressing national priorities and situate Jordan more competitively in the global system. Projections for sustainability of these interventions are also guided by the same principle.

Other factors determining effectiveness and sustainability concern involvement and participation of various sectors of the population in developments and decisions that affect their lives. Attention to gender implications has been largely confined to specific projects, but less so in the overall approach to strengthening good governance.

Under the democratic governance service line, gender is mainstreamed in the UNDP-supported National Youth Strategy 2005–2009, where

50 percent of participants consulted during the preparation of the strategy were female. The 2005 Annual Report of the Support to Parliament project mentions gender as part of capacity development of Members of Parliament, but the actual project document is couched in gender-neutral language. In the current anti-corruption project, which continues the project implemented during the earlier 1998–2002 CCF, the gender dimension is rather weak.

Impact

Although results are encouraging and specific projects have generally yielded the immediate outcomes anticipated, long-term outcomes and impact have yet to be assessed. Several factors play a role here and include: competing mandates or requirements by various donors; insufficient capacity within critical government agencies, particularly at middle-level management where institutional continuity and development have yet to be ensured; lack of sufficient resources at UNDP itself for large-scope projects; very weak monitoring and evaluation systems to track results over the short and long term; and some fragmentation in projects—a phenomenon more pronounced in the poverty reduction area—that are not strategically linked in a coherent vision and plan for promoting democratic governance in Jordan.

Other challenges arise in the national and regional environment. Jordan remains highly vulnerable to events and upheavals in the region, and the attention and budget of the government often shift in response to emerging priorities. Persisting social and economic problems within the country—those of poverty, unemployment and environmental degradation—continue to put a strain on government resources and progress toward reform, particularly in the degree of decentralization the Government of Jordan hopes to achieve.

Explicit attention to gender equality and human rights is a recent development, and UNDP itself is still grappling with how such issues should be mainstreamed into practice areas and

operationalized into programmatic interventions in order to yield desired outcomes and results. Jordan is also struggling with these issues in a society where discrimination against women persists; young people feel at a loss or ill-equipped to deal with modern challenges; the poor and the marginalized have yet to find a voice, to articulate their needs and demands, and to participate more directly in making sure their development needs are addressed; the private sector has not yet developed the capacity and resources to assume a major role in job creation and development; and where government bureaucracies are naturally resistant to radical changes.

Among the lessons that could guide future interventions are the strengthening of UNDP in Jordan in its dual role as a catalyst and facilitator in development and encouraging broader regional dialogue and participation. Conducted through the Programme on Governance in the Arab Region and other venues, this dialogue should encompass approaches, good practices and other promising interventions so as to advance democratic governance in Jordan. Media and advocacy can also play a role, and UNDP has recently hired a media associate to plan and promote such efforts.

Effective interventions that would have a lasting impact and produce anticipated sustainable outcomes and results also require more attention to the strategic linkages among UNDP interventions—and those of others—in and across the three practice areas. Such linkages are important not only for the benefit of better coordination of the UNDP country programme and harmonization with other partners and stakeholders, but more importantly, for demonstrating to the Government of Jordan the critical synergies and interrelations between efforts and outcomes in one area with those in another. Clear linkages have to be made and demonstrated: between

poverty reduction and environmental protection; between public administrative reform, poverty reduction and job creation; between the integration of gender and human rights initiatives into all areas advancing human development in Jordan, and so on. Given the limited amount of resources UNDP has at its disposal in Jordan, these linkages and synergies may be achieved through innovative ways that include more south-south coordination and networking, more coherently linked up- and downstream efforts, and more projects designed specifically to cross and link thematic areas.

4.4 POVERTY REDUCTION

While poverty in Jordan declined significantly from 21 percent in 1997 to 14 percent in 2003, it remains widespread. The proportionate deficit of actual consumption of the poor under the poverty line declined from 5 to 3 percent during the same period. However, the differences between rural and urban dimensions of poverty have actually increased between 1997 and 2002. Rural areas have 50 percent more poverty than urban areas, and rural poverty is declining at a much slower rate.⁷⁶

Poverty reduction, therefore, continues to pose a major challenge in Jordan's development. UNDP has consistently addressed the challenge of poverty in its country programmes, and its support in this area has focused on:⁷⁷

- Improving MDG country reporting and poverty monitoring;
- Contributing to private-sector development;
- Mainstreaming gender;
- Encouraging civil society participation in development;
- Making ICT for development work for the poor; and

⁷⁶ *Jordan: An Evaluation of World Bank Assistance for Poverty Reduction, Health and Education. A Country Assistance Evaluation* (World Bank, Operations Evaluation Department, 2004).

⁷⁷ *2004 Annual Report for Jordan* (UNDP, 2004).

- Support to de-mining activities, viewed as a national security issue.⁷⁸

UNDP served as a facilitator in policy dialogue and advocacy, supporting the mobilization of financial resources for poverty reduction from donors such as USAID, and contributing to improved coordination among donors, particularly those within the UN system. During the CPO cycle, UNDP provided assistance to facilitate political dialogue around issues of poverty—such as removing discrimination against women—and public administration reform to promote better partnerships with the private sector. UNDP programmes in Jordan also served an important catalyst role, demonstrating the effectiveness of a number of pilot projects and targeted initiatives related to key poverty reduction challenges in the country.

The principle objective during the CCF was to ensure that the government was equipped with the necessary tools to maintain poverty eradication as a priority on the national development agenda, and to reduce the country’s actual poverty level by a substantial margin. The intended outcome was that “Jordan’s poor will have significantly better opportunities of becoming integrated in to the national economy and lifting themselves up by means of appropriate access to marketable skills, affordable credit, and other assets that are essential for sustainable livelihoods.”⁷⁹ Social integration—integrating Jordan to play a role in the global economy—was central to the government’s priorities in this area. The CPO cycle framed poverty reduction within a broader approach to community development that

addressed integral links between poverty reduction and interventions in other thematic areas. The latter included enhancing environmentally sustainable local communities and developing policy aligned with and supporting poverty reduction.

During the CCF, integrating ICT tools had assumed a prominent place in both governmental and UNDP poverty alleviation programmes. UNDP Jordan worked on integration of ICT into education and on bridging the digital divide of ICT access and literacy, which would serve national e-government services once developed. Progress toward the MDGs and supporting the government in implementing its national strategies on ICT and other areas were central to UNDP interventions.⁸⁰

Box 2 compares key intended outcomes of UNDP interventions in the area of poverty reduction in each of the CCF and CPO cycles in Jordan.

4.4.1 IMPROVING MDG COUNTRY REPORTING AND POVERTY MONITORING

The UNDP programme in Jordan is closely aligned with the MDGs, with particular emphasis on poverty reduction and environmental sustainability. UNDP has supported the government in both monitoring and achieving progress toward MDGs. The government’s strategy in this area may be summarized in the following components:

- Target group participation through a joint UN outreach project on “Taking MDGs to the People” (May 2004). This was launched

78 A UNDP Chief Technical Advisor joined the staff of the National Committee for De-mining and Rehabilitation (NCDR) in May 2004. Priorities of UNDP support to this committee included developing strategies for mine action to allow Jordan to meet its commitments under the Ottawa Convention. Freeing more land from mines is expected to have a positive outcome on job creation in the agriculture and tourism sectors, particularly in the Jordan Valley, thus contributing to poverty alleviation. The rehabilitation work of NCDR also makes a direct impact on the lives of people impoverished by mine-related physical disabilities. UNDP Support for de-mining is currently listed as a separate project from those in the three thematic areas and is not considered further in this report.

79 *Country Cooperation Framework and Related Matters: First Country Cooperation Framework for Jordan (1998–2002)* (UNDP, 30 June 1997), DP/CCF/JOR/1, 8.

80 Four of the projects specifically analyzed in this report included: Enhancing Poverty and Social Statistics in the Department of Statistics, Jordan Information Technology Community Centres (Knowledge Centres), Enhancing Technical Training and Employment Opportunities for Jordanian Women, and Support to Business Training for Micro and Small Enterprises (Phases I & II). The selection was based on the relevance, the relative size of investment in the programme or project, the coverage and the duration/phases of implementation.

Box 2. Key Poverty Reduction Initiatives

1998–2002 CCF

- Support for the government's Social Productivity Programme
- Establish social statistical unit to monitor and measure poverty hardship levels
- Elaborate an anti-poverty strategy as follow up to the Copenhagen Social Summit
- Prepare Annual NHDR for Jordan to highlight implications of the development concept
- Launch public awareness campaign to integrate the poor into the social fabric of the country
- Integrate ICT in government and non-government institutions (added in 2000)

2003–2007 CPO

- Provide policy support for National Social and Economic Development Plan
- Support progress toward achieving MDGs at community levels
- Expand number of government and non-government institutions utilizing ICT

through the RC's office, involving media and a team of development volunteers to explain the relevance of MDGs and obtain information on the public's perceived issues and concerns;

- MDG indicators posted on the Web site of Department of Statistics for continuous updating and to stimulate online discussion;
- Decentralization aiming to empower communities and enhance their capabilities as part of realizing MDG objectives;⁸¹ and
- Involving a number of donors, NGOs and CSOs in the implementation and replication of successful experiences, such as the UNDP MDG project in Aqaba.

During the 1998–2002 CCF cycle, improving MDG country reporting and poverty monitoring concentrated on UNDP support to strengthening social and poverty data in the Department of Statistics. Project outputs, such as improving the systems and data used in monitoring social and poverty indicators, and enhancing the skills of the Department of Statistics staff in collection and dissemination of social indicators, were linked to the intended outcome of alleviating poverty and improving social development in

Jordan. UNDP also provided policy support to the government in refining its Social Productivity Programme to address the integral links between poverty, economic opportunities, social choices, political voice and the exercise of human rights. The effectiveness of UNDP interventions is demonstrated in successful capacity-building at the Department of Statistics. It is also evident in the establishment of a statistical database to monitor and track poverty indicators that can be utilized by the government and non-governmental actors in formulating policies and programmes in development. National ownership and sustainability of this project appears assured, not least by its contributions to assessing progress toward the MDGs—a key priority of the government, and one that is addressed in other UNDP projects as well.

A key objective is to ensure that this data is constantly updated. As such, UNDP Jordan supported the development of a specific MDG database, prepared by the Royal Scientific Society. This database is now available and accessible to the public through the Web site of the Department of Statistics at www.dos.gov.jo. This poverty and social statistics project achieved significant results by enhancing the quality of

81 See 'A Reform Initiative in Jordan: Trying to Keep Pace with Iraqi and Palestinian Elections' (The Washington Institute for Near East Policy, February 2005), <http://www.washingtoninstitute.org/templateC05.php?CID=2249>.

statistics in the Household Expenditure and Income Survey of 2002–2003. It was this data that provided the basis for the National Poverty Assessment of 2004, conducted by the Government of Jordan and the World Bank. One important outcome has been the national focus on the poorest governorates and those where poverty has increased.

The first NHDR, focusing on the critical youth sector of Jordan, was published during the CCF cycle. It was effective in stimulating a national dialogue among various stakeholders, and was partly responsible for the development of the National Youth Strategy.

UNDP interventions in the area of policy support were reportedly less successful at the time. UNDP and the government had serious disagreements on the handling of the Social Productivity Programme by UNDP⁸² and the application of UNDP standards in contracting of personnel. The poverty study under the Social Productivity Programme was a joint effort of UNDP and the Ministry of Social Development, supported by the World Bank. The fact that larger players, such as the World Bank and USAID, redirected their funding to supporting the formulation of a new poverty strategy for Jordan was key in re-shifting UNDP priorities to areas where it can have an added advantage. These included strengthening of the Department of Statistics and engaging civil society in MDG processes and ICT at the community level, which were positive developments.

Improved MDG country reporting was a significant and explicit component of the CPO cycle. By 2004, major outcomes demonstrated UNDP effectiveness as a catalyst and facilitator in development in this area. The Project to Strengthen Social and Poverty Statistics in the Department of Statistics was completed in June 2006. A key outcome of this project was to review and modify Department of Statistics' surveys and social indicators in order to capture the needs

generated by international conferences. The main financier was the Government of Norway. It was later agreed to extend the project to the end of 2005 in order to strengthen gender-based data collection and analysis.

Another important outcome of the UNDP programme in this area was the publication of the *National Human Development Report 2004*, focusing on the theme of sustainable livelihoods. This report also demonstrated effective partnerships with local CSOs, as it was researched and written by the Queen Zein Al Sharaf Institute for Development and co-financed by the UK Department for International Development. The results will be sustained and taken to the next phase. It was agreed with the government that a third NHDR would address microfinance and focus on the supply and demand for microfinance services in Jordan.

Another significant outcome during this period was the publication of the first *Jordan Millennium Development Goals Report* in October 2004. This report was researched and written by MOPIC and UNDP in consultation with UNCT, government institutions and CSOs, demonstrating the effective role of UNDP in creating synergies and partnerships among key actors. The report included a costs analysis for achieving the MDGs in Jordan and recommendations for action. The NHDR and MDG reports provide important tools for raising awareness, advocacy and policy advice; they can be utilized by UNDP in linking up- and downstream activities and in supporting Jordan in its progress toward the MDGs.

Established at MOPIC, the Early Warning System Project has already carried out two studies, one on the economic situation in Jordan and the other on the social situation. The outputs of this project relate to tracking social and economic changes so as to enable policy decision makers to intervene at an early stage if policies or events are having a negative effect on vulnerable groups in society. In order to ensure its effectiveness

82 *Jordan Country Review* (UNDP Evaluation Office, 29 July, 2002), 28.

and sustainability, the project was extended into 2005 with a contribution from MOPIC.

4.4.2 CONTRIBUTING TO PRIVATE-SECTOR DEVELOPMENT

The government is acutely aware that successful integration into the global economy and meeting the economic needs of its people require partnerships with the private sector. IMF-sponsored restructuring measures and other public administration reforms undertaken in preparation for Jordan to join the WTO left the government unable to provide widespread employment opportunities in the public sector. The government could not continue to provide all of the safety nets people were used to. Removal of food and fuel subsidies created special hardships for the poor. To the extent that employment and low income were linked to poverty, strengthening the capacity of the private sector and strengthening its partnership and coordination with government were seen as: vital to attracting foreign investment; expanding jobs in the private sector; enhancing skills and training of potential employees (in line with modern job skill requirements); and providing traditionally marginalized or excluded groups (including women, the poor and people in remote rural communities) with opportunities to lift themselves from poverty and improve their lives.

Initiatives in this area were to contribute to “softening the impact of the structural adjustment programme.”⁸³ Despite the stated attention to private-sector development during the two programme cycles, results have been relatively modest in terms of the number of small and medium businesses that received support. Immediate project outcomes are clear, such as the Empretec entrepreneur training programme with UNCTAD, started during the CCF in 2002 and extended under the CPO to strengthen entrepreneurial skills among small and medium businesses. Empretec enjoyed strong female participation, which accounted for 46 percent in the four training workshops held in 2004. Still, the project has yet

to contribute significantly to the overall outcome of strengthened private-sector development in Jordan. A third phase is underway; implementation partners include MOPIC, the Jordan Loan Guarantee Corporation and UNCTAD.

UNDP support to Business Training for Micro and Small Enterprises was launched during the CCF cycle and completed in 2004 during the CPO cycle. In the first phase, with funds from USAID and training materials developed by the International Labour Organization, the project aimed to strengthen capacity-building systems for SMEs in Jordan. Related to this strategy were other projects to strengthen private-sector development including materials such as *Start and Improve Your Business* and *Expand Your Business*, first launched during the CCF cycle. The project used materials developed by the International Labour Organization and resulted in the production of business training packages, a trainers’ guide, an operations manual and a marketing strategy for the programme. Demonstrating UNDP effectiveness in promoting synergies and partnerships, this project was implemented by the Jordan American Business Association with support from USAID and MOPIC, and additional technical expertise from the International Labour Organization.

However, while the potential contribution of SMEs to economic development is generally recognized in the country, its potential for creating innovative employment opportunities remains a challenge. UNDP can position itself as an effective catalyst in this regard by sharing its institutional expertise in creating business incubators and demonstrating their value and effectiveness in this setting. Other constraints, however, concern the incomplete process of public administration reform, specifically attention to policies and legislation that would enable more effective public-private partnerships. In addition to the small size of the market, issues of limited access to capital, dominance of family-run businesses and persisting shortcomings in the education and

82 Ibid, 29.

training of the emerging labour force continue to put obstacles in the way of expanding SMEs and other employment creation ventures. This requires specific attention to reforms of Jordan's education, especially higher education.

UNDP has responded to the issue of the mismatch between higher education system and the labour market through the second phase of Assessment of Gaps between Knowledge/Skills Acquired through Higher Education and Labour Market Demands in Jordan. This project aims to set up a higher education relevance unit and graduates tracing system at the Ministry of Higher Education, which will lay the ground for curricula reform and improved compatibility between education and the requirements of a rapidly evolving labour market. The role of UNDP as an effective facilitator of development is demonstrated in support to the Jordan Investment Board's strategy development and institution building, completed in 2004, and support to a comprehensive national Foreign Direct Investment Survey later in 2004. Support to Capacity-building in Investment Promotion and Investor Targeting for the Minerals and Mining Sector were also completed in 2004. These activities were carried out together with the Jordan Investment Board and the Natural Resources Authority in cooperation with UNCTAD. They contributed to developing synergies not only between the public and private sectors, but also between poverty reduction and environmental management and protection.

In 2007, UNDP Jordan is expected to launch the UN Global Compact, which aims to increase the role of the private sector and CSOs in collectively addressing issues related to corporate social responsibility. A joint agreement between UNDP and the United Nations Industrial Development Organization is intended to help develop a programme in support of private-sector development, with particular focus on SMEs in the agro-industry sector of the country. Furthermore, UNDP is developing a programme to support the adoption and implementation of a new trade strategy with the Ministry of Industry and Trade.

4.4.3 MAINSTREAMING GENDER

Given the integral linkages between poverty and gender (demonstrated in the corporate UNDP approach to gender as a cross-cutting issue in poverty reduction), both the CCF and the CPO incorporated integration of women in programme interventions. To the extent that women were recognized as facing discrimination or disadvantaged in employment and economic opportunities in Jordan, these programmes contributed to building the capacity of women who were directly targeted in the projects. For example, the intended outcome of the Enhancing Technical Training and Employment Opportunities for Jordanian Women project, which began under the first CCF and concluded in 2004, was to have enhanced the employability of women. In 2004, the project developed new curricula for ICT in two community colleges, and a proposal to expand the scale and replicate the pilot project was being explored with relevant authorities for possible support. The project demonstrated UNDP in its effective role as catalyst in up-scaling promising interventions, especially as it was aimed at providing better opportunities for women by developing their ICT skills to enable them to compete in the labour market. The project targeted community colleges, due to high unemployment rates among female community college graduates. The project was funded by the Japanese Women in Development Fund and implemented by the Al Balqa Applied University.

Gender mainstreaming in this and other programmes continues to be largely defined in terms of opportunities for women (such as attention to gender-balanced job postings), and benefiting mainly women targeted in these projects. Less well understood or applied was gender analysis and mainstreaming to account for: both men and women's roles within and across the practice areas and explicitly operationalized in programme interventions so as to link up- and downstream efforts in empowering women; ending discrimination against women; and achieving gender equity, respect, and enjoyment of human rights for men and women.

Capacity-building and promotion of entrepreneurial skills is a key output in several UNDP programmes, not least those targeting women. Results and outcomes, however, are more difficult to assess since many factors besides capacity-building and training constrain women in Jordanian society. For example, first during the CCF, and extended under the CPO, the Jordan Information Technology Community Centres (Knowledge Stations) was an important project to integrate ICT in development, in line with emerging government priorities, and was aimed at reducing computer literacy and building capacities of local communities through utilization of ICT tools in different areas. One significant project outcome contributes to gender equality and women's empowerment by increasing women's interest and enrolment in ICT courses, thereby giving them better prospects for employment. The project trained 21,280 people during in 2004, 53 percent of which were females. The project was implemented by the National Information Technology Centre and was supported by the King Abdullah II Fund for Development.

An important component of UNDP support to the Department of Statistics was the establishment of a Gender Unit, which produces gender-disaggregated statistics, and whose expected outcome is improvement in planning and implementation of gender-sensitive development interventions. Data disaggregation (in terms of gender, age and location) should ensure that needs of different groups are identified and addressed.

Another project aiming to mainstream gender in poverty alleviation efforts was the Global Environment Facility Small Grants Programme. The Small Grants Programme aims to address global environment problems at the local level with the involvement of local communities and generation of direct community benefits and ownership. This project has promoted women-based local community organizations, and aimed to ensure gender analysis was applied to all projects. To this end, it established a steering committee with strong representation of gender equality advocacy groups. The Small Grants

Programme signed 10 projects with community-based organizations in 2004, six of which were signed with local women organizations.

A project that combines attention to gender mainstreaming with cross-cutting synergies and linkages across practice areas is the Conservation and Sustainable Use of Dry Land Agro-biodiversity in Jordan project, which encouraged women to participate in training on sustainable agricultural practices, and to implement the training materials in practice. One significant achievement demonstrating sustainability was that some of the women graduates from the training programme were designated as trainers and trained other women in the same sustainable agricultural practices. Though direct beneficiaries of such projects may remain limited to the targeted population, the project may have a lasting impact in cementing the integral links between poverty reduction; employment opportunities; and environmental protection and conservation, and by demonstrating an innovative approach by UNDP in Jordan to linking these issues.

4.4.4 ENCOURAGING CIVIL SOCIETY PARTICIPATION IN DEVELOPMENT

CSOs in Jordan, particularly NGOs, are emerging as significant players and partners in the development process. They are well placed as intermediaries between the community and the government, as they may enjoy authentic ties with people on the ground and meet demands for services, training opportunities and other support where the government is unable to meet these demands. In an increasingly globalized world, these organizations also play a critical role voicing the rights of the people and empowering the citizenry to participate directly in the public arena. As noted earlier, there are at least two types of CSOs in Jordan, sometimes referred to as 'official' and 'unofficial'. Because of their mandates under the law and their position in Jordanian society, the official CSOs have typically enjoyed more opportunities, more resources and more access to the government. However, as the country proceeds with decentralization and building the capacity of communities at the local

level to take responsibility and control over key development processes, CSOs of every type may proliferate and play an increasingly critical role in all aspects of human development in Jordan.

CSOs have done critical work in strategic sectors, such as with youth, on economic initiatives, in the environment, and elsewhere. For example, UNDP has assisted the Higher Council of Youth to develop the youth sector in Jordan, with the expected outcome of contributing to the National Youth Strategy. Over 90,000 young people and their families were consulted in this project, demonstrating the importance of inviting the voices and participation of the people concerned. UNDP worked closely with UNICEF to provide technical assistance to the consultations and strategy development. The Government of Jordan is the main source of funding and is committed to sustaining this important project, which is designed to continue through the current CPO until 2008.

Similarly, UNDP supports local CSOs and NGOs in the GEF Small Grants Programme whose intended outcome is to improve the local environment by raising public awareness, building partnerships and promoting dialogue. The project seeks to help create a supportive environment for achieving sustainable development and addressing global environmental issues. In 2004, 10 agreements were signed between the Small Grants Programme and local CSOs and NGOs. The Small Grants Programme has completed 101 projects since it was established in Jordan in 1992.

UNDP effectiveness as a catalyst in development is evidenced in the Jordan IT Community Centre project, a project that was extended into a second phase under the CPO, Achieving Sustainable Human Development through the use of ICT Tools in the Knowledge Stations. The expected outcome is to contribute to community development initiatives through building the capacity of local organizations (municipalities, NGOs, CSOs) that host the centres, and integrating local needs assessments into the process.

Strengthening the capacity and participation of CSOs in poverty alleviation is also evidenced in the participation of over 30 CSOs and media organizations in two one-day workshops organized by UNDP in order to discuss recommendations for the *Jordan Millennium Development Goals Report*. A key outcome illustrating the lasting impact of this intervention was the incorporation of the recommendations of these organizations into the report—a significant step in strengthening national ownership over the development process by all major sectors of Jordanian society.

Similarly, UNDP utilized an effective facilitator role in providing technical assistance to the government for community level consultations in the development of the National Political Strategy and its Programme of Action Plan—with implications for more transparent and participatory discussions of development processes and goals in the country.

4.4.5 MAKING ICT WORK FOR THE POOR

In the late 1990s, integrating ICTs into government and non-government institutions emerged as a central priority for the Government of Jordan and integral to processes of development in all sectors. Training and capacity in ICT were critical to the functioning of government institutions in the process of their reform and in preparing the economy and society for joining the WTO and integrating into the global economic environment. Since then, building capacity and expanding use of ICT has become even more critical in light of Jordan's aim of developing into a knowledge economy that enjoys political stability and sustainable development in that troubled region. UNDP responded immediately in 2000 during the first CCF by adding specific programme interventions in this sector into its country programme.

Questions arise concerning the wider impact of UNDP programmes, especially as UNDP poverty alleviation efforts have been scattered and fragmented in a large number of small-scale projects. The most common beneficiaries are by definition those targeted in a given project, and it

is not clear how pilot projects, small initiatives, or other UNDP interventions are integrated into a strategy of making ICT development work for the poor. Some projects may hold more promise than others. For example, the National Training Strategy for IT Project, which was slated for completion in 2004, was formulated and adopted by the government, thereby demonstrating its effective outcomes and ensuring sustainability. The strategy document was translated into Arabic and was to be distributed among various stakeholders. In an example of regional cooperation, another component of the project, teacher training for the International Computer Driving License (ICDL), was executed by the UNESCO Regional Office in Cairo and resulted in 30,000 teachers being awarded the certificate.⁸⁴

The Knowledge Centres are another example of successful outcomes in this area. Twenty-five Knowledge Stations were established in 2004 alone, bringing the total to 100 Knowledge Stations in Jordan as well as one specialized IT Centre for the Physically Challenged. A new phase was under discussion at the end of 2004, to examine the role of Knowledge Stations in community development, and to expand access by continuing to increase the number of centres. These results are promising in beginning to provide opportunities for training and utilizing ICT into ever-expanding reaches in the country, thus making it more likely that populations most at risk may have access to the benefits provided in these stations. The expected outcome of these centres' contributions to community development would provide important evidence of successful UNDP interventions as catalyst and facilitator in development.

Likewise, the project on Improving the Life Conditions of People with Physical Disabilities

through the use for ICT Tools and Applications, which was due to be completed in 2004, has already yielded an important outcome with the official opening of a fully equipped training centre at the Al Hussein Society facility in April 2004. The training centre is a model for other NGOs working with people with physical disabilities and a makes significant contribution to inviting participation of the disabled in their own development. By 2005, seven centres were specially equipped to enhance the accessibility of disabled persons to ICT. As further evidence of the impact of UNDP initiatives in this area, the project led to the production of the first national newsletter (ERADA) to address disability in Jordan.⁸⁵ The project was financed by the Government of Italy and implemented by the Italian NGO AVSI. A second phase is being considered.⁸⁶

4.4.6 ANTICIPATED PROGRESS IN POVERTY REDUCTION

Outcomes

Specific projects have yielded immediate expected results, particularly those that include capacity-building and training as part of UNDP interventions. For example, the ICT integration projects such as the Knowledge Centres are reaching more people in different parts of the country and improving employment opportunities for beneficiaries. These positive outcomes have attracted the support of other donors and funders (also ensuring sustainability). For example, the ICT project receives donations and grants from a number of partners in addition to UNDP and the King Abdullah II Fund for development. Such interventions have also explicitly integrated attention to opportunities for women and for the disabled, filling a much needed gap in this area. Micro-credit and small business projects also

84 See definition of ICDL at: http://www.ittqc.com/it_examination/icdl.html

85 Three issues of ERADA were produced and distributed during the life of the project.

86 Other UNDP projects linked to overall poverty alleviation in Jordan includes support to a UNODC project on Strengthening the Treatment and Rehabilitation Services for Drug Abusers in Jordan, and is credited for increasing access to treatment and rehabilitation centres and for improving the quality of services provided. UNDP-Jordan also supported a regional UNODC project on Preventions of Drug Abuse and related HIV/AIDS in the Middle East. Research activities were underway to develop a comprehensive framework for monitoring, analyzing and reporting of the drug situation in the countries involved including Jordan.

instil important skills and knowledge for people to create their own employment and business opportunities. Other demonstrably successful outcomes include: UNDP contribution to the development of the social and poverty statistical database at the Department of Statistics; the establishment of the Gender Unit at the Department; publication of the National Human Development Reports; and the participation of stakeholders among CSOs in the recommendations, which prompt a continuing national dialogue around these issues (e.g., a youth strategy to engage youth and combat poverty).

Effectiveness and Sustainability

The effectiveness of UNDP interventions in the poverty reduction area has been questioned and criticized as limited and weak. Projects during the first CCF cycle were criticized for being too many, too small and too scattered to produce demonstrable effects. Small projects (for example in SMEs or micro-credit) could benefit people directly targeted, but given the complexity and scope of the poverty problem in Jordan, these interventions appeared ineffective. Absent in these projects were more careful and coherent linkages with a wider strategy of poverty reduction, such as encouraging the creation of more effective partnerships between the government and the private sector, SMEs and similar initiatives within a context in which such interventions could succeed and be expanded.

Many issues arise at this level, including: insufficient progress in the decentralization process; insufficient capacity of local businesses to attract investment and create jobs; lack of adequate education and skills of the labour force (including inadequate vocational training opportunities); social barriers to women or the poor in obtaining credit or starting business; and vulnerability of small businesses to any external shock or setback. So far, the main measure of success of the SMEs training programme is demonstrated in the support that the Jordan American Business Association has received for the introduction of the Start and Improve Your Business programme

in the Middle East market (e.g., in Saudi Arabia, Kuwait and Iraq), and which highlights the growing demand for the programme in the region and the potential for Jordan to reap the benefits of regional cooperation.

Like vocational training and ICT, the commercial viability of business training (as in the case of the Jordan American Business Association) remains an issue, as it currently must offer subsidized training mainly for SMEs. Operating on a non-profit basis is also an issue that needs to be addressed in collaboration with the government. The discussion should focus on the institutional measures necessary for ensuring access to the poorest communities. Offering subsidies to ensure access by the poor would be another subject of public choice and expenditure.

Promising initiatives in the poverty reduction area include those that are more strategically linked within the national plan to alleviate poverty, and programmes that approach poverty reduction within overall community development and which include environmental management and protection as integral to these interventions. For example, projects financed under GEF demonstrated a link between poverty reduction and environment protection. However, these initiatives were found to suffer from two main limitations: (1) investments were too small to result in significant reduction of poverty levels; and, (2) employment gains are sometimes marred by socio-cultural attitudes towards manual labour, with the result that instead of the community benefiting, foreign labourers flocked to these jobs instead.

Given the limited resources at the disposal of UNDP and the scope of the problems at hand, UNDP effectiveness in this area has been to mobilize other external resources to address the issue, and demonstrating pilot projects that can be up-scaled and sustained with governmental commitment (e.g., projects with youth, MDG monitoring).

Leadership for the programme is provided by UNDP CO in close collaboration with the MOPIC—the lead agency for coordinating

national policy and development priorities and financing. UNDP operates closely with specialized line ministries and departments such as the Department of Statistics. Partnerships were established between UNDP and the National Information Technology Centre, which is the national Internet Service Provider in Jordan.

National ownership is, therefore, an important contribution to long-term sustainability. Programmes and projects under NEX are implemented by relevant departments, such as the Department of Statistics. To further enhance sustainability, UNDP-supported projects provided training, for example, of Department staff on statistical analysis and use of SPSS⁸⁷ software, and on developing research papers. The enhanced modules, indicators and definitions remain the property of the Department and are available for use in the next surveys, which is an additional support to institutional development and sustainability.

Ensuring sustainability of ICT centres is a problem worldwide, not least in Jordan that has put ICT at the centre of its development strategy. Options for continuity include incorporating exit strategies into the design of the project and transforming the project into an NGO, which operates on its own and coordinates the work of all the ICT Knowledge Centres in Jordan. Another option is to transfer the ICT initiative to the Ministry of Information and Communication Technology, where it would then be considered as part of the Ministry's regular budget. A third option is to encourage the private sector to provide these services. Involving the private sector more closely is likely to emerge as a major means of future service provision as the economy aims to achieve sustained levels of growth.

Impact

Given Jordan's vulnerability to internal and external shocks, long term impact of UNDP interventions in poverty alleviation is difficult to assess. To the extent that unemployment and low income are associated with higher poverty rates,

any contraction in the economy (such as with the first Gulf War) is likely to have repercussions around the country. Similarly, drought, water shortages or other environmental events can quickly overwhelm communities barely at the edge of existence.

Factors determining the long-term impact of UNDP interventions in poverty reduction—and in other thematic areas as well—include the adequacy of monitoring and evaluation mechanisms, a topic that is discussed later. Other factors determining impact in this area deserve mention. One concerns the role of CSOs in Jordan that could still be enhanced to play a more participatory role in national development—whether it is directly related to impact or monitoring impact of development initiatives.

Other factors pertaining to impact include discrepancies—and in the past, disagreements—between UNDP and the Government of Jordan about the incidence and main causes of poverty in the country. UNDP reportedly assessed poverty as higher than as reported by the government, and UNDP tended to locate a main cause in lack of opportunities, while the government located poverty within a host of other vulnerabilities. Assumptions about the cause of a problem necessarily guide solutions and flawed assumptions by one side or another will have implications for the impact of interventions. The role of UNDP as catalyst and facilitator in development will also be constrained depending on the extent to which its approaches diverges from that of the government.

Overall, gender mainstreaming in poverty reduction in the Jordan country office falls far short of corporate attention to the gender dimension in programming. This has bearing on another issue that may determine long term impact of poverty reduction strategies, namely the direction the government is taking to integrate into the global economy. While the government's long-term vision is to prepare the people and the country to participate as a knowledge economy,

87 Statistical Package for the Social Sciences.

and so enhance national and human development, recent economic decisions may exacerbate poverty and other problems among distinct sectors of the population. A prime example is the Qualified Industrial Zones that the government is encouraging as part of free trade and economic liberalization. As demonstrated in other parts of the world, free-trade zones often result in a host of problems, including: environmental destruction; unchecked urbanization; lack of government regulation or control; loss of revenue to foreign investors (taken outside the country); and severe exploitation of workers, particularly young women. In the case of Jordan, these include nationals and migrants. While these kinds of employment (and investment) opportunities may bring in foreign investment and raise wages for Jordanian employees in the short-term, these enterprises are ultimately geared towards benefiting capital investors and not necessarily the local population.

Long-term impact of UNDP interventions may be made more effective by focusing on coherent strategies to poverty reduction as part and parcel of progress in other areas—mainly governance and the environment—and articulated within strategies and plans outlined by the government. UNDP can use its institutional advantage and long expertise to engage the government in policy dialogue, advice and political advocacy with stakeholders throughout the country.

4.5 ENVIRONMENT

Jordan is among the ten countries with the least amount of water resources.⁸⁸ Some areas of the country receive only eight inches of rainfall annually. Jordan has very limited perennial water resources, and supplies are disputed with neighbouring countries, particularly Israel.⁸⁹ The lack of sufficient water makes the country very vulnerable to environmental shocks. This was the case during the 2006 agricultural season, where

irrigation was permitted only for perennial trees while seasonal crops were denied irrigation. Diversifying the economy away from dependence on agriculture and into industry—including value-added agro-processing—requires large amounts of water. The olive oil industry is a case in point. The issues at stake include: the direct link between availability of water, hygiene and poverty; and the importance of water for agricultural production, diversification of production into industry, and the overall implications for economic growth and employment.

Environmental challenges in Jordan are compounded by social factors such as high fertility rate and unchecked population growth, both through natural increase and the influx of refugees and other migrants. Environment-related interventions supported by UNDP reflect the high priority accorded this sector during the period under review, with significant results visible at the national level.

UNDP support for environmental conservation and management in Jordan has focused on sponsoring projects that strengthen capacity for the sustainable management of natural resources, protection of the environment including biodiversity conservation, promotion of sustainable energy, and building sustainable livelihoods for the poor, mainly through:

- Assisting the government to meet demands of international environment conventions;
- Supporting effective water governance;
- Facilitating access to sustainable energy services;
- Combating desertification and land degradation through sustainable land management;
- Supporting the conservation and sustainable use of biodiversity; and
- Providing small grants funding for environment projects implemented by local community-based organizations.

88 http://www.kinghussein.gov.jo/geo_env4.html

89 Grunfeld, L. ICE Case Study: Jordan River Dispute (American University, The School of International Service, The Inventory of Conflict and Environment, 1997), <http://www.american.edu/ted/ice/JORDAN.HTM>

UNDP played an important facilitator role in policy dialogue and advocacy, resulting in the establishment of the MOEn in Jordan, and the adoption by the government of national strategies in energy conservation, combating desertification, and biodiversity. UNDP was critical to the success of efforts to mobilize considerable external resources, most notably from the GEF to address environmental problems.

The principle objective during the 1998–2002 CCF cycle was to support the government formulate policies, raise awareness and strengthen institutions in the environmental and energy issues that are critical to Jordan's economic development. The programme demonstrates the dual role of UNDP as catalyst and facilitator in development as its interventions revolve around policy formation; strategy formulation and advocacy; institutional capacity-building; and demonstration of environment preservation systems. More so than in other thematic areas, the regional dimension was incorporated and addressed in UNDP programmes from the start, e.g., conserving biodiversity and solid waste management for example. Other major areas pertaining to the environment, such as addressing the acute water shortage, were largely left to major donors including USAID, GTZ and the Japan International Cooperation Agency. Attesting to the importance accorded by both the government and UNDP to the environment's role in sustainable development, some 15 projects constituting 46 percent of UNDP core and non-core resources were allocated to the environment programme during this cycle.

The 2003–2007 CPO cycle intentionally structured UNDP interventions to highlight its role as catalyst and facilitator within a more coherent approach to community development and overall public administrative reform. A key focus was on providing support to planning at the local community level and raising awareness through community development efforts. Pilot

projects with demonstrable results that could be adopted by major donors and up-scaled were also included in this cycle. However, UNDP acceded to other major donors the main role in environment protection and conservation. Resource allocation for the 21 environment projects in this cycle increased from about 46 percent in 2004 to around 42 percent by 2006.⁹⁰

At the upstream level, UNDP has supported the formulation and development of strategies and action plans such as a water management information system, biodiversity programmes, combating desertification, the 2001 Agenda 21, and a capacity development project for environmental protection during 1997–1998 with the Environment Protection Department, within the Ministry of Municipal, Rural Affairs, and the Environment. In addition, UNDP supported capacity development for environmental management and climate change mitigation (specifically supporting national priorities in energy efficiency and development, and forest conservation and management).

At the downstream level, UNDP focus has been on supporting conservation and protection, agrodiversity, biodiversity, and energy. Indeed, the biogas plant, managed by the Jordan Biogas Company, is the first of its kind in the Middle East. Downstream interventions in the water sector are limited to specific interventions, such as support to replenishing aquifers feeding the Azraq Oasis, and to water governance through a focus on waste management in the olive oil industry. UNDP has opted to leave large-scale technical interventions in this sector to the major donor agencies. A number of downstream conservation projects have been replicated (e.g. the ecotourism initiative in the Dibeen Nature Reserve) or expanded to a further phase (e.g. reduction of methane emissions).

Box 3 lists key intended UNDP interventions in the area of the environment in each of the CCF and CPO cycles in Jordan.

90 Figures calculated from information provided by UNDP Jordan.

Box 3. Key Environment Initiatives

1998–2002 CCF

- Support to National Environmental Action Plan
- Consolidate central water database
- Institutional strengthening of governmental agencies and NGOs
- Support for Agenda 21

2003–2007 CPO

- Support for development of a National Energy Renewal Strategy as a key component of the Biogas Project
- Support to development of water management information system

4.5.1 ASSISTING THE GOVERNMENT IN MEETING DEMANDS OF INTERNATIONAL ENVIRONMENT CONVENTIONS

The government is acutely aware of national and regional implications of environment strategies, and places high priority on meeting its international obligations in this regard. Not only would these protect Jordan and its rights to natural resources, but also they would provide benefits to its own population by strengthening an environment capable of supporting sustained development.

During the CCF cycle, UNDP supported the Building Capacity for Green House Gases Emissions Inventory and Action Plan, with specific enabling activities extended during the CPO cycle in 2004. This, along with the National Capacity Self Assessment Project in Jordan for Global Environmental Management (2004) supported the capacity for dialogue among key state and non-state stakeholders. The expected outcome was to contribute to meeting Jordan's global commitments under the UN Convention to Combat Desertification, UN Convention on Biodiversity, and the UN Framework Convention on Climate Change. The projects were funded by GEF.

4.5.2 SUPPORTING EFFECTIVE WATER GOVERNANCE

Given the scope of the water shortage problem in Jordan, major projects in water conservation and management were left to other donors. However, UNDP focused its support on several projects to

achieve effective water governance. UNDP served as an important catalyst in mobilizing funds for projects with regional implications.

Two projects funded by the Perez Guerrero Trust Fund—Develop Water Resources in the Badia Region as an Example of Arid Regions, and Develop Watershed Management in the Northern Badia Region (Sirhan Basin/Jordan) as an Example for Desert Regions—are in line with the more strategically focused approach of UNDP to community development. These projects are concentrated in disadvantaged rural communities in the Badia Region and are implemented with local NGOs. These are an important demonstration of up- and downstream synergies and linkages. Outcomes have included greater community awareness and participation in environmental issues that directly affect their lives.

UNDP played a critical role in establishing an effective water database at the Ministry of Water and Irrigation, which facilitated the development of an interactive water master plan. Also, the Azraq project was a pioneering effort on the part of UNDP for creating watershed management schemes and reducing pressure on the Azraq water resources that was facilitated by an agreement with the Ministry of Water and Irrigation and the Royal Society for the Conservation of Nature.

The sub-regional project on Integrated Waste Management for Olive Oil Pressing Industries in Lebanon, Syria and Jordan during the 2004 CPO

cycle addresses both the larger implications of Jordan's integration into the global environment and the immediate environmental and economic impact on communities, where waste products of the olive oil presses, left untreated, pollute and degrade water quality and remaining agricultural lands. The purpose of the project is to introduce elements of an integrated waste management system to the olive oil industry in the participating countries. The project is funded by the European Union.

4.5.3 FACILITATING ACCESS TO SUSTAINABLE ENERGY SERVICES

UNDP has provided support to the Reduce Methane Emissions and Utilise Municipal Waste for Energy project in Amman, whose intended outcome was to: develop a pilot plant for the utilization of methane gas from Russeifa landfill in energy generation; support the development of a national renewable energy strategy by the National Energy Research Centre; promote environmental awareness through various inputs, including an awareness-raising campaign; and build the capacity of local research and academia on biogas technology. The awareness component was conducted by the National Energy Research Center, which sub-contracted a local NGO, the Jordanian Environment Society. This project was implemented by the Jordan Biogas Company, and the capacity-building and awareness component was subcontracted to the National Energy Research Center. The curriculum development component was implemented by the Jordan University for Science and Technology.

The success of the project in contributing to a national renewal energy strategy underscores the effective role of UNDP as a catalyst in policy dialogue and advice, and in increasingly carving out a niche in advocacy and awareness-raising around issues of concern within the three thematic areas.

4.5.4 COMBATING DESERTIFICATION AND LAND DEGRADATION THROUGH SUSTAINABLE LAND MANAGEMENT

Jordan's commitment to combating desertification and achieving sustainable land management is a critical national priority. The National Strategy and Action Plan for Combating Desertification

was completed, but needed revision to take into account recent changes in policy. UNDP in Jordan supported the Ministry of Environment in developing the strategy through comprehensive consultations with the private sector, the public sector, academia and civil society organizations. UNDP effectiveness and expertise as a catalyst in policy dialogue is once again demonstrated, as is its effectiveness in creating synergies and linkages between the efforts of key stakeholders. This is a significant achievement in Jordan, not only because of the importance of environmental issues, but in paving the way to more effective collaboration between the government and other sectors, including the private sector and NGOs. These links and partnerships may enhance project sustainability and encourage similar partnerships in other areas (such as democratic governance) where they are still limited.

4.5.5 SUPPORTING THE CONSERVATION AND SUSTAINABLE USE OF BIODIVERSITY

The government has come to realize that supporting biodiversity is a good environmental strategy that also strengthens Jordan's role as a competitive player in the global economy.

Successful projects have included the Conservation and Sustainable Use of Dryland Agro-biodiversity in Jordan, which began under the CCF in 1998 and was due for completion in 2004. The expected outcome of this project was promotion of conservation and sustainable use of important genetic agricultural resources with community-driven *in situ* conservation techniques. The connection between up- and downstream activities in this instance proved so successful that in 2004, the project initiated an agro-biodiversity network whose aim was to promote biodiversity conservation and sustainable utilization. The expected outcome was to enhance community livelihood and provide information to decision makers to adopt the right policies to conserve and utilize biodiversity. The effectiveness of UNDP interventions in this regard resulted in the transferral of responsibilities for this project to the National Centre for Agricultural Research and Technology Transfer. Though the project was due to be completed in June 2005, its long term sustainability can be assessed in the

adoption of related projects to expand and replicate benefits and outcomes of this initiative. Another important output of these efforts is the signing of memoranda of understanding between Jordan, Syria, Lebanon, and Palestine on conservation and exchange of agro-biodiversity genetic resources.

Promoting eco-tourism is an explicit objective of the 2004–2011 Jordan National Tourism Strategy, and the conservation of the Dana Nature Reserve was the country's first eco-tourism project. Strengthening the links between eco-tourism, community participation, contribution to poverty alleviation, and human rights is an important demonstration of synergies between thematic areas.

Coming on the heels of initial successes of the Conservation and Sustainable Use of Dryland Agro-biodiversity in Jordan, and successful completion of the Dana Nature Reserve Project, a new nature reserve project was launched under the CPO in 2004, Conservation and Sustainable Use of Biodiversity in Dibeen Nature Reserve. Consistent with a strategic UNDP approach to poverty reduction and environmental protection within community development, this project invited the participation of the local communities involved. A baseline study of the flora and fauna of the area was conducted, during which previously unrecorded species were found. The project's intended outcomes are to strengthen forest management and nature reserve management by enhancing the capacity of national and local NGOs. Synergies and linkages were demonstrated in the close cooperation of local government, communities and NGOs in this project. The project is implemented by the Royal Society for the Conservation of Nature and is funded by GEF and UNDP.

Other UNDP-supported programmes connect a focus on biodiversity with a regional dimension. A Regional Project for the Conservation of Soaring Migratory Birds in the eastern sector of the Africa-Eurasia flyway system (Rift Valley and Red Sea flyways) was started in October 2004.

Under UNDP CO management, the project is being implemented in eleven countries by BirdLife International and its partner institutions, including—in Jordan—the Royal Society for the Conservation of Nature. The project was launched in 2004 with the first meeting of the Project Steering Committee in Ethiopia. BirdLife International signed the contracts with its partner institutions in the eleven countries concerned, and BirdLife partners in all these countries completed a problem analysis and sector identification exercise. Regional training was conducted in Nairobi and Amman, strengthened by technical support visits to project partners in Ethiopia, Djibouti, Eritrea, Egypt, Syria, and Jordan. Outputs in the current phase of the project are to develop a project document for the full-scale project to be submitted to the GEF council and to mobilize additional resources based on information collected and the partnerships established.⁹¹

4.5.6 SMALL GRANT FUNDING FOR ENVIRONMENTAL NGOS

The government and other stakeholders are closely watching UNDP efforts to: demonstrate the success of small scale projects with larger implications for up-scaling and sustainability; raise awareness and promote interventions by the government and major donors in developing programmes that strategically link environmental conservation with job creation opportunities so as to reduce poverty. The potential outcomes and impact of such initiatives on sustainable human development are exemplified in the UNDP-supported GEF Small Grants Programme. This is a global programme that was first launched in Jordan in 1992. Small Gants Programme is implemented by the UNDP (executed through UNOPS) on behalf of the three agencies: UNDP, the United Nations Environment Programme, and the World Bank.⁹² The intended outcome is to improve the local environment by raising public awareness, building partnerships and promoting dialogue—all clearly part of the successful dual

91 Phase I of the project is expected to start in four countries by 2007.

92 The Small Grants Programme specifically focuses on biodiversity, climate change, international waters, land degradation and persistent organic pollutants.

role UNDP fills as catalyst and facilitator of development initiatives. At the community level, the initiative is expected to reap major environmental benefits in promoting biodiversity and preventing or countering the impact of land degradation, desertification and deforestation.

4.5.7 ANTICIPATED PROGRESS IN ENVIRONMENT PROTECTION AND CONSERVATION

Outcomes

Active support of UNDP for a sustainable environment in Jordan during the period under review has been largely facilitated through GEF. Medium and large grants have been augmented by core Target for Resource Assignments from Core, and by non-core funding (bilateral or multi-lateral donors, and government cost-sharing), and have enabled UNDP to support projects such as the Dana Nature Reserve, the Azraq Wetlands, the Dibeen Reserve, and the methane reduction project. The GEF Small Grants Programme has been instrumental in mobilizing non-governmental organizations in support of community involvement in environmental protection, in particular small-scale NGOs.

There have been significant outcomes of UNDP upstream level support to conservation, agrodiversity and biodiversity, as well as to combating desertification and addressing the water crisis throughout the CCF and CPO cycles to date. Until the mid-1990s, interventions in support of sustainable environment had been hindered by a multitude of outdated laws and regulations.⁹³ UNDP upstream support has been facilitated by Jordan's awareness of the need for sustainable environment-related strategies. The National Environment Strategy, for example, explicitly refers to the conservation of the Dana Nature Reserve and Azraq Wetlands as national priorities—attesting to the relevance and effectiveness of UNDP interventions. UNDP upstream support to the environment sector has also been facilitated by Jordan's ratification of major conventions

emanating from the 1992 Rio Summit⁹⁴ and its commitment to regional environmental solutions, another significant outcome.

Important outcomes also emanate from UNDP in its role as facilitator, demonstrating the effectiveness of specific projects. The choice of environment projects at the downstream level, mainly those undertaken at the community level and those supporting the energy sector through conversion of municipal organic waste and landfill methane emissions into energy, have yielded important and measurable benefits for the communities concerned. Benefits and outcomes not only serve as models for emulation and replication in other areas and sectors—locally as well as regionally—but also contribute to upstream activities, resulting in this instance in a national master plan for utilization of biogas. The Dana Nature Reserve project has encouraged community involvement in conservation and demonstrates important synergies and linkages with other thematic areas, such as poverty alleviation through various eco-tourism related income-generating activities. The project has also contributed to capacity development and strengthening of NGOs active on issues relating to the environment.

There are also coherent linkages with interventions in other areas supported by UNDP, such as computerization of the property tax system, though this needs to be effectively linked to community concerns regarding equitable land tenure and has implications for environmental conservation. UNDP support for capacity development to tackle corruption, as well as for strengthening the justice system, are further examples of inter-programme coherence which could yield measurable outcomes. Another example is UNDP support for access to ICT through Knowledge Stations, with implications for mobilizing a wider audience to support environmental objectives. Strategic and explicit focus on these synergies in project design and implementation may contribute to expected outcomes.

93 Jordan NGO Shadow Report. Non-governmental Report on the Way to Sustainability. Presented at the World Summit for Sustainable Development, Friends of the Earth, July 2002 (www.foeme.org).

94 United Nations Conference on Environment and Development.

There appears to be general synergy between UN agencies, donors, and UNDP environment-related interventions that contribute to achieving outcomes and results. For example, the World Bank has been active in capacity development in the energy sector, in particular the electricity subsector and supporting a pilot renewable energy wind farm project. There is synergy between UNDP interventions in the water sector, and USAID support to a water quality improvement and conservation project, as well as GTZ support of the national water master plan.

The proactive approach of the DLCG, as well as the active United Nations Country Team (UNCT), has contributed to generally mitigating duplication of development interventions. This is also evident at the downstream level, where similar interventions are generally implemented in different locations. At the upstream level, donor and other United Nations agencies' environment-related interventions generally target different groups for training, or may be linked to sectors in which UNDP is not active. For example, GTZ support to waste management in the health sector, and USAID support to medical and hazardous waste programme.

Effectiveness and Sustainability

UNDP funding to the environment sector in Jordan is small, yet it has still positioned itself strategically to play an effective role promoting development in this area. UNDP has been able to parlay its institutional strengths and comparative advantage as both catalyst and facilitator of development, to leverage resources, connect stakeholders at the government, non-governmental, community and regional levels, and most significantly perhaps, create and demonstrate synergies and linkages between better environmental management, conservation, and poverty reduction. The experience of preparing the MDG Report for Aqaba aimed at strengthening local institutional capacities in order to achieve sustainable social development has provided a model for NGO and community mobilization, including in the area of environmental sustainability (MDG7).

In all this, UNDP interventions have been highly relevant in terms of emerging national priorities,

especially to the Government of Jordan's goal of sustainable human development within the global economy. The effectiveness of UNDP interventions in the field of the environment has also been strengthened by support of public information campaigns—an emerging focus in the UNDP country office. For example, the 2005 UNDP-supported Jordan GEF National Dialogue Initiative Workshop was successful in raising public awareness.

Direct effects of UNDP on sustainability are more difficult to assess, given its limited financial contributions to environment projects. However, the main funder, GEF, has been noted for its stringent requirements in project formulation. GEF incorporates explicit exit strategies that outline responsibility for management or continuation of relevant projects into project design from the outset. GEF also includes systematic monitoring and evaluation mechanisms in its projects; information that would be very valuable in evaluating lessons learned and preparing for long-term sustainability.

Sustainability is more likely ensured where community stakeholders, whether NGOs or the private sector, enjoy a sense of ownership. For example, involvement of the Jordan Biogas Company in the Methane Reduction and Municipal Waste project contributed to project sustainability and provided a model for successful public-private sector partnership. Validating the energy master plan document through stakeholder participation in workshops has also been conducive to sustainability. However, given the scope of environmental challenges facing the country, long-term sustainability needs to be further strengthened by more effective cooperation between the different government ministries involved, including the Ministry of Energy, the Ministry of Environment and the National Energy Research Centre.

Sustainability also requires linking intended outcomes more coherently with wider environmental and socio-economic issues. For example, in the case of the Azraq Wetlands, more effective linkages need to be made between national efforts in addressing water use, waste management and

concrete benefits to local communities in terms of their health, well-being and self-reliance. In the case of the Dana Nature Reserve, given the current population dynamics, market-relevant skill training and employment opportunities for the youth population beyond eco-tourism—in particular for young women—are crucial for long-term sustainability and long-term conservation and biodiversity.

Impact

The main impact UNDP has on environment protection and conservation has been in the linkages between up- and downstream activities. Up-scaling of downstream results is reflected in the effective support of UNDP to the formulation and adoption of pertinent environment strategies and action plans, such as on biodiversity and desertification. UNDP support has also had an impact on developing regional initiatives for energy conservation and integrated management of olive oil pressing industry waste.

The impact of UNDP support to the environment may also be assessed by attention given to cross-cutting concerns, such as human rights and gender issues. However, assessments of these cross-cutting issues by the UNDP CO office in Jordan have not generally been conducted and information is unavailable.

4.6 SUMMARY AND KEY MESSAGES

The role of UNDP in supporting the three thematic areas in Jordan, democratic governance, poverty reduction and environment protection, is defined in part by the expertise and funding it brings to these programme, and by extension, its ability to effectively perform its dual role as catalyst and facilitator in development results.

The effectiveness and impact of UNDP support is probably most direct—and discernible—in the area of democratic governance, where UNDP offers the government policy support and advice in the areas of: reforming public administration; amending laws and regulations; capacity-building and institutional development; and other measures intended to reform policies and

government institutions to be in line with Jordan's economic and geopolitical position in the global economy. There have been important achievements, including: reforming the tax revenue system; strengthening the capacity of the Department of Statistics; revising the customs system; addressing corruption; developing a national strategy for youth; and establishing the NCHR. Challenges remain, particularly in advancing the process of decentralization, empowering local communities, and building the capacity of governorates and municipalities to assume more control over their own development. Some of the obstacles to progress in this area have included limited participation of NGOs and CSOs, undeveloped partnerships between public and private sectors, limited capacity at the community level and the preoccupation of the government with other pressing economic and political issues.

UNDP interventions in the area of poverty alleviation have had limited effectiveness to date. This may be traced in part to the scope of the problem and the complexity of contributing factors that have to be addressed, and may also be attributed to small and scattered UNDP initiatives, particularly during the CCF cycle, that were not linked systematically or coherently to the wider national purpose and goals. UNDP interventions in this area under the CPO have been conceived in a more coherent and strategic manner to approach poverty alleviation within the broader development community. In this respect, UNDP linkages and support to upstream and downstream activities have yielded some results; such as in focusing the attention of the government and other stakeholders on the connections between interventions in and across different areas (for example, environment and poverty reduction) and in demonstrating the importance of community involvement in development projects.

In the area of the environment, UNDP has been highly effective in leveraging significant resources from GEF and performing its strategic role as catalyst and facilitator to considerable advantage. UNDP interventions in this area offer important

lessons for its interventions in the remaining thematic areas, not least as it carves out a specific role for itself in the country in creating awareness (through the media, campaigns and advocacy initiatives) on critical issues.

Achievement of UNDP development results are also determined by attention to, and intervention with the government on such issues as encouraging citizen participation and building consensus for the course of development. This remains a challenge, as does integrating systematic approaches to human rights and gender in project design and implementation and at all levels of UNDP support and interventions. Last but not least, achievement of development results is contingent upon designing and incorporating systematic mechanisms for ensuring sustainability, as well as monitoring and evaluating the connection between outputs and outcomes, results and long-term impact, into programme and project designs from the outset.

Concerning gender, for example, while it noticeable that overall gender mainstreaming was strengthened during the current 2003–2007 CPO cycle compared with the previous 1998–2002 CCF cycle, gender is still largely relegated to the poverty reduction areas. Even then, under both country programmes, only a few projects focused exclusively on women as target beneficiaries. These included, for example, the UNDP supported project on Enhancing Technical Training and Employment Opportunities for Jordanian Women.

UNDP Jordan has focused on promoting gender equality and women's empowerment through such activities as workshops promoting women's role in the MDGs, entrepreneurship, the private sector, development, and human rights. Gender is also addressed in a separate chapter of the *2004 National Human Development Report*, in the *2004 Jordan Millennium Development Goals Report*, and in the process of producing the forthcoming 2006 Aqaba Millennium Development Goals Report. Attention to gender is also reflected in the project supporting access to information and communication technology, where over half the trained target beneficiaries were female.

There is no explicit mention of gender in relation to MDG7, Ensure Environmental Sustainability, in Jordan's 2004 MDG Report. Due to the more stringent requirements of GEF, energy and environment projects generally reflect clear project designs, work plans and reporting mechanisms. However, here too there appear to be mixed results with respect to gender mainstreaming. The National Action Plan to Combat Desertification specifically mentions potential projects for implementation by women's groups, and women are specifically targeted in the Dibeen Nature Reserve project through environmentally sustainable income generating projects.

The UNDP-supported Dana Nature Reserve project is a relatively successful example of community mobilization and participation of small-scale NGOs. Many artisanal crafts activities employ women to do silver work, embroidery, among other occupations, and around 40 percent of projects implemented as part of the GEF Small Grants Programme are implemented by NGOs focusing on women's development.

Notwithstanding the above, the evaluation team could not discern an explicitly formulated rights-based gender strategy. There is also little evidence to suggest that gender is mainstreamed in the waste management for olive oil pressing project. UNDP requires a comprehensive gender strategy that entails three strategically linked dimensions: gender mainstreaming with respect to the UNDP CO, national counterparts, and partners (donors and other United Nations agencies). Identifying gender-related strengths and weaknesses of UNDP Jordan by carrying out a strength, weakness, options, and threats analysis of national counterparts' activities in gender mainstreaming would help pinpoint areas of joint interventions supportive of gender mainstreaming between UNDP and its partners, and would contribute to strengthening the strategic position of UNDP in Jordan. An effective gender strategy needs to be linked to equally effective monitoring and evaluation and advocacy strategies, which in combination would aim to contribute to measuring and achieving intended outcomes.

CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

5.1 CONCLUSIONS

Since 1998, UNDP country programmes have contributed significantly to Jordan's economic and social development at several levels. Despite Jordan's continued vulnerability to external shocks, the country has undertaken serious steps toward political and public administration reform, in which UNDP assistance and support are clearly evident. UNDP has also been influential in leveraging bilateral support and funding from other donors, particularly where the government and international donors' interests converge—such as in preparing Jordan for joining the WTO and in the general liberalization of the economy.

However, success on this front has been counter-balanced by the fact that comparatively limited resources result in UN agencies wielding less strategic influence over the course of socio-economic transformations. Given the relatively small size of core UNDP funding and comparatively limited human resources—in addition to the ongoing need to leverage non-core funding to implement various programme activities—creative stewardship is required for UNDP Jordan to have a discernible effect on the country's socio-economic and political development.

Notwithstanding the aforementioned limitations, UNDP Jordan has contributed to development results in the three practice areas—governance, poverty and environment, albeit to differing degrees. During the period under review, UNDP programmes in Jordan were generally relevant and responsive to national needs and priorities, and were strategically well positioned to support the government in addressing national priorities.

The role of UNDP in supporting Jordan in the reform and liberalization of its political and economic systems for participation in the global economy is a key indicator of UNDP results in the country.

UNDP has generally succeeded in effectively utilizing its relatively limited financial resources. The organization has also been successful in leveraging non-core funding to contribute to development results in several major sectors. Such resources have been utilized to support commitments to specific national goals and objectives, as reflected in Jordan's national development plans, and to promote best practices in three thematic areas—through policy dialogue and advocacy, demonstration of successful models of pilot projects, and through a combination and linkages of up- and downstream activities. The dual role of a catalyst and facilitator in development that UNDP has defined for itself in Jordan has strengthened its strategic positioning in the country.

It remains difficult, however, to attribute tangible development results solely to UNDP interventions. In Jordan, a range of governmental, non-governmental, local and international stakeholders undertake development programmes, and results are inevitably an outcome of joint efforts by a number of actors. Other specialized UN agencies and donors have also made contributions to development results in the areas of governance, poverty and environmental conservation. Challenges remain in key areas, not least of which is the need to mainstream human rights and gender more systematically at all levels of UNDP practice—from sub-areas and programme design to implementation, monitoring and evaluation, and assessment of achievements and impact.

Improved Governance

UNDP Jordan has contributed to programme development, technical support and capacity development among concerned government agencies. This includes implementation of specific interventions such as: support to e-government; computerization of tax and custom systems; and administrative and other support to the Parliament, youth, civil society and human rights. These development results are tangible, though they may vary from one area to another—for example, they are more visible in public administration reform and less so with regard to decentralization. Overall results of UNDP interventions are generally difficult to quantify, partly due to the number of other actors, and partly because project designs have not incorporated clearly defined evaluative criteria for measuring and monitoring results.

Though responsive to national priorities and relevant to government strategies and needs, specific interventions in the area of governance are not always structured around a coherent strategy. This leaves the impression of a cluster of disparate topics that are addressed but not adequately linked together in the programme. A lack of cohesion is also evident in the design of the very projects themselves: while covering an extensive range of activities, they occasionally lack clarity and precision as to the concrete objectives to be reached. This was especially pronounced during the CCF cycle, where governance interventions concentrated on a wide range of capacity-building and training activities, with less attention to how these pieces would contribute or were linked to overall institutional and organizational development. With limited exceptions, explicit linkages with other thematic areas—poverty and environment—were generally not evident.

Poverty Reduction

To the extent that UNDP Jordan supports the government in its implementation of successive

strategies to address poverty and unemployment in the country, UNDP programmes in this practice area remain in line with national priorities. Development results to which UNDP Jordan has made visible contributions are reflected in such projects as retraining unemployed youth through facilitating their access to ICT in order to meet demands for employment in national, regional and potentially international labour markets.

In all, UNDP interventions in this area have been weaker than in thematic areas of governance and environment. During the 1998–2002 CCF cycle, this may have been due to the scattering of too many small projects that were not sufficiently linked to a coherent strategy of poverty reduction. During the current 2003–2007 CPO cycle, UNDP has been paying more attention to poverty reduction within a broader approach to community development. However, it is not always clear how benefits to specific targeted populations in these projects can translate into benefits in poverty reduction at the national level.

Progress in assisting Jordan in monitoring and reporting on the MDGs has been impressive. UNDP Jordan took the lead in supporting the government in measuring achievements and pertinent targets and in developing better reporting systems. In other areas, more explicit attention to synergies between thematic interventions is promising; for example, the GEF programme supporting environment-related activities has also served to support the objective of poverty alleviation by providing communities with income-generation and other opportunities.

However, UNDP Jordan continues to address gender as part of the poverty thematic area rather than by approaching gender mainstreaming as applicable to all thematic areas—including governance, poverty and the environment. This is also reflected in the presentation of the thematic areas on the CO Web site.⁹⁵

⁹⁵ It is important to clarify that this is an issue highlighted in the corporate evaluation report on gender mainstreaming and may not be unique to UNDP Jordan. According to the country office, it has followed the Multi-Year Funding Framework structure, where gender mainstreaming is stated as one service line with the poverty reduction goal.

Environmental Protection

UNDP Jordan has left funding of major projects in this area to other donors, particularly GEF, but has contributed its expertise to supporting the government's development or revision of policies that ensure environmental protection and conservation and manage fragile and valuable natural resources. UNDP has supported the government in meeting requirements of international conventions on the environment and in developing regional approaches to specific environmental challenges, such as waste management.

UNDP upstream support to enhancing Jordan's national capacity for environmental management is reflected in tangible results, such as support to improving relevant institutional and legal frameworks. At the downstream level, investments in environmental sustainability have been leveraged through the GEF Small Grants Programme in support of environmental sustainability through community mobilization and eco-tourism. UNDP is also supporting interventions to combat desertification, improve biodiversity and protect water resources. Support to methane reduction is a model of public and private-sector cooperation. Upscaling and replication of innovative ideas, and tangible results in terms of environmentally friendly projects, represent concerted efforts to achieve environmental conservation and sustainability, in which UNDP Jordan has played a leading catalyst role.

5.1.1 THEMATIC AND CROSS-CUTTING ISSUES

Overall, some positive steps have been undertaken in the three important cross-cutting areas of mobilizing youth, supporting gender equality and promoting human rights. Among the tangible development results to which UNDP programmes have contributed are: support to the formulation and implementation of the National Youth Strategy to include both male and female youth; support of projects to address the gender gap in women's access to ICT, vocational training and employment opportunities; and support of human rights through training of judges and developing pertinent institutional and legal frameworks. Putting emphasis on these cross-

cutting issues is very much in line with UNDP corporate policy and with the Government of Jordan's stated objectives and national priorities.

As noted earlier, the integration of gender equality and human rights approaches is still a relatively new endeavour, with the exception of linking gender as a driver in the poverty reduction area. Even there, gender mainstreaming is often approached in a quantitative manner—by adding more women to training opportunities, for example, as with the Knowledge Centres. In governance programming, for example, gender mainstreaming is explicitly addressed in the support to Parliament project but is not as an explicit a focus in projects supporting anti-corruption and the strengthening of the justice system. Similarly mixed results are evident in some of the environmental projects; for example, there is little evidence that gender is mainstreamed in the waste management of olive oil pressing project. Mainstreaming gender into all thematic areas remains to be addressed.

5.1.2 EXIT STRATEGIES AND SUSTAINABILITY

UNDP in Jordan does not automatically integrate explicit exit and sustainability strategies into programme and project design. This is due to many factors, including the relatively small contributions of UNDP alongside a range of government and other donors. Even so, the fact that UNDP programmatic interventions are conducted through the main government partner, MOPIC, means that the government is already in a position to adopt and expand processes and outcomes of successful projects.

Moreover, the self-defined role of UNDP primarily as a catalyst and facilitator of development helps to focus its strengths and contributions mainly in terms of policy dialogue, policy advice and advocacy (where the notion of an exit strategy or sustainability is more of a qualitative consideration), and in demonstration of successful pilot or small-scale projects (where up-scaling, and hence, sustaining these interventions, is perhaps more feasible).

Still, UNDP Jordan's growing focus on creating and building synergies and linkages within and across thematic areas (e.g., environment and poverty reduction), mobilizing partners and multiple stakeholders (e.g., GEF projects at the community level) and in making more coherent connections between up- and downstream activities in each area (e.g., youth awareness campaigns and a national strategy for youth) all contribute to longer-term sustainability and overall benefits in human development.

5.1.3 PROGRAMME MANAGEMENT AND COORDINATION

For an agency to effectively contribute to achieving development results, effective leadership is a prerequisite. Perceptions of UNDP throughout the two programme cycles have been somewhat mixed. The trend reflected in the Partners Survey and in the responses of the participating donor agencies indicates an improvement in how UNDP was regarded in 2004 compared to 2002. Positive changes have been attributed, for example, to selection and hiring of young and qualified portfolio managers and to intensive training at agency and project levels.

Re-profiling the UNDP CO and implementing the practice of regular meetings involving both programme and operations staff has contributed to strengthening intra-office communications. Effective implementation of the in-house learning management system has generally strengthened the CO staff's management, communication and leadership skills. There remain, however, some concerns about follow-up and linking these advances to capacity development in strategic thinking as part of institutionalizing a more holistic approach to programming.

UNDP Jordan is widening application of NEX to enhance institutional sustainability as part of facilitating more effective project implementation and avoiding administrative bottlenecks. The NEX modality has strengthened UNDP relations with the government, NGOs and CSOs, thus contributing to more effective programming and more of a sense of national ownership of development results.

5.1.4 FINANCIAL RESOURCES

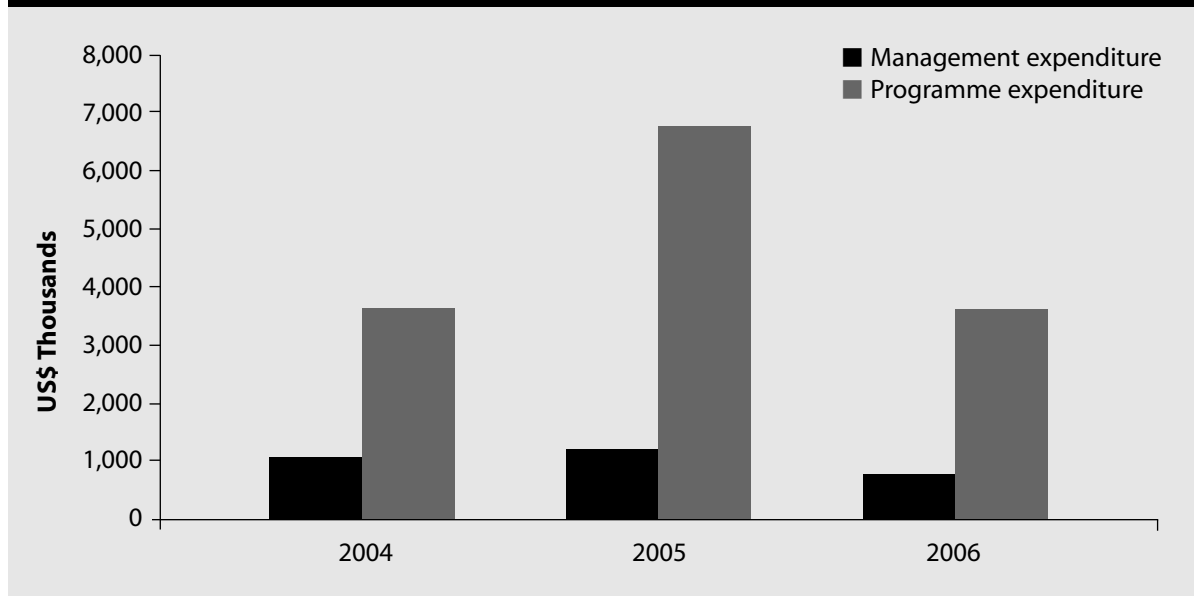
In response to the UNDP *Administrator's 2000 Business Plan*, UNDP Jordan developed a framework for resource mobilization, aiming to strengthen existing resource mobilization modalities as well as explore potential ones. As is the case with all UNDP country offices, UNDP Jordan's core resources (Target for Resource Assignments from Core) have been reduced, and 50 percent of staff is currently financed by extra-budgetary resources (see Figure 1). Though the latter have increased substantially, the challenge of generating the required minimum remains, and so does continuing to improve the cost-recovery mechanism.

It is only recently that UNDP began to compile management expenditure in terms of country offices, a decision long overdue for measuring management and cost-effectiveness of the concerned CO. In Jordan, this type of measurement is less than three years old. The financial analysis of Programme Budget and Management Expenditures for the three-year period of 2004–2006 reveals that: (a) management expenditures varied between 15 and 30 percent; (b) the main factor was the size of the programme and not the expenditure; and (c) in real terms, allowing for inflation in Jordan at a rate of 3 percent, the cost of management is declining in both relative and absolute terms. If further allowance is made for the marked depreciation of the US dollar over the last years, then the relative cost of management has in fact declined significantly.

The financial resources available for UNDP core, non-core, government and partners' share are depicted and analysed in Annex VI. A comparison of UNDP resources in the two programme cycles reveals that in real terms—using a deflator based on a three-year average for the period of the CCF—the increase in budgetary resources is modest and is in the range of \$2 million and not \$5 million as it is purportedly cited.

The financial analysis also substantiates a number of concerns:

Figure 1. Programme vs. Management Expenditures



Source: Executive Snapshot – Financial Summary

- The percentage of official development assistance averages at approximately 5 percent for the assessment period. Only in 2003 was it higher, apparently due to significant transfers of grants from the United States during the Iraq War.
- The amount of UNDP assistance does not qualify the CO among the ten top donors. Large donors' funding is currently led by USAID at actual annual disbursement of over \$600 million, and the effect of such a programme cannot be matched by UNDP or other smaller organizations and donors.
- The share of government and third parties amounted to about 47 percent in 1998–2002, and an estimated 50 percent in 2003–2007. During the earlier fifth cycle (1992–1997), the government failed to meet its partnership commitments but honoured its commitments throughout the CCF (see Annex VI).
- UNDP funding of \$20–25 million per cycle (i.e., approximately \$8 million per annum) represents largely non-core funds; only about \$3 million per cycle, or \$1 million per annum, is from core resources.
- The share of the three programmes in governance, poverty and the environment in the programme cycles (see Annex VI) reveals the priority accorded to governance issues. UNDP perceives its comparative advantage in this practice area and is trying to strategically position itself in activities that help with the transformation of government and the improvement of socioeconomic services.

Total budget allocations could be used as an indicator of the importance accorded by UNDP to a given practice area, but the technical costs of project implementation and the ability to leverage government cost-sharing and non-core funding should be taken into account. The governance programme is the largest of the three practice areas in terms of total budget allocation in the current 2003–2007 CPO, compared to the environment programme during the 1998–2002 CCF. Currently, the total budget for poverty and the environment is approximately 50 percent of the total budget allocated to governance. Significantly, the governance portfolio is currently also the largest in terms of government and third party cost-sharing, followed by the poverty portfolio, and last the environment

programme. However, the latter is the largest with respect to other non-core funding, reflecting reliance on leveraging GEF support.

5.2 KEY LESSONS LEARNED

Based on the evaluation of UNDP efforts in Jordan over the two programme cycles, it is evident that UNDP could have played more decisive and effective roles in certain areas or interventions. These include facilitating a higher level of engagement by civil society groups in addressing key governance challenges and making more strategic and coherent links between the three thematic areas, as was done with poverty reduction and environmental sustainability. These points were expressed repeatedly during interviews with various civil society groups during the evaluation mission.

Assessment of the UNDP contribution to development results points to the following key lessons that UNDP Jordan could take into account in order to strengthen its strategic position and enhance development outcomes and results in Jordan.

5.2.1 STRENGTHENING UNDP STRATEGIC POSITION

The relatively unique institutional characteristics of UNDP—including its coordinating role within the UN system, its multi-sectoral mandate, its perceived political neutrality, its strong local presence and ability to mobilize expertise from local or global markets, and its time-tested mechanisms for mobilizing and combining funds from multiple sources into integrated programmes—place UNDP in a unique position to undertake interventions in key development areas in the country.

Ensuring effective development results requires a coherent strategy linking objectives and anticipated outcomes in planning, programming, budgeting, implementation and evaluation. Such

was the result of 2001 Re-Profiling Mission, which recommended that UNDP reassert its leadership as the “agency working to eliminate poverty” and its “role in promoting human development.”⁹⁶ In this vein, the current 2003–2007 CPO has made a point of adopting a strategic approach to development challenges in Jordan within more coherently linked issues, such as the approach to community development and reform processes.

Entry points in the three thematic areas are clearly in line with national priorities. Several projects launched during the previous CCF cycle are continuing during the current CPO. UNDP Jordan’s focus on refining and linking its primary role as a catalyst, facilitator, and most recently, advocate in development, leverage UNDP institutional strengths and put these to best use in the Jordanian context. This, in turn, strengthens UNDP Jordan’s strategic positioning in the country and its contribution to development results.

5.2.2 CITIZEN PARTICIPATION AND BUILDING CONSENSUS

Achieving consensus is the foundation of democratic governance. Consensus promotes efficient and proper functioning of government and confers legitimacy over government actions. For UNDP in Jordan, the building of consensus fulfils multiple functions and has taken place at different levels, such as:

- the youth strategy;
- the formulation of the MDGs report; and
- the promotion of human rights.

Thus far, such initiatives have not been able to establish a sustained model of dialogue with CSOs, professional associations or the media. Despite the growing importance of the media in UNDP interventions, the organization has not actively supported capacity development projects in the media sector (e.g., capacity development of the Centre for Defending Freedom of Journalists⁹⁷).

96 Mission Report: Jordan – Country Office Re-Profiling (UNDP, 2001), Annex 2, 16.

97 See <http://www.cdfj.org>

Similarly, though promoting the private sector is an underlying principle of UNDP programme strategy, this has yet to translate into active support of, for example, the Chambers of Commerce and Industry.

5.2.3 MAINSTREAMING GENDER

The *2005 UNDP Gender Strategy* and the *2006–2007 Revised Gender Action Plan* set the parameters for the corporate objective of promoting gender equality and women's empowerment.⁹⁸ The 2004–2007 Multi-Year Funding Framework includes a gender driver for measuring development effectiveness cutting across all service lines, aiming to ensure that gender is integrated into all UNDP practice areas and measured through specific performance indicators.

The 2005 *Evaluation of Gender Mainstreaming in UNDP* concluded that, in spite of various achievements, there have also been several shortcomings. Examples of such deficiencies include: persisting ambiguities of placing gender under the poverty mandate; missed opportunities for more strategic mainstreaming of gender analysis and interventions into practice areas rather than emphasizing women-focused activities; uneven accountability and incentive mechanisms; insufficient capacity for gender mainstreaming; missed advocacy and partnership opportunities; and inadequate financial resources. All of these limitations were reflected in the UNDP CCF and CPO cycles in Jordan.

The management response system at UNDP headquarters is undergoing significant organizational change, such as: moving the Gender Unit out of the Poverty Group and to reporting directly to the Director of the Bureau of Development Policy; ensuring that financial resources for gender mainstreaming are earmarked and traceable; including gender mainstreaming in annual competence assessments for senior management; and designating UNIFEM's

Executive Director as Special Adviser to the UNDP Administrator and as a member of the UNDP Senior Management Team. It is important for UNDP Jordan to benefit from new opportunities for leadership and management in gender mainstreaming afforded by such changes.

To date, the Jordan CO Web site still lists gender specifically in relation to poverty interventions, but little else. Projects specifically targeting women are still listed under the poverty practice area, and mainstreaming gender is mentioned under the section "Reducing Poverty" in the *UNDP Jordan Annual Report 2004*.

5.2.4 ADVOCACY

Advocating and promoting UNDP values and its mission in Jordan is identified as part of the CO goal to strengthen its strategic partnership base that can support the implementation of the Country Programme, with special emphasis on the MDGs, gender and the human rights-based approach. Advocacy is also regarded as central to disseminating the messages of UNDP *Human Development Reports* and the UNDP *Arab Human Development Reports* in the country.

Advocacy is rapidly emerging as a third pillar for UNDP in Jordan, in conjunction with and complementing its dual role as a catalyst and facilitator in development. UNDP Jordan could utilize the media more effectively, both in regard to advocating for democratizing legislation and regulations through various media outlets, and in terms of media capacity-building.⁹⁹ This has implications both for the ability of UNDP to get its message out, and for press freedoms and civil rights in general in a country where lack of media professionalism is reportedly pervasive.

In view of the growing UNDP realization that disseminating information and promoting greater awareness of development issues are critical to effective interventions, UNDP Jordan appointed

98 See: <http://72.14.205.104/search?q=cache:2Pb13R2Z3msJ:www.undp.org/execbrd/word/dp06-9.doc+2006%E2%80%932007+Revised+Gender+Action+Plan&hl=en&ct=clnk&ccd=1&gl=us>

99 The mission met with media persons and a renowned reporter, and discussed the importance of the media in reporting on progress in human rights as well as any violations that may occur.

a media associate at the end of 2003. The associate's tasks included: issuing regular press releases with special focus on UNDP achievements (i.e., success stories); maintaining a press log to monitor coverage on the UN and UNDP; organizing launches of UN reports and celebrations of international day events relevant to UNDP programme focus in Jordan; distributing publications and brochures—including up-to-date project fact sheets—to concerned parties; and contributing to the preparation of annual CO reports.

Participation of the media associate in project field visits, which are reported in the media, updating the Intranet, preparing lists of good practices and lessons learned, and participating in weekly programme meetings are all aimed to further enhance intra-office information sharing. The media associate is also expected to work closely with other UN agencies' media officers to carry out joint activities.

Appointing a separate media associate—rather than adding advocacy-related tasks to the responsibilities of existing staff—reflects an awareness of the importance of advocacy and media outreach. This would be further strengthened by an active UN Country Team and reflected in joint advocacy and communications campaigns. The establishment of the United Nations Media and Communication Group in Jordan in November 2005 aimed “to coordinate communication efforts of the UNCT” and providing “a strong unifying platform for dealing with common communications challenges.”¹⁰⁰ It is expected to contribute to UNDP media and outreach efforts.

5.2.5 PROGRAMME MANAGEMENT AND OPERATIONAL CAPACITY

Responses of various participants in the Partners Survey validate some of the views expressed by UNDP staff about the importance of assuring flexibility in both programme and project design and

implementation. Such responses point to the need for stronger monitoring and adjustments in this area. With the exception of MOPIC staff, programme managers and government officials point out that allowing flexibility after project approval is extremely difficult and hindered by financial resources, time allotted for completion, and rules and regulations (e.g., procurement procedures).

Rapid and unanticipated developments in Jordan and the region, however, do demonstrate a need for flexible programme interventions so that there is greater scope to recalibrate the focus and expected results of an intervention based on effective programme monitoring, as well as emerging national priorities and needs.

Operationally, UNDP Jordan's work volume has been increasing due to the shift towards a national execution support modality whenever feasible. The CO initiated this shift as a means of addressing administrative delays on the part of implementing and executing agencies. There may be implications for the workload of operational and programme staff, which will need to be assessed.

5.2.6 MONITORING AND EVALUATION

UNDP in Jordan is confronting consequences of inadequate monitoring and evaluation systems. This problem is not exclusive to UNDP and characterizes operations in UN, MOPIC and other development agencies.

Monitoring and evaluation are indispensable tools in planning and programming. They are critical for accurately measuring achievement of goals and development results and are a necessary decision tool for management. During the 1998–2002 CCF cycle, the only reference to management arrangements for monitoring and evaluation was as “progress in implementing the CCF ... will be reviewed in depth by mid-2000.”¹⁰¹ There was no evidence that such a review was undertaken.

¹⁰⁰‘Towards a Common UN System Approach: Harnessing Communication to Achieve the MDGs’, UN Department of Public Information, Paper presented by Masimba Tafirenyika for the 10th Inter-Agency Round Table on Communication for Development, Addis Ababa, Ethiopia, 12-14 February 2007.

¹⁰¹First Country Cooperation Framework for Jordan (1998-2002), UNDP 2002.

In contrast, and in recognition of the importance of a monitoring and evaluation system, the 2003–2007 CPO elaborated a plan for monitoring and evaluation throughout the programme cycle. In it, “appropriate tools will be adopted to assess linkages, improve collection and use of selected indicators that are gender disaggregated.” However, monitoring and evaluation have not been fully integrated into the management function at either the programme or the project level. The UNDAF 2003–2007 addressed the issue of monitoring progress and discussed the need to formulate monitoring indicators, but there is no evidence that this had been implemented in Jordan.

The new leader of the Unit on Statistics in Jordan is articulate and well informed on the need to focus on development outcomes and results, and progress on this front is expected. Further efforts to undertake joint monitoring exercises with UNDP partners and to integrate these into evaluations of outcomes and impact would be valuable. The Common Country Assessment offers one such venue, to allow assessment of both policy and programme performance and match these with the priorities of the partner agencies and the government. This process was undertaken at the macro, project, and thematic levels, but was conducted qualitatively, without reference to the quantitative targets included in the CCA. Linking monitoring and evaluation to audits has not been carried out so far.

Only the GEF-funded projects, such as the Small Grants Programme, systematically integrate monitoring and evaluation mechanisms into projects. GEF also requires gender analysis in project reports. The GEF monitoring and evaluation system is designed to use SMART indicators: specific; measurable; achievable and attributable; relevant and realistic, and time-bound and timely. Even there, the application of these principles as rigorous monitoring and evaluation is not entirely evident.

There is a consensus that data and information should contribute to measuring outcomes in

addition to outputs, and that it should be more specifically results-oriented. The main challenges for monitoring and evaluation remain: use of monitoring and evaluation as a management tool for strengthening the development process; involving stakeholders and beneficiaries; and disseminating information to various uses.

5.2.7 HUMAN RESOURCES

The 2001 Jordan Country Office Re-Profiling Mission recognized a number of reforms undertaken by senior management, but also pointed to areas requiring further strengthening and improvement. Concerns revolved around intra-office communication, functioning and performance, and compartmentalization of UNDP operations, with adverse implications for synergies between programme areas. These critical issues had also been raised during the same period at a Change Management and Communications Workshop.

Since 2003, UNDP Jordan has largely incorporated the recommendations of the Re-Profiling Mission, including recommendations for downsizing. As the current CO organizational chart reveals (see Annex VII), the office has been restructured with generally positive outcomes in terms of strengthening programme and operations management. Regular meetings involving programme and operations staff are contributing to strengthening internal communications. Job descriptions have been revised, posts have been reclassified, and new staff members have joined UNDP Jordan over the past few years. Seventy percent of current staff members have been in place for less than five years, with both positive implications in terms of bringing in new energy and expertise, and negative implications of lacking institutional memory. Specifically, there has been a tendency to overlook or neglect continuities between previous and current country programmes, thus missing opportunities for linking cycles to further strengthen UNDP strategic positioning in the country.

UNDP Jordan is clearly investing in developing and strengthening a critical mass of in-house

expertise through the learning management system. Self-identified CO staff learning needs, as well as the CO Learning Plan, reflect increased efforts to strengthen management, communication and leadership skills. Overall, responses to the 2004 UNDP Jordan Partner Survey indicate improved perceptions with regard to staff performance. Some 48 percent of respondents in 2004 perceived an overall efficiency improvement, compared with 28.6 percent in 2002. Around one third of 2004 respondents indicated that overall staff performance was 'very good', which is more than double the percentage rated so in 2002. A similar trend is discernible with respect to providing information, interpersonal skills and timely responses. Some 22.2 percent of respondents indicated that staff technical competence in 2004 was 'very good', compared to none in 2002. Similar improvements were demonstrated in financial and substantive reporting. Only a minority of respondents rated UNDP staff as 'poor' or 'very poor' on these criteria.

In-house capacity development requires strategically accessing available capacities and knowledge resources in UNDP Headquarters as well as in regional bureaux. Overall, UNDP Jordan scores relatively high with regard to network participation and inter-office knowledge sharing. However, additional capacity development in strategic thinking and in holistic approaches to strategy development would be conducive to developing UNDP Jordan into an effective knowledge centre that contributes more effectively to development results in the country. As indicated in the 2005 Mid-Term Review of the 2003–2007 CPO,¹⁰² UNDP Jordan is aware of the importance of a holistic approach to programming and is committed to taking additional measures in this area.

Following the 2005 Mid-Term Review, UNDP Jordan's learning management system recognized the need to focus on improving the overall performance of project managers. The CO has moved towards addressing some of these issues,

including the preparation of an induction kit for new project managers and providing training in project-related administrative procedures. Outstanding concerns that remain to be addressed are the management and communication of knowledge collected during project implementation—beyond a static monitoring exercise. Equally important is linking such knowledge with documented experiences from similar projects, with other projects in the same programme, as well as with projects in other practice areas. This would contribute to achieving the holistic approach to programming discussed earlier.

Linked to the above human resources-related issues is the role of project steering and technical committees. UNDP, in coordination with the project executing and implementing agencies, does strive to ensure the optimal choice of committee members; however, this is not always easy to achieve. Political considerations as well as professional and technical skills enter into consideration. Issues relating to gender balance are also a concern. While UNDP attempts to address the gender balance within committees, this is usually approached as numerical balance. Little if any attention appears to be accorded to analytical skills of committee members in the areas of poverty, gender and linkages to the rights-based approach to human development.

An e-management system was introduced in early 2006 to facilitate candidates' response to vacancy announcements advertised through local newspapers. UNDP Jordan has actually surpassed the human resources policy in promoting gender equity: gender parity in UNDP Jordan is actually biased towards female staff, with an overall staff distribution of two thirds female to one third male. Currently, female staff members also hold senior management posts, though middle management and programme posts tend to be more evenly distributed. Adding greater numbers of women, however, is not automatically linked to greater attention to mainstreaming gender. Women may be as

102 Ghosheh, H., *Mid-Term Review of Technical Cooperation Programme 2003–2007* (UNDP Jordan, June 2005).

‘gender-blind’ as men, and men can be as gender-sensitive as women. It is not the numbers that count, but learning, by both men and women, about effective gender mainstreaming in programme areas and projects.

5.2.8 STRATEGIC PARTNERSHIPS WITH COUNTERPARTS AND STAKEHOLDERS

Jordan’s MOPIC is the main UNDP government counterpart. The generally constructive relationship between UNDP and MOPIC is reflected in UNDP responsiveness to introducing amendments to the 2003–2007 CPO based on recommendations outlined in the 2005 Mid-Term Review and in active MOPIC involvement in this review of the CPO.¹⁰³ Among the recommendations were attention to a more participatory approach; attention to mainstreaming the cross-cutting themes of youth, gender and ICT in project development; increased focus on strategic results planning in the poverty alleviation thematic area; more effective monitoring and evaluation; and increased attention to project sustainability.

Through support of the Aid Coordination Unit, UNDP has contributed to enhancing the capacity of MOPIC to coordinate and manage financial and technical assistance. Despite some limitations of the unit, this intervention is vital to strengthening joint programming with development agencies and donors in Jordan, and to enhancing UNDP strategic positioning in the country.

UNDP strategic partnerships include other stakeholders at the micro or community level. Though most UNDP contacts take place through the implementing partners—particularly NGOs and CSOs—contributing to national development results through achieving intended outcomes puts the onus on UNDP to put into practice effective community mobilization. UNDP has increasingly come to recognize the importance of involving stakeholders and beneficiaries from the outset, and ensuring the effective (albeit time-consuming) participation of traditionally marginalized population groups—

including women, youth, and residents of remote areas (e.g., the Badia). UNDP Jordan has invested commendable effort in promoting the mobilization of youth as part of developing the National Youth Strategy, and—indirectly—of communities through involvement of NGOs and CBOs in the Aqaba MDG project. Not only does close community participation yield better development results, it also establishes and demonstrates UNDP commitment to gender equality and incorporation of attention to human rights in development programming.

Focus group discussions undertaken during this evaluation revealed that UNDP still needs to invest more effort into effectively supporting community mobilization, linking this with efforts to strengthen its comparative advantage and strategic positioning in the country. Following the encouraging achievements of projects linking environmental conservation and poverty reduction, UNDP now has a strategic opportunity to institutionalize its linkages with community groups in the remaining practice areas, and to promote an enabling environment that supports rights-holders and their claims on duty bearers. This could be affected through existing projects, such as the Knowledge Centres and the youth project, as well as in future programming.

5.3 RECOMMENDATIONS

UNDP Jordan’s thematic focus on the three main areas of governance, poverty reduction and the environment in the CCF and CPO cycles properly reflect the national priorities and demonstrate UNDP programmatic relevance and its general responsiveness to Jordan’s development needs.

Effective UNDP interventions have been most pronounced where it has been able to leverage and promote its dual role as a catalyst and facilitator of development processes to their fullest advantage, and where it has been able to connect up- and downstream activities in a strategically

103 Ibid.

coherent and holistic manner within and between thematic areas.

Keeping in mind the achievements, challenges, and lessons learned through UNDP programme interventions during the periods of the 1998–2002 CCF and 2003–2007 CPO cycles, this evaluation outlines specific recommendations for enhancing UNDP Jordan’s strategic positioning and contribution to development results in the country.

5.3.1 GENERAL RECOMMENDATIONS

Strategic positioning

- Strengthen the strategic positioning and image of UNDP Jordan as a neutral player through innovative steps to promote effective dialogue and partnerships with a range of CSOs, private-sector organizations and local communities. This also promotes UNDP as a neutral player in Jordanian society;
- Strengthen the comparative and institutional advantage of UNDP by linking projects and activities with regional initiatives of the RCF, such as the Programme on Governance in the Arab Region, and others, as well as relevant South-South networks;
- Strengthen development results through a coherent strategy and holistic approach to intersections and overlap in the three thematic areas; design specific programme and project interventions on this basis. For example, biodiversity and eco-tourism projects in specific communities in Jordan can contribute simultaneously to preserving the environment and providing employment opportunities to community residents. This would also contribute to awareness building;
- Examine premises and implicit assumptions about development processes and results in Jordan—for example, connection between

unemployment and poverty; the impact of economic liberalization through the establishment of QIZs; poverty reduction; environmental consequences; employment opportunities; relations between the government and the private sector; and cross-cutting issues of advancing gender empowerment and equality and achieving human rights;

- Strengthen UNDP strategic position, comparative advantage and contribution to development results by systematic, gender-sensitive and consensus-building approach to address human rights issues, involving all relevant stakeholders in the society; and
- Proceed with exploration of main development needs identified in the 2004 Jordan NHDR as a programming guide and tool in UNDP interventions; translate and operationalize into concrete programme and project interventions and synergies the conceptual dynamism and points of integration across MDGs, AHDRs, UNDAF and country programmes.¹⁰⁴

Relevance and responsiveness

- Invite the direct participation of residents of local communities in all stages of programme design and implementation, thus promoting the integration of cross-cutting issues, including gender and human rights;
- Conceptualize and design programmes with attention to coherence and strategic linkages, so that project benefits contribute to tangible development results, which are not limited to direct targets of interventions. For example, deepen the impact of the Knowledge Centres that target the educated poor or the near poor by designing interventions by UNDP or other relevant agencies to support people with insufficient resources or education to benefit from these centres, thus creating synergies between the education/training

¹⁰⁴NHDR – *A Tool for Programming and Advocacy* (UNDP Jordan, 2004). This document provides strategic and coherent linkages and integration between and among UNDP Jordan projects, especially in areas of poverty reduction and governance, which can be used as a guide and tool in future programming.

sector and other innovative projects. This will also contribute to national ownership and sustainability;

- Strengthen the downstream niche of UNDP by widening the network of community-based NGOs as well as mobilizing the private sector;
- Develop strategies and approaches for more effective links between up- and downstream levels through an explicitly formulated, holistic, rights-based approach to tackling environmental concerns, linked to intended outcomes in governance and poverty alleviation;
- Analyze strategies and interventions that would address long-term behavioural changes, keeping in mind that the impact of short-term interventions on behavioural change is difficult to measure, and that implementing agencies may not have a vested interest in measuring outcomes beyond the life of a project. For example, once a strategic sector—such as youth—has been identified, develop a range of policy-oriented, pilot or small-scale projects, or awareness-raising interventions that invite and involve youth directly in their implementation. Integrate mechanisms for effectively promoting behavioural change, and monitoring and evaluation systems to assess results over time; and
- Distinguish between disseminating information through media and outreach, and advocacy with policy makers, designed to prompt action in order to precipitate change (these are not identical);

UNDP Jordan as a catalyst, facilitator and advocate in development

- Advocate strategic inter-linkages between the three core practice areas to achieve intended outcomes and so contribute to development results in Jordan;
- Strategize media messages, advocacy initiatives and campaigns to complement each other, and to reflect and strengthen UNDP institutional advantages, with special

emphasis on cross-cutting issues of gender and human rights;

- Develop a coherent advocacy strategy that is designed to prompt action in order to precipitate change and operationally linked to partnerships within the three thematic areas. This is distinct from UNDP media outreach that informs the public about its activities.
- Link advocacy strategy with support for developing the role of the media in disseminating information, raising awareness of people on rights-based approaches in general, and of human rights, the rule of law and gender equality in particular;
- Utilize successful outcomes of UNDP interventions to design messages in media and advocacy campaigns—for example, the global and national UNDP *Human Development Reports* and MDG-related interventions and activities;
- Support public information campaigns—for example, replicate and build on successes of the Jordan GEF National Dialogue Initiative Workshop;
- Promote the role of UNDP as a catalyst alongside its comparative advantage as a knowledge broker and a neutral agency supporting the human rights-based approach to human development;
- Ensure a clear strategy for capturing advocacy or ‘soft assistance’ undertaken by UNDP through relevant monitoring and evaluation approaches;
- Identify potential national and regional partnerships conducive to supporting the UNDP mandate and strategic objectives in Jordan; and
- Link advocacy activities with efforts to promote joint programming within UNCT and DLCC.

Managing strategic partnerships

- Balance the dual role of UNDP Resident Representative and UNDP Resident

Coordinator for greatest impact. At the same time, strengthen the in-country niche and strategic position of UNDP as the leader in coordination and harmonization among UN agencies; and strengthen UNDP comparative advantage as the lead agency supporting a holistic and rights-based approach to human development;

- Apply and incorporate lessons learned in the CCF and CPO to joint programming processes through the CCA and UNDAF;
- Leverage UNDP strategic position in UNCT and DLCCG for enhancing dialogue among key donors to mobilize resources, harmonize programming priorities and funding, and maximize development results, particularly in the areas of poverty reduction and the environment;
- Enhance UNDP Jordan's position and role in UNCT and DLCCG by promoting its successful implementation of the learning management system, an approach which would also contribute to strengthening cooperation between staff in the various UN agencies operating in Jordan; and
- Adopt a proactive approach towards capacity-building of the Chambers of Commerce and Industry as well as other relevant associations as part of strengthening the private sector, integrating this with governance-related activities, such as e-procurement and e-accounting, customs computerization, investment promotion and strengthening of the justice system, all of which are conducive to promoting vibrant chambers with constructive roles to play in Jordan's economic development.

Programme management and operational capacity

- Recruit and/or train UNDP programme staff in strategic approaches to complex development issues;
- Recruit and/or train project managers versed in mainstreaming gender and human rights-based approaches to development;

- Mainstream gender in projects beyond quantitative criteria or solely through 'women-oriented' efforts through careful analysis of the different roles men and women play in Jordanian society and the challenges and constraints that affect their participation, obstacles to empowerment and equality, etc.;
- Promote gender mainstreaming by creating greater synergy with UNDP governance initiatives. Ensure that gender is effectively mainstreamed in energy and environment policies and interventions and is not confined to the poverty reduction area;
- Mainstream human rights into project design by operationalizing the human rights-based approach to development that is being integrated into UNDP practice areas;
- Mainstream attention to youth more explicitly and directly in project and programme design, taking into account the challenges facing youth in Jordan beyond the specific communities or sectors targeted;
- Integrate attention to ICT as cross-cutting issue more explicitly in relevant project and programme designs. Link initiatives in a strategically coherent manner to produce development results such as reducing poverty through educating and training for employment opportunities;
- Incorporate clear exit strategies as a critical component of project and programme design, which should include assessment of financial and human resources that might be required beyond project cycles; and
- Connect exploration of exit strategies with strategic entry points for institutional and capacity development at the outset of a project. This is a challenge where several projects aim to achieve a particular outcome, but where the various timeframes do not coincide. This also requires linking exit strategies to programme evaluations, so as to ascertain whether initiatives should be extended to a further phase or discontinued

in favour of new initiatives that might more effectively contribute to achieving intended outcomes.

Monitoring and evaluation

- Commit and assign priority and financial and staffing resources to collaborate in capacity-building and training exercises to achieve and implement consistent monitoring and evaluation systems between MOPIC, UNDP Jordan, implementing partners and other stakeholders, such as other UN and donor agencies;
- Explore opportunities for joint evaluations, given that many programmes and projects are co-financed, further adopted and expanded by various donors and partners. This could be coordinated by DLCG and would support the intent of the UNDAF exercise;
- Integrate monitoring and evaluation mechanisms into project and programme design and implementation to assess results—i.e. outputs and outcomes;
- Conduct outcome evaluations to test the level of sustainability, areas requiring further improvement and to identify best practices. Such assessments are indispensable for proper planning, budgeting and implementation processes. They may also indicate to UNDP Jordan where more advocacy or other efforts are required;
- Strengthen UNDP Jordan's capacity to capture information both qualitatively and quantitatively so as to transform data into knowledge, thus guiding future interventions; and
- Correlate evaluative evidence to selected variables that determine the nature and intensity of intermediate and longer-term results and type of recipients to provide information on such issues as: the size of investment and implications of cost-sharing; targeted as opposed to non-targeted approaches; effective targeting in terms of poverty and gender sensitivity; outputs and outcomes; political commitment; and partnerships and resources.

5.3.2 SPECIFIC RECOMMENDATIONS IN THEMATIC AREAS

Democratic governance

Jordan faces a double challenge in the area of democratic governance. It needs to promote economic transformation while developing and strengthening democratic processes at the same time. This requires moving beyond reforms already implemented, to an approach which meets the demands of the citizens—above all those most in need and most vulnerable—and integrates those demands into dynamic processes of change. UNDP efforts should be intensified to support the preparation of an informed and responsible citizenry that participates in addressing the challenges of human development and democratic governance facing the country and strengthens Jordan as the knowledge economy it strives to become.

The field of judicial reform, including the juvenile justice sector, represents a significant challenge for UNDP to identify approaches that would achieve concrete results. These approaches should stress not only institutional strengthening, but also—and perhaps above all—the promotion of access to justice. UNDP can effectively leverage its comparative advantage in policy dialogue, advocacy and as a facilitator of development in this area. Also, UNDP may further support the government and relevant stakeholders in integrating a more systematic participatory, gender-sensitive and consensus-building approach to human rights issues in Jordan.

UNDP is about to launch a new decentralization initiative focusing on the Zarqa Governorate. This area is characterized by relatively high poverty levels and environmental degradation. Decentralization is aimed at enhancing the institutional and territorial organization of the state and has long been a focus of both the Government of Jordan and the largest donors in the country. The cooperation offered by UNDP in this sector supports stated government priorities, enhances UNDP strategic positioning, and provides effective use of limited resources to

promote change at the community level to demonstrate results that can be linked to larger efforts at the national level. UNDP support in this area provides opportunities to better integrate political, social and environmental interventions within and across thematic areas, and contributes to effective linkages to upstream level activities. It also allows focused attention to mainstreaming gender, youth and human rights. UNDP Jordan can benefit from exchanges with other UNDP country offices with similar experiences—for example, Armenia and Indonesia.

UNDP interventions should:

- Support the training of an informed and responsible citizenry that participates in addressing the challenges of human development and democratic governance that face the country. Such support should incorporate more systematic attention to the opinions and needs of diverse population groups, including women and youth. In order to strengthen civil society—including NGOs, CSOs, the media sector, other professional networks and stakeholders—this support should be part of a comprehensive strategy that integrates a more systematic, participatory, gender sensitive and consensus-building approach to human rights issues;
- Support decentralization by demonstrating, through community projects, results that can be linked to larger efforts at the national level and by promoting linkages between political, social and environmental interventions within and across UNDP thematic areas. Where relevant, UNDP should promote greater synergy with governance initiatives of other UN agencies and donors. Results of such efforts should be used to engage in political dialogue and policy advice in order to support the Government of Jordan in amending legislation to fully decentralize, rather than occasionally delegate, authority;
- Identify strategic approaches in judicial reform—such as the juvenile justice system—that stress institutional strengthening and

promotion of access to justice. UNDP can effectively leverage its comparative advantage in policy dialogue, advocacy, and as facilitator in order to support the government in revising the laws and legislation that hinder genuine judicial reform. Such reform includes legislative changes to grant full independence to NCHR and interventions to strengthen human and financial resources for NCHR to fulfil its mandate;

- Support the Government of Jordan in building the capacity of governorate-level ministries and municipalities, paying particular attention to long-term organizational development and institution-building, not just training of select ministry staff (e.g., budgeting and accounting, service provision). UNDP needs to enhance its support to the Department of Statistics, MOPIC, MOEn and departments of the central government, so that these agencies can better utilize and share data and information on poverty, unemployment, household income, etc., with governmental agencies and NGOs at the local level; and
- Support national-level efforts to improve coverage and efficiency of public campaigns on legal education to enhance peoples' knowledge of their rights, based on approaches that are sensitive to poverty and gender. Such efforts should be used to improve criminal investigation techniques, further train the police and judges, and promote citizen safety—for example, to sensitize the police and judiciary in addressing violence against women, including honour killings.

Poverty reduction

Addressing poverty and unemployment in Jordan is a prerequisite to achieving economic stability and human development in the country. In view of its limited financial allocations compared to the vast need in this area, UNDP should focus on supporting distributive reforms that may lead to positive impacts on the poor. At the same time, UNDP should demonstrate successful community projects, for example, in a defined geographical area, which may be up-scaled and replicated at

the national level—with special emphasis on those that create and promote synergies and linkages within and across thematic areas. UNDP may leverage its comparative advantage in promoting synergies and linkages between up- and downstream activities in poverty reduction.

UNDP interventions should:

- Support the Government of Jordan and relevant stakeholders in strategizing and designing poverty reduction interventions relevant to specific geographical and socio-economic contexts through human development perspectives (i.e., principles of inclusion, equity and participation, among other aspects). For example, needs and priorities of residents in outlying rural areas will be different from those prevailing in Zarqa, a disadvantaged urban area with high poverty levels. This should entail incorporating analyses of and attention to interests, needs, priorities and participation of diverse segments of the population, including attention to mainstreaming gender and human rights as integral to project design and implementation;
- Demonstrate, through pilot and small-scale projects, synergy between interventions in poverty reduction and results in other thematic and cross-cutting areas in order to support the government in creating the necessary synergies between poverty reduction, job creation, educational reform, vocational training, strengthening of the private sector and deepening partnerships with government; strengthen linkages with the cross-cutting issues of youth and gender;
- Support and strengthen the capacity of the government and NGOs in accurate analysis of causes and consequences of patterns of poverty and unemployment so as to guide interventions;
- Strengthen capacity at community-level NGOs and CSOs in order to design and implement projects. Support NGOs and CSOs in linking poverty reductions projects and interventions with interventions in

environmental protection, conservation and management, as in the case of, for example, poverty reduction and job creation through the promotion of eco-diversity. UNDP can also help strengthen engagement between the Government of Jordan, NGOs, CSOs and the private sector in order to encourage partnerships between SMEs and the government in order to prepare a legal and economic framework for expanding SMEs;

- Build exit strategies and long-term sustainability into project design. For example, link capacity-building or training of community members or CSO staff to long-term institutional development and sustainability; integrate leveraging of other donor resources, including government, in order to foster national ownership, continuity and replication; and
- Support the government's economic liberalization and reform in order to incorporate attention to benefits and drawbacks of QIZs and other economic initiatives, by addressing specific legislative, economic, social and environmental needs and priorities in this sector, paying particular attention to incorporating gender issues and patterns of employment, and commitment to human rights.

Environmental sustainability

Successfully leveraging GEF funding has enabled UNDP Jordan to increase its entry points in the field of environmental protection and conservation, and to build on its institutional advantage as a catalyst and facilitator of development in this area. Strategically identifying and selecting entry points in this thematic area requires attention to interventions that are most effective in achieving intended outcomes in relation to the investment of funds and personnel.

UNDP interventions should:

- Strengthen policy dialogue, advocacy and support to the Government of Jordan, in order to raise the priority of an area that has had minimal government cost-sharing to date, but which has distinct implications for long-term sustainability of current initiatives;

- Support the government in ensuring more effective cooperation between relevant central government ministries—in particular, the Ministry of Energy and Mineral Resources, including its National Energy Research Centre—and government agencies at the governorate and municipal levels;
- Strengthen efforts within the UNDP programme and at government and non-governmental levels to adopt a more holistic approach to creating synergies among environment-related interventions implemented by various UN agencies and bilateral donors in Jordan, as well as between and across thematic areas. This would require demonstrating, in small-scale or pilot projects at the downstream level, the results of a holistic approach to interventions in support of environmental sustainability and human development, such as in capacity-building initiatives as a means of tackling poverty;
- Strengthen support to national efforts to mainstream environmental protection into economic and political legislation aimed at promoting economic liberalization and strengthening the role of the private sector in economic development. UNDP should leverage its capacity in communication, outreach and advocacy to work with government agencies and non-governmental stakeholders in promoting citizen awareness, commitment and participation in environmental protection and the long-term behavioural change needed in this area. UNDP projects should also incorporate attention to and participation of diverse population segments, especially women and youth, to strengthen community organizations to implement projects that directly benefit each community's residents;
- Support and strengthen the attention of relevant stakeholders to effectively linking national efforts in order to address the water crisis with interventions in support of biodiversity and development of alternative energy sources, such as biogas; assist national water authorities in developing strategically coherent approaches to environmental sustainability; and
- Support the government and non-governmental sectors in mainstreaming environmental protection issues into the implementation of the national tourism strategy.

TERMS OF REFERENCE

ASSESSMENT OF DEVELOPMENT RESULTS - JORDAN

1. BACKGROUND

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) launched a series of country programme evaluations, called Assessments of Development Results (ADRs), in order to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. Undertaken in selected countries, the ADRs focus on outcomes, critically examine achievements and constraints in the UNDP thematic areas of focus, draw lessons learned and provide recommendations for the future. The ADRs also recommend strategies for enhancing performance and strategically positioning UNDP support within national development priorities and UNDP corporate policy directions. The overall goals of the ADRs are to:

1. Support the Administrator's substantive accountability to the Executive Board and serve as a vehicle for quality assurance of UNDP interventions at the country level;
2. Generate lessons from experience to inform current and future programming at the country and corporate levels; and
3. Provide stakeholders in the programme country with an objective assessment of results (specifically outcomes) that have been achieved through UNDP support and partnerships with other key actors for a given multi-year period.

An Assessment of Development Results is planned for Jordan beginning February 2006. It will focus primarily on the current Country Programme (2003–2007), but will endeavour to capture results achieved over the past five to seven years. It will, therefore, refer to the previous Country Cooperation Framework (CCF) as relevant.

A scoping mission is scheduled for 19–25 March 2006. The scoping mission will assess the evaluability of different programme components and explore the expected scope of the mission with in-country stakeholders, with whom an entry-level workshop will be held. At the end of the scoping mission, the Terms of Reference (TOR) for the ADR will be fine-tuned and areas of major focus determined. The main evaluation mission is tentatively scheduled for 17 April to 4 May 2006. These TOR detail the specific expectations from the team leader and should be read in conjunction with the TOR for the ADR as a whole when these have been finalized.

2. SCOPE OF THE ADR

The evaluation will include a comprehensive review of the UNDP programme portfolio and activities during the period under review, with a more in-depth focus within the ongoing country programme's themes of governance, community development and the environment. The evaluation will aim to ascertain whether there is evidence that the development cooperation of UNDP is making a real difference to development results. Specifically, the ADR will cover the following:

A. STRATEGIC POSITIONING

- Ascertain the strategic focus of UNDP support and its relevance to national development priorities, including relevance and linkages with the overarching goal of reducing poverty and achieving the Millennium Development Goals (MDGs). This may include an analysis of the perceived comparative strengths of the programme and a review of the major development challenges facing the country.
- Assess how UNDP anticipated and responded to significant changes in the national develop-

ment context within its core areas of focus. In this regard, the ADR may consider, for example: key political and other events that influence the development environment; risk management of UNDP; any missed opportunities for UNDP involvement; its efforts at advocacy and policy advice; and its responsiveness.

- Review the synergies and alignment of UNDP support with other initiatives and partners, including with the United Nations Development Assistance Framework (UNDAF), the Global Cooperation Framework (GCF) and the Regional Cooperation Framework (RCF).
- Consider the influence of systemic issues, such as policy and administrative constraints affecting the programme on both the donor and programme country sides, as well as how the development results achieved and the partnerships established have contributed to ensuring a relevant and strategic positioning of UNDP support.

B. DEVELOPMENT RESULTS

- Examine the effectiveness and sustainability of the UNDP programme by: (a) highlighting the main achievements and development results (outcomes) at the national level and UNDP contribution to these in terms of key outputs in the last seven years or so; (b) ascertaining current progress made in achieving outcomes in the given thematic areas of UNDP support; and (c) evaluating performance against intended results. While making the best use of information in hand, the evaluation should be rigorous in terms of documenting achievements against stated intended outcomes and in terms of establishing linkages between activities, outputs and outcomes. The evaluation should qualify the UNDP contribution to outcomes with a reasonable degree of plausibility. It should cover anticipated, unanticipated, positive and negative outcomes. It should also gauge the contribution to national capacity development, the degree of national ownership and the sustainability of these results. The assessment will cover the key results and support in all thematic areas.

- Identify and analyse the main factors influencing results, including UNDP positioning and partnership strategy, the range and quality of its partnerships and their contribution to outcomes, the provision of upstream assistance and policy advice.
- Analyse the thematic areas selected for in-depth focus during the scoping mission. These themes are tentatively anticipated to cover aspects of governance, community development and the environment, reflecting notable UNDP involvement in these areas in the past, their inter-linkages and synergies with other areas of UNDP intervention and the challenges expected in Jordan's future development.
- Assess, for each thematic area, the actual and anticipated progress in achieving intended outcomes, against the benchmarks and indicators set under UNDP strategic plans and in the country programme, and where relevant, against MDG targets; identify the key challenges and strategies for future interventions in each area.

C. LESSONS LEARNED AND GOOD PRACTICES

- Identify key lessons—from both intended and unintended results, in the thematic areas of focus and from UNDP strategic positioning—that can provide a useful basis for strengthening UNDP support to Jordan and for improving programme performance, results and effectiveness in the future.
- Identify good practices for learning for possible replication both in Jordan and elsewhere, and prepare one or more good practice briefs covering important lessons from the evaluation that can be passed onto others in one to two pages. These briefs should be annexed to the main report.

3. TEAM COMPOSITION

The composition of the evaluation team will be guided by the UNDP Evaluation Policy, reflect its required independence and expectations from the evaluation, including its focus on substantive results. UNDP Evaluation Office will select the Team Leader and all team members.

Annex II

LIST OF PEOPLE CONSULTED

GOVERNMENT OF JORDAN

- Ms. Jihan Abu Tayeh, Director, Ministry of Planning and International Cooperation
H.E. Mr. Khlaif Al Khawaldeh, Secretary General, Ministry of Public Sector Reform
Mr. Muhammad Arabiat, Officer-in-Charge, Department of Statistics
H.E. Prince Mer'ed Bin Raed, Head, National Centre of De-mining and Rehabilitation
Mr. Fares Junidi, Secretary General, Ministry of Environment
Dr. Hammad Kasasbeh, Secretary General, Ministry of Finance
Dr. Kamal Khdeir, Global Environment Facility Focal Point, Ministry of Planning and International Cooperation
H.E. Mr. Maher Madadha, Secretary General, Ministry of Planning and International Cooperation
Mr. Ziad Obeidat, Director of Monitoring and Evaluation, Ministry of Planning and International Cooperation

PARLIAMENT

- Mr. Rwaidah Ma'etah, Member of Senate
Ms. Laila Sharaf, Member of Senate
H.E. Mr. Faiz Shawabkeh, Secretary General

DONORS

- Ms. Fumiko Nohara, Second Secretary, Japan Embassy
Mr. Takeaki Sato, Resident Representative, Japan International Cooperation Agency
Ms. Isabel Wole, Second Secretary, German Embassy
Mr. Mohammad Yassin, Senior Programme Officer, United States Agency for International Development
Technical Advisers (3), European Union

CIVIL SOCIETY, MEDIA AND RESEARCH CENTRES

- Mr. Falah Al Amoush, Director, Jordan Biogas Company
Ms. Rose Al-Issi Wazani, Representative, American Chamber of Commerce in Jordan (JABA)
Mr. Iman Al Nimi, Deputy Director, Zenid and Johud
Ms. Amneh Al Zu'bi, Director, The Jordanian Women's Union
Ms. Nuha Azru'I, Head, Arab Women Organization
Dr. Majid Fandi, Director of Plan Production Department, National Centre for Agricultural Research and Technology Transfer
Dr. Ihsan Fathi, Dean of the Arts Faculty, Amman Al-Ahliyah University
Dr. Saed Hamami, Director, Jordan Loan Committee Corporation
Ms. Jenifer Hamarneh, Editor, *The Jordan Times*
Dr. Odeh Jayyousi, Director, World Conservation Union (IUCN)
Mr. Malek Kabariti, President, National Energy Research Centre
Mr. Ibrahim Khadier, Director, Birdlife International Regional Office, Amman
Mr. Yehya Khaled, Acting Director, Royal Society for the Conservation of Nature
Ms. Hala B. Lattouf, Executive Director, World Links Arab Region, and former Head, Ministry of Planning and International Cooperation, Government of Jordan
Ms. Annie Medzaghopian, President, Al Hussein Society for the Physically Challenged
Dr. Nizzal Armouti, Director, Centre for Consultations, Technical Services and Studies, Jordan University
Mr. Shafeeq Obeidat, Petra News Agency
Dr. Ibrahim Saif, Director, Centre for Strategic Studies

Mr. Mousa Shtawi, Head, Jordan Centre for Social Research
Mr. Abdel Wahab Zughaaialt, Chief Editor, *Al Rai*

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Ms. Areej Al-Nahas, Finance Associate
Mr. Bashir Abu Jamous, Programme Analyst
Mr. Firas Gharaibeh, Programme Manager
Ms. Rania Hazou, Human Resource Associate
Ms. Mona Hider, Deputy Resident Representative
Ms. Christine McNab, Resident Representative
Ms. Helena Naber, Programme Analyst
Ms. Hiba Sabanekh, Operations Manager
Ms. Rania Tarazi, Programme Analyst

UNDP NATIONAL PROJECT MANAGERS

Mr. Hatem Ababneh, Jordan Biogas Company
Mr. Munir Al Adgham, Small Grants Programme, Global Environment Facility
Mr. Salah Al Hadid, Youth Project, Higher Council for Youth and the National Youth and Sports Fund
Mr. Bashir Al Zou'bi, Income Tax Project
Mr. Hussein Badarin, Capacity for Greenhouse Gas Emissions Inventory and Action Plans in response to UNFCCC Communications Obligations, Ministry of Environment
Ms. Sahar Barari, Biodiversity Strategy and Action Plan, Ministry of Environment
Mr. Nashat Hamidan, National Project Coordinator, Dibeen Nature Reserve Project, Royal Society for the Conservation of Nature
Mr. Lutfi Abu Hazeem, Property Tax Project
Mr. Hussein Huiasat, E-Accounting and E-Procurement, Ministry of Finance
Mr. Olaf Juergensen, United Nations Chief Technical Advisor at the National Committee for De-mining and Rehabilitation
Mr. Mazen Khalaf, EMPRETEC Jordan
Mr. Nasser Khalaf, National Information and Technology Centre
Mr. Muhammad Khasawneh, Ministry of Planning and International Cooperation

Dr. Adnan Khdier, Integrated Waste Management for the Olive Oil Pressing Industries in Lebanon, Syria, and Jordan; Ministry of Environment

Mr. Ayman Murad, Ministry of Higher Education and Scientific Research
Ms Nahida Saies, Balqa University
Mr. Kamal Saleh, Strengthening Poverty and Social Statistics, Department of Statistics
Ms. Shama Sallam, Aqaba Special Economic Zone Association
Dr. Abdelhakiem Shibli, Ministry of Planning and International Cooperation
Ms. Janet Shourdoum, Support to the Parliament Secretariat Project
Mr. Batir Wardam, Self-Assessment of National Capacity in Jordan for Global Environmental Management, National Strategy and Action Plan to Combat Desertification; Ministry of Environment

UNITED NATIONS

Ms. Haifa Abu Ghazaleh, Regional Director, United Nations Women's Fund (UNIFEM)
Mr. A.M. Abu Nuwar, Director, Centre for Strategic Training for Arab States, United Nations Population Fund (UNFPA)
Mr. Mohd. Abu Al-Ruzz, Programme Officer, World Food Programme
Mr. Rob Breen, Representative, United Nations High Commissioner for Refugees
Ms. Maha Hamsi, Officer in Charge, UNICEF
Ms. Anjum R. Haque, Representative, United Nations Educational, Scientific and Cultural Organization
Ms. Muna Idris, Assistant Resident Representative, United Nations Population Fund (UNFPA)
Mr. Marwan Kokash, Representative, World Food Programme
Mr. Koen Strons, Project Officer, United Nations Relief and Works Agency

Annex III

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Annex IV

UNDP AND OTHER FINANCIAL ALLOCATIONS IN JORDAN

FINANCIAL DATA OF MAJOR DONORS

German Agency for Technical Cooperation (GTZ): The German government has provided Jordan with more than one billion Euro since 1974. This includes more than 200 million Euro in technical assistance. Annual budget figures are not available on the Internet.

GTZ is the German executing agency for technical cooperation. It disperses funds as allocated by the Federal Ministry for Economic Cooperation and Development to specific projects upon request of partner governments. Depending on the type of programme, GTZ typically has direct links with developing country NGOs.

United States Agency for International Development (USAID): In recent years, the United States has been leading all donors of official development assistance to Jordan. Total economic assistance provided to Jordan since 1997 exceeds \$2.6 billion. Annual budget breakdowns are available (see Table A1). Jordan

is among the five largest recipients of USAID funds globally.

Japan International Cooperation Agency: Japan is the third largest donor of official development assistance. Japan's aid to Jordan is classified into three types: grant aid, loan aid, and technical cooperation. From 1974–1994, Japan's economic assistance amounts to \$3 billion.

Jordan is a priority partner country for development cooperation for the top ten donors highlighted above. Among these, USAID, Japan International Cooperation Agency and GTZ all indicate that the basic policies of their aid have been generally consistent with the development needs identified in Jordan's national development plans.

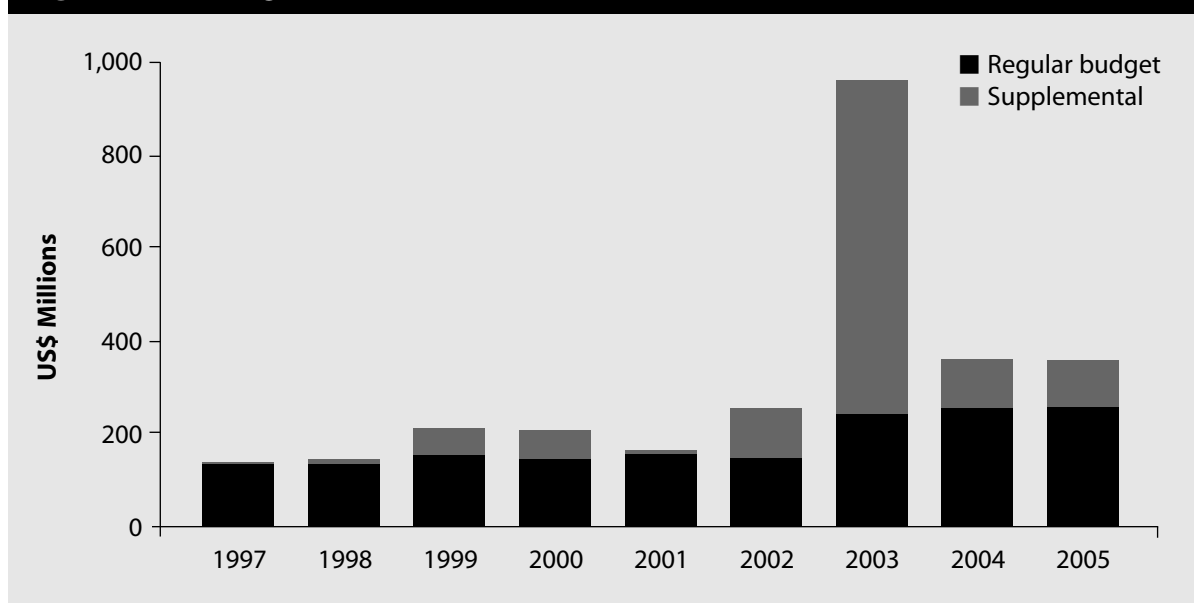
The official development assistance data (including development grants and loans) provided by the Ministry of Planning and International Cooperation indicates that the volume of assistance as an absolute value has remained at more or less the same level since

**Table A1. Recent USAID Assistance to Jordan by Sector:
Fiscal Year 1997 – Fiscal Year 2003 (US\$ Thousands)**

Sector	1997	1998	1999	2000	2001	2002	2003	Total
Water	\$63,500.00	\$60,000.00	\$60,000.00	\$83,000.00	\$44,000.00	\$48,000.00	\$41,500.00	\$400,000.00
Health	\$7,600.00	\$10,000.00	\$15,000.00	\$20,000.00	\$18,000.00	\$25,000.00	\$25,000.00	\$120,600.00
Education						\$1,500.00	\$3,700.00	\$5,200.00
Governance						\$500.00	\$3,000.00	\$3,500.00
Economic Opportunities	\$5,000.00	\$20,000.00	\$25,000.00	\$47,000.00	\$38,000.00	\$39,200.00	\$30,300.00	\$204,500.00
Cash Transfer	\$50,000.00	\$50,000.00	\$100,000.00	\$50,000.00	\$50,000.00	\$125,000.00	\$144,000.00	\$569,000.00
Emergency Supplemental							\$700,000.00	\$700,000.00
Total	\$126,100.00	\$140,000.00	\$200,000.00	\$200,000.00	\$150,000.00	\$239,200.00	\$947,500.00	\$2,002,800.00

Source: <http://www.usaidjordan.org/budget.cfm>

Figure A1. Funding Levels: 1997–2005



Source: <http://www.usaidjordan.org/budget.cfm>

1994. The composition of assistance, however, shifted in favour of grants. In fact, grants as a percentage of aid increased from 22 percent in 1994 to 66 percent in 2002. The amount of

official development assistance as a percentage of gross national income increased significantly in 2003–2004, as donors increased their funding in order to assist Jordan in its recovery from recession, following the Iraq War.

Table A2. Top Ten Donors of Gross ODA (2004–05 average)

Donor	Amount (US\$ Millions)
1. United States of America	368
2. UNRWA	96
3. Japan	65
4. EC	57
5. Germany	42
6. Israel	19
7. Italy	15
8. Arab Countries	11
9. France	9
10. Canada	7

Source: Organisation for Economic Co-operation and Development, World Bank, <http://www.oecd.org/dataoecd/62/52/1877974.gif>

As stated earlier, the United States of America has become the top official development assistance donor in recent years (see Table A2). In 2003–2004 it was the leading donor by a significant margin. The composition of donors has shifted from 1990–1999, when the International Bank for Reconstruction and Development and the European Communities/European Union were the top two donors.

BUDGET OF UNDP JORDAN FOR THE TWO PROGRAMME CYCLES (1998–2002 AND 2003–2007)

In the first programme cycle (1998–2002), the annual programming budget amounted to approximately \$3.8 million. During this five-year period, environment programmes were allocated approximately 47 percent of funding, governance 35 percent and social/poverty programmes 18 percent.

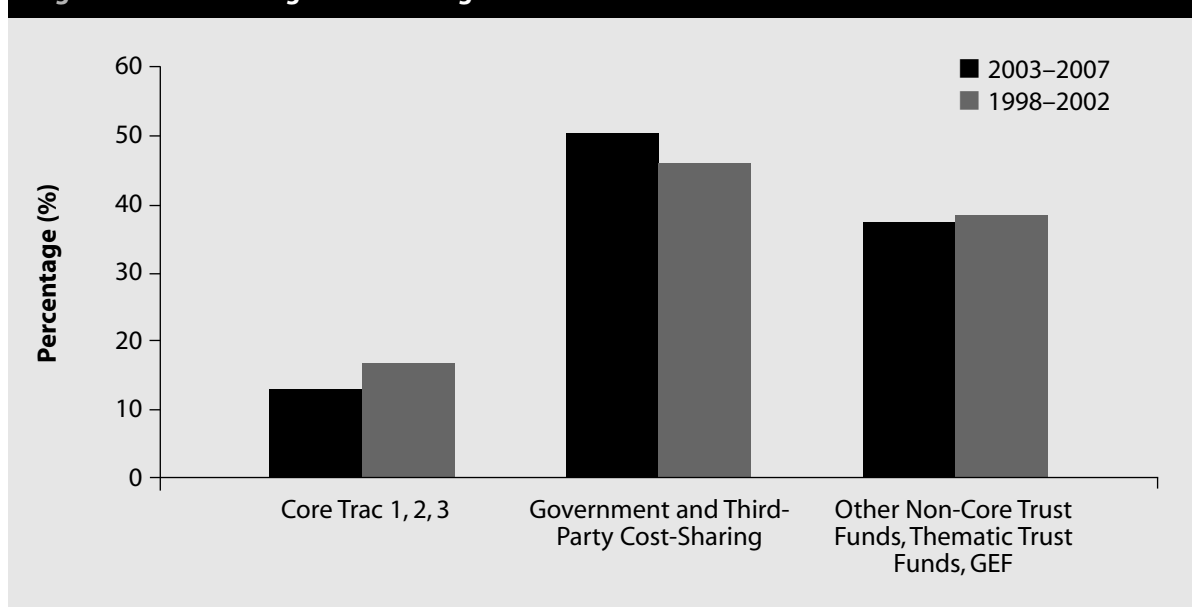
Table A3. Sources of Funding by Programme Cycle and Thematic Area

Programme Cycle	Thematic Area	Core Trac 1,2 and 3	Government and Third-Party Cost-Sharing	Other Non-Core Trust Funds, Thematic Trust Funds, GEF	Total Budget	Percentage of Budget
2003–2007	Governance	\$1,422,644	\$8,642,912	\$2,872,762	\$12,938,318	56%
	Poverty	\$476,393	\$3,240,417	\$586,678	\$4,303,488	18%
	Environment	\$425,933	\$29,443	\$5,509,333	\$5,964,709	26%
	Total	\$2,324,970	\$11,912,772	\$8,968,773	\$23,206,515	100%
1998–2002	Governance	\$1,629,638	\$4,837,970	\$214,548	\$6,682,156	35%
	Social	\$1,291,815	1,891,686	\$263,839	\$3,447,340	18%
	Environment	\$231,271	\$2,011,639	\$6,737,829	\$8,980,739	47%
	Total	\$3,152,724	\$8,741,295	\$7,216,216	\$19,110,235	100%

Source: UNDP Jordan Programme Budgets, 2006

In the second programme cycle (2003–2007), the annual programming budget increased to approximately \$4.6 million. Governance programmes were allocated the largest share, approximately 56 percent of funding during this cycle (a significant increase), environment decreased to 26 percent, and poverty programmes

remained relatively steady at 18 percent of the budget. In both programming cycles, government cost-sharing and third-party funding provided approximately 48 percent of the funding resources. The other non-core category funded about 37 percent and Core Trac funding provided nearly 15 percent.

Figure A2. Percentages of Funding Sources

Source: UNDP Jordan Programme Budgets, 2006

Table A4. CPO Financial Allocations by TRAC, 2003–2007

Programme Cycle	Funding Source	Thematic Area			RC and Department of Safety and Security	Funding Source Total	Funding Source Budget by Percentage
		Governance	Poverty/Social	Environment			
2003–2007	Core Trac 1, 2 and 3	\$1,422,644.00	\$476,393.00	\$425,933.00	\$736,735.00	\$3,061,705.00	13%
	Government and Third-Party Cost-Sharing	\$8,642,912.00	\$3,240,417.00	\$29,443.00	\$75,100.00	\$11,987,872.00	50%
	Other Non-Core Trust Fund, Thematic Trust Fund, GEF	\$2,872,762.00	\$586,678.00	\$5,509,333.00	\$0.00	\$8,968,773.00	37%
	Programme Budget Total	\$12,938,318.00	\$4,303,488.00	\$5,964,709.00	\$811,835.00	\$24,018,350.00	
	Programme Budget Percentages	54%	18%	25%	3%		
1998–2002	Core Trac 1, 2 and 3	\$1,629,638.00	\$1,291,815.00	\$231,271.00		\$3,152,724.00	16%
	Government and Third-Party Cost-Sharing	\$4,837,970.00	1,891,686	\$2,011,639.00		\$8,741,295.00	46%
	Other Non-Core Trust Fund, Thematic Trust Fund, GEF	\$214,548.00	\$263,839.00	\$6,737,829.00		\$7,216,216.00	38%
	Programme Budget Total	\$6,682,156.00	\$3,447,340.00	\$8,980,739.00		\$19,110,235.00	
	Programme Budget Percentages	35%	18%	47%			

Source: UNDP Jordan Programme Budgets, 2006