Evaluation
UN(D)AF 2013-2017
Hashemite Kingdom of Jordan

June-July 2016
"The whole is greater than the sum of its parts"

Aristotle

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Abbreviations and acronyms

AFP(s)	-	Agencies, Funds and Programme(s)
BOS	-	Business Operations Strategy
CCA	-	Common Country Assessment
DaO	-	Delivering as One
ECOSOC	-	United Nations Economic and Social Council
EDP	-	Executive Development Plan
EU	-	European Union
FAO	-	Food and Agriculture Organisation
GoJ	-	Government of the Hashemite Kingdom of Jordan
IOM	-	International Organisation for Migration
IMF	-	International Monetary Fund
JRP	-	Jordan Response Plan
JWP	-	Joint Workplans
MDG(s)	-	Millennium Development Goal(s)
MoF	-	Ministry of Finances of Jordan
MoPIC	-	Ministry of Planning and International Cooperation of Jordan
MPTF	-	Multi-partners trust fund
NRP	-	National Response Plan
OCHA	-	Organisation for Coordination of Humanitarian Affairs
ODA	-	Official Development Assistance
OECD-DAC	-	Organisation for Economic Cooperation and Development – Development Assistance Committee
OHCHR	-	Office of the High Commissioner for Human Rights
OMT	-	Operations Management Team
QCPR	-	Quadrennial Comprehensive Programme Review
RC/HC	-	United Nations Resident Coordinator/Humanitarian Coordinator
RCO	-	Resident Coordinator's Office
UN Habitat	-	United Nations Human Settlements Programme
UNAF	-	United Nations Assistance Framework (for Jordan)
UNCT	-	United Nations Country Team (in Jordan)
UNCTAD	-	United Nations Conference on Trade and Development
UNDAF	-	United Nations Development Assistance Framework
UNDOCO	-	United Nations Development Operations Coordination Office
UNDG	-	United Nations Development Group
UNDP	-	United Nations Development Programme
UNEG	-	United Nations Evaluation Group
UNEP	-	United Nations Environment Programme
UNESCO	-	United Nations Education, Scientific and Cultural Organisation
UNHCR	-	United Nations High Commissioner for Refugees
UNICEF	-	United Nations Children's Emergency Fund
UNIDO	-	United Nations Industrial Development Organisation
UNOPS	-	United Nations Office of Programme Support
UNRWA	-	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USAID	-	United States Agency for International Development
SDG(s)	-	Sustainable Development Goal(s)
WHO	-	World Health Organisation
WFP	-	World Food Programme

Executive Summary

The Jordan country context against which the UN(D)AF is being implemented is characterised by a mixed but hopeful **macroeconomic and institutional landscape;** in the decade to 2015, Jordan was well placed in terms of the Human Development Index, compared to other middle income countries of similar territorial and population size. However, the declines in education and health were noticeable, signalling the impact of the Syrian refugees' inflow in the service delivery capacity. **Systemic and institutional gaps were present in these sectors prior to the refugees' inflow, which exacerbated pre-existing fault lines.** The opportunities for growth represented by this population inflow are recognized, but at the same time **the pressure put on institutions and services is acknowledged**. The focus of resources on the response to the refugees' inflow presents a **risk of disenfranchisement of pre-existing vulnerable population**, within and beyond the areas of refugees' settlement. Pre-crisis indicators show a development deficit in the South of the country, whereas humanitarian response and resilience activities focus on the North and Amman.

The Economic participation of population in working age is low (37.1% of the population economically active) and there are indications of mismatch between education and training and skills, and qualifications required by the labour market. **The lack of economic participation is even more pronounced in regards to women**, only 15% is economically active, substantially below the regional and global averages.

UN activities in country are framed by the UN(D)AF. The UNDAF was in place when the Syrian crisis erupted. As a result of a mid-term review conducted in 2014 and in order to promote the linkages between development and humanitarian activities, in January 2015, the UNCT approved the UNAF. The UNAF maintained the five outcomes of the previous UNDAF and added a sixth outcome dedicated to the refugee response, emphasising resilience programming, to reinforce government institutions and services most affected by the crisis. It aimed at strengthening the coherence of the work of the UN in Jordan by reducing overlap and building on each agencies' comparative advantages keeping a focus on those longer-term national priorities that go beyond the JRP.

In preparation for its next programming cycle, the UNCT in Jordan commissioned an evaluation of its current UN(D)AF. The evaluation is grounded on the roadmap for the Jordan United Nations Sustainable Development Partnership Framework and was conducted in accordance with the terms of reference approved by UNCT and government. The evaluation was conducted using desk review, structured interviews and input provided by UN working groups, government, civil society and donors. Data collection on results was done through the results and thematic working groups of the UN, which were asked to extend their participation to key partners of the government and civil society for the purpose of the evaluation.

The evaluation objectives and related main findings and recommendations are:

1. ***Assess the role and relevance of the UN(D)AF** (i) in relation to the issues and their underlying causes, and challenges identified by the CCA and following needs analysis (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states.*

At the strategic level, the UN(D)AF is aligned with national priorities and responds to the needs and priorities identified in the CCA and respond to the gaps towards MDGs achievement in Jordan. Nonetheless, the coherence at the strategic level must be reinforced, and accompanied by stronger programmatic and operational coherence and translated into joint monitoring and evaluation, based on well defined indicators and targets, regularly monitored, allowing for aggregation of results.

Government and donor counterparts recognize the efforts of the UN in coherence and recognize the added value of it, UN support to the development of the JRP and recent UN support to aid management through the H/RCO have been mentioned as examples. Notwithstanding, there is **a call for stronger UN coherence**, at programmatic level, as well as a stronger and more prominent UN coherent approach to policy level from government, donors and NGOs.

Coherence at the strategic level must be reinforced, regularly reviewed and guided by the UNCT and accompanied by stronger programmatic and operational coherence and translated into joint monitoring and evaluation, based on well defined indicators and targets, regularly monitored, allowing for aggregation of results.

2. ***Assess design and focus of the UN(D)AF**, i.e. the quality of the formulation of results at different levels, including the extent to which the UNDAF programming principles were considered and mainstreamed in the UNDAF chain of results.*

The programming principles were considered in the UN(D)AF formulation, however, more efforts are required in addressing gender equality in a holistic manner, and capacity development activities could benefit from a more coherent approach. The chain of results of the UN(D)AF could benefit from being strengthened; The link between programmatic activities and UN(D)AF outcomes could be made stronger and the results framework could have been more substantive in definition of indicators, targets and regular monitoring.

Capacity development activities need to be brought together and shift between capacity substitution to training, skills development and mentoring. As part of the CCA, activities contributing to or with a capacity development component should be mapped, regrouped by beneficiary and coordinated. Better and systematic use of the global knowledge of UN should be made, examples and experience from other countries should be brought in, including on South-South and triangular cooperation.

3. ***Assess the effectiveness of the UN(D)AF*** *in terms of progress towards agreed UNDAF outcomes and as a way to bridge humanitarian action and development assistance through a resilience-based approach.*

The transition from UNDAF to UNAF assisted in fostering a resilience approach, by bringing the refugees' response activities and development activities within a single framework. The UNAF succeeded in further fostering joint work of the UNCT, the number of Joint Programmes and the interactions between AFPs has increased. However, the UNAF is yet to fully fulfil its objective in regards to integration of humanitarian and development activities and promoting a resilience approach across the country. The UN in Jordan made remarkable steps and showed pro-activeness in adapting a middle income development set of skills and priorities to a context where these developmental needs suffered the impact of an ongoing humanitarian crisis. The establishment of the UNAF was the major step in this regard, as the initial building block towards a more coherent approach between the different pillars of activity of the UN (humanitarian, resilience and development).

The level of linkage between the UN coordination to national coordination systems varies substantially in addition, the internal UN structures of coordination are not being fully utilised to explore such linkages.

Building upon the steps already taken, the UN should deepen and broaden coherence, reinforcing the strategic coherence beyond outcomes to concrete geographically-based objectives; strengthening its evidence-based policy and advocacy work and further tightening its operational coherence and cost-effectiveness.
UN internal coordination and programming should be more utilised to foster concrete and holistic linkages between humanitarian and development work, supporting a stronger linkage of these activities by government.
Resilience programming should be extended beyond refugees and hosting communities, to ensure equity throughout the country and looking and pre-crisis vulnerable population.

4. ***Assess the effectiveness of the UN(D)AF as a coordination and partnership framework****, and as a tool to strengthen the coherence of the work of UN agencies in Jordan. In particular, and in light of the recent request from the GoJ to adopt the Delivering as One approach, the evaluation will review existing practices and process vis-à-vis the DaO pillars to identify areas for improvement.*

As part of this evaluation, a screening of the progress towards the core elements of Delivering as One, was repeated, the first one having been conducted in 2015. **Out of the 15 core elements, 3 are fully implemented, 8 partially implemented and 4 not implemented**. This is a solid basis for the UN to ground its work going forward. The work on the finalization and adoption of the Business Operations Strategy is well behind schedule and the lack of progress on a harmonized, realistic and coherent costing and budgeting can be related to the lack of

joint assessment and programming, as well as lack of joint monitoring of activities (including cost-efficiency).

Coherence of engagement with government counterparts should be enhanced through adoption of key messages per sector and coordination of interactions (using results groups as appropriate). UN coherence and coordination should be seen and articulated as a contribution to foster government internal coherence and coordination.
Partnership with civil society should be more systematic, with a stronger engagement of civil society in programme management and programme monitoring, in line with the principle of engagement and consultation of beneficiaries in programming. In addition, interaction and partnership with civil society actors should be extended beyond non-governmental organisations, to unions, business organisations, professional organisations, university and think-tanks, as appropriate for each outcome.

> 5. *To the extent possible, determine whether there **is any major change in UN(D)AF indicators that can reasonably be attributed to or be associated with UN(D)AF, notably in the realization of MDGs**, national priorities and the national implementation of internationally agreed commitments and UN Conventions and Treaties.*

Jordan has made significant progress in some of the MDGs, notably in education, environment and healthcare. As per the latest available data, Jordan has met Goal 2, Goal 5, and Goal 6, and basically met Goal 4. Based on the reporting from the different working groups and evaluations made available from different AFPs, it is difficult to infer to what extend UN interventions have contributed to the progress on MDGs attainment. However, the UN has a significant amount of activities related to education and health. It can thus be assumed that the UN has had a positive contribution to the improvements in these areas.

The result-oriented approach of assessment, planning and programming must be strengthened, the next programming cycle should have a robust M&E framework, with clearly defined indicators, targets, baselines and data sources and these should be reflected in the CPDs (Country Programme Document) of individual AFPs (Agencies, Funds and Programmes) and workplans of results/theme groups.
The CCA should be used to identify data gaps and planning should include development of baselines.

I.   Introduction and background

The Jordan UN(D)AF evaluation is grounded on the roadmap for the Jordan United Nations Sustainable Development Partnership Framework (annex 7) and is being conducted in accordance with the terms of reference approved by UNCT and government (annex 8).

The evaluation was conducted in accordance with UNEG standards (including guidance on integrating human rights and gender on evaluations) and OECD standards and takes into account relevant global commitments, namely ongoing negotiations for the next QCPR process, World Humanitarian Summit outcome and 2030 agenda. It builds upon the UNDAF review conducted in 2014 and results report 2015.

In line with the requirements for transparency, inclusiveness and participatory approaches to evaluation, UN working groups[1] have been asked to ensure consultation with and participation of key partners (government, donors and civil society) in preparing their results reports. These stakeholders were also interviewed and given the opportunity to comment on the draft of the report, in tandem with reviewing by the UN in Jordan[2].

The evaluation focused on gathering and collating results per outcome, as well as looked into the UN coherence and results thereof, covering the period 2013 to June 2016. For the evaluation of results per outcome, gathering of data was conducted through the results/theme groups. For the aspects of UN coherence, data was gathered through working groups input and interviews with UN entities and partners (civil society, government and NGOs)[3].

The present report contains a summary of the country context and UN presence in Jordan, looks into the results per UN(D)AF outcome, in addition to Human Rights, gender and accountability. The report also looks into the UN planning and coordination, in view of evaluating its contribution to coherence and support to national planning and coordination.

The recommendations of the evaluation are presented per topic, at the end of each section of the report. They focus on gathering the lessons learned from the current programming cycle, towards the development of the upcoming UN Framework for Jordan, taking into account the

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[1] For the purpose of this report, results/theme groups, working groups or inter-agency working groups refer to the UN inter-agency groups, encompassing both the UNAF results groups and UN theme groups.

[2] For the purpose of this report, UN in Jordan and UNCT are used interchangeably, to refer to the United Nations Country Team in Jordan.

[3] The interviews with working groups were structured around a set of questions which can be found in annex 13. Bilateral interviews with partners focused on their views of the UN role in Jordan to date (both in substantive focus, business model and different roles of the UN) as well as views on the UN role in Jordan in the upcoming programming cycle.

request from the Government of Jordan for the adoption of the Delivering as One approach in country.

To the extend possible, the report incorporates and answers the inputs and comments provided on the first draft. The integrity of such input and comments can be found in annex 12.

II.   Methodology

The evaluation was conducted using desk review, structured interviews and input provided by UN working groups. In view of the lack of readily available compilation of data per outcome, as well as limited resources available for the evaluation, no primary data collection was undertaken. Taking into account the existence of results/theme groups, regrouping the expert UN entities for each outcome/theme, working through these groups was deemed more likely to produce reliable and comprehensive data. Thus, data collection on results was done through the results and thematic working groups of the UN, which were asked to extend their participation to key partners of the government and civil society for the purpose of the evaluation, in addition to considering the results contained in the UNDAF mid-term review and 2015 results reporting.

The evaluation was initiated on 9 June 2016. The period between 9 to 16 June was dedicated to desk review of documents made available by UNCT members, as well as interviews in country, focusing on the aspects related to UN coherence. During this period, the focus of meetings was on results and theme groups, which included a selected participation of key government counterparts and civil society, for most groups. In addition, bilateral meetings were conducted with the Ministry of Planning and International Cooperation, Department of Statistics, World Bank, OCHA and some of the chairs of UN results/theme groups, as well as a consultation with donors. The preliminary findings resulting from these interviews were shared with the chairs of the theme/results groups on 15 June.

Between 27 June and 5 July, additional interviews were conducted with UN actors (OCHA, UNICEF, UNEP, OHCHR), government and partners. This period also was used for review of the input provided by working groups and further discussions with each group.

As per UNEG and OECD-DAC evaluation guidelines, the report looks into the policy context, development agency and partner policies, objectives and strategies; development context, including socio-economic, political and cultural factors; institutional context and stakeholder involvement and identifies and assesses the influence of the context on the performance of the development intervention. However, as the focus of the evaluation is the UN(D)AF, these criteria were applied to the process and impact on coherence of the UN in Jordan. The evaluation strived to assess the relevance, effectiveness, efficiency, impact and sustainability within each of the UNAF outcomes.

Stakeholders involved in the evaluation included UNCT (as a group, heads of agency and technical staff), government, international partners and civil society. Engagement with civil society was highly limited as further detailed below.

III.   Country Context

The macroeconomic and institutional landscape in Jordan presents a mixed but hopeful picture. As described in further details in the Jordan vision 2025[4] of the Government of Jordan[5], in the decade to 2015, Jordan was well placed in terms of the Human Development Index, compared to other middle income countries of similar territorial and population size. However, the declines in education and health were noticeable, signalling the impact of the Syrian refugees' inflow in the service delivery capacity. **Systemic and institutional gaps were present in these sectors prior to the refugees' inflow, which exacerbated pre-existing fault lines.**

As documented in the Jordan **Millennium Development Goals** report[6], Jordan has made significant progress in some of the MDGs, notably in education, environment and healthcare; while **more needs to be done to achieve the targets related to poverty reduction, employment and gender parity**. As per the latest available data, Jordan has met Goal 2, Goal 5, and Goal 6, and basically met Goal 4. The country has achieved universal primary education; eliminated gender disparity in all levels of education; significantly reduced child mortality; made the necessary improvements in maternal health; and successfully worked to combat HIV/AIDS, Malaria and other diseases.

Only one third of Jordanians over 15 are working, with the highest rate of unemployment as high as 34.3% for 15-19 year-old and 27.2% for 20-24 year-old. Each year, over 60,000 people enter the labour market. **Economic participation of population in working age is low** (37.1% of the population economically active[7]) and there are indications of mismatch between education and training and skills, and qualifications required by the labour market. Increases in productivity which occurred in few emerging knowledge–intensive sectors (such as ICT, health, financial services) have proved difficult to scale up, and are not enough to absorb the youth bulge. Productivity remained low in labour-intensive sectors, leading to the creation of low-wage low-skills jobs[8].

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[4] Jordan 2025 – a national vision and strategy, GoJ, 2015.

[5] For the purpose of this report, Government of Jordan, Government and GoJ are used interchangeably to refer to the Government of the Hashemite Kingdom of Jordan.

[6] Jordan Millennium Development Goals Report, 2016 (draft pending clearance).

[7] Statistics from 2013, Jordan 2025 (2015)

[8] Jordan, Systematic Country Diagnostic, World Bank, February 2016.

The lack of economic participation is even more pronounced in regards to women, only 15% is economically active, substantially below the regional and global averages. By contrast, of the 90% of young men available for work, only 16% were unemployed in 2007. Women account for only 36.8% of public sector employees; 18.8% of employees in the private sector; and 12% of parliamentarians. The low participation of women in the economy, executive and legislative, compound the **low scores of Jordan in gender equality**, 99 out of 146 countries in gender inequality index and 140 out of 145 in the global gender gap index 2015.

Despite the progress achieved since 1990-92, Jordan is facing challenges to maintain and **improve food and nutrition security** in the country. The growing population, scarce and fragile natural resource base for food production (most notably the scarce water resources), the frequent incidence of drought and the high dependence on food imports form major long term structural impediments to food security and nutrition. In addition, recent conflicts and civil insecurity in neighbouring countries are posing serious challenges on food security situation; the high inflow of refugees as a result of the protracted crisis in Syria is placing tremendous pressure on food supply and distribution infrastructure, resulting in increased local prices and subsequent socio-economic complications.

There is a **high prevalence of violence against women**. The Jordan Demographic and Health Survey of 2012 revealed that one third of the surveyed women (ever-married women aged between 15 and 49) had experienced physical violence since the age of fifteen. The survey also showed that 13% of women had experienced physical violence in the past twelve months. The prevalence of violence is higher among divorced, separated or widowed women (57%) than among women who are currently married (33%).

Whereas **public safety indicators** place Jordan in the high end of the spectrum, adherence to rule of law and legal predictability are areas requiring further focus; whereas corruption does not emerge as a major concern, practices of use of informal networks and contacts for obtaining services, indicators of a rent culture, do.

Social spending has increased to 8.4% of the GDP (2013), with questionable sustainability. The **poverty rate** has fallen from 21% in 1997 to 14% in 2010. However, **regional differences are marked, the rate increasing the further away a directorate is from Amman**. The absolute poverty rate varied considerably by governorate, from as little as 11.4% in Amman, to 26.6% in Ma'an. Whilst the **highest poverty rate was seen in the governorate of Ma'an**, the highest total numbers of poor were seen in the cities of Amman (36,892 households or 268,545 individuals), Irbid (22,381 households or 163,933 individuals), and Zarqa (17,866 households or 128,055 individuals); reflecting their far greater populations. The lowest total numbers of the poor were observed in the governorates of Tafileh (1,772 households or 14,244 individuals), Jerash (1,786 households or 11,998 households) and Madaba (2,704 households or 23,347 individuals)[9].

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[9] Department of Statistics, Poverty Status Report, HEIS 2012

The **poverty gap index** is on the rise in Jordan. It stood at 3.3 in 2002; at 2.8 in 2006; 2.6 in 2008 and 3.6 in 2010. It is more significant in rural areas, meaning that, on average, a poor household in a rural area is poorer than a comparably poor household in an urban area. While absolute poverty rates may have declined from 2002 to 2010, the extent to which a household falls beneath the poverty line increased, making **a poor household poorer in 2010 than it would have been in 2002**[10], income inequality is therefore growing.

Business indicators are positive, the country continues to attract investment and business, even though numbers declined following the 2008 financial crisis and the increase of regional instability. However, institutional weaknesses have been identified in promoting a more favourable business environment; these are investor protection, cost of establishing business, access to credit, tax system and insolvency and contracts' enforcement.

The **size of the public sector**, with 110 ministries, units and subdivisions, consuming 20% of the GDP, is a heavy fiscal burden, with the salary and pensions bill representing 27% of the government annual expenditure. **Public satisfaction with services has seen a decline** in the decade to 2015 and **transparency and accountability** of the public services are areas identified for improvement.

These institutional issues are being addressed, including through the envisaged IMF 36-month Extended Fund Facility (EFF), which was expected to be discussed by the Fund's board this July[11].

Management of the security spillovers from Syria and Iraq is and will continue to be an area of focus. While real GDP growth in 2014 registered 3.1 percent, inching up steadily for the fourth consecutive year, the modest recovery was cut short in H1-2015 which registered 2.2 percent growth year on year (the slowest since H1-2010). This slowdown reflects material repercussions from heightened security incidents particularly in Q1-2015 which saw 2.0 percent growth (halting the rising growth momentum of the previous three quarters), partly related to worsening developments in Syria and Iraq and their repercussions. While some recovery was witnessed in Q2-2015 with 2.4 percent quarterly year on year growth, spillovers from the Syria crisis continue to plague Jordan both on the security front, the disruption of trade routes which were exacerbated with the total closure of land routes to Iraq and Syria in 2015, and the presence of more than 631,000 Syrian refugees. [12]

As stated in the Jordan Response Plan 2016-2018 (JRP), "Jordan is host to about 1.4 million Syrians, including around 630,000 refugees. While some 83 per cent of all refugees have settled in host communities, particularly in the urban area of Amman and the northern governorates of Jordan, the remaining are hosted in refugee camps. In providing for their needs, Jordan has

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[10] Jordan Poverty Reduction Strategy (2013-2020)

[11] https://www.imf.org/external/np/sec/pr/2016/pr16294.htm

[12] Jordan Economic Monitor, Fall 2015 – World Bank.

received support from the international community. Funding, however, has not been proportionate to meet all response requirements, and whereas needs are increasing in some sectors, **trends in contributions for 2015 suggest that overall international support has not kept pace with the needs**. By November 2015, roughly US$1.07 billion had been committed to the JRP2015, which corresponds to 36 per cent of the funding requirements. Meanwhile, refugee communities are becoming increasingly vulnerable". The opportunities for growth represented by this population inflow are recognized, but at the same time **the pressure put on institutions and services is acknowledged**. By 2014, Jordan saw its population grow by 8 percent due to the conflict[13]. According to a USAID study conducted in January 2014, **the rapid rise in the number of users of such public services has also led to the deterioration of their quality** (for example, larger class sizes, crowded hospitals, and stresses on the water supply systems)[14].

Moreover, the focus of resources on the response to the refugees' inflow presents a **risk of disenfranchisement of pre-existing vulnerable population**, within and beyond the areas of refugees' settlement. Pre-crisis indicators show a development deficit in the South of the country, whereas humanitarian response and resilience activities focus on the North and Amman. As stated above, the poverty rate in Jordan declined from 21% in 1997 to 14% in 2010. However, poverty is more accentuated the further the governorate is from Amman; when Zarqa, Amman and Irbid are excluded, the poverty rate increases to 20%[15]. In early 2015, the governorate of Ma'an recorded the highest average rate of unemployment, at 16.7 percent[16]. This analysis must also consider the documented effect of rising extremism in Ma'an and the potential impact of further disenfranchising of youth in this governorate[17].

Furthermore, taking into account the recognised major impact of the crisis on institutional capacities and the need to address those, a stovepipe approach to the refugees' crisis is not conducive to sustainability and cost-effectiveness of service delivery, and might not promote equity throughout the country.

The JRP recognizes the dual need to continue and sustain the support and response to the needs of refugees, at the same time ensuring that other vulnerable groups do not suffer an unintended negative impact of resource deviation. It seeks to meet the humanitarian needs of Syrian refugees and of the Jordanian population impacted by the crisis, while striving to foster

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[13] The economic impact of the Syrian conflict in Jordan, Yasser Abdih and Carolin Geginat, Economic Window, September 2014.

[14] The fiscal impact of the Syrian refugee crisis on Jordan, Razan Nasser and Steven Symasnky, USAID, January 2014.

[15] Vision 2025, paragraph 1.2.4 – Government of Jordan, 2015.

[16] Jordan Economic Monitor – World Bank, Fall 2015.

[17] For a detailed history and analysis of this point, please see: http://www.hudson.org/research/11131-jordanian-salafism-and-the-jihad-in-syria

the resilience and effectiveness of Jordan's service delivery system in the areas of education, energy, health, justice, municipal services, social protection, and water and sanitation. The plan also endeavours to mitigate the impact of the crisis on the environment, the labour market and livelihood system, shelter, transport and energy provision, while upscaling the critical capacities of public authorities, at national and local level, to plan, program, coordinate and respond.

Whereas the JRP represents a substantive step forward in fostering a resilience approach in Jordan, **it focuses on resilience of institutions and of population affected by the crisis** (e.g. hosting communities), thus not addressing the pre-existing and broadening gap between the North and South of the country, as its activities focuses on areas of refugees' settlement, e.g. Northern and Central Jordan. However, at the project level, complementarity between the JRP and other plans have been overseen by the MoPIC.

This gap is reflected in the JRP, by mentioning it is a complementary plan, which responds to the impact of the Syria crisis on the country whereas the Vision 2025, EDP (Executive Development Plan) and Governorate plans remain valid. However, the stronger focus on funding and coordination activities around the JPR has de facto diminished the focus and support to the other plans[18].

Do no harm is a long-standing and key humanitarian principle, to be understood not only in regards to the possible negative impact of activities to the direct beneficiaries, but also potential negative effects on the overall context where the humanitarian response takes place; do no harm relates also to the sustainability of interventions and to the promotion of equality within the given context. Moreover, the importance of integrating humanitarian response into development context and responses has been recently emphasized by the World Humanitarian Summit[19]. The participants have made it emphatically clear that humanitarian assistance alone can neither adequately address nor sustainably reduce the needs of over 130 million of the world's most vulnerable people. **A new and coherent approach is required based on addressing root causes, increasing political diplomacy for prevention and conflict resolution, and bringing humanitarian, development and peace-building efforts together**. Participants resolved to pursue **a new approach to address the needs of internally displaced persons and refugees** that would meet immediate humanitarian needs and longer-term development outcomes to enhance the self-reliance of refugees, Internally Displaced Persons (IDPs) and host communities. The Summit achieved significant commitments to **transcend the humanitarian-development divide** whilst reinforcing the importance of respecting humanitarian principles and space. In recognizing the need to change, the UN Secretary-General, eight United Nations agencies signed a breakthrough 'Commitment to Action', and endorsed by the World Bank, on

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[18] No accurate data on comparative levels of funding on each plan could be found. However, the interviews conducted with government and international partners, as well as review of the socio-economic indicators, support this conclusion.

[19] Istanbul, 24-26 May 2016.

collaborating in a New Way of Working that will lead to strengthening the United Nations to meet needs, reducing vulnerabilities and managing risk better by working together towards collective outcomes, over multi- year timeframes and based on comparative advantage in each context[20].

The current United Nations General Assembly QCPR preparatory discussions and negotiations are looking into options to further strengthen the linkages between humanitarian and development actions, encapsulated in the section of transition from relief to development, and taking into account the SDGs and the recent United Nations General Assembly and Security Council resolution on the peacebuilding architecture review. A process of 'ECOSOC dialogues on the longer-term positioning of the UN development system' is also looking into these linkages, amongst other topics.

Within the UNDG, there are key messages being developed through the UNDG Advisory Group in this regard, to be finalized in the near future. On working across the charter/pillars, the hope is to increase the focus on prevention, on better joint analysis across the pillars (including strong root cause analysis), risk assessment and management, and a move towards one UN framework, where appropriate.

UN reform proposals have been discussed in the ECOSOC dialogues mentioned above, with input from an Independent Team of Advisors. These also contemplate the need to have the UN better structured to foster and promote concrete and substantive linkages between humanitarian and development activities, including ideas on how to bring the humanitarian and development coordination functions within one single coordinating mechanism at headquarters[21].

IV.   UN in Jordan: presence and results (2013-2016)

The United Nations Country Team in Jordan is composed of 17 AFPs, in addition to UNEP and OHCHR which are not resident but engaged in the country through their regional offices. UN AFPs are located in Amman, including some UN offices with specific geographic or thematic coverage (UNRWA, UNDP Regional Office, UNICEF Regional Office, UNHCR DIST-Division of Information Systems & Telecom, WHO CEHA-Centre for Environmental Health Activities, OCHA sub-regional offices for Syria and also for Yemen operations, UNIDO-Iraq, FAO-Iraq and UNESCO-Iraq). This is a total of 38 buildings occupying 28 different sites. In addition, there are three sub-offices for IOM, UNHCR and WFP in Mafraq. UNHCR sub-office in Irbid and an UNCTAD sub-office in Aqaba. Due to developments in the North-eastern border (the Berm), where over 40,000 asylum seekers

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[20] Chairs conclusions, World Humanitarian Summit, Istanbul 24-26 May 2016.

[21] Information on the current discussions related to QCPR, UNDG messages in this regards and UN reform discussions provided by United Nations Development Coordination Operations Office (UNDOCO).

are camped along the borders and require humanitarian assistance, WFP-UNHCR-IOM-UNICEF have established a presence in Ruwaished with activities in Ruqban, Hadalat and nearby areas. In addition, given its geopolitical centrality and location, Jordan is increasingly becoming a sub-regional hub for UN Syria operations (WHO, UN Habitat, WFP, FAO, UNOPS). As of 15 January 2016, a total of 1,865 staff (627 international and 1,238 national) are deployed by the UN in country, working for the Jordan, Iraq, Syria and Yemen Programmes.

UN activities in country are framed by the UN(D)AF. The UNDAF was signed with the GoJ in 2012. It and was in place when the Syrian crisis erupted and was reviewed in mid-2014 to align it with the NRP[22]. As a result of a mid-term review conducted in 2014 and in order to promote the linkages between development and humanitarian activities, in January 2015, the UNCT approved the UNAF, which incorporates a section dedicated to the Syrian refugee response and additional emphasis on resilience programming, to reinforce government institutions and services most affected by the crisis.

The results reported in this section are based on the UNDAF mid-term review, UNAF reporting 2015 and input received from the results and theme groups, complemented by specific reporting on given topics, where available. More detailed reporting related to each outcome and theme can be found in annexes 1 (i-xi). Each outcome is evaluated according to the following criteria:

1. **Relevance** – the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor;
2. **Effectiveness** - a measure of the extent to which an aid activity attains its objectives;
3. **Efficiency** - measures the outputs - qualitative and quantitative - in relation to the inputs; aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted;
4. **Impact** - the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions;
5. **Sustainability** - measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

For each outcome, a table containing the evaluation against each of the above-mentioned criteria is presented. When the evaluability of a given criteria was not possible, due to lack of

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[22] The revised UNDAF was endorsed by the UNDAF steering committee in 16 July 2014.

insufficiency of available data, this has been indicated. In addition to results per outcome, results towards Human Rights, gender and accountability are also addressed.

As mentioned above, the relevance criterion includes an evaluation of the relevance of the interventions to the priorities of the target group. As the present evaluation was kept at the highest aggregation level and no details on project formulation were looked into, the extent to which the programming within each outcome has included beneficiaries could not be evaluated. However, based on the description of the process of CCA that lead to the UN(D)AF formulation and the mid-term review, and as confirmed by several interlocutors, **stakeholders did participate in the assessment and planning process of the UN(D)AF**, even though these stakeholders (particularly government and civil society) mentioned lack of inclusion in the follow-on programming and monitoring work.

The efficiency criterion of evaluations includes cost-effectiveness. Within the context of the evaluation, the UNCT was requested to provide the information of expenditure per outcome, per year (2013-2016), per agency. Only 5 AFPs provided input, these are UN Habitat, UN Women, WFP, UNICEF and IOM. Considering that the UNCT is formed by 17 AFPs, data collected from 5 entities can only be considered illustrative. **These 5 entities disbursed USD 1,186,163,464 in the period 2013-2016.** The Disbursement per outcome is mentioned below. The input received from these entities, as well as a table summarising the expenditure per outcome per year, can be found in annex 3.

The efficiency criterion also includes an analysis of timely implementation of interventions and choice of the least costly and most adapted option to achieve the desired result. However, the data available on budget and expenditures within each outcome, the information on the implementation of activities (including timeframe) and information on comparison and evaluation of different options when of programming decisions, was not sufficient to ground such an analysis.

The UN in Jordan primarily delivers services and provides technical assistance. Its role as policy advisor, advocacy and convener are substantially less prominent, and varyingly depending on the sector[23]. In all sectors, there is a call from government counterparts interviewed as well as some donors, for **a more concerted approach to capacity building**, as well as a stronger use of different projects to promote overarching values and issues[24].

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[23] This assessment is based on the categorization of results by results/theme groups and complemented by interviews with stakeholders on their views on the UN role to date in Jordan.

[24] One of the examples provided in this regard is the missed opportunity of promoting gender-sensitive planning and budgeting through the technical assistance provided to the Ministry of Planning and International Cooperation.

There is a call for an increase role of the UN **in evidence-based policy advice**, combined with convening role, that, is, promoting analysis and discussions on topics and needs, gathering partners around those, in support of a coherent approach and coherent activities bringing together government, international partners and civil society and strengthening leadership of the government.

Outcome 1: Enhancing systemic reforms
Jordan has undertaken political and institutional reform at national and sub-national levels in a participatory, transparent and accountable manner.

Indicators & Targets:
1.1: 6 items of legislation drafted in a participatory and transparent manner
1.2: 5 national consultation processes engaging civil society and youth held
1.3: 9 political reform initiatives undertaken by government and parliament
1.4: 2 functional gender sensitive mechanisms to support accountability and decision making at national and governorate levels
1.5: 3 local participatory / community based governance mechanisms established
1.6: Availability of gender sensitive national-level governance indicators
1.7: 5 political parties represented in the parliament
1.8: 5 national institutions with functional accountability mechanisms
1.9: 3 methodologies being used to measure and assess poverty and vulnerability

The expenditure for this outcome[25] for the period 2013-July 2016 was USD 2,312,140.
Support was provided to the JRP through a UN Joint Programme, which aims at streamlining the aid architecture and enhancing transparency and accountability of aid flows. An online project approval system (JORISS) was established in 2015 with 323 projects approved as of 31 December 2015, as a result of which status of projects are known in real time and the average number of days for project approval was reduced from 33 to 25 days. Training was provided to staff of the Ministry of Planning and International Cooperation (humanitarian response coordination unit) in different topics, including project submission and reporting, maintenance of JORISS and support to the JRP task forces. Policy options were provided to MoPIC to update JRP2016-18 in light of the census 2015 data and London commitments. Gender and Environment markers were included in JORISS for JRP2016-18.

The UN supported the Government of Jordan in the development of the national Vision 2025, providing technical assistance in conducting a needs assessment and defining the goals. Support is also being extended to establish a website and an online monitoring system - hosted

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[25] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

for The Prime Minister's Delivery Unit (PMDU) - for Vision 2025 and its Executive Development Plans.

In addition, the UN provided technical and training support to the Department of Statistics for the development of the National Population and Housing Census, which was conducted in December 2015.

A voter registration data base was established and transparency on the work of the Independent Electoral Commission promoted, through enhancement of its website. Activities were undertaken on raising the awareness of youth and women on the importance of their participation in elections. Support was also provided for the by-election held in Karak's 2nd district to fill a vacant seat on December 19, 2015.

A Legal Aid Needs Assessment and a comparative study of legal aid programmes in the Arab World were conducted and a draft legal aid framework submitted to the Ministry of Justice. An evaluation with recommendations, regarding the alternative dispute resolution mechanisms was concluded.

Support was provided for the draft of the Jordan Millennium Development Goals report, currently under finalisation.

CRITERIA	EVALUATION
Relevance	**highly relevant, as indicated in national assessments and plans.**
Effectiveness	**Contribution towards target 1.3. through assessments and policy options on legal aid and ADR.** **Contribution towards target 1.6. through adoption of gender marker in JRP and development of a gender strategy by the IEC.** **Contributions towards target 1.8. through improvements of transparency of the work of IEC.**
Efficiency	**Not possible to evaluate**
Impact	**Not possible to evaluate**
Sustainability	**Reporting on activities related to capacity building of the MoPIC related to JORISS indicate contributions towards sustainability of the system (through training and mentoring to ministry staff).**

Outcome 2: Ensuring social equity
Jordan has institutionalised improved social protection and poverty alleviation mechanisms for vulnerable people at the national and sub-national levels

Indicators & Targets:

2.1: 3 policies/laws in line HR, CEDAW & CRC

2.2: Principles adopted for the protection from GBV & VAC

2.3: <20% of students having suffered verbal & physical violence in all government and UNRWA schools over the last month disaggregated by sex

2.4: 10% of targeted population (disaggregated by sex, age and localities) receiving social benefits as per the SPF

2.5: 2 governorates implementing and tracking gender sensitive sustainable & equitable Local Economic Development plans in a participatory and inclusive manner

2.6: 8.8% of food insecure Jordanian people (disaggregated by sex) in UN targeted districts

2.7: (tbd) National Capacity Index (to be updated January 20152

2.8: Three gender responsive national sectoral plans and budgets

The expenditure for this outcome[26] for the period 2013-July 2016 was USD 71,503,021. The UN supported the Ministry of Social Development in drawing bylaws for the Juvenile Law No. 32 of 2014. Technical support was also provided on bylaws relating to child labour. The UN worked jointly to promote awareness on child labour, through events related to the World Day Against Child labour. Standard Operating Procedures for the National Framework for Family Violence developed; the training package for prevention and Response to Gender Based Violence and Violence Against Children in Jordan was reviewed and updated.

Within the framework of the UN Women/UNFPA/UNICEF Joint Programme 'Hamayati' 4 centres and one shelter (in Amman, Irbid, Zarqa, Mafraq and Ma'an) are being supported, to increase sexual and gender-based violence (SGBV) survivors' access to comprehensive lifesaving protection services, including health, psychosocial and legal services. An average of 420 beneficiaries per month access different services provided in the centre and 303 beneficiaries per month benefit from SGBV survivors accessing services. In addition, during 2016, 1799 community members were reached through awareness raising activities. The shelter is currently hosting 169 survivors of violence.

UN Women's project 'Hemaya', in collaboration with the Arab Women's Legal Network (AWLN), the Ministry of Justice, Judicial Council, Judicial Institute, and Jordanian Bar Association, supports systems, policies, procedures and mechanisms that seek to increase respect for the rule of law

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[26] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

and women's human rights. Recent capacity building initiatives focuses on enhancing the capacity of judicial professionals – including judges, prosecutors and lawyers – and coordinating with security forces to better deal with survivors of violence.

The UN Women/UNESCO Joint Programme 'Empowering rural women in the Mafraq Governorate' builds on the potential of the Umm El Jimal archaeological site, intertwining culture and women's empowerment as a source of resilience and poverty alleviation, supporting the creation of a range of cultural tourism services on site, including handicrafts production, hospitality services and heritage information and education activities.

CRITERIA	EVALUATION
Relevance	**highly relevant as indicated by national assessments and plans.**
Effectiveness	**Target 2.1. achieved (juvenile law, bylaws on child labour and SoPs for framework on family violence)** **Target 2.2 achieved (SoPs for framework on family violence)**
Efficiency	**Not possible to evaluate**
Impact	**Not possible to evaluate**
Sustainability	**Not possible to evaluate**

Outcome 3: Equitable quality social services
Jordan is providing equitable delivery of quality social services for all men, women, boys and girls.

Indicators & Targets:
3.1: 70% National KG2 enrolment rates
3.2: Under 5 years Mortality Rate (U5MR) < 12 death x 1,000 live birth by 2015 (MDG4)
3.3: Maternal Mortality Rate (MMR) < 21.5 death x 100,000 live birth by 2015 (MDG5)
3.4: <27% Rate of smoking among people aged 15+
3.5: <24% Prevalence of hypertension among population over 18 (disaggregated by sex)
3.6: >27% Contraceptive prevalence rates
3.7: 30% increase in the number of women and young people receiving services from 20 clinics providing high quality services
3.8: To maintain 99% Retention rate in UN assisted schools for boys and girls from 1st grade - 6th Grade.
3.9: To maintain 1% Drop-out rate for boys and girls in UN assisted schools
3.10: (tbd) National capacity index for school feeding. (to be updated January 2015)

The expenditure for this outcome[27] for the period 2013-July 2016 was USD 89,906,531. The result group worked together to review neonatal care protocols and guidelines and trained more than 300 health professional in applying new protocols for neonatal and maternal health. A joint UN effort ensured the immunization of 397,000 children (5-0 years) through subnational immunization days. In addition, the UN partnered with the government and NGOs in Jordan in designing a training package and initiated five-day Training of Trainers. This was the first ever training in Jordan aiming to equip community health workers with the necessary skills in area of antenatal, postnatal and new-born care counselling, early referral and support services.

WHO, with royal patronage, government ministries and other health and sports agencies hosted World Health Day, "Beat Diabetes" and "Increase Physical Activity" Day that targeted host populations, refugees, school children, adolescents, and adults. WHO also hosted an exhibition to introduce the Framework Convention on Tobacco Control (WHO FCTC) and 6MPower policy measures to fight the tobacco epidemic.

Support was also provided to the promotion of mental health and well-being, through the consensus adoption of the roadmap for strengthening mental health in Jordan. This roadmap was developed based on the Global Action Plan for Mental Health 2013-2020 and the Mental Health Regional Framework endorsed by the 62nd EMRO Committee in 2015.

CRITERIA	EVALUATION
Relevance	**highly relevant as indicated by national assessments and priorities.**
Effectiveness	**Contributions towards targets 3.2 and 3.3 through immunization activities and review of neonatal care protocols, guidelines and training of health professionals in this regard. Contribution towards target 3.4 through awareness raising activities on tobacco consumption.**
Efficiency	**Not possible to evaluate**
Impact	**Not possible to evaluate**
Sustainability	**Not possible to evaluate**

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[27] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

Outcome 4: Investing in young people
Jordan has policies and mechanisms for effective and inclusive participation of young men and women in social, cultural, economic and political life.

Indicators & Targets:

4.1: Implementation and adoption of the finalized young men and women strategy detailing specific social, cultural, economic and political programs

4.2: (tbd) % of economically active young women and men

4.3: (tbd)% of young women and men engaged in voluntary civic and youth-led/ political activities/initiatives (disaggregated by sex)

4.4: (tbd) % youth and youth female unemployment

The expenditure for this outcome[28] for the period 2013-July 2016 was USD 19,112,061. Extensive support was provided for the development of evidence-based national youth policies. The UN assisted the Higher Council for Youth in developing a National Youth Strategy for Jordan and supported the preparation of a National Youth Survey. Support was also provided to the National Expert Team for labour market, to look into the positional analysis regarding skills development for youth.

The UN trained a core team of 31 UNRWA Technical Vocational Education and Training trainers on life skills packages. Additionally, 5,100 Palestinian youth were trained and 12 youth initiatives supported. Capacity Development for the youth centres staff was provided, on assessment of the youth's understanding of strategic planning.

UNDP and WFP have implemented an emergency employment programme in 8 municipalities in Mafraq governorate, which reached 939 beneficiaries (586 of which females). 100 young women were placed in jobs in the garment industry and 300 young women were trained on data entry and secretarial work to facilitate job placement **by UN Women**. In addition, 1,850 youth empowered to set up social entrepreneurship businesses.

UNESCO, through the Net-MED youth project have established the first national youth organizations coalition and established the core technical committee of the meeting responsible for formulating the roadmap for the coalition on the basis of having the UN agencies in the UNAF (UNFPA, UNDP, UNWOMEN). UNESCO has also included the UNAF youth result group members (UNRWA, UNWOMEN, UNDP, ILO and UNV) in the national expert team

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[28] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

workshops related to the skills forecasting model which is being developed in partnership with ministry of planning and international cooperation.

CRITERIA	EVALUATION
Relevance	highly relevant as indicated by national assessments and plans
Effectiveness	Contribution towards target 4.1. through support provided for the youth survey and youth strategy. Contribution towards target 4.2 through support to national expert team for labour market. Contribution towards target 4.4 through emergency employment programme in Mafraq governorate municipalities
Efficiency	Not possible to evaluate
Impact	Not possible to evaluate
Sustainability	Not possible to evaluate

Outcome 5: Preserving the environment
Government and national institutions have operationalised mechanisms to develop and implement strategies and plans targeting key cultural, environmental and Disaster Risk Reduction issues (including a transition to a Green Economy) at national and sub-national levels.

Indicators & Targets:

5.1: Implementation of environmental regulatory instruments (including regulations, laws and by-laws) with Multilateral Environmental Agreements under implementation by Ministries of Environment, Industry & Trade, Water & Irrigation, and Tourism & Antiquities

5.2: 3 Ministry endorsed strategic planning documents that integrate Climate Change Adaptation (CCA) measures.

5.3: Strategies and action plans in place for Strategic Environment Assessment and Disaster Risk Reduction and Management

5.4: 3 Green Economy projects implemented in each Governorate.

5.5: 3 new building codes implemented at the governorate level

5.6: 12% of all hazardous waste treated; 70% of waste disposed in accordance with the waste management hierarchy; 5% of aluminium and 20% of paper recycled

5.7: Energy & environment laws reviewed

The expenditure for this outcome[29] for the period 2013-July 2016 was USD 124,961,827. A report on "Rapid Assessment of the Impact of Syrian Refugee Fluxes on Environment in Jordan" was developed, presenting a first-stage rapid assessment of the potential impact on the environment in Jordan of the influx of Syrian refugees. The study addressed five priorities, mainly, water quantity and quality, soil degradation and rangelands, biodiversity and ecosystem services, air pollution and hazardous and medical waste. The UN also worked with the Ministry of Environment on mainstreaming the environmental component across the Jordan Response Plan so that an Environment Marker will be included for all JRP projects under Jordan Response Information System for the Syria Crisis (JORISS).

A water harvesting/catchment area was established in "Al Ma`w for Nature and Wildlife" feeding directly from rainwater and from catchment system connected to the roofs of Sanctuary buildings. 10 units in Souf and Sakeb villages benefited of revolving fund grants to construct rain water harvesting tanks. Four public sites and facilities have been identified in Karak, Mafraq, Balqa and Irbid to turn them into efficient water and energy facilities.

A holistic legal framework has been developed for a total of 79,600 hectares in Petra to ensure proper land planning and management with high attention paid to unique biodiversity values in the site. Land use plan formulation for total of 60,000 hectares in Rum area is in progress, extensive consultations with local communities and relevant stakeholders have been undertaken. The development of land use plan for Dibeen is progressing, a total of 13,700 will be covered by the new plan. Extensive consultations with local authorities and communities have been undertaken. The Tourism Green Unit has been established in the Ministry of Tourism and Antiquities.

No specific outcome, output or indicators and targets related to the implementation of **Sustainable Development Goals** are included in the UNAF, as these were still under negotiation when the UNAF was finalized and adopted. Notwithstanding, the UN in Jordan established an SDGs thematic working group and has been coordinating its support to the government in the work related to the adoption of the SDGs in Jordan.

Support was provided to national institutions to ensure understanding and strong national ownership in the adoption and implementation of the 2030 Agenda. The Ministry of Planning and International Cooperation (MOPIC) and the Ministry of Finance (MoF) were supported with technical expertise and policy advice in preparation of the intergovernmental negotiations for the 2030 Agenda (January-July 2015), the Third International Conference on Financing for Development (July 2015) and the Global Summit (September 2015).

Support was provided for the development of the roadmap by MoPIC, with the participation of line ministries, national institutions, civil society, youth and private sector. Support continues to

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[29] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

be provided for the technical consultations with line ministries for the definition of nationally-tailored SDGs targets and indicators, identify baselines and agree on 2030 targets.

The SDGs working group carried out several initiatives to strengthen the position and coordinate future action of NGOs, youth and women organizations. The group also organized and/or supported several awareness raising activities, including a workshop on "The role of Volunteerism in achieving the Sustainable Development Goals (SDGs)" and a social media campaign following the UN Summit to adopt the 2030 Agenda.

CRITERIA	EVALUATION
Relevance	highly relevant, as indicated in national assessments and plans.
Effectiveness	Contribution towards target 5.3. through assessment of environmental impact of Syrian refugees' influx; introduction of environmental marker in JRP and initial consultations towards the development of a drought policy. Contribution towards target 5.5: land plan management framework for Petra developed, consultations on land use plan for Rum and Dibeen initiated.
Efficiency	Not possible to evaluate
Impact	Not possible to evaluate
Sustainability	Not possible to evaluate

OUTCOME 6: Refugee Protection and Assistance
Syrian refugees and host communities have improved access to quality services (including protection and humanitarian assistance) to sustain the impact of the Syria crisis in a resilient manner[30].

Indicators & Targets:
6.1: # refugees assisted in camps and in non-camp setting (disaggregated by sex)
6.2: # host communities assisted with the aim to mitigate the impact of the Syria crisis on Jordan

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[30] Results reported are based on the input received from the refugees group as well as mid-term report of the Jordan chapter of the 3RP.

The expenditure for this outcome[31] for the period 2013-July 2016 was USD 878,367,884. The Jordan chapter of the 3RP mid-year report indicates that USD 255,000,000 were provided for the JRP, representing 23% of the requested funding. It does not, however, provide information on the expenditure to date.

The UN has provided direct service delivery related to food security, non-food items, health, nutrition, shelter, protection, transport and security, including cash transfer for refugees leaving outside camps. In addition, the UN provided policy support in coordination and in the development of the cholera response plan.

The UN provided USD 41.5 million in cash assistance to Syrian refugees. Assistance is provided biometrically for large scale outreach and cost effectiveness. Accountability to refugees is ensured by the 65,000 home visits conducted and a 16-line help-line that received 314,915 calls eradicating cost associated with traveling to seek advice and assistance. In addition 22,200 refugees were assisted with resettlement[32].

The UN's assistance allows over half a million Syrian refugees in Jordan to meet their basic food needs every day, and has contributed USD 408 million to the Jordanian retail economy, between 2012 and 2015. As of 2014, 95 percent of the UN's assistance is provided in the form of e-vouchers, a platform which functions like a pre-paid debit card, developed in partnership with MasterCard[33].

The UN has implemented emergency employment support programme to support the livelihoods and provide job opportunities for young Jordanians in the host communities in municipalities in Mafraq.

Achievements were notable in relation to gender mainstreaming and integration across all sectors, with the response in Jordan recognized as a global model establishing the Sector Gender Focal Point Network as a multi-sector response that strengthens gender-sensitive analysis, planning, monitoring and evaluation and reporting. To date Health and Education Working Groups completed gender-sensitive analysis documents to be used for planning and monitoring, while other working groups are in the process of drafting documents.

The creation of the Application for Integrated Management for Protection and Solutions allowed for the more effective use of resettlement as a protection tool by integrating data on over 30 fields on protection needs and social-economic vulnerability, while reducing processing time and fraud risks. Increased integration of biometrics allowed for the rapid identity

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[31] Expenditure data includes exclusively UN Habitat, UN Women, WFP, UNICEF and IOM who provided the data.

[32] Numbers mentioned in this paragraph refer to reporting at the end of 2015.

[33] See footnote above.

verification of 30,000 resettlement candidates for the United States, while efficiencies achieved through the AIM system allowed for the processing of 12,000 individuals for resettlement to Canada. In addition, the Food Security Sector reached a milestone in technology and innovation in February, through the iris scan payment system.

The UN supported Jordanian Women Union to reach out to 1,906 people from hosting communities with awareness raising activities on methods to redress and eliminate violence against women. In addition, 399 training sessions to 12,407 School Advocacy Group members focused on how to develop school-level plans to create a violence-free environment.[34]

CRITERIA	EVALUATION
Relevance	highly relevant as indicated by national assessments, plans and international commitments.
Effectiveness	Could not be evaluated
Efficiency	Could not be evaluated
Impact	Could not be evaluated
Sustainability	Could not be evaluated

Human rights, gender equality and women's empowerment

No specific outcomes refer to **Human Rights** in the UN(D)AF, with the exception of one indicator under Outcome 2: ensuring social equity: "3 policies/laws in line HR, CEDAW & CRC". The reported results towards this target are a variety of activities related to awareness and capacity building of CEDAW and technical support provided on bylaws relating to child labour.

Human rights results are based on interview conducted with OHCHR and the last Universal Periodic review for Jordan, which took place in July 2013[35]. The most recent special procedures reports concern trafficking in persons, especially women and children; freedom of religion or belief; human right to safe drinking water and sanitation and torture and other cruel, inhuman or degrading treatment or punishment[36].

According to OHCHR and the last UPR, the main HR issues in Jordan are: torture and other cruel, inhuman or degrading treatment or punishment; concerns on the effect of the electoral law on freedom of association, strength and role of political parties and the law on association;

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[34] These results were reported under outcome 3 (equitable quality social services). However, they are included in the summary of outcome outcome 6 (refugee protection and assistance) as they relate directly to refugee and host community protection. As activities refer to gender based violence, results could also be mapped against outcome 2, which is the only outcome with a GBV related target.

[35] A/HRC/WG.6/17/JOR/1, 29 July 2013.

[36] Respectively: A/HRC/32/41/Add.1; A/HRC/25/58/Add.2; A/HRC/27/55/Add.2 and A/HRC/4/33/Add.3.

refugees civil and political as well as socio-economic rights, in particular relating to freedom of movement and work permits; administrative detentions; implementation of CEDAW, in particular, economic empowerment, violence against women, migrant labourers and nationality for children of migrants. Enhancing the capacities of the national Human Rights architecture is an area of focus for OHCHR.

Based on the available data, it was not possible to evaluate the effectiveness, efficiency, impact or sustainability of human rights related interventions, nor the extend to which human rights are driving assessment, planning and programming. Through interviews, some evidence was gathered of existing cooperation between UN entities on human rights, in particular relating to elections. However, there seems to be room for improvement in having a stronger focus on human rights across UN priorities and activities.

Gender is mentioned in outcomes 3 and 4 (Equitable quality social services and Investing in young people), all of the targets under these outcomes envisage gender disaggregated data measurement of progress. In addition, gender specific indicators/targets are included for outcomes 1 (Enhancing systemic reforms) and 6 (Refugee protection and assistance).

The gender specific targets are[37]:

Outcome 1 (Enhancing systemic reforms):
1.4. 2 functional gender sensitive mechanisms to support accountability and decision making at national and governorate levels
1.6: Availability of gender sensitive national-level governance indicators

Outcome 2 (Social equity)
2.1: 3 policies/laws in line HR, CEDAW & CRC
2.2: Principles adopted for the protection from GBV & VAC
2.5: 2 governorates implementing and tracking gender sensitive sustainable & equitable Local
    Economic Development plans in a participatory and inclusive manner
2.8: Three gender responsive national sectoral plans and budgets

Under outcome 1, an Independent Electoral Commission (IEC) gender strategy has been developed and under outcome 2, Standard Operating Procedures for the National Framework for Family Violence were developed and the training package for prevention and Response to Gender Based Violence and Violence Against Children in Jordan was reviewed and updated[38].

Under outcome 6 (refugee protection and assistance), the IATF Health and Education Working Groups completed gender-sensitive analysis documents to be used for planning and monitoring, while other working groups are in the process of drafting such documents.

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[37] For indicators that require gender disaggregated data collection, please refer to the specific outcomes.

[38] More details on gender related results can be found under outcome 2.

In addition, the UN in Jordan has undertaken several initiatives aimed at increasing its impact and effectiveness on gender equality and increasing its capacity, capacity of partners and government in effectively addressing and measuring impact on gender equality.

The gender theme group organized a two-day training on gender mainstreaming in humanitarian and resilience programming, providing eighteen implementing partners with tools and strategies for gender equality programming and gender mainstreaming.

A gender marker was also introduced within the projects to be funded under the JRP. 109 projects endorsed by the Government of Jordan under the Jordan Response Plan 2015 have been rated.

In line with the recommendations of the gender scorecard[39], a gender marker system for all active Joint Programmes has been introduced and piloted within the framework of the Inter-Agency Projects Approval Committee (IPAC). A Guidebook for Gender Focal Points has been developed as well as a guidance note on how to mainstream gender in the formulation of the business Operations Strategy. In addition, a gender vision was developed by the Gender Team Group, in preparation for the upcoming CCA.

Awareness on the importance of implementation of CEDAW as addressed, through the production of audio-visual material and support was provided to the National Commission for Women for the development of a Beijing20+ Position Paper, which was presented during the 59th Session of the Commission on the Status of Women in March 2015.

Notwithstanding this substantive advances and results towards gender equality, **gender activities seem to still be compartmentalised and not fully mainstreamed across all UN activities, be it in policy/advocacy or service delivery**. Building upon the progress made, further efforts are required in using the existing assessments, when of the CCA, to validate the main gaps contributing to gender inequality and ensuring a sustained and efficient approach of the UN in this regards.

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[39] Gender scorecard recommendations: Formulate a visible and coordinated UNCT stand on gender equality; Establish and empower an Interagency Gender Theme Group; Prioritize gender mainstreaming in Joint Programmes; Develop UN Capacity to foster gender equality & women's empowerment; Implement UNCT GRB tracking mechanism; Improve next UNDAF/UNAF design to deliver gender equality results. Gender Scorecard narrative report, UNCT Jordan, December 2014.

CRITERIA	EVALUATION
Relevance	**Human Rights and Gender: highly relevant as identified in the national assessments and plans.**
Effectiveness	**target 2.1 is in good progress and target 2.2 has been achieved.**
Efficiency	**Not possible to evaluate**
Impact	**Not possible to evaluate**
Sustainability	**Not possible to evaluate**

Accountability (including monitoring and evaluation, communication and operations)

No evidence was found of a coherent and holistic communication strategy for the UN(D)AF beyond sporadic publications, such as the leaflet on the results 2015. Nevertheless, the UN **communications group** was active in specific initiatives, it coordinated the organizations around the celebration of the UN's 70th anniversary. The 16 days of activism against gender-based violence campaign, a UN-wide effort, succeeded in organizing more than 200 events in all 12 Jordanian governorates, involving more than 100 civil society and private sector partners.

A media breakfast event was organized, aiming at enhancing the UNCG's relationship with national and international press and media in Jordan. As a result, four national news agencies and one international have enhanced their knowledge on the SDGs and on the work of the UN and Government of Jordan in this area. This was reflected through the articles which were published after the media breakfast and the continuous inquiries and interest of the journalists in the SDGs. 1,527 people were engaged through social media at the occasion of women's day.

The **Operations Management Team** (OMT), through its procurement sub-working group, developed a strategy for 2016-2015 which includes the establishment of a common procurement web portal for all Long Term Agreements (LTAs), and the initiation of TAs for common procurement of goods and services. This has enabled the agencies to use the LTAs according to their requirements. The process of common LTAs for goods and services was initiated, in order to achieve both cost and operational efficiency and effectiveness. Successful DSA survey was conducted during the first quarter of this year, expanding it to areas of substantive presence of AFPs, taking into consideration the increased hotel cost and additional DSA places where the programmes are being implemented by different AFPs.

In response to Ruwaished Border Operation, the OMT initiated with the ICSC to establish temporary duty station classification for Ruwaished. The temporary classification as duty station helps the AFPs working on this operation to assign international staff who were

previously on mission status thus diminishing the operational costs. The declaration of temporary classification was approved in April 2016.

The Common Standard Operating Procedures on protocol processes have been finalized by the Protocol sub-working group and will be shared with Ministry of Foreign Affairs. The Harmonized Approach to Cash Transfer (ACT) taskforce was established to encourage agencies to implement HACT in their operations.

Under the UNDG Operational Guidelines, the term "common services" is used to describe the implementation of common administrative functions amongst United Nations system organizations. It encompasses different types of activities, such as administrative and financial services, commercial services (e.g. choice of a common bank, a catering company or a travel agency, etc.), services linked with the common premises such as utilities, cleaning and maintenance but also fundamental aspects as provision of security and safety or health care. In Jordan, the OMT, is yet to fully champion the development of a common operations agenda at country level ensuring that programme delivery is supported in an as effective and efficient possible way, ensuring high quality, timely operational support to participating agencies. According to the standard UNDG terms of reference, the OMT should champion such an agenda, ensuring that there is a clear, demonstrable benefit in terms of cost reduction or quality of services, realized by engaging jointly in the development and management of the identified services.

The UNCT Jordan started the preparation for the development of the United Nations Sustainable Development Partnership Framework (UNSDPF) 2018-2022 which will follow the UN(D)AF 2013-2017. In support to this effort, in 2015 UNDOCO allocated resources to the UNCT Jordan under the framework of the UNDAF Design Innovation Facility. This fund was designed to support UNCTs to generate examples of UNDAFs that increase public participation and multi-stakeholder engagement, are planned with sustainable development in mind, are better informed by data analytics and supported by accountability mechanisms.

In Jordan, the fund was allocated to strengthen the **Monitoring and Evaluation framework**, through the development of a frequent monitoring mechanism. An M&E Task Force was established in 2015, with participation from UNWOMEN, UNICEF, WFP, UNOPS, UNFPA and UNDP, to work on the development of a pilot frequent monitoring mechanism. The Task Force is chaired by the RC/HC-O. This task force is had hoc, focused on the development of the mentioned frequent monitoring mechanism but does not have, to date, any role on monitoring or evaluation of the UNAF, this structure and its resources can be better used to strengthen the M&E capacity in country.

RECOMMENDATIONS:

1. As expressed by OHCHR, a stronger Human Rights approach could be adopted in line with the Human Rights upfront policy, using the CCA to do an assessment of main Human Rights

concerns and institutional gaps and a first baseline and screening of potential violators and relationship with UN entities (in line with HRDDP). OHCHR could bring expertise and experience from other countries on these two aspects; in particular, in regards to HR upfront, OHCHR could provide training as needed. Within this context, OHCHR could provide assistance on training on mainstreaming of Human Rights in programming for the UNCT in Jordan and bring experience and knowledge from other countries on mainstreaming Human Rights within the SDGs process.

2. The CCA should be used to revalidate the main gaps related to gender equality, in order to better address gender equality throughout the next planning cycle, with specific targets and indicators being developed and adopted across all areas of intervention, and possibly a specific outcome (or sub-outcome) related to women economic empowerment.

3. Women's economic empowerment should be an area of focus for evidence-based policy and advocacy, using the global knowledge and network of the UN to collect best practices and experience from other countries, to promote a comprehensive dialogue in Jordan in this regard.

4. Youth is a clear area in which the UN could assist with a more holistic and comprehensive approach, promoting dialogue, participation and evidence-based policy. Global knowledge and experience from other countries should be harnessed in this regard.

5. The methodology for the CCA should consider a strong engagement with youth. The UN should also consider a stronger inclusion of youth representatives in its programming and monitoring activities.

6. Livelihoods seem not to be the focus of any of the outcome groups, this despite the substantive contribution in this regards under outcomes 3 and 6. Considering the importance of livelihoods work in the Jordan context and the substantive programming activities the UN has in this regard, it would be worth having a holistic picture of activities undertaken, results achieved and gaps identified in this regard, further promoting synergies across different sectors.

7. Capacity development activities could be brought together promoting a shift from capacity substitution to training, skills development and mentoring. As part of the CCA, activities contributing to or with a capacity development component should be mapped, regrouped by beneficiary and coordinated.

8. As part of capacity development, better and systematic use of the global knowledge of UN should be made, examples and experience from other countries should be brought in, including on South-South and triangular cooperation, making use of the UN presence in other countries with relevant experience, as well as using the South-South cooperation unit at Headquarters.

9. Building on the work to date, activities related to refugees' response must be better linked with overall development activities and needs[40].

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[40] More details in this regard are presented in section V below.

V.   UN planning and coordination, towards Delivering as One.

UN Planning process

The UNDAF was developed on the basis of a CCA which was conducted in a participatory and consultative manner. The formulation of the UNDAF followed the same consultative approach. In mid-2014, the UNDAF was reviewed, in order to foster the alignment with the NRP. This reviewed version was approved in July 2014. In January 2015, the UNCT approved the UNAF. The UNAF maintained the five outcomes of the previous UNDAF and added a sixth outcome dedicated to the refugee response. It aimed at strengthening the coherence of the work of the UN in Jordan by reducing overlap and building on each agencies' comparative advantages keeping a focus on those longer-term national priorities that go beyond the JRP.

The UNAF succeeded in further fostering joint work of the UNCT, the number of Joint Programmes and the interactions between AFPs increased. However, the UNAF is yet to fully fulfil its objective in regards to integration of humanitarian and development activities and promoting a resilience approach across the country.

As recognized by the lessons learned from the transition from the UNDAF to the UNAF, the UNAF presents opportunities and embodies and substantive advance in fostering UN coherence across its different pillars of activities but also presents challenges. That documents identifies the potential challenge of the inclusion of the refugee component in a dedicated outcome, rather than mainstreamed in all outcomes, stating that such an approach "may make it difficult to address the interconnectedness of the refugee response and resilience of Jordanian vulnerable groups in host communities". This challenge is validated through the interviews and findings of this evaluation. Little to no connectivity exists between the work of the refugee protection and assistance theme group and the other results groups. Consequently, linkages and opportunities to continue fostering medium-long term development and looking after the needs of the refugees and hosting communities within the overall development needs of the country are not fully explored, nor are the possible consequences of a further disenfranchising of pre-crisis vulnerable population analysed. Moreover, activities related to the capacities of institutions to better delivery services might be addressed in a manner that is fragmented, with consequences for sustainability of interventions.

Jordan presents a myriad of coordination structures, as illustrated by the graph developed by the UN Resident/Humanitarian Coordinator Office[41]. These have some areas of complementarity (as the IATF and the JRP, in as much as the IATF provides for the operational coordination that feeds into the JRP discussions), a certain degree of overlap (as between the London Compact and the JRP).

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[41] Towards capturing donor funding in Jordan – UN Resident/Humanitarian Coordinator's Office, March 2016, annex 6.

UN internal coordination

The **UN internal coordination** must be seen in the context of the national coordination structure, as it should support the national coordination, foster the links between humanitarian and development and result is more coherent UN input and participation in the national coordination architecture.

The UNCT organizes its internal coordination through results and theme groups. There are 6 results groups, one for each UNAF outcome (Systemic reforms, Equitable and quality social services, Ensuring social equity, Investing in young people, Preserving the environment and Refugees protection and assistance), an Operations Management Team and 3 theme groups (Communications, Sustainable Development Goals and Gender). While the first five outcomes are coordinated through five UNAF results groups, outcome six is coordinated through the pre-existing UNHCR-led mechanism, the refugee Inter-Agency Task Force (IATF).

The frequency of meetings and level of engagement in the groups varies substantially, some groups rarely or ever meet and their added value is questioned. When prompted, reasons mentioned thereof where: (a) coordination is happening in other structures; (b) coordination requires a funding incentive; (b) plurality of coordination groups, with no clear division of labour/role.

The linkage between decision making in the results group and UNCT varies substantially between group. There is room for improvement on the reporting to and oversight and guidance from the UNCT towards theme groups. **Consistent and substantive leadership engagement** must be guaranteed and sustained from assessment to reporting, passing by implementation. Lines of responsibility and decision making must be clear. In addition, not all groups count with consistent chairing by a head of agency and level of participation and commitment of members vary greatly from group to group.

According to the approved terms of reference, the results group were established to:

1. agree on strategic areas of UN collaboration in high priority areas that would significantly advance the attainment of an output/s under that outcome.
2. work collaboratively on important advocacy or communications messages.
3. jointly identify and pursue areas of innovation, synergy, resource-mobilization and UNDG country programming principles, i.e. gender equality, human rights-based approach, environment, results-based management and capacity development.
4. plan and implement joint activities, joint programming and where relevant, Joint Programmes in the direction of shared areas of strategic interest.
5. prepare and monitor an Annual Work Plan (AWP) based on the above priority areas.
6. monitor and report on progress against UNAF outcomes achieved by the Results Group to the UNCT, and to the UNAF Steering Committee.

7. share valuable insights, knowledge and lessons learned arising from greater strategic collaboration.

The terms of reference also state that results group are accountable to the UNCT and are internal mechanisms. The terms of reference do not, however, detail the accountability and reporting to UNCT nor vet participation from partners in the groups.

Despite the terms of reference mentioning the role of the groups in identifying and overseeing activities and results towards their specific outcome, groups are focusing on development of Joint Programmes. Some groups are being used for coordination and exchange of information on activities and programmes beyond their joint activities and seeing positive impact of that. However, this approach is adopted by a small minority of groups, the largest understanding being that groups were directed to discuss exclusively Joint programming/Programmes/activities, whereas the pre-existing UNDAF groups used to look into the overall sector under their responsibility.

Groups' membership is limited to the UN, although some groups invite participation of key government and non-government counter-parts depending on the topics under discussions. Most groups recognize the value of interaction with partners (adopting more of a sector approach to their work).

Despite clear mention of monitoring of results towards their respective UNAF outcome in the terms of reference, none of the groups is used for any monitoring of activities. Groups' workplans bear little linkage with the indicators and targets for their respective UNAF outcome, individual AFPs contribution towards the outcome are not discussed nor shared within the groups and no aggregation of results takes place. As a result, there is a lack of a comprehensive and aggregated picture of the UN's contribution in Jordan and progress towards the set UNAF outcomes. This is not aided by the Strategic Results Framework of the UNAF not being completed in regards to indicators[42], nor by the lack of a structured management and accountability framework for the UNAF.

Furthermore, there are **little to no linkages between programmatic discussions and operational capacity and planning**. The exchanges between groups do not take place and the OMT is not linked to the planning and programmatic activities of any of the groups.

The almost exclusive focus of the groups on joint activities and Joint Programmes has **fostered joint work between UN entities**, in particular when funding was available for joint activities, increasing the number of those. On the other hand, **this focus did not foster a joint view and discussion of the sectors covered by the groups**; no joint analysis, sharing and collection of data nor overall information sharing on the sector has a whole is taking place. This is visible by the difficulty of the groups in capturing the overall contribution of the UN towards each

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[42] This is discussed in further details in section VI below.

outcome, beyond joint activities.

Lack of a compounded picture of the aggregated and overall UN contribution in Jordan **diminishes the visibility and accountability of the UN on its collective impact**, negatively impacting the capacity of the UN to communicate clearly its collective results and diminishing its capacity to have a coherent and high level policy and advocacy role.

UN coherence

Government and donor counterparts recognize the efforts of the UN in coherence and recognize the added value of it, when present, UN support to the development of the JRP and recent UN support to aid management through the H/RCO have been mentioned as examples. Interlocutors recognize that UN coherence happens at project/activity level, even though on an ad hoc/bilateral rather than institutional basis, driven by relationships between specific UN entities.

Notwithstanding, there is a **call for stronger UN coherence**, at programmatic level, as well as a stronger and more prominent UN coherent approach to policy level from government, donors and NGOs. As put by one interlocutor, it is clear what the UN does, it is less clear what the UN stands for.

Coupled with the timid role of the UN in policy and advocacy, this points towards the recognition by member states and government of the added value of the UN in promoting coherence and linkages between different sectors, as a drive to promote such coherence and linkages beyond the UN (e.g. within government and between government and international partners as a whole) and a correlated call for a stronger coherent strategic agenda of the UN in Jordan, translating in advocacy and policy advice. A potential example of such a role was given by an NGO partner on youth: "the UN should promote a holistic and creative discussion about the needs of youth in Jordan and bring examples and knowledge from its global presence to foster creative – rather than blueprint piece meal – programmatic approaches, based on evidence and with substantive participation of all actors".

The level of linkage between the **UN coordination to national coordination** systems varies substantially; the main linkage seems to be through the JRP process. Link of those activities with overall development needs and objectives (reflected in the ERP) seems to happen only on an ad hoc manner and evidence thereof is sparse. The internal UN structures of coordination are not being used for exploring such linkages and the extent to which the UNCT is being used to discussed and take actionable decisions in this regards is questionable.

At the strategic level, the UN is aligned with national priorities[43]. However, this alignment does not translate into operational coherence, nor provides for a clear causal nexus between UN

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[43] See annex 6.

activities and their contribution to the achievement of national priorities. **Coherence at the strategic level must be reinforced, regularly reviewed and guided by the UNCT and accompanied by stronger programmatic and operational coherence and translated into joint monitoring and evaluation, based on well defined indicators and targets, regularly monitored, allowing for aggregation of results.**

Questions were raise in regards to the **alignment of the next UN programming cycle with national processes**, in view of the JRP being a rolling plan, the EDP going until 2018 and the SDGs process. The UN in Jordan is currently envisaging a framework for 5 years, 2018-2022. This would place the UN in disharmony to the existing cycles in country[44]. Moreover, in view of the magnitude and uncertainty of the regional instability and the refugees' situation, such a long cycle might hinder a more responsive and adaptable planning. On the other hand, the cycle of the Country Programme Documents of individual AFPs must be considered.

UNDG guidance on UNDAF calls for harmonization of the UN programming cycle with national planning cycle. In the context of Jordan, and taking into account the factors detailed above, the following options are available:

- ➢ <u>Maintain the plans for an upcoming 5-year planning framework</u>, with a strong focus on the planning of the first 3 years, recognition and identification of the most volatile planning variables, based on solid scenario planning, and foreseeing a strong mid-term evaluation. This would allow for the current plans for the overall framework and CPDs to proceed as envisaged, at the same time providing room for accommodating the volatility of significant planning variables (as the refugees' situation and the macroeconomic situation of the country). It would also allow for a substantive harmonization with the next EDP;
- ➢ <u>Envisage a shorter timeframe for the upcoming framework</u>, of 3 years, with a strong focus in promoting a more robust strategic focus and evidence based results monitoring, towards having a follow-on framework that would be fully aligned with national cycle, taking into account volatile variables and allowing for a better integration with humanitarian planning. In this option, the Regional UNDG should be informed and approval sought and individual AFPs should contact their respective headquarters in view of obtaining the same alignment for their respective CPDs. Such flexibility is allowed within UNDG guidelines and several examples are available of shortening timeframe of UNDAFs and CPDs (as well as extending existing ones) to foster harmonization with national cycles and better responsiveness to the country's situation.
- ➢ A third option would be to <u>extend the current UNAF and CPDs until 2018</u>, in order to have planning process of next framework in line with national planning process, as EDP runs until end 2018. In addition to having the same advantages as the second option

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[44] Annex 6 presents the timelines of the different planning frameworks.

above, this would also allow for better integration of the SDGs indicators/target ongoing process in the planning, as this is not likely to be concluded before mid-2017.

The planning and structuring of the next UN framework for assistance in Jordan must take into account the Sustainable Development Goals. Global experience in this regard is still nascent and the UN in Jordan has clearly adopted a pro-active approach in creating an SDG working group and supporting the government in the process of "localizing" SDGs for Jordan. Globally, the experience to date on integration of SDGs focuses in the 2030 visioning exercise, which is helping to set the frame with government using a 15-year horizon.

While there are not many UNDAF examples, examples are available of national visioning exercises undertaken by government, with the support of the UN, that were subsequently reflected in the recent UNDAFs[45]. UNDP has a tool for 'SDG rapid assessments' which allows countries to see how aligned their national plans are with the global SDG framework. By and large, the links to the SDGs should be bottom up, from the UNDAF based on UN's comparative advantages and needs of government, and then link them up to the SDGs[46].

Delivering as One

The UN in Jordan started tracking its progress towards the core elements of the standard operating procedures (SoPs) of **Delivering as One** in 2015. With the formal request from the government for the adoption of the DaO approach[47], this is a good basis to pave the work towards full implementation of the SoPs, towards achieving a higher level of coherence at different levels, from strategy, to programme, supported by advocacy, communication, operations and budgeting.

As part of this evaluation, a screening of the progress towards the core elements was repeated (annex 2). **Out of the 15 core elements, 3 are fully implemented, 8 partially implemented and 4 not implemented**. This is a solid basis for the UN to ground its work going forward. The steering committee between the UN and the government has been established but only met once (16 July 2014)[48]. In addition, its linkages with overall aid management and coordination structures in country could be improved.

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[45] According to information received from UNDOCO, the example available is Uganda.

[46] Information on current practice of aligning UNDAFs to SDGs provided by the UN Development Coordination Operations Office (UNDOCO).

[47] Letter dated 9 May 2016.

[48] The steering committee was established when of the preparation of the UNDAF in 2013. At the time, no terms of reference were prepared. In this configuration, the SC met once. Terms of reference were developed in 2014. In 2015 the SC did not meet and is yet to meet in 2016.

Two Country Results Report (2013 and 2015) and one UNDAF review[49] (2014) have been produced. However, the 2015 country results report focus exclusively on the results achieved through UN joint activities. Moreover, the reports have limited financial reporting and operations and communications are reported upon separately, rather than within each result. Reporting should therefore be expanded, to cover key UN's results in each area and ensure that it is more holistic, including operational aspects of each result, as well as communications.

JWPs have been developed but cover exclusively joint activities, whereas they should cover key UN activities in each sector, beyond those implemented jointly. Furthermore, results matrix and JWPs are not fully costed. In the next programming cycle, a better link between programming and operations should be fostered and joint and accurate costing included; Costing of JWP should based on accurate estimates and reflected in CPDs.

As detailed above, results groups have been established, however, their role is not always clear and participation is uneven, as are the regularity of meetings and the chairing by heads of agency. In addition, the link of UN coordination with national coordination should be enhanced.

When of the adoption of the UNAF, the UN established a MPTF, aiming at promoting pooled and coherent funding for recovery activities. This fund has however not become operational, owing to lack of funding. Beyond the MPTF establishment, no joint resource mobilization strategy was developed for the UN(D)AF, be it as a whole or per outcome, although the 3RP being considered a joint resource mobilization for activities related to the refugees' crisis. The next programming cycle would benefit from the development of an outcome-based resource mobilization strategy.

A code of conduct was agreed upon for management and accountability, the annual RC report is in place. However, management and accountability framework for the UNAF is not in place and the role of Results Groups for monitoring is not fully implemented.

The UNCT has played a role in joint decision making, in particular in regards to UNDAF roll out, Joint Programmes and in support to the JRPSC Secretariat. It also was active in development of joint policy in some areas of work, such as developing a policy paper on livelihoods and joint advocacy for resilience-based programming.

A work plan for the OMT is in place and the BOS development is ongoing. Support could be sought from countries that have already developed a BOS, in order to expedite its conclusion and implementation. In the next cycle, the UN should also explore common services and cost-efficiency of operations and increase the link between operations and programming.

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[49] The review also looked into the alignment of the UNDAF to the national resilience plan, paving the way for the transition UNDAF-UNAF.

Coordination bodies/offices are the platform to foster coherence and accountability and joint work. The office of the Resident/Humanitarian Coordinator and OCHA have a functioning cooperation in Jordan. No joint workplan with clear identification of coordination services and clients served is in place, but joint monthly meetings are instrumental in facilitating information sharing and cooperation. Both offices have limited resources and OCHA has an atypical role in Jordan. In addition, the Jordan context brings a third important UN coordination actor to the fore; **UNHCR in Jordan plays a prominent role in coordination**, leading, overseeing and supporting the IATF structure it should thus be included on analysis and discussions on the roles and accountability of the coordination mechanisms.

Building upon the coordination already in place and the good working relations between OCHA, UNHCR and R/HCO, a more structured coordination should be established, with clear identification of coordination services, clients and division of labour between the coordination actors. Good practices from the different coordination mechanisms in place (such as the use of UNVs to support the IATF sector groups secretariat), as well as the global experience and lessons learned of OCHA and UNDOCO on coordination (such as coordination for transition, linkages between humanitarian and development activities, information platforms linking humanitarian and development and how to foster resilience) could be better harnessed for the Jordan context.

Coordination bodies should also foster and support the data gathering and analysis functions, providing technical assistance to the results groups and supporting the UNCT in implementing a more structured accountability process.

The UN in Jordan made remarkable steps and showed pro-activeness in adapting a middle income development set of skills and priorities to a context where these developmental needs suffered the impact of an ongoing humanitarian crisis. The establishment of the UNAF was the major step in this regard, as the initial building block towards a more coherent approach between the different pillars of activity of the UN (humanitarian, resilience and development)[50].

This allows the UN in Jordan to build upon these initial steps towards deepening and broadening this coherence, reinforcing the strategic coherence beyond outcomes to concrete geographically-based objectives; strengthening its evidence-based policy and advocacy work and further tightening its operational coherence and cost-effectiveness. The premise that stronger coherence and coordination at the assessment and planning phase diminishes the need for operational coordination does not seem to have held true in the Jordan context, operational coordination should therefore be further strengthened, aiming at efficiency gains, coherence, diminishing the transaction cost with partners, improving visibility of the UN system

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[50] It is worth of note that the change of the title from UNDAF to UNAF was mentioned by several interlocutors as an important signaling of the framework recognition that humanitarian and development activities must be looked at in tandem.

and developing evidence base for identification of gaps and development of policy and advocacy activities.

To this aim, **the guidance and oversight of the UNCT needs to be reinforced and better communicated to the technical level**. The large majority of results/thematic groups felt a gap of guidance from the UNCT and there is no clarity on how these groups feed into the UNCT decision making or report, nor on how the UNCT decisions trickle down and are implemented by the groups.

This must be accompanied by a stronger and more structured results driven approach, enhancing the monitoring and evaluation of results and improving the transparency and accountability of the UN as a whole. As discussed in more details above, the current monitoring and evaluation framework and mechanisms leave room for substantive improvement.

RECOMMENDATIONS:

10. Using inter-agency groups, **bring IATF and JRP sectors closer together and integrated in the context of overall development needs in Jordan**. This process could be initiated around three prominent topics where the UN has a clear added value: livelihoods (building upon the long-lasting and varied activities of the UN in this regard, impetus provided by the London Compact and recent creation of a livelihoods sector group under the IATF); youth and gender. Groups working on these topics should be brought together, share their analysis, data and mapping of activities towards the development of a comprehensive understanding of the issues, which could then be used as a basis to promote a discussion between donors and partners (international and national) and guide policy options and advocacy.

11. Building on the regional coordination in place under the IATF and the cooperation with the municipalities programme lead by the World Bank, establish coordination at sub-national level, in priority in areas affected by refugees' crisis but also areas of chronical development deficit. These mechanisms should include sub-national authorities and civil society (including private sector) and start with exchange of information and mapping of activities and evolve progressively towards an area-based development approach. 2 pilot areas (one in the areas of refugees' settlements and one in the South) could be implemented in 2017, generating practice and lessons learned to be scaled up during the next programming cycle.

12. There is a strong opportunity for a **more robust horizontal role of the UN in supporting mainstreaming and linkages between different coordination structures** at the national level, with the work around the JRP and London Compact seen as drivers thereof.

13. Ahead and during the CCA (Common Country Assessment) process, the UNCT should look into the pros and cons of the presented options regarding the timeline for the next UNDAF and take a decision.

14. Work in supporting SDGs implementation in Jordan must continue and be fully integrated in the next programming cycle. The mandatory UNCT visioning exercise should take into account the work developed by the government in identifying goals and indicators for the SDGs in Jordan and can be used to promote a policy position of the UN on how to structure its assistance in alignment with SDGs.
15. Results and thematic groups should look into the activities of the UN in contribution to their respective outcome/theme, whether joint or individual, in a manner that allows for monitoring and aggregation of results.
16. Management and accountability of the UNAF including accountability towards its indicators and objectives should be strengthened; the UNCT must have a stronger oversight and guidance role, including of the results/theme groups and government ownership and participation should be fostered, through the steering committee and stronger engagement of the government in the working groups.
17. Groups should become the ground for evidence base policy to be put for discussion and decision of the UNCT and guide UN policy positions and advocacy efforts.
18. Top bottom communication between UNCT and the groups should be reinforced, empowering the groups for decision making and implementation of UNCT decisions. At the same time, accountability and reporting of groups to UNCT directly (rather than through their respective AFPs) should be made clear.
19. Expectations and deliverables from groups should be clearly communicated, through the development of minimum standards of what each group is expected to do (in regards to programming, assessment, planning, operational coordination, data gathering, monitoring and evaluation and participation (with inclusion of government and national and international key partners)), at the same time leaving room for groups to go beyond these established minimum requirements, if they so see fit.
20. Chairing of groups must be at head of agency level and the roles and responsibility of chairs should be clarified.
21. Building upon the coordination already in place and the good working relations between OCHA, UNHCR and R/HCO, a more structured coordination should be established, with clear identification of coordination services, clients and division of labour between the actors.
22. The result-oriented approach of assessment, planning and programming must be strengthened, the next programming cycle should have a robust M&E framework, with clearly defined indicators, targets, baselines and data sources and these should be reflected in the CPDs of individual AFPs and workplans of results/theme groups.
23. The CCA should be used to identify data gaps and planning should include development of baselines.
24. As part of a robust M&E framework, evaluation plans of individual AFPs and Joint Programmes should be mapped, outcome evaluations planned and indicators and data gathering structured in a manner that is conducive to the aggregation of results. This planning must take place during the assessment phase of the next programming cycle.

25. The role for real time monitoring by results groups (based on data, linked to national monitoring) must be stressed and capacitated. RBM training should be provided regularly, making use of M&E resources in country, as well as resources available in regional offices and headquarters.
26. UNCT should regularly review the results of the real time monitoring conducted by the results/theme groups and identify challenges, taking decisions and actions for addressing those.
27. The current ad hoc M&E task force could be used to develop a robust M&E framework for next cycle, including identification of indicators, targets and establishment of baselines, making use of the available resources (financial and technical assistance) to complement the work conducted during the CCA in this regard and promote capacity building on M&E (including results chain) within the UN. The task force could also be institutionalised as a theme group, as a support to the ongoing monitoring role of the results groups.
28. The Business Operations Strategy should be urgently finalised. Guidance on costing and budgeting should be prepared and shared with all members of the UNCT in order to allow for a harmonised, realistic and comparable budgeting across UN entities, thus facilitating reporting and accountability.
29. The work of the OMT should continue exploring opportunities for stronger coherence but at the same time its role on strategic aspects of cost-efficiency gains should be strengthened. The OMT should promote analysis of areas of coherence which would bring the best cost-effectiveness gains for the UN in Jordan and present the results and recommendations to the UNCT.
30. The OMT should be engaged in the overall assessment and prioritisation of activities of the UN in Jordan, in order to ensure that objectives are matched by available or projected operational capacities and structures.

VI.   Key Enablers:

In addition to results, planning and coordination, it is also important – in the context of the UN(D)AF evaluation, to look into the key enables, which, according to UNDG guidance on UNDAFs, are risk management, policy coherence, coherence across the charter and partnerships. Policy coherence and coherence across the charter have already been addressed in details in sections IV and V above. Therefore, the present section will focus on some considerations related to risk management and partnerships.

The UN in Jordan has to date not adopted a **risk management approach**. It is suggested that a risk analysis should be undertaken when of the CCA. This analysis should cover the different risks (operational, security, reputational, political, risk of non action) and embed an initial assessment on HRRD (Human Rights Due Diligence). The methodology for programme criticality is a good starting point for such an analysis.

The UN in Jordan has a **very good level of credibility and legitimacy** with the government and international partners. Some of the **partnerships**, however, could be addressed in a more

structured and holistic fashion. Partnership with key donors would benefit from being structured system-wide, rather than on an entity-by-entity basis. This approach could be adopted for USAID and EU. In particular in regards to the EU, following the example of other countries, the partnership could be made more efficient by establishing a regular dialogue to address concerns and strategic issues, as well as ensure coherence and consistency on reporting. This could also assist in ensuring a harmonized implementation of visibility guidelines across UNCT and a uniformed approach to reporting and engagement in project management, key aspects of concern of the EU in its partnerships. Such an approach would not only bring cost-effectiveness gains, but also allow for a more structured strategic partnership between the two organisations.

In regards to civil society, it must be noted that the capacity in mobilizing civil society partners for consultations during the evaluation was notably difficult. This in itself is cause for reflection on the relationship between the UN in Jordan and civil society. Some civil society partners who were interviewed perceive the UN as placing itself in competition with them at the operational level. Moreover, when prompted to identify/indicate civil society partners, UNCT members referred exclusively to non-governmental organization; there is thus room to expanding the partnership with other civil society partners, notably unions, professional associations, universities and think-thanks.

The partnership with government institutions is perceived as open and of high value. Nevertheless, different voices from different UN entities, fault lines on coordination of approaches – with some reported instances of conflicting advice – and concerns with the double role of the UN as policy advisor and implementer were expressed. Some government actors lamented the fact that the UN does not explore its large scope of action to more strongly support and advocate for priority issues across its different interaction with government and called upon the UN to strengthen its internal coordination and coherence to foster and support stronger inter-governmental coordination and coherence.

RECOMMENDATIONS:

31. The CCA should include a risk assessment, including different aspects of risk and HRDD.
32. Coherence of engagement with government counterparts should be enhanced through adoption of key messages per sector and coordination of interactions (using results groups as appropriate). UN coherence and coordination should be seen and articulated as a contribution to foster government internal coherence and coordination.
33. Partnership with civil society should be more systematic, with a stronger engagement of civil society in programme management and programme monitoring, in line with the principle of engagement and consultation of beneficiaries in programming. In addition, interaction and partnership with civil society actors should be extended beyond non-governmental organisations, to unions, business organisations, professional organisations, university and think-tanks as appropriate for each outcome.

34. The UN should invest in a platform for discussion and harmonization of its relationship with key donors, such as USIAD and EU, including common approach to visibility guidelines, engagement in project management and reporting.

VII.   Next steps

Annex 4 presents a suggested sequencing of the recommendations contained in this report. This sequencing is based on the premise that several of the recommendations can be of use within the current programming cycle, considering that it is yet 18 months to run. This takes particular account of the fact that working groups will be preparing their 2017 workplan in the last quarter of this year. The other recommendations are sequenced as per the most appropriate moment for their implementation, within each of the phases of preparation of the next programming cycle.

This plan, as well as the overall validation of the recommendations, must be discussed by the UNCT in the management response process, which is to prioritise, validate and/or adapt recommendations and decide on their implementation. The output of this process is the workplan for the implementation of the recommendations emerging from this evaluation.

In line with the principles of participation and transparency, the results of the evaluation should be presented and discussed with all stakeholders who contributed to the evaluation and/or are expected to take action on the implementation of its recommendations or will be impacted by their implementation. A power point with the main findings and recommendations has been provided to this aim.

It is strongly suggested that a series of meetings be organized within the UNCT (within each result/theme group), within individual AFPs, with government, civil society and donors to present and discuss the findings and recommendations.

As part of the communication of the evaluation to stakeholders, it is further suggested that the report (or at least the executive summary, and table of recommendations) be translated into Arabic.

VIII. Annexes