



FINAL EVALUATION

Jordan

Thematic window
Environment and Climate Change

Adaptation to Climate Change to Sustain Jordan's MDG Achievements

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Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

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ACRONYMS AND ABBREVIATIONS

AA	Administrative Agent
AECI	Spanish Cooperation Agency
CEHA	Center for Environmental Health Activities
CTA	Chief Technical Advisor
DWQ	Drinking Water Quality
DWQMS	Drinking Water Quality Management System
FAO	Food and Agriculture Organization
FE	Final Evaluation
GCM	General Circulation Model
GEF	Global Environment Facility
GTZ	German International Development Agency
IFAD	International Fund for Agricultural Development
IHE	Institute for Water Education
IHP	International Hydrological Programme
IUCN	International Union for Conservation of Nature
IWRM	Integrated Water Resources Management
JP	Joint Programme
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
M&E	Monitoring and Evaluation
MOA	Ministry Of Agriculture
MOEd	Ministry Of Education
MOEv	Ministry Of Environment
MOH	Ministry Of Health
MOPIC	Ministry Of Planning and International Cooperation
MOWI	Ministry Of Water and Irrigation
MPTF	Multi-Partner Trust Fund
MTE	Mid Term Evaluation
NATCOM	National Commission (for UNESCO)
NCARE	National Center for Agricultural Research and Extension
NGO	Non-Governmental Organization
NSC	National Steering Committee
NWMP	National Water Master Plan
PMC	Programme Management Committee
PMF	Performance Measurement Framework
RBM	Results Based Management
RC	Resident Coordinator
RFP	Request For Proposal
RSS	Royal Scientific Society
SIWI	Stockholm International Water Institute
SWAT	Soil and Water Assessment Tools
TOR	Terms Of Reference
TOT	Training Of Trainers
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

UNFCCC	United Nations Framework Convention on Climate Change
UPOV	International Union for the Protection Of new Varieties of Plants
USAID	United States Agency for International Development
USD	United States Dollar
WANI	Water And Nature Initiative
WGF	Water Governance Facility
WHO	World Health Organization
WSP	Water Safety Plan
ZRB	Zarqa River Basin
WAJ	Water Authority of Jordan
WEAP	Water Evaluation and Planning
WERSC	Water and Environment Research and Study Center
WWDR	World Water Development Report

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DISCLAIMER

This report is the work of an independent Evaluator and does not necessarily represent the views, or policy, or intentions of the United Nations Agencies and of the Government of Jordan.

1. Main Conclusions and Recommendations¹

1.1. Background

The MDG Achievement Fund (MDG-F) is an initiative funded by the Government of Spain and implemented by UN agencies to support countries in their progress towards the Millennium Development Goals (MDGs) and other development goals. It funds innovative programmes that have an impact on the population and potential for duplication. The Fund operates through UN teams in each country and uses a joint programme mode of intervention that is divided into eight thematic windows corresponding to the eight MDGs. It has currently a total of 130 joint programmes approved in 50 countries.

The Environment and Climate Change thematic window aims to contribute to a reduction in poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service provision at the national and local levels, as well as increasing access to new funding mechanisms and expanding the ability to adapt to climate change. This window includes 17 joint programmes in 17 countries that mostly seek to contribute to three types of result: (a) mainstream the environment, natural resource management and actions against climate change in all public policy; (b) improve national capacities to plan and implement concrete actions in favor of the environment; and (c) assess and improve national capacities to adapt to climate change.

The “Adaptation to Climate Change to Sustain Jordan’s MDG Achievements” Joint Programme (JP) started in February 2009 and will terminate in February 2013 (including a one-year no-cost extension). It is the only joint programmes (window) funded by MDG-F in Jordan. It has a total estimated budget of USD 4.13M, including USD 4M from the MDG-F and USD 126,667 from UNDP (USD 105,000) and other partners. It is implemented by four UN agencies (FAO, UNDP, UNESCO and WHO), five main national partners (Ministry of Planning and International Cooperation, Ministry of Health, Ministry of Agriculture, Ministry of Education and Ministry of Environment) and several other stakeholders such as IUCN - an international NGO - and a water supply company.

The rationale of this joint programme is to address threats to health, food security, productivity, and human security brought about by aggravated water scarcity that is induced by climate change as key to sustain Jordan’s human development achievements and growth. The strategy of the joint programme is to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. The joint programme seek to develop Jordan’s key government and civil society’s capacities to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be aggravated by climate change. It has been implemented through a set of two outcomes and six outputs:

Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change;

- a. *Output 1.1:* National drinking water quality management system at central and periphery level is strengthened
- b. *Output 1.2:* Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens

Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions;

- c. *Output 2.1:* Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed.
- d. *Output 2.2:* National institutional and community capacity in integrated water resources management is improved.
- e. *Output 2.3:* Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized.

¹ Conclusions and Recommendations are in Chapter 1 with a brief background section. It is structured as an Executive Summary and a stand-alone Section presenting the highlights of this final evaluation.

- f. *Output 2.4:* Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened.

This final evaluation was initiated by the UNCT-Jordan. Its main objective was on measuring development results and potential impacts generated by the Joint Programme (JP) and compare these results against the expected outcomes set at the outset of the JP.

The findings presented in this report are based on a desk review of project documents and on interviews with key programme informants and programme staff including a two-week mission to Jordan. The methodology included the development of an evaluation matrix to guide the entire data gathering and analysis process. The findings were triangulated with the use of multiple sources of information when possible and the evaluation report is structured around the GEF five evaluation criteria: *Relevance, Effectiveness, Efficiency, Results/Impacts* and *Sustainability*.

1.2. Conclusions

Relevance of the Joint Programme

Conclusion 1: The Joint Programme has been highly relevant in developing a climate change adaptation agenda in Jordan.

The impacts of climate change and the need to adapt to these impacts were not really part of the development agenda in Jordan at the outset of this JP. It was not part of the “*National Agenda 2006-2015*” and not in the “*Water for Life 2008-2022*” Strategy. Based on the existing barriers, the JP was designed to focus on five climate-sensitive sectors: environment, water (including wastewater recycling), health, agriculture and education. There is plenty of evaluative evidence indicating that the JP enhanced the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. It supported the government to acknowledge climate change impacts and address these impacts through climate change adaptation strategies in these five key sectors.

Additionally, few indicators illustrate the relevance of this programme. It includes the nomination of the CTAs of this JP as technical focal points in their respective thematic areas to participate in the development of the *National Climate Change Policy* (ongoing) and the plan to introduce the main JP achievements in the water, environment, agriculture and health sectors in the revised *National Agenda* (after 2015) that is currently under development.

Conclusion 2: The design of the JP was rushed; the process was cumbersome and the project document was limited to be used as a “blue print” for the Implementation Team.

The time to design the JP was very short and gave limited time to collaborate and engage stakeholders at this stage. Furthermore, when the JP was approved in April 2008 by the MDG-F Steering Committee, the memorandum sent to the UN-RC in Jordan was accompanied by a list of substantive comments to be addressed in the JP document before all partners formally sign it. The comments were addressed but somehow the revised version was used by the JP Team to implement the programme but was never signed.

The review of the JP document indicated that it had a few shortcomings. There was a certain inadequacy between the rationale of the project that was to focus on policies, investments, knowledge on climate change and capacity to adapt in order to address existing barriers on one hand, and, on the other hand, the results framework in the JP document that was a series of discreet activities that are somewhat difficult to put together as one programme addressing plainly the same existing barriers. Additionally, the JP document lacked a clear capacity development strategy/approach to guide the implementation, including the need to address the enabling environment for climate change adaptation and also a weak sustainability strategy articulating how JP achievements will be sustained over the long term.

Nevertheless, these design shortcomings did not prevent the JP to provide very valuable resources in a timely way to develop the awareness of the government of Jordan on climate change issues and support the development of a national climate change adaptation agenda. After a slow start and a limited ownership by stakeholders during the first half of the JP (see MTE), the JP finally benefited from a strong national ownership during its second half, which facilitated the institutionalization of its achievements.

Effectiveness of the Joint Programme

Conclusion 3: The implementation of the JP was effective and responded to national climate change needs and priorities in the water, health, agriculture, environment and education sectors

Most planned activities have been implemented and by the end of the JP, it will have delivered what it was designed for. The JP enhanced the “*capacity of key stakeholders to adapt to climate change by addressing Jordan’s long-term adaptation needs*”. When considering the level of awareness on climate change adaptation issues at the outset of the JP, there is ample evaluative evidence of the contribution of the JP to develop capacities of key stakeholders on matters related to climate change impacts on water resources, health and food security and related adaptation measures. Climate change impacts and the need to adapt to these impacts were not really part of the development agenda in Jordan at the outset of this JP. Climate change was not mentioned in the *National Agenda* and in the “*Water for Life*” strategy, which have been respectively the main policy instrument for national development in Jordan and the main policy instrument for water management in Jordan. The same was true for other key national strategies such as the national health strategy. However, today climate change adaptation is now part of the development landscape and JP achievements should be prominent in the under-development revised *National Agenda* for the period after 2015 as well as in the soon-to-be developed revised Water strategy.

The JP supported adaptations in the water and public health sectors to upgrade the national drinking water safety management system and to enhance drinking water security in response to water scarcity towards sustaining the reliable access to sufficient and safe drinking water supplies (MDG-7 target). The JP supported the implementation of Water Safety Plans as a preventative risk management framework by five utilities serving 85% of the Jordanian population. Additionally, the results of the national population assessment on minimum water requirements for health protection is soon to be made public and will provide the scientific evidence for updating national policies on water service targets and tariff structure.

Capacity to adapt to climate change in the area of food security was strengthened through the identification and dissemination of climate resilient techniques (conservation agriculture) and the development of a more resilient and productive wheat landrace. Demonstration of a model farm reusing treated wastewater should be completed in February/March 2013 and used as training and demonstration center.

Piloted interventions for showcasing, awareness campaigns targeting stakeholders at different levels, and training programmes have enhanced the capacities of local communities, youths, decision makers and professionals; including the establishment of the International Center for Water and Environmental Research at Al Balqa Applied University providing expertise and research in the area of climate change and its impact on health and food security under water scarcity conditions.

Health vulnerability assessments and national adaptation strategy and plans of actions for health protection from climate change have been conducted covering the six most important climate-sensitive health areas: heat waves, nutrition, water and food-borne disease, vector-borne disease, occupational health, air-borne and respiratory disease. Capacities of MOH technical teams was developed and the process was overseen by a MOH steering committee, which provided a good mechanism for MOH ownership of JP achievements and the integration of the components of the national health and climate change strategy into the National Health Strategy which is currently under revision.

Capacity to adapt to climate change was strengthened in the Zarqa River Basin (ZRB), where extensive studies

were conducted to assess and model climate change impacts on water quality and availability as well as identify adaptation measures addressing these impacts. Some of these measures were demonstrated in the ZRB and should be up-scaled nation-wide in the medium term.

Conclusion 4: There was not enough emphasis on developing an enabling environment for climate change adaptation.

The review of the design indicated that there was a certain inadequacy between on one hand the rationale of the project that was to focus on policies, investments, knowledge on climate change and capacity to adapt in order to address existing barriers and, on the other hand, the results framework in the JP document that was a series of discreet activities that are somewhat difficult to put together as one programme addressing plainly the same existing barriers. The review indicates that more focus on developing an adequate enabling environment for climate change adaptation would have been beneficial for the programme. It would have addressed the policy and strategy based issues needed to support the development of a climate change adaptation agenda and contributes to a greater potential for long-term impact and sustainability of its achievements.

It was noted that despite this lack of focus in the results framework of the JP, the JP Team ended up involved in several government let processes to strengthen this enabling environment; such as the development of the *National Climate Change Policy* where CTAs were invited to provide their input in their respective area of expertise or the development of climate change adaptation strategies in climate-sensitive health areas at MOH.

Conclusion 5: The JP achieved significant unexpected results

The analysis of JP achievements indicates that the programme achieved not only what it was planned to do but there is evaluative evidence that the JP contributed to some unexpected results. It includes the findings from the development of 6 climate change adaptation strategies in 6 health sectors at MOH, which should be incorporated in the new *National Health Strategy* that should be finalized in 2013; the participation of CTAs and incorporation of the JP findings in the development process of the soon-to-be finalized *National Climate Change Policy*; the creation of a Directorate on Climate Change at the MOEv following awareness of decision-makers; the creation of WSP Division at WAJ to oversee the expansion of WSPs in Jordan; the creation by a Ministerial Order of a committee on water quality surveillance chaired by the MOH, the creation of a Climate Change and Environment Unit at MOWI; and finally the contribution of the JP and its findings to the revision of the National Agenda for the period after 2015.

The good achievements of this programme made the JP a cornerstone for moving a climate change adaptation agenda in Jordan and its expertise had been used – particularly in the last phase – by national partners. It was also noted that these unexpected results are all focus on strengthening the enabling environment for climate change adaptation.

Efficiency of the Joint Programme

Conclusion 6: There is still a remaining budget of over \$417k to be committed as of the date of the Evaluator’s mission; representing over 10% of the total budget of the JP

The JP is almost closed; its official closing date is February 28, 2013. After that date, no more commitments can be made, only payments to prior commitments. The analysis of this remaining budget shows that 2 activities should be implemented before the closure of the JP; there are:

- a. The establishment of a model farm to apply the findings that were supported by the JP. This model farm would be used as a demonstration site for farming communities. Due to a lengthy site selection process and long administrative procedures to hire a company to build the farm, the contract may not be signed before the end of the JP on February 28, 2013.
- b. The building of 20 small-scale wastewater systems in the ZRB to provide factual information to

test and refine the model to monitor the quality of groundwater resources and assess the potential impacts of reusing treated wastewater on the quality of groundwater resources. This is part of an assessment of the impact of sanitation management and farming practices on groundwater resources in rural areas and it is the continuation of several assessments and modelling supported by the JP. A contract has been signed mid-February 2013 to build these 20 units and it is expected that the construction will be completed by the mid-March 2013.

The budget for these 2 activities is estimated at \$240,000. It is recommended that these 2 initiatives go ahead, including the possibility to sign the contract in the following few weeks after the closure of the JP.

It is estimated that if these 2 activities go ahead, the remaining budget would be reduced to about \$179k, representing about 4.5% of the total budget.

Conclusion 7: There is a strong national ownership of the JP that contributed to the effective implementation of the programme.

Despite a slow start, the JP enjoyed a strong national ownership, which contributed greatly to the effective implementation of the JP. The programme is very relevant for the development of adaptation strategies with a particular attention to the water, health, agriculture environment, and education sectors. Partners were much involved in the implementation of the JP and the NSC and the PMC have monitored its implementation. Annual work plans were approved by the PMC and endorsed by the NSC and both committees reviewed all progress reports.

Multiple factors contributed to the development of a good national ownership: (i) the programme was a direct response to national barriers and priorities to develop a climate change agenda. It provided timely resources to address specific priorities recognized by national stakeholders; (ii) the collaborative approach to manage the JP led to a strong participation of key stakeholders in the allocation and the use of JP resources through working group, ad-hoc selection committees and other working groups to make technical decisions and move the JP agenda forward; and (iii) the involvement of key policy and decision makers in the implementation of the JP, including 2 Secretary Generals chairing the 2 JP committees (PMC and NSC) and the technical involvement of key Directors of Divisions from the national partners to implement activities supported by the JP, such as the Directors of the 6 key climate-sensitive health areas.

Conclusion 8: The new set of performance indicators was a big improvement over the initial set of 29 indicators. However, the monitoring system in place – under MDG-F guidelines - did not fulfill its intent that was to provide information on how well the JP was progressing toward the achievement of its expected results.

The new set of 20 performance indicators improved the measurement of the progress made by the JP. However, the monitoring system in place is too complex to provide timely and accurate monitoring information.

The monitoring template provided by the MDG-F Secretariat includes a rather long list of indicators to report on. There are many questions that need to be answered to complete a semi-annual monitoring report. In addition the completed status on each of the 20 indicators is only at the back of the report and is not part of the four main sections of these monitoring reports. The result has been monitoring reports that are too time consuming, cumbersome to complete and that do not provide accurate and timely information on how the JP is progressing. There is a need to review the monitoring template to shorten it and focus on the performance framework with the set of indicators to measure how well the JP is progressing toward the achievement of its expected outputs and outcomes.

Long-term Impact of the Joint Programme

Conclusion 9: The JP achievements will have a long-term positive impact on the climate change adaptation agenda in Jordan, particularly in the sectors of water, health, agriculture, environment and education.

There is plenty of evaluative evidence that its achievements contributed to “*enhance the capacity of key stakeholders to adapt to climate change by addressing Jordan’s long-term adaptation needs*”; which was the strategy of the JP. Climate change impacts and the need to adapt to these impacts were not really part of the development agenda in Jordan at the outset of this JP. Climate change was not mentioned in the *National Agenda* and in the “*Water for Life*” strategy, which have been the main policy instruments in their respective areas. However, over the last 4 years there is clear evidence of the contribution of the JP to the development of capacity of key stakeholders on matters related to climate change impacts on water resources, health and food security and their related adaptation measures. Furthermore, climate change adaptation is now part of the development landscape and JP achievements should be prominent in the under-development new *National Agenda* for the period after 2015. As it stands today, the potential for the long-term impact of the JP is highly positive.

This potential for long-term impact is supported by few indicators: (1) the JP has been very relevant in the context of Jordan’s climate change adaptation agenda; (2) the JP achieved most of its targets; and (3) national partners have been much engaged in the implementation of the programme, appreciated it and “own” its achievements. As a result, the achievements produced within the five climate-sensitive sectors should have a positive impact over the long run on the government’s capacity to develop climate change adaptation strategies in these sectors.

Sustainability of the Joint Programme

Conclusion 10: The sustainability and/or scaling up of JP achievements should be ensured over the long-term.

Following a weak sustainability strategy in the JP document, the JP Team developed a good Sustainability Plan, which identified actions to maximize the sustainability of JP outcomes. This plan defined the roadmap to finalize the JP and was in a way an exit strategy of the programme. The review indicated that the sustainability of JP achievements should be ensured, particularly due to the strong national ownership of these achievements. Most achievements are already institutionalized, which is an excellent first step toward sustainability.

However, the review also noted that exit points for some outputs may not be the best exit points and it raises the risk that the related achievements will not be sustained and/or be up-scaled at the national level. The Sustainability Plan states several assumptions such as the needed commitment of national authorities to establish national framework for water safety, the availability of financial resources to upgrade systems beyond the project, the willingness of government to develop legislation and policy on the basis of the results from the minimum water requirements for health protection study, and the possible conflict between water users (domestic vs. agriculture). These are all major risks for the sustainability of the JP achievements and some of them should have been addressed during the lifetime of the JP. Fortunately, they are somewhat mitigated by the strong national ownership of these achievements.

1.3. Recommendations

Based on the findings of this final evaluation, the following recommendations are suggested; including recommendations for the JP and for the overall MDG-F initiative. They are in no particular order.

Recommendations for the Joint Programme

Recommendation #1

It is recommended to discuss with the MDG-F Secretariat the possibility to commit JP funds for 2 critical remaining initiatives after the official closing date of February 5, 2013.

Issue to Address

Two critical initiatives remain to be implemented by the JP Team: (1) a model farm to apply the findings that were supported by the JP; and (2) 8 small-scale wastewater systems in the ZRB to provide factual information to test and refine the model to monitor the quality of groundwater resources and assess the potential impacts of reusing treated wastewater on the quality of groundwater resources.

The budget is available for these 2 initiatives, the sites are selected and the administrative process to recruit and contract 2 builders is in process. However, the signing of contracts with 2 firms (commitments) to do the work may not be completed by February 5, 2013. This issue was discussed at the NSC meeting and the PMC meeting at the end of the Evaluator’s mission to Jordan. At these 2 meetings there was a general consensus for requesting an extension of the JP to accommodate the implementation of these 2 initiatives. It is, therefore, recommended to discuss with the MDG-F Secretariat the possibility to commit JP funds after the official closing date of the JP.

Note: Since the return of the Evaluator, the UN-RC in Jordan sent a letter to the MDG-F Secretariat requesting an extension as decided by the NSC members at the meeting on January 27, 2013. This extension was granted by the MDG-F Secretariat through a memo dated February 5, 2013.

Recommendation #2

It is recommended to conduct a feasibility study to assess the implications of scaling up WSPs throughout the Kingdom of Jordan; particularly focusing on financial resources, required legislation and capacity needs.

Issue to Address

Water Safety Plans (WSPs) are a risk-based preventative approach to effectively protect drinking-water safety. It entails a comprehensive risk assessment and management system covering all steps in water supply - from catchment to consumer – to identify risks beforehand and develop risk management plans. The JP supported the implementation of WSPs in 5 demonstration sites. This initiative was successful and stakeholders are keen to expand the use of this approach throughout Jordan.

However, discussions during the mission of the Evaluator in Jordan indicate that despite the success in the 5 demonstration sites, key stakeholders do not know what would be involved when expanding this approach nation-wide in terms of extra cost to develop extra capacity and also recurrent cost linked to the implementation/use of this new approach (if any).

This is an issue being discussed internally by the MOWI, which recently formed a committee to review the matter and identify ways how to expand WSPs.

It is recommended to fund a feasibility study through this committee to assess potential costs entailed with implementing WSPs (extra and recurrent costs), potential extra human resources and also to assess the capacity gaps that would need to be addressed when expanding the use of WSPs. These findings would provide a strong basis for the expansion of WSPs throughout Jordan.

Recommendation #3

It is recommended to communicate and disseminate knowledge on JP findings through newsletter,

brochures, website, social media, articles, etc.

Issue to Address

The JP accumulated a large body of knowledge on climate change adaptation in Jordan. This information is valuable for all actors in Jordan involved in critical sectors that could be affected by climate change. In addition to the need for having this information readily available to the public, it is recommended to showcase the results of the JP in events such as conferences, seminars and workshops in addition to the planned workshop at the end of the programme. A particular attention should be made to have information/findings included in proceedings of these events and be posted on the web to give public access to this body of knowledge.

It is acknowledged that the JP Team is already in the process of producing information products, which will disseminate information on JP findings and results. It is an excellent initiative and this recommendation is to emphasize the importance of this activity before the closure of the programme.

Recommendations for the MDG-F Initiative

Recommendation #4

It is recommended that such a programme should have a Coordinator with the sole responsibility of coordinating the Joint programme.

Issue to Address

The Coordinator for this JP was also the CTA for the UNDP component of the JP with an allocation of his time of 40% and 60% respectively. Based on this experience, it is recommended that these two responsibilities should be separated and not be with the same person. A JP of this size should have a full time Coordinator with the sole responsibility of coordinating the joint programme.

Recommendation #5

It is recommended to review the implementation and management/administration modalities of UN agencies and explore how to better harmonize these modalities across UN Agencies.

Issue to Address

The JP in Jordan is part of a group of JPs evaluated by the same Evaluator. The need to harmonize the implementation and the management modalities of UN agencies is a recurrent need in all JP evaluated. Each UN agency has its own set of rules and procedures to implement and administer programmes and projects. When it comes to working together, these differences are exacerbated and it makes most of the time the implementation of these joint programmes more difficult; preventing the effective implementation of the “One UN” concept. Applying effectively the “One UN” concept necessitates the harmonization of these implementation and management/administration rules and procedures.

Recommendation #6

It is recommended to conduct the final evaluation for such programme a few months before the closing date.

Issue to Address

The main objective of a final evaluation is to measure the development results and potential impacts generated by the Joint Programme (JP) and compare these results against the expected outcomes set at the outset of the JP. As stated in the guidelines, a final evaluation is summative in nature.

However, the final review often identifies few weak points that could be mitigated/addressed if there would be a few more months between the end of the evaluation process and the closure of the programme. It would allow the programme implementation team to review these recommendations and possibly address them. It is often the case with recommendations for disseminating programme results and also specific points such as, for instance, the second recommendation in this report, which could easily be addressed if there was enough time and resources available.

Recommendation #7

It is recommended to strengthen the guidelines for the formulation of these joint programmes.

Issue to Address

Based on this review and 5 other evaluations conducted under the MDG-F initiative, there is a need to revise and strengthen the guidelines used to formulate the JPs at the design stage. The recommendation focuses on three main areas:

- Each JP should have a clear goal and objective statements, including performance indicators measuring progress made toward achieving the objective. Currently, the emphasis is mostly on outcomes, outputs and planned activities. It is necessary to monitor progress at a higher level to provide monitoring information on the “chain of results”, including the overall objective of the programme.
- Any JP document should contain a clear rationale of the programme, including the issues, barriers and national priorities that the programme will address. Experience shows that good formulation coupled with good stakeholder participation lead often to good implementation and sustainable achievements.
- Any JP should include the review of legislative, policy and institutional frameworks (enabling environment) as part of assessing the existing capacities within the area of the programme and to guide for a more holistic approach to assess issues and barriers that should be addressed by such programmes. This information may already exist prior to the design of any JP or be done at the beginning of the implementation of such a programme.
- Better guidelines are needed for implementing a better gender approach on these programmes. This review noted that gender-based monitoring information was lacking but also noted that guidelines on this matter are weak. Stronger guidelines would lead to stronger gender-based approach when implementing this joint programmes.

Recommendation #8

It is recommended to review the monitoring template and monitoring guidelines for these programmes with a greater focus on the M&E framework – including the performance indicators - that is designed at the outset of these programmes.

Issue to Address

The monitoring template provided by the MDG-F Secretariat includes a long list of questions - in addition to the reporting on performance indicators - that need to be answered to complete a semi-annual monitoring report. It is too time consuming, cumbersome to complete and the result is that it does not provide accurate and timely information on how the JP is progressing. There is a need to review the monitoring template, to shorten it and focus on the performance framework with the set of indicators as the central part to measure how well the JP is progressing toward the achievement of its expected outputs and outcomes.

2. Evaluation Framework

2.1. Background

2. In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million, with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. An additional pledge of €90 million was made by Spain on 24 September 2008 towards the launch of a thematic window on Childhood and Nutrition. The MDG Achievement Fund (MDG-F) supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

3. The MDG-F operates through UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has approved 130 Joint Programmes (JPs) in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

4. The *Environment and Climate Change* thematic window aims to contribute to a reduction in poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service provision at the national and local levels, as well as increasing access to new funding mechanisms and expanding the ability to adapt to climate change. This window includes 17 joint programmes worldwide that encompass a wide range of subjects and expected results that can be classified into three types of result: (i) mainstream the environment, natural resource management and actions against climate change in all public policy; (ii) improve national capacities to plan and implement concrete actions in favor of the environment; and (iii) assess and improve national capacities to adapt to climate change.

5. The “*Adaptation to Climate Change to Sustain Jordan’s MDG Achievements*” Joint Programme (JP) started in February 2009 and will terminate in February 2013 (including a one-year no-cost extension). It is the only joint programmes (window) funded by MDG-F for Jordan. It has a total estimated budget of USD 4.13M, including USD 4M from the MDG-F and USD 126,667 from UNDP (USD 105,000) and other partners. It is implemented by four UN agencies (FAO, UNDP, UNESCO and WHO), five main national partners (Ministry of Planning and International Cooperation, Ministry of Health, Ministry of Agriculture, Ministry of Education and Ministry of Environment) and several other stakeholders such as IUCN - an international NGO - and a water supply company.

6. This final evaluation report includes five chapters. Chapter 1 presents the main conclusions and recommendations; Chapter 2 briefly describes the objective, scope, methodology, evaluation users and limitations of the evaluation; Chapter 3 presents an overview of the joint programme; Chapter 4 presents the findings of the evaluation. Lessons learned are presented in Chapters 5 and relevant annexes are found at the back end of the report.

2.2. Objective of the Evaluation

7. This final evaluation focuses on measuring development results and potential impacts generated by the Joint Programme (JP) and compare these results against the expected outcomes set at the outset of the JP. Its specific objectives are to:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase and/or the inception phase.
2. Measure joint programme’s degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.

4. Measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN reform).
5. Identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

2.3. Scope of the Evaluation

8. The unit of analysis or object of study for this evaluation is the joint programme “*Adaptation to Climate Change to Sustain Jordan’s MDG Achievements*”, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during the implementation (*see TORs in Annex 1*). The final evaluation is summative in nature and seeks to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

9. The findings, conclusions and recommendations generated by this evaluation will be part of the body of knowledge constituted by the M&E function of the MDG-F at the joint programme level. This level is the first level of information of the MDG-F information structure that comprises four levels: (a) joint programme level, (b) partner country level, (c) thematic window level and finally (d) overall MDG-F level. The knowledge generated by this evaluation will be part of the thematic window meta-evaluation that the MDG-F Secretariat will conduct to synthesize the overall impact of the MDG fund at national and global level.

10. The evaluation process generated information to address the evaluation questions identified at the outset of this final evaluation. The evaluation questions provided in the TORs were compiled and expanded in an evaluation matrix (*see Annex 2*). This matrix includes a comprehensive list of evaluation questions and provided overall directions for the evaluation.

11. A particular emphasis was put on the current programme results against the expected outcomes of the programme. More specifically, the evaluation assessed the three levels of the programme:

Design level

12. The assessment reviewed the relevance of the programme design and strategy. The extent to which the objectives of the joint programme were consistent with the needs and interest of the partners and end-users, the national priorities and needs of the country, the Millennium Development Goals, the United Nations Development Assistance Framework (UNDAF) and the policies of partners and donors.

13. The evaluation reviewed the participation of stakeholders in the design of the joint programme. It looked at the ownership of the programme design by considering the national social actors’ effective exercise of leadership in the development interventions and to what extent the JP objectives reflected the national and regional plans and programmes, the identified needs (environmental and human) and the operational context of national policies.

14. Finally, the evaluation reviewed the recommendations from the mid-term evaluation related to the programme design and assessed how these recommendations were implemented.

Process level

15. The Evaluator evaluated the efficiency of the overall joint programme’s management model. He assessed the extent to which resources/inputs have been turned into results, the coordination among participating agencies and civil society, and how the programme has been monitored. It included the review of the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by agency; any large discrepancies (if any) between agencies were analyzed.

16. He also assessed the ownership of the process, including to what extent the leadership exercised by the country’s national/local partners in development interventions has been effective and also to assess the ownership of the programme and its achievements by the targeted population and participants and if counterpart resources were mobilized.

Results level

17. The evaluation assessed the effectiveness of the programme in meeting its expected outcomes and outputs as stipulated in the project document by analyzing the planned activities and outputs and the achievements of the joint programme. The review also looked into the contribution of the JP to the implementation of the MDGs at both the local and national levels. It also looked at synergies and coherence among JP’s outcomes to produce development results. Success stories or best practices were identified.

18. The assessment also included the review of JP’s results/achievements and their contribution to the goals of the environment and climate change thematic window of the MDG-F mechanism, the goals of delivering as one UN at country level and the implementation of the Paris Declaration principles; particularly the national ownership by considering the JP’s policy, budgets, design and implementation.

19. The sustainability of programme achievements was also assessed to explore the probability that programme achievements will continue in the long run and if the JP is replicable and/scaled up at national and local levels. The Evaluator also assessed the conditions in place at the local and national levels to ensure the long-term impacts of the JP, including the alignment of JP’s results with national development strategies and the UNDAF.

20. Finally, the Evaluator reviewed the extent and the ways the mid-term evaluation recommendations of the JP contributed to the achievements of development results.

2.4. Evaluation Users

21. This final evaluation was initiated by the UN Resident Coordinator Office in Jordan. The audience for this evaluation is the Programme Management Team, the Programme Management Committee (PMC), the National Steering Committee (NSC) and the Secretariat of the MDG-F. The evaluation findings provide these managers with complete and convincing evidence in determining the progress made by the programme and in particular how actual results meet the expected outcomes anticipated during the design of the JP.

2.5. Evaluation Approach and Methodology

22. The evaluation methodology used for this final evaluation included the triangulation of findings through the concept of “*multiple lines of evidence*” using several evaluation tools and gathering information from different types of stakeholders and different levels of management.

2.5.1. Overall Approach

This final evaluation was conducted in accordance with the monitoring and evaluation (M&E) strategy designed

for the MDG-F². The function to monitor and evaluate the MDG-F was provided in the agreement between the government of Spain and UNDP and states that “*monitoring and evaluation of project activities shall be undertaken in accordance with established rules and procedures of UN Agencies, and determined by the Steering Committee, subject to the respective regulations, rules, policies and procedures of the UN Agencies*”. The evaluation was also conducted according to the provisions stated in the Joint Programme document; including the reporting structure of the JP and the programme monitoring framework with its list of indicators, their baseline values and targets at the end of the JP.

23. The Evaluator developed and used tools in accordance with the M&E strategy to ensure an effective programme evaluation. The evaluation provides evidence-based information that is credible, reliable and useful and it was easily understood by programme partners. The evaluation was conducted and the findings were structured around the five internationally accepted evaluation criteria set out by the Development Assistance Committee of the Organisation for Economic Co-operation and Development:

- *Relevance* relates to the overall assessment of whether the JP kept with its design and in addressing identified key priorities.
- *Effectiveness* is the measure of the extent to which formally agreed expected programme results (outcomes) have been achieved, or can be expected to be achieved.
- *Efficiency* is the measure of the productivity of the JP intervention process, i.e. to what degree the outcomes achieved derive from efficient use of financial, human and material resources. In principle, it means comparing outcomes and outputs against inputs.
- *Impacts* are the long-term results of the JP and include both positive and negative consequences, whether these are foreseen and expected, or not.
- *Sustainability* is an indication of whether the outcomes (end of programme results) and the positive impacts (long term results) are likely to continue after the JP ends.

24. In addition to the guiding principles described in the M&E strategy, the Evaluator also applied the following methodological principles to conduct the evaluation: (i) *Participatory Consultancy*; (ii) *Applied Knowledge*: the Evaluation Team’s working knowledge of evaluation theories and approaches were applied to this mandate; (iii) *Results-Based Management*; (iv) *Validity of information*: multiple measures and sources were sought out to ensure that results are accurate and valid; (v) *Integrity*: Any issue with respect to conflict of interest, lack of professional conduct or misrepresentation were immediately referred to the client; and (vi) *Respect and anonymity*: All participants had the right to provide information in confidence.

25. Finally, the Evaluator carried out the final evaluation according to the ethical guidelines and code of conduct established by the United Nations Evaluation Group (UNEG)³. The Evaluator conducted evaluation activities, which were independent, impartial and rigorous. Any change in the approach was in-line with international criteria and professional norms and standards; including the norms and standards adopted by UNEG. The FE clearly contributed to learning and accountability and the Evaluator has personal and professional integrity and is guided by propriety in the conduct of its business.

2.5.2. Roles and Responsibilities

26. The Evaluator reported to the Resident Coordinator Office as the Commissioner of this final evaluation. The roles of the different parties in this evaluation are as follows:

- **Resident Coordinator Office** acted as *Commissioner* of the evaluation. It ensured that the evaluation process was conducted as stipulated; promoted and led the evaluation design; coordinated and monitored the progress and development in the evaluation study and the quality of the process.
- **Programme Coordinator** acted as the *Evaluation Manager* by providing executive and coordination

2 MDG-F, *Monitoring and Evaluation System – Learning to Improve – Making Evidence Work for Development*

3 More details on the ethic in evaluation can be found in the UNEG Ethical Guidelines at <http://www.unevaluation.org/ethicalguidelines>

support to the Evaluation Reference Group

- **Programme Management Committee (PMC)** functioned as the *Evaluation Reference Group*. It included representatives of the major stakeholders in the joint programme. The role of the evaluation reference group extended to all phases of the evaluation, including:
 - Review the draft evaluation report and ensure final draft meets the required quality standards;
 - Facilitate the participation of those involved in the evaluation design;
 - Identify information needs, defining objectives and delimiting the scope of the evaluation;
 - Provide input and participating in finalizing the evaluation Terms of Reference;
 - Facilitate the evaluator’s access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods;
 - Oversee progress and conduct of the evaluation, the quality of the process and the products;
 - Disseminate results of the evaluation.
- **MDG-F Secretariat** acts as a *Quality Assurance Member* of the evaluation providing advice on the quality of the evaluation process and products.

2.5.3. Evaluation Instruments

27. To conduct this final evaluation, the Evaluator used the following evaluation instruments:

Evaluation Matrix: As part of the inception phase, the Evaluator developed an evaluation matrix (*see Annex 2*) based on the evaluation scope presented in the TOR, the JP document and the review of other key programme documents. This matrix is structured along the five evaluation criteria and includes a comprehensive list of evaluation questions. It provided overall directions for the evaluation, was used as a basis for interviewing people and reviewing programme documents and provided a basis for structuring the evaluation report. This matrix was assembled with an overview of the programme, the evaluation scope and the proposed methodology to complete the inception report.

Documentation Review: The Evaluator reviewed all relevant documents from home-base and also during the mission in Jordan (*see Annex 3*). In addition to being a main source of information, all documentation was used as preparation for the mission of the Evaluator. A list of documents was provided to the Evaluator prior to the mission to Jordan. Additionally, the Evaluator searched other relevant documents on the web and contacts during the field mission.

Discussion Guide: A discussion guide was developed to solicit information from stakeholders (*see Annex 4*). This guide assembles key questions from the evaluation matrix. Its main use was to guide the Evaluator through balanced and unbiased interviews as well as a tool to briefly review the collected information.

Mission Agenda: An agenda for the 2-week mission to Jordan was developed during the inception phase. The process included the selection of stakeholders to meet/interview and the review that they represent all stakeholders of the programme. Then, in collaboration with the MDG-F Team in Jordan, meetings were planned prior to the mission. The objective was to have a well-organized and planned mission to ensure a broad scan of stakeholders’ views during the time allocated to the mission (*see Annex 5*).

Meetings/Interviews: stakeholders were interviewed (*see Annex 6*). The semi-structured interviews were conducted using the discussion guide and adapted to each meeting. All meetings were conducted in person with some follow up using emails when needed. Confidentiality was guaranteed to participants and findings were incorporated in the final report.

3. JOINT PROGRAMME OVERVIEW

28. Over the last twenty years, Jordan made good strategic advances towards the achievement of Millennium Development Goals (MDGs) including the reduction of poverty rates, the increase of adult literacy rate, infant mortality rate, access to water and access to sanitation. As per the second national MDGs Report published in 2010, “*the overall picture of achievement on the MDGs is satisfactory. Jordan has either achieved or is in the process of achieving many of the goals.*” However, these achievements are compromised by several threats including a high population fertility, water scarcity, severe land degradation, income poverty, inefficient production and regional conflicts.

29. As a response to these threats, Jordan has devised a number of strategies and national initiatives, including a comprehensive set of water resources management strategy, policies, and legislation and massive expenditures over the last decade by the government and external assistance partners to enhance water resources availability and managing water demand. Within this context and under the MDG Achievement Fund Programme, the Government of Jordan in partnership with the United Nations Agencies decided to focus on the challenges facing Jordan’s MDG achievements due to crippling water scarcity and aggravated by climate change that bring additional threats to health, food security, productivity, and human security.

30. During the formulation of this joint programme it was found that several critical areas in the water sector are not addressed well and need more investment and policy development. It includes minimum household water security, drinking water quality, wastewater use safety, and water use efficiency. Additionally, three main barriers were identified for the water sector to adapt to climate change:

- Climate change risks are not sufficiently taken into account within sectoral policies and investment frameworks;
- Existing climate information, knowledge and tools are not directly relevant for supporting adaptation decisions and actions; and
- Weak national capacity to develop sectoral adaptation responses.

31. The rationale of this joint programme is to address water scarcity and related threats to health, food security, productivity, and human security induced by climate change as key to sustain Jordan’s human development achievements and growth. It was to contribute to the UNDAF 2008-2012 Outcome No. 3 that is “*Sustainable management of natural resources and the environment*” and particularly its two related outputs: (i) *national institutional and community capacities strengthened for more sustainable management of water resources*, and (ii) *environmental policies aligned to global conventions & national implementation capacities enhanced*. The strategy of the joint programme is to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. The joint programme seek to develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change.

32. This joint programme has been implemented through a set of two outcomes and six outputs:

Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change;

- a. *Output 1.1:* National drinking water quality management system at central and periphery level is strengthened
- b. *Output 1.2:* Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens

Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions;

- c. *Output 2.1:* Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed.

- d. *Output 2.2*: National institutional and community capacity in integrated water resources management is improved.
- e. *Output 2.3*: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized.
- f. *Output 2.4*: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened.

4. EVALUATION FINDINGS

33. This section presents the findings of this final evaluation, which are based on a desk review of project documents and on interviews with key programme informants and programme staffs. As described in Section 3.4.1 they are structured around the internationally recognized five major evaluation criteria: *Relevance, Effectiveness, Efficiency, Impact and Sustainability*.

4.1. Relevance of the Joint Programme

34. This section discusses the relevance of the JP; including the relevance of its original design.

4.1.1. Towards Climate Change Objectives of Jordan

35. The JP has been highly relevant in supporting Jordan to develop its climate change adaptation strategies. At the time of the design of the Joint Programme (JP), Jordan had made strategic advances towards the achievement of Millennium Development Goals (MDGs) - including reduction of poverty rates (MDG 1), achieving adult literacy rate of 97% (MDG 2), infant mortality rate of 24 per 1000 (MDG 4), 97% access to water, and 65% access to sanitation (MDG 7). However, these achievements have been compromised by crippling water scarcity and aggravated by climate change, thus bringing about additional threats to health, food security, productivity, and human security.

36. As a response mechanism to these threats, the JP was to focus on (1) a sustained access to improved water supply sources despite increased water scarcity induced by climate change; and (2) on strengthening an adaptive capacity for health protection and food security to climate change under water scarcity conditions. However, at the time of the design of this JP, addressing these threats through a climate change adaptation agenda was faced with critical barriers that included:

- Climate change risks not sufficiently taken into account within sectoral policies and investment frameworks;
- Existing climate information, knowledge and tools are not directly relevant for supporting adaptation decisions and actions; and
- Weak national capacity to develop sectoral adaptation responses

37. In other words, climate change impacts and the need to adapt to climate change was not really part of the development agenda in Jordan at the outset of this JP (baseline). Hence the request for this JP endorsed by the government at the time to help the government of Jordan to establish climate change adaptation strategies in five main areas: environment, water (including wastewater recycling), health, agriculture and education.

38. The mid-term review conducted in Nov.-Dec. 2010 identified the fact that the sustainability of human development in Jordan was dependent on the availability of secure, adequate and clean energy sources. However this development was threatened by the decline in both the quantity and quality of water resources and the degradation in the quality and availability of arable land due to urbanization and poor land-use policies. In order to address these challenges, the Government of Jordan developed a *National Agenda* that is an action plan for

achieving sustainable development through a programme of reforms in prevailing policies and practices. It also devised a comprehensive set of water resources management strategy, policies, and legislation; and massive expenditures were expended over the last decade with support from international partners to enhance water resources availability and manage water demand.

39. Despite a focus on a host of initiatives to redress the water situation and several initiatives in the environmental area, the review of this *National Agenda* revealed that climate change was not mentioned in the document.

40. A similar situation was observed in the Jordan’s water strategy titled “*Water for Life*” (2008-2012). This strategy has been the main policy instrument for water management in Jordan under the responsibility of the Ministry of Water and Irrigation (MOWI) to manage the limited water resource availability and the fact that this water availability per capita is also falling as a result of population growth. This strategy had three pillars: (i) an effective water demand management; (ii) an efficient water supply operations; and, (iii) a well developed institutional reform.

41. It is a comprehensive water policy to address a key challenge for the development of Jordan. However, its review indicates that it does not address the impact of climate change on water resources; climate change is hardly mentioned in the strategy.

42. The MTE stated that climate change was not sufficiently integrated into national policies, which confirmed one of the main barriers to be addressed by the JP that is “*climate change risks were not sufficiently taken into account in sectoral policies and investment frameworks*”. Considering its achievements, the JP has been totally relevant for the government of Jordan to acknowledge the impacts of climate change and mainstream climate change adaptation strategies into the development context of Jordan; particularly in the water, environment, agriculture and health sectors.

43. Referring to the following Section 4.2 discussing the achievements of the program, the JP certainly addressed the key barriers identified at the outset of this JP. It supported the government to acknowledge climate change impacts and address these impacts through climate change adaptation strategies in key sectors. Few indicators illustrating the relevance of this programme includes the nomination of the CTAs of this JP as technical focal points in their respective thematic areas to participate in the development of the *National Climate Change Policy* (ongoing) and the plan to introduce the main JP achievements in the water, environment, agriculture and health sectors in the next *National Agenda* (after 2015) that is currently under development.

4.1.2. Towards Implementation of MDGs in Jordan

44. As summarized in the MTE, Jordan committed to implementing the obligations of the Millennium Declaration and the Millennium Development Goals (MDGs). This commitment was confirmed by His Majesty King Abdullah II’s speech at the World Summit of the UN General Assembly in New York, on 16 September 2005. In 2004, Jordan produced a progress report stating the progress made to achieve the main targets set globally. From this assessment, two MDGs were identified as more difficult to be achieved by 2015; Goal 3 – *Promote gender equality and empowerment of women* and Goal 7 – *Ensure environmental sustainability*. However, it was assessed that the capacity exists for progressing toward the MDGs targets and it was estimated that Jordan should achieved the targets for these 2 MDGs by 2015.

45. In the meantime, this 2004 assessment stated that the sustainability of water supplies is, in the long run, a serious problem for Jordan. The assessment concluded with a set of 21 recommendations; including three that were related to the JP:

- Establish policies in the agricultural, industrial and transport sectors, urban planning, biodiversity as well as energy consumption and renewable energy resources, accessibility of water, sewage

- networks and treatment facilities and integrated solid waste management
- Improve the efficiency of water use in the municipal, industrial and agricultural sectors through the reduction of unaccounted for water
- Adopt a national policy to manage water resources, monitor usage, rehabilitate infrastructure and adopt sound treatment technologies.

46. The *Second National MDGs Report – Jordan 2010* stated “the overall picture of achievement on the MDGs is satisfactory. Jordan has either achieved or is in the process of achieving many of the goals.” However, it also stated that MDG-1, 3, 4 and 7 remain within reach but “with decisive and targeted policy actions and political will”. Furthermore, it stated that by contrast, the level of achievement has been modest for targets and goals which required structural measures, harmony among policies, continuity and sustainability of funding (e.g. full employment and environmental sustainability).

47. Regarding the MDG-7, this second national report stated that if Jordan is to ensure environmental sustainability by 2015, swift measures need to be taken. It stated that Jordan has focused its efforts to relieve the pressures that water scarcity have imposed on the economy and environment. However, despite noticeable improvement in environmental sustainability indicators and the working programmes carried out during recent years, the report states that many challenges remain, specifically in the area of environmental resources management. Such challenges require more effective measures in order to address the needs arising from population growth, global warming, higher energy prices and potential repercussions of the financial crisis on implementation of mega projects.

48. Part of this assessment under MDG-7, it was recognized that Jordan is affected by climate change; particularly affecting the surface water sources and groundwater. It stated that Jordan attaches great importance to addressing the phenomenon of climate change and combating its effects on health, food security and water resources as a means to address the obstacles to the Millennium Development Goals. It is worthwhile to note that the JP was presented as an initiative to respond to the climate change challenges. The report also stated several policy and programme directions, including the need to “mainstream climate change related issues and recommendations made in UNFCCC’s communications and reports into the national strategies and policies of various affected sectors”; and to “form units, mandated to deal with climate change issues and adaptation, in order to contact various multilateral and bilateral agencies and their relevant funds”.

49. A first glance at the implementation of MDGs in Jordan indicates that the direct contribution of the JP towards the MDGs targets is somewhat limited. However, when considering the fact that water scarcity could become a major impediment to the development of Jordan and that climate change may make this issue worse, the JP is highly relevant for the long term sustainability of the MDGs by responding directly to some of the proposed policy and programme directions.

4.1.3. Towards the One UN Agenda in Jordan

50. As discussed in the MTE, the JP was aligned with the third expected outcome of the 2008-2012 UNDAF, which was “Sustainable management of natural resources and the environment”; and particularly its two related expected outputs: “National institutional and community capacities strengthened for more sustainable management of water resources” and “Environmental policies aligned to global conventions & national implementation capacities enhanced”. It was also noted that this planning document took into consideration climate change adaptation in its programming framework.

51. In 2011 and 2012, the UN Country Team (UNCT), the government of Jordan and stakeholders collaborated in the formulation of the next UNDAF for the period 2013-2017. This new UNDAF has four strategic priorities including “Preserving the Environment” and is fully aligned with Jordan’s socio-economic plans: the *National Agenda 2006-2015* and the *Executive Development Programme 2011-2013*. It is a response

to national development priorities with the contribution to the achievement of the MDGs and the expected outputs respond to the more specific long-term objectives of the *Executive Development Programme 2011-2013*.

52. Under the strategic priority area - Preserving the environment – the expected outcome is that “*the Government and national institutions have operationalized 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*”. A high priority under this expected outcome is to support an integrated approach to water management to address the serious shortages of water for all purposes in Jordan. The plan states that the UNCT will strengthen the technical capacity of the sector taking into account the increasing impact of climate change. New standards for water management will be developed covering areas such as water quality, impact on health and use and reuse; support will be provided for a review of legal issues and institutional aspects that affect the use of wastewater to reduce the burden of disease due to unsafe use of waste water; and communities and businesses will be sensitized to sustainable approaches to water management.

53. Similar to the analysis conducted in 2010 for the MTE, which concluded that the JP was aligned with the UNDAF 2008-2012, the JP is also well aligned with the new UNDAF 2013-2017. When assessing the objectives of the new UNDAF in the sectors related to the JP, it was also noted that lessons learned from the JP were incorporated into the new planning framework for the years to come. For instance, when the UNDAF states that it will “*support an integrated approach to water management to address the serious shortages of water for all purposes in Jordan*”, it is a continuation of the work initiated with the support of the JP such as the implementation of Water Safety Plans (WSPs) as a new risk-based preventative approach to most effectively protect drinking-water safety encompassing all steps in water supply from catchment to consumers (*see Section 4.2*).

The Comparative Advantage of UN Agencies

54. Water scarcity is a well-known national issue in Jordan and addressing it is one of the top development priorities in the country. Over time large investments have already been made in the water sector to ensure the supply of water to Jordanians. Bilateral agencies have supported initiatives in the water sector for decades; including large investments by USAID and GIZ among others.

55. The UN system is also much involved in the water sector in Jordan. As discussed in Section 4.1.3, the UNDAF is composed of four strategic priorities including “*Preserving the Environment*”. Under this priority, the UNCT has been given support to improve the management of water resources, implement climate change adaptation measures, enhance mechanisms for disaster risk reduction, better manage the ecosystems and support Jordan in its transition to a Green Economy. In the water sector, WHO has partnered with the government of Jordan on such matter for many years under a regional initiative; the same is true with UNESCO, FAO and UNDP. The four UN Partners implementing the JP bring linkages with their respective global initiatives on water management. Together they disposed of a wealth of information, lessons learned, best practices and relevant tools and guidelines related to the management of water resources. A summary of these initiatives is presented below:

- *UNESCO/IHP*: International Hydrological Programme (IHP) is UNESCO's international scientific cooperative programme in water research, water resources management, education and capacity building, and the only broadly-based science programme of the UN system in this area. Its primary objectives are to act as a vehicle through which Member States, cooperating professional and scientific organizations and individual experts can upgrade their knowledge of the water cycle, thereby increasing their capacity to better manage and develop their water resources; to develop techniques, methodologies and approaches to better define hydrological phenomena; to improve water management, locally and globally; to act as a catalyst to stimulate cooperation and dialogue in water science and management; to assess the sustainable development of vulnerable water resources; and to serve as a platform for increasing awareness of global water issues. An IHP committee was established in Jordan in 1992 under the umbrella of the MOWI. It has currently 19 members representing 15 different organizations related to water issues.

- *WHO - Protecting health from climate change:* In order to protect health from Climate Change, the Regional Committee of WHO - in its 55th Session (2008) - has adopted a Resolution and endorsed a regional framework of action to enhance the health sector’s resilience in all 22 Member States. Within this context, the regional office of WHO-CEHA in Amman has been providing countries with capacity building and technical support towards steering the region’s response to climate change in terms of vulnerability assessment, adaptation modalities and mitigation schemes.
- *WHO – Water, Sanitation and Hygiene:* WHO works on aspects of water, sanitation and hygiene where the health burden is high, where interventions could make a major difference and where the present state of knowledge is poor. The aim is to reduce water-and-waste related diseases and the optimization of the health benefits of sustainable water and waste management. The WHO programme in Jordan is implemented through the regional WHO-Center for Environmental Health Activities (CEHA) that is based in Amman and has been the region’s environmental health center of excellence for the Eastern Mediterranean region – including supporting and advising the upgrading of the water quality management system in Jordan - since its conception 25 years ago (1985).
- *Water Governance Facility (WGF):* The WGF is based at the Stockholm International Water Institute (SIWI). It is a programme that has been developed by UNDP and SIWI and it is funded by UNDP and SIDA (Swedish International Development Agency). The WGF supports developing countries on a demand basis to strengthen water governance and reduce poverty through policy support and advisory services in multiple thematic areas, including: integrated water resources management, transboundary water, water supply and sanitation, climate change adaptation, South-South collaboration, experience and best practices exchange, gender, and capacity development. It provides access to tools and best practices for water management in general.
- *GEF Funding:* GEF funding has been available in Jordan to fund climate change and water related activities. It includes funding for producing the national communications to UNFCCC (currently the third) and for developing policy relevant capacity for implementation of the global environmental conventions in Jordan. These projects are implemented by GEF Implementing Agencies such as UNDP, UNEP, IFAD, WHO and the World Bank.

56. In addition to the UN system, the JP is also benefitting from the partnership with IUCN, which was a critical partner for implementing the pilot programme in the Zarqa River Basin (ZRB). IUCN is an international NGO with a strong experience in the management of water resources. Globally, their activities in the water sector fall under the Water and Nature Initiative (WANI). This initiative works towards managing and protecting water reserves and heritage for the future benefit of all. Stretching across 5 continents in 12 river basins, WANI works with governments and local communities to use and manage water resources more sustainably. WANI aims to help reduce poverty and protect the environment by helping people to manage river flows and improving access to all communities. In Jordan, water is the central theme for IUCN intervention. It has been involved in the Zarqa River Basin (ZRB) with the financial support of the Spanish Cooperation Agency (AECI).

57. The JP and Jordan as the beneficiary of this programme benefitted from these global initiatives. The programme offered a conduit to tap into this wealth of knowledge and use its resources to adapt this knowledge to the context in Jordan. It also provided the opportunity for the JP findings to be disseminated in the region and globally such as through the publication of articles and case studies.

UN Agencies Joint Approach in Jordan

58. In the UNDAF 2013-2017, it is stated that the UN development system – composed of all UN agencies – will increase its level of cooperation within this new programme cycle in order to effectively support the government to address the national development challenges. Furthermore, the comparative advantage of the UN system in Jordan was summarized in four areas:

- Advocating and promoting global norms and standards, inclusive and participatory development, human rights instruments, the Millennium Declaration and the MDGs;

- Ability to leverage global expertise and provide impartial policy advice;
- Neutrality, impartiality, broad-based partnerships across sectors, and the ability to convene diverse stakeholders;
- Ability to leverage resources beyond regular donors

59. Additionally, in the context of the Harmonized Approach to Cash Transfers (HACT) (UN General Assembly Resolution 56/201), the United Nations Development Group (UNDG) adopted a common operational framework for transferring cash to government and non-government implementing partners to significantly reduce transaction costs and lessen the burden that the multiplicity of UN procedures and rules creates for its partners. The Government of Jordan approved this approach in 2008. However, an assessment done in 2011 revealed that the government is strongly committed to reform its Public Financial Management (PFM) but that its PFM system is still exposed to multiple risk factors, which need to be addressed before the full implementation of the HACT.

60. The model “*Deliver as One*” is part of the UN system reform. It is based on four common elements: “*One UN Programme, One Budgetary Framework, One Leader and One Office*”. Within this context, the implementation of the joint programme has been a reasonable experience in trying to deliver this programme as one. Attempts have been made to work together and deliver as one; however it also highlighted the key bottlenecks that prevented a full implementation of the “*Deliver as One*” model. Despite that the JP was packaged as one programme, and the good complementarity of the respective comparative advantages of each UN agency, the experience indicates that the implementation stayed much as four juxtaposed sub-programmes with limited synergies across agencies. The experience also highlighted the differences in managing and administering the programme resources; including the approach to mobilize the programme’s resources, to procure services, to monitor and report financial activities, and to engage stakeholders. It was also noted by the Evaluator that despite that the JP had an office at the MOWI, the staff from each agency was not “pooled” together in this office; they worked from their offices located in their respective UN agency offices. Hence preventing better synergies among the four sub-programmes. Based on this experience, there is a strong need to harmonize the management and administration systems of each UN agency for implementing the “*Deliver as One*” model.

4.1.4. Alignment with MDG-F Goals and Principles

61. Similar to the assessment conducted in 2010, the JP is still well aligned with the goals and principles of the MDG-F initiative. It addressed some of Jordan’s national development priorities; it sought to coordinate the work of UN agencies with national partners; and supported the implementation of innovative activities with the potential for replication and scaling-up.

62. The MDG Achievement Fund (MDG-F) was established in 2006 as a mechanism to expand the institutional partnership within UN Agencies. It has been funded by the Government of Spain (€528 million) within the context of the Spanish Master Plan for International Cooperation (2005-2008). The aims of the MDG-F has been to accelerate progress towards the attainment of the MDGs in select countries by:

- Supporting policies and programmes that promise significant and measurable impact on select MDGs;
- Financing the testing and/or scaling-up of successful models;
- Catalyzing innovations in development practice; and
- Adopting mechanisms that improve the quality of aid as foreseen in the Paris Declaration on Aid Effectiveness

63. The activities of the Fund and the way in which the country-level interventions were designed were guided by several principles: (i) support programmes anchored in national priorities, in line with the Paris Declaration; (ii) ensure the sustainability of its investments; (iii) apply the highest standards in quality of

programme formulation, monitoring and evaluation within a management framework oriented towards results and accountability; (iv) consolidate inter-agency planning and management systems at the country level; and, (v) minimize transaction costs associated with administering the Fund.

64. The MDG-F has supported innovative actions - within the framework of the MDGs and the Paris Declaration on Aid Effectiveness - with the potential for wide replication and high-impact in select countries⁴ and sectors. As a result, the approach and decisions of the MDG-F were informed by the imperatives of ensuring national and local ownership of supported activities, aligned with national policies and procedures, coordinated with other donors, be results-oriented and with mutual accountability. It has supported joint programmes in eight thematic areas including: children, food security and nutrition; gender equality and women's empowerment; environment and climate change; youth, employment and migration; democratic economic governance; development and the private sector; conflict prevention and peace building; and culture and development.

65. The objective of the environment and climate change thematic window was to support initiatives to reduce poverty and vulnerability in eligible countries by supporting interventions that improve environmental management and service delivery at the national and local level, increase access to new financing mechanisms and enhance capacity to adapt to climate change. This support has been provided through four priority areas:

- Mainstreaming environmental issues in national and sub-national policy, planning and investment frameworks;
- Improving local management of environmental resources and service delivery;
- Expanding access to environmental finance;
- Enhancing capacity to adapt to climate change.

66. The JP has been well aligned with the overall objectives of this initiative and particularly with the terms of reference of the environment and climate change thematic window. The strategy of the joint programme was to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. The joint programme sought to develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change. It played a major role in mainstreaming climate change adaptation strategies in national policy, planning and investment frameworks as a response to climate change impacts on key sectors such as water, agriculture, environment and health.

4.1.5. Internal Programme Concept/Design

67. As described in the MTE, the process to finalize the JP document was cumbersome and led to some confusion. The JP was approved in April 2008 by the MDG-F Steering Committee and a memorandum was sent to the UN-RC in Jordan. However, this approval was sent with a list of substantive comments to be addressed in the JP document before it is formally signed by all partners; they included:

- Review the narrative to explain the results frameworks (proposed outcomes, outputs and their complementarities);
- Review the management arrangements to ensure coherence, complementarity and coordination of implementation; including further details on project sites and appointment of the JP staff;
- More information on UNESCO’s added value;
- Review the appropriate re-distribution of resources and justify the budget allocation to WHO;
- Emphasize the participation of civil society;
- Improve the monitoring and evaluation framework, including the review of indicators and targets

68. These comments were addressed and a revised JP document was produced. However, it seems that the signed document (official version) that is posted on the MDG-F website is not the final revised version of the JP

4 The MDG-F is implemented in 50 countries from five regions around the world.

document and the unsigned revised version is the one that has been used by the JP team. The review indicates that the main changes were made to the management and coordination arrangements section, to the monitoring framework in annex 4 (indicators) and to the detailed JP results in annex 5.

69. The assessment of both JP documents indicates a limited coherence among the various elements of the programme; particularly its rationale, its resources (time and budget) and its expected results. For instance, on page 9 of the project document under lessons learned, it says “*the programme will review all relevant policy and legislation instruments and identify the policy gaps. Policy options will be suggested and tested by all stakeholders to be included in the policy framework*”. However, the review of the results framework on page 11 and the related annex 1 & 2 do not indicate a particular focus on policy development; except under output 1.2 where the JP was to “*develop a national policy and issue legislative policy instruments on securing supply of minimum water requirements for health*”. Considering the context of Jordan at the time, it was a valid suggestion to work in the policy area. A stronger focus of the design on strengthening the enabling environment related to climate change adaptation would have been more in line with the needs in Jordan to formulate and execute a climate change adaptation agenda.

70. Based on the situation analysis, it was decided that the JP would focus on the challenges facing Jordan’s MDG achievements due to water scarcity induced by climate change. The rationale of the JP was to address several critical areas in key sectors; mostly related to water scarcity. It included minimum household water security, drinking water quality, wastewater use safety, and water use efficiency. The JP was to address identified adaptation barriers, the direct and indirect impacts of climate change on health, nutrition, and livelihood of people, and the potential adaptation strategies that should be adopted to alleviate the negative impact of climate change. Three main barriers were identified for the water sector to adapt to climate change:

- Climate change risks were not sufficiently taken into account in sectoral policies and investment frameworks;
- Existing climate information, knowledge and tools were not directly relevant for supporting adaptation decisions and actions; and
- Weak national capacity to develop sectoral adaptation responses.

71. At the outset of the JP, the rationale was logical and based on well-recognized national barriers, issues and priorities revolving around water scarcity. However, the alignment between this rationale and the set of expected results is weak. On one hand the barriers to be addressed implied the need for a programme focusing on policies, investments, knowledge on climate change and capacity to adapt; on the other hand, the JP provided a series of discreet activities that are somewhat difficult to put together as one programme addressing plainly the above barriers. It seems that instead of tackling strategic issues, the JP adopted a tactical approach to deliver well defined outputs such as a number of campaigns implemented, studies on particular topics related to the objective of the JP, 5 operational Water Safety Plans (WSPs), 3 adaptation options tested and operated in the agriculture sector, etc. There are all valid activities feeding into a climate change adaptation agenda; however, it is not obvious when reading the design document how these “pieces” will come together and support the government of Jordan in developing a climate change adaptation agenda.

72. Nevertheless, the logic model of the JP consists of one strategy, two outcomes and six outputs as presented in the table below (*see Annex 7 for an overview of expected outputs and related planned activities*).

Table 1: Joint Programme Logic Model

Strategy	Outcomes	Outputs
To enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs.	Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change.	Output 1.1: National drinking water quality management system at central and periphery level is strengthened
		Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens

Strategy	Outcomes	Outputs
	Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions.	Output 2.1: Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed.
		Output 2.2: National institutional and community capacity in integrated water resources management is improved.
		Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized.
		Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened

73. The review of this model and also of the detailed results framework presented in the project document indicates an ambitious joint programme that may have tried to do too many things. The indicative activities and expected outputs detailed in annex 1 of the project document constitute a long list of results to be achieved in the given timeframe and budget. It also covers many areas and one can wonder if the JP was not spread too thin as opposed to focus on fewer areas with more time and budget resources (*see also Section 4.2*). However, this final evaluation also noted the strong national ownership of achievements, which is key to ensure the sustainability of JP’s achievements (*see Section 4.3.4*).

74. Two other weakness areas were noted in the project document; (i) lack of a clear capacity development strategy/approach; and (ii) weak sustainability strategy of JP achievements. Despite that capacity development is part of the logic of this JP, there was limited guidance in the project document on how these capacities will be developed. The MTE defined capacity as the overall ability of a system to perform and sustain itself; it encompasses the acquisition of skills and knowledge for individuals, the improvements of institutional structures, mechanisms and procedures and finally the strengthening of an enabling environment (system) with adequate policies and laws. A better articulated capacity development strategy at the outset of the JP would have helped the JP Team to implement a more holistic approach addressing all key capacity issues; including strengthening the enabling environment.

75. Regarding the sustainability strategy, it was anticipated that the sustainability of programme activities will be ensured through the adaptation and implementation of risk alleviation mechanisms, especially awareness and training programmes that will be targeting local community leaders and policy makers. It was a rather vague strategy, which did not provide much guidance on how to maximize the sustainability of JP achievements. Nevertheless, as discussed in Section 4.5, the strong national ownership and the institutionalization of most JP achievements will certainly play a major role to ensure the long-term impact and sustainability of these achievements. It is also important to note here that the JP Team formulated a sustainability plan in the second part of the JP to identify actions needed to ensure the sustainability of each area of the JP.

76. Despite these design shortcomings, this JP provided very valuable resources in a timely way to support the government of Jordan in developing a national climate change adaptation agenda addressing critical needs and priorities. After a slow start, it benefited from a strong national ownership that facilitated the institutionalization of most JP achievements, which in turn contributed to a good potential for the long-term impact and sustainability of these achievements (*see Sections 4.4 and 4.5*).

4.2. Effectiveness of the Joint Programme

77. This Section presents the findings on the effectiveness of the programme that is a measure of the extent to which formally agreed expected programme results (outcomes) have been achieved, or will be achieved in the

future. It includes an overview of key results achieved to date by the programme, followed by the programme contribution to capacity development, the review of unexpected project achievements and finally the review of risks management and mitigation measures related to the implementation of the programme.

4.2.1. Achievements of Programme’s Expected Outcomes

78. The aim of the JP was to address water scarcity and related threats to health, food security, productivity, and human security induced by climate change as key to sustain Jordan’s human development achievements and growth. Its strategy was to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. The joint programme seeks to develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change. It was anticipated that this strategy will be achieved through two expected outcomes: (i) the sustained access to improved water supply sources despite increased water scarcity induced by climate change; and (ii) the strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions.

79. The review of JP achievements indicates a good progress in meeting its expected results. Most anticipated activities have been implemented and by the end of the JP, it will have delivered what it was designed for. The JP certainly enhanced the “*capacity of key stakeholders to adapt to climate change by addressing Jordan’s long-term adaptation needs*”. When considering the level of awareness on climate change adaptation issues at the outset of the JP, there is clear evidence of the contribution of the JP to develop capacities of key stakeholders on matters related to climate change impacts on water resources, health and food security and related adaptation measures. As assessed in Section 4.1.1 above, climate change impact and the need to adapt to climate change was not really part of the development agenda in Jordan at the outset of this JP. Climate change was not mentioned in the *National Agenda* and in the “*Water for Life*” strategy, which has been the main policy instrument for water management in Jordan. However, climate change adaptation is now part of the development landscape and JP achievements should be prominent in the under-development new *National Agenda* for the period after 2015.

80. The JP focused on key sectors: water, health, agriculture, education and environment and a detailed list of JP achievements by outcome and output is presented in the table 2 below.

Table 2: List of Jordan Joint Programme Main Achievements

Expected Results	Key Planned Activities	Main Achievements
Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change		The JP completed the implementation of Water Safety Plans (WSPs) as a risk management approach to protect drinking water safety in 5 pilot areas. Additionally, the results of the minimum water requirements for health protection survey is soon to be made public and will provide some needed evidence for policy update related to water requirements.
Output 1.1: National drinking water quality management system at central and periphery level is strengthened	<ul style="list-style-type: none"> • Activity 1.1: Upgrade the national drinking water quality (DWQ) system for comprehensive national coverage • Activity 1.2: Develop and implement 5 demonstration water safety plans (3 urban & 2 rural). • Activity 1.3: Design and implement training programme on DWQ management system for all levels • Activity 1.4: Provide critical supplies and equipment for DWQ laboratory networks of the Ministry of Health 	<ul style="list-style-type: none"> • Current status of DWQ management systems and pertinent legislations has been assessed with stakeholders’ consultation. DWQMS is completed and the final report submitted; • Water Safety Plans (WSP) implementation in 5 demonstration sites is completed; • Training of Trainers plan and training content have been designed for concerned parties on DWQMS and WSP management is completed and plans for institutionalization are ongoing with the concerned authorities; • Critical laboratory equipment have been procured and installed in MOH water testing labs to secure adequate readiness in the national counterpart responsible for the surveillance function within the new water quality management system; • The Drinking water operator and regulator are achieving a compliance percentage >99.0% for the last three years (2009-2011); • Increased awareness of the national counterparts to adopt the preventative approach in the DWQ management and assure top management understanding and commitment. • National counterparts developed a road map for scale-up and sustainability. • The program developed the capacity and the utilization of collective knowledge in climate change related programmes.
Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens	<ul style="list-style-type: none"> • Activity 1.5: Identify minimum household water security requirements for health protection • Activity 1.6: Develop national policy and issue legislative policy instruments on securing supply of minimum water requirements for health. 	<ul style="list-style-type: none"> • The final survey report on the “<i>Minimum Households’ Water Security Requirements for Health Protection</i>” should be completed by early February 2013. It will provide evidence on the minimum household water quantity to be supplied to ensure good health. • The results as well as the tools and methodologies used to conduct this survey will be disseminated nationally but also regionally and globally; • The report will include recommendations for the development of policies related to drinking water safety and protection of health.
Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions		<p>Capacity to adapt to climate change in the area of food security was strengthened through the identification and dissemination of climate resilient techniques (conservation agriculture) and the development of a more resilient and productive wheat variety. Demonstration of a model farm reusing treated wastewater should be completed in Feb./March 2013 and used as training and demonstration center.</p> <p>Piloted interventions for showcasing, awareness campaigns targeting stakeholders at different levels, and training programmes have enhanced the capacities of local communities, youths, decision makers and professionals; including the establishment of the International Center for Water and Environmental Research at Al Balqa Applied University providing expertise and research in the area of climate change and its impact on health and</p>

Expected Results	Key Planned Activities	Main Achievements
		<p>food security under water scarcity conditions.</p> <p>Health vulnerability assessments and national adaptation strategy and plans of actions for health protection from climate change have been conducted in six critical areas: heat waves, nutrition, water and food-borne disease, vector-borne disease, occupational health, air-borne and respiratory disease. Capacities of MOH technical teams was developed and process was overseen by a MOH steering committee, which provided a good mechanism for MOH ownership of JP achievements and replication through the MOH system in Jordan.</p> <p>Capacity to adapt to climate change was strengthened in the Zarqa River Basin (ZRB), where extensive studies were conducted to assess and model climate change impacts on water quality and availability as well as identify adaptation measures addressing these impacts. Some of these measures were demonstrated in the ZRB and should be up-scaled nation wide in the medium term.</p>
<p>Output 2.1: Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed.</p>	<ul style="list-style-type: none"> • Activity 2.1: Assess the risks from climate change and water scarcity on food productivity. • Activity 2.2: Identify and screen adaptation measures to reduce climate change impacts on food productivity. • Activity 2.3: Identify and test adaptation options and improvements of crop / livestock for increased productivity in irrigating with treated wastewater. • Activity 2.4: Design and implement community awareness campaign, with focus on women farmers, on climate change adaptation measures. • Activity 2.5: Establish model farms using treated wastewater as adaptation to climate change for capacity building (jointly with WHO). 	<ul style="list-style-type: none"> • Risk assessment inventory on the impact of climate change on food security and crop productivity was conducted and the potential constraints (risks) were identified. • Mechanisms to overcome or alleviate the effect of these constraints were identified, tested and prioritized; • Climate change adaptation options and improvements of crop productivity were identified and tested. The selection of a more water resilient and higher productive variety of wheat was finalized by NCARE. This new variety (NCAREAJ.5191 is in the process to be registered at UPOV; The International Union for the Protection of New Varieties of Plants). 50T of seeds were produced and distributed to farmers. • Developed training manuals on climate change adaptation measures to increase food production; • Designed and executed national community awareness campaign; • Selecting site for the model farm using treated wastewater as adaptation to climate change. Prepared the terms of reference for the model farm (pilot intervention site). Started the selection process of national consultant/Agency to implement adaptation measures in the pilot intervention site. • Conducted training workshops on risks and vulnerability of climate change in agriculture and food security; • Adaptation measures in agriculture were identified and some of these measures are already implemented by farmers (conservation agriculture practices).
<p>Output 2.2: National institutional and community capacity in integrated water resources management is improved</p>	<ul style="list-style-type: none"> • Activity 2.6: Design and implement a training programme in integrated water resources management for the Ministry of Water and Irrigation, national NGOs, and stakeholders. 	<ul style="list-style-type: none"> • The International Center for Water and Environmental Research at Al Balqa Applied University was established and is now providing expertise and research in the area of climate change; including the preparation of environmental impact assessments. • Capacities of many stakeholders from different levels were enhanced through the implementation of training programmes on Environmental Impact Assessment, on ground

Expected Results	Key Planned Activities	Main Achievements
	<ul style="list-style-type: none"> • Activity 2.7: <ul style="list-style-type: none"> ○ A. Design and implement community-base research projects on climate change adaptation. ○ B. Improve database in integrated water resources management in arid and semi arid areas. • Activity 2.8: Develop water education and awareness programme focusing in curriculum, resources manuals, training of trainers and teacher-in-service training for the Ministry of Education with the close partnership of the Ministry of Water and Irrigation. • Activity 2.9: Design and establish one environmental and water resource centre for advocacy education and capacity building. • Activity 2.10: Develop a cooperative framework on the criteria for sustainable management of shared water resources including transboundary water resources. 	<p>water modeling and on climate change modeling;</p> <ul style="list-style-type: none"> • National curricula for the inclusion of climate change issues are completed and manuals for updating these curricula are being developed; • Research in the area of climate change was promoted and supported through funding several research proposals related to climate change impacts and scenarios in Jordan and by holding an International workshop on climate change assessment, adaptation and management and a Sub regional training workshop on transboundary water. • Experts from Gansu Research Institute for Water Conservancy in China held a training course on rainwater harvesting concepts for 18 water professionals from the MOWI and WAJ. • Two staff were selected for an extensive training course on advanced water harvesting methodologies in Gansu, China, funded by the Chinese Government; • A training course on Water Evaluation and Planning (WEAP) led by experts from the Stockholm environment Institute was held in Amman for 20 specialists from the MoWI supporting the Ministry in its efforts of updating the National Water Master Plan (NWMP). • A water education/awareness campaign called H20oooh! was launched. A total of about 5,600 students (grade 8th and 9th) participated in the competition in Jordan and submitted storyboards in July 2012. The focus was on a better understanding of limited availability, sustainable use and conservation of water; • The capacity of selected staff from the Ministry of Water and Irrigation was developed through their participation at an advanced training course on transboundary water management held from 19 - 29 June 2012 at Oregon State University; • A national consultant was contracted to develop the water education manual in cooperation with Ministry of Education and MOWI.
<p>Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized</p>	<ul style="list-style-type: none"> • Activity 2.11: Conduct an assessment of direct and indirect risks to health from climate change • Activity 2.12: Screen and prioritize adaptation strategies, by the health sector and others to protect health from climate change. • Activity 2.13: Develop and implement adaptation strategies to protect health from the negative effects of heat waves. • Activity 2.14: Design adaptation projects to protect health from identified high-risk environmental conditions induced by climate change. 	<ul style="list-style-type: none"> • The National Adaptation Strategy and Plan of Action to Protect Health from climate change is completed. It was developed under the MOH National Strategy Team; • A steering committee was formed to oversee the mainstreaming of climate change adaptation strategies within MOH; • 6 health areas were selected and climate change adaptation strategies were developed for each one: heat waves, nutrition, water and food-borne disease, vector-borne disease, occupational health, air-borne and respiratory disease.

Expected Results	Key Planned Activities	Main Achievements
	<ul style="list-style-type: none"> • Activity 2.15: Establish a national early warning system to monitor and assess health impacts of climate change 	
<p>Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened</p>	<ul style="list-style-type: none"> • Activity 2.16: Assess direct and indirect climate change risks to water availability and quality in Zarqa River Basin. • Activity 2.17: Assess opportunities and barriers to adaptation to climate change risks • Activity 2.18: Formulate appropriate legal and institutional strategies and the needed interventions (strategy implementation plan) for Zarqa River Basin • Activity 2.19: Review ongoing national water policies, strategies, and action plans relevant to climate change and IWRM. • Activity 2.20: Upgrade local and national capacities and capabilities to respond adequately to the needs and requirements for adaptation to climate change and IWRM using effective participatory approaches and tools. • Activity 2.21: Develop, document, share and disseminate knowledge and transfer technologies generated from Zarqa River basin on the local and national levels, and establish linkages to regional and global experiences 	<ul style="list-style-type: none"> • Direct and indirect impacts of climate change on the water quantity and quality in the Zarqa River Basin have been assessed; • Socio economical impacts of climate change on water resources assessed, assessment tool for prioritization of all possible adaptation to climate change interventions has been developed and tested; • Staff from the MOEv trained on tools and methodologies on these aspects for up-scaling into other areas of the country; • A programme on climate change adaptation was developed and submitted to the MoEnv. • Pilot interventions programme in one rural community with full community participation for domestic wastewater management and on farm practices has started to test the protection of groundwater resources. The selection of 20 sites was finalized and the work should start in Feb. 2013 and be completed by mid-March 2013. • Two scientific publications were printed - one on the identification of the climate change impacts on the water resources of the Zarqa river basin, another on the Micro and Micro socio economical impacts of climate change on the Zarqa River basin - and disseminated to about 100 organizations and stakeholders. Another 4 scientific publication related to the identification and prioritization of appropriate adaptation measures in the ZRB, development of a climate change adaptation programme for the ZRB, and identification of opportunities and barriers of climate change adaptation intervention in the ZRB will be disseminated to the 100 organizations and stakeholders by mid-March, 2013.

Source: adapted from biannual monitoring report 1st Semester 2012 and notes from mission to Jordan

81. As mentioned in the MTE, the review of these achievements indicates generally a strong focus on activities as opposed to developmental results (*see also discussion on Results-based-management (RBM) in Section 4.3.1*). A lot of these achievements are studies, analyses, information campaigns, and training events. There are indispensable deliverables for achieving developmental results but they also remain as information products. It is clear that the long-term impact and the sustainability of these achievements depend mostly on the uptake and replicability of these achievements by key stakeholders. If these achievements are not used, the long-term impact of the JP will be limited (*see Section 4.4 and 4.5*).

82. However, the interviews conducted for this final evaluation indicate also that the “real story” of the JP is not about these products but about the relevance of the JP and the ownership of these achievements. As discussed in Section 4.1, the programme has been highly relevant for Jordan and has been addressing critical barriers for the government to develop a climate change adaptation agenda. It supported the government to acknowledge climate change impacts and address these impacts through climate change adaptation strategies in key sectors. It will be discussed in more details in Section 4.4 and 4.5 but the main achievements of the JP – “*the big picture*” - has been the development of a climate change adaptation agenda in key developmental sectors in Jordan: water, health, agriculture, environment and education. Climate change impacts and the need for adaptation is now clearly part of the development agenda of Jordan and the JP definitely contributed to this outcome.

83. Following the review of the list of achievements presented in the table above, some key achievements emerged; they are:

Water Safety Plans (WSPs):

84. The JP supported the implementation of WSPs. They are a risk-based preventative approach to effectively protect drinking-water safety; they are recommended in the WHO Guidelines for Drinking-Water Quality (DWQ). It entails a comprehensive risk assessment and management system covering all steps in water supply - from catchment to consumer – to identify risks beforehand and develop risk management plans. The objective for water suppliers when adopting this approach is to ensure water quality compliance with national standards and minimize water quality related incidents. It replaces the current approach that is, generally, more reactive by responding to crises when they arise.

85. Using WSPs is a dynamic process that has positive impacts on the supply of water to consumers, which includes:

- a. It is a preventative planning process instead of relying on the consequences of risks after incidents happen;
- b. It encourages a deep understanding of the water system by the water suppliers through comprehensive descriptions and documentation on water supply systems and identification of risk areas and weak points in the water supply chain;
- c. It focuses the attention of water suppliers staff on areas in need for improvement;
- d. It establishes a collective sense of shared responsibility among MOH as the water quality regulator, Water Authority of Jordan (WAJ) and water companies as water suppliers by involving all staff ranging from senior management to on-site operators in defining common goals towards improving the water quality.

86. Under WHO leadership, the JP provided support to key stakeholders related to the distribution of drinking water in Jordan for the implementation of WSPs at 5 demonstration sites: Amman (Miyahuna), Aqaba, Balqa, Irbid (Yarmouk) and Karak. A multi-stakeholder committee selected these sites, which represent diverse water supply situations in Jordan but also a large percentage of water consumers in the Kingdom. The JP support included a comprehensive training programme to develop the capacity of staff for developing WSPs and provided technical support for the implementation of these WSPs when needed.

87. Key JP results in this area include: (i) 5 water suppliers, representing a large percentage of water users in

Jordan which have implemented their own WSPs; (ii) key staff involved in drinking water quality management (suppliers, regulator (MOH) and WAJ) trained in the development and implementation of WSPs; (iii) formalized a permanent committee at Miyahuna (the largest water supplier in Jordan) chaired by the Water Quality Manager to coordinate the implementation of WSPs; (iv) A new WSP Division at MOH with a staff of 10. The objectives of this Division are to audit WSPs, develop small projects to expand the use of WSPs, protect drinking water from pollutants (manage data on pollutants), and provide licensing for drinking water operations; (v) MOH created (Minister Order) in 2012 a new committee on water quality surveillance chaired by the Minister of MOH; (vi) Miyahuna is in the process to issue a policy statement that will include the WSP approach; the company’s Board is reviewing the current draft;

Conservative Agriculture:

88. By partnering with NCARE, the JP supported their existing programme on “*Surveying, Collecting, and Breeding Utilization of Climate Resilient Baladi Wheat (Durum Wheat) for Sustainable Production under Climate Change*”. With this support, NCARE was able to collect durum wheat material from 3 different ecosystems in Jordan (North, Middle and South) and conduct various measurements for each type of material, including the study of the genetic of this material. Results were published in the *International Journal of Agriculture and Biology* in an article titled “*Exploring Genetic Diversity in Jordanian Wheat Landraces Collected from Different Agro-ecological Regions using Random Amplified Polymorphic DNA Analysis*” (Vol. 13, No. 2, 2011).

89. Using this knowledge base on durum wheat the JP supported further research to develop a local breeding programme to improve durum wheat productivity in Jordan with the objectives of generating higher income for rural women, enhancing food security and overall improving the rural sector adaptive capacity to climate variability. The results so far have been the identification of one durum wheat landrace called “*NCAREAJ.5191*” which had been submitted to UPOV (International Union for the Protection of New Varieties of Plants), an intergovernmental organization with headquarters in Geneva (Switzerland) to be registered as a new variety of durum wheat for Jordan. This new durum wheat landrace is more resilient to drought with an early flowering and early maturity for a shorter growing season, yet with a higher productivity in both grains and plant to use as fodder. The full research cycle will be completed with 2 more additional growing seasons, following the NCARE research protocol. Initial adoption test by farmers were conducted with the production and dissemination by NCARE stations of about 50 tonnes of this new seed. Initial findings indicate that farmers highly appreciate this new variety; particularly women who are using it for cooking and baking and due to high demand the price on markets is 2-3 times higher than traditional wheat (1JD vs. 0.35 JD).

90. The JP also supported the development of practices for conservation agriculture. It included 3 principles: (i) plant with minimal work on soil, such as no tillage; (ii) better manage the residuals, leaving straw in the soil; and (iii) practice crop rotation including the use of legumes. As for the above work that supported an existing research programme, the JP did the same in this area. Initial work had been done with the support of a previous FAO project. The research consisted of implementing these principles in the three main agriculture regions of Jordan. In each region, seven (7) demonstration plots were identified for a total of 64.5 ha (7 X 3 = 21 plots). All plots were divided into two parts: 50% of the plot using conventional practices and 50% of the plot using the principles of conservation agriculture. The results are so far significant with a yield increase of 35% over the conventional practices and a saving of about \$180 per hectare. Through these demonstration sites, local farmers indicated a strong interest in these new techniques.

91. As a result of this work, NCARE has now integrated climate change into their research programmes on most crops. The ministry of agriculture is also revising its *National Strategy of Agriculture* for the period 2013-2020 and conservation agriculture will be introduced in the strategy with a focus on resilience to climate change. Additionally, the conservation agriculture findings were also integrated in the *IFAD-GEF Sustainable Land Management* project, which started in 2008 with a budget of \$6.3M.

Adaptation Strategies in Six Key Health Sectors:

92. In supporting the development of “adaptation measures, by health sector and other sectors, to protect health from climate change” (output 2.3), the JP supported the MOH to develop their capacity in addressing the impacts of climate change on health. Through a good participative process, the JP resources were used effectively to develop critical adaptation measures in the health sector; including the use of MOH resources when possible, in order to “stretch” these resources as far as possible. A steering committee was formed to oversee the work supported by the JP and also to mainstream the findings within MOH. The Director of Primary Health Care at MOH chaired this committee. A team was then identified within MOH to carry on with the programme and with the support of the JP Team.

93. The JP support started with brainstorming sessions on climate change impact and the need to adapt. As the understanding of the impacts of climate change on public health got better, 6 climate-sensitive health issues were identified: heat waves, nutrition, water and foodborne disease, vector-borne disease, occupational health, airborne and respiratory disease. The support of the JP resulted in the development of one climate change adaptation strategy for each of these climate-sensitive health areas (6). The Minister of Health officially launched these strategies in November 2012 in the context of the implementation of the World Health Assembly Resolution of May 2008 and of the WHO Regional Committee Resolution of October 2008 on protecting health from climate change. These strategies are now being consolidated into one document titled “*National Health Adaptation Strategy and Plans of Action to Protect Health from Climate Change*”, which should be published in February 2013. Findings will also be incorporated into the *National Health Strategy* that is being revised under the leadership of MOH for the period 2013-2018 as well as into the *National Climate Change Policy* that is also under development for the period 2013-2015 under the leadership of the ministry of environment.

“We started with nothing on climate change, its impact and how to adapt.”

“The JP opened our eyes on climate change impacts and the need for a surveillance system”

Comments made by interviewees at MOH

94. Finally as part of developing these 6 climate change adaptation strategies, each team identified 4 projects to address climate change impacts in their respective health areas (6) for a total of 24 projects. These projects are varied in objective, size and reach but they are all critical projects to address the most pressing needs in adapting to climate change. They include a nutrition surveillance system, a national awareness strategy on nutrition and climate change, a real-time surveillance and evaluation system for heat waves, the establishment of an occupational surveillance system, raise awareness of the public on adaptation measures against ultraviolet rays, the assessment and mapping of areas which have potential effect on respiratory diseases through production of pollen or other allergens, etc. These 24 projects constitute mostly the up-scaling approach of the JP findings in this area. The MOH is fully committed in implementing these 24 projects that were identified by “insiders” with the support of the JP. It is also important to note that the Directors of the respective health units related to these 6 climate-sensitive health areas headed the 6 teams that collaborated in the implementation of these activities. It goes without saying that there is a strong ownership of these results by these teams and by extension by MOH.

Assessment of Climate Change Impacts on Water Availability and Quality in the ZRB:

95. The result framework of the JP included a focus on piloting/demonstrating climate change adaptation measures in the ZRB; particularly addressing the risks to water quality and availability in the area. Within the context of the well-known water scarcity situation in Jordan, one area of great interest by the government and donors is the management of wastewater and the risks of contamination of groundwater by wastewater and agricultural run-offs. The government of Jordan has been debating these issues over the last few years. There is a lot of interest in moving the legislation and policy frameworks toward the decentralization of sanitation, which is under the responsibility of MOWI. However, this debate also lacks scientific information on the risks on groundwater quality due to the decentralization of wastewater systems. There was also limited information on the risks linked to agriculture run-offs affecting groundwater quality and more generally limited information on the impact of climate change on water availability and quality.

96. In order to provide factual information on these subjects, the JP provided support to conduct some

assessments and studies to accumulate knowledge in this area and identify potential climate change adaptation options. It included the “*Assessment of Direct and Indirect Impacts of Climate Change Scenarios on Water Availability and Quality in the ZRB*”. It was an extensive study that included the analyses of scenarios using models such as the General Circulation Model (GCM) and the Soil and Water Assessment Tools (SWAT) as a hydrological model to assess the impact of climate change on surface water and groundwater quality and quantity. This study provided an extensive knowledge base; however, it was also recognized that it was a first step to address the lack of data availability in this area and that more analysis is needed in the medium and long-term.

97. Another study was the “*Assessment of the Impact of Sanitation Management and Farming Practices on Groundwater Resources in the village of Al-Kfair*”. The main objective of this assessment was to model the hydrological processes and assess the impact of land management practices on water quality and quantity.

98. Based on these analyses and modeling - including the modeling to predict pollution due to wastewater seeping into groundwater - the JP has also been supporting the identification and the demonstration of small-scale wastewater treatment systems in the ZRB. It includes the implementation of 8 sites/systems (septic + sand filter systems) and it should be built in February 2013. This pilot will provide valuable data to the Water and Environment Research and Study Center (WERSC) at the University of Jordan, which developed the initial model to predict pollution due to wastewater seeping into groundwater. The model will be tested and refined and will become a tool to inform decision-makers on the risks involved with the re-use of treated wastewater in agriculture field. Despite the end of the JP, this work will continue thereafter under the leadership of WERSC.

Training Material on Climate Change and Water Management:

99. As discussed in Section 4.1.5, the UNESCO component of the JP was well aligned with its global IHP (International Hydrological Programme) programme, including its UNESCO network of training centers. This network includes 2 categories of centers: category 1 includes UNESCO centers such as the Institute for Water Education (IHE) in the Netherlands, and category 2 includes partner institutes, which are proposed by Parties, evaluated and endorsed by the UNESCO conference. Under output 2.2, the JP was to provide capacity development, research, and technical support in the water sciences related fields implemented through the established Jordan IHP National Committee mechanism established by the Ministry of Water and Irrigation.

100. In order to provide this support, the JP had access to UNESCO’s extensive body of knowledge and expertise in the water management area that exists under its IHP programme. The UNESCO Chair in Wadi Hydrology at the University of Jordan and the Water and Environment Resource Centre at Al-Balqa Applied University were also strategic partners responsible for the delivery of UNESCO Water Sciences programme. Finally, the targeted beneficiaries included water experts, academics, post-graduate students, students, local community and personnel of the Ministry of Water and Irrigation.

101. The JP developed and supported numerous training programmes, including training needs assessments using the above resources. It included various topics such as flood risk assessment, groundwater modeling, transboundary water resources management, urban water harvesting, etc. These training programmes were delivered in Jordan and, in some cases, outside of Jordan. Through the IHP committee chaired by the Minister of MOWI, formed in 1992 and which comprises 15 members, numerous training programmes were implemented for the MOWI and WAJ staff. This training was supported in the context of the implementation of the “*Water for Life*” strategy. On the request of MOWI, it included the training on using WEAP (Water Evaluation and Planning), a tool to manage water supply and demand that was approved by MOWI in 2011.

102. As a result, these programmes now constitute an extensive body of knowledge that could be re-used by national partners. Additionally, the Water and Environment Resource Centre at Al-Balqa Applied University was established and now provides expertise and research in the areas of water management and climate change. It was also noted that the capacity developed through this training was used for the development of the soon-to-be finalized *Climate Change Adaptation Policy*. Finally, under this output, a case study was also compiled by

UNESCO and a summary was published in the most recent World Water Development Report (WWDR4) “*Managing Water under Uncertainty and Risk*” published in 2012.

4.2.2. Contribution to Capacity Development

103. As discussed in Section 4.2.1, the JP achieved most of its targets and these achievements have a strong national ownership. From a capacity development point of view, the programme focused mostly on developing the capacity of stakeholders through training activities, demonstrations and pilot activities. For instance, relevant staff participated in training courses and workshop to raise their capacity in assessing climate change impacts and developing climate change adaptation strategies; a farm model should be developed soon to demonstrate conservative agricultural practices, including the reuse of treated wastewater; a new risk management approach for protecting the safety of drinking water was piloted through the implementation of WSPs in 5 areas; and small scale wastewater treatment systems should be soon demonstrated in the ZRB area with groundwater quality testing being done in parallel.

104. These activities are all important and part of achieving the overall strategy of the JP that was to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. However, less emphasis was put on the importance of developing an enabling environment for climate change adaptation. The review conducted for this evaluation raises some questions such as “Is the legislation framework adequate enough for addressing climate change impacts through adaptation measures?” “Is the current policy framework adequate for implementing WSPs throughout the Kingdom of Jordan?” “Can the government of Jordan afford the implementation of the recommended adaptation measures?” These questions are all valid questions to ask at the end of the JP and the responses are critical to assess the potential long-term impacts of the JP and the sustainability of its achievements.

105. Despite that the JP supported a lot of activities and achieved most of its targets, some of these achievements still need to be properly institutionalized, replicated and scaled up to be sustainable over the long run and have an impact. A good example is the implementation of WSPs in 5 pilot areas. The methodology is well accepted and recognized as a critical tool for an effective drinking water supply system. However, despite the success of the 5 pilots, we still do not know how feasible the implementation of this approach throughout Jordan is. Does it imply extra costs, how to develop a national capacity to address all capacities needed for its implementation? More emphasis on these aspects by the JP would have strengthened the sustainability of the JP achievements.

106. Nevertheless, despite the fact that a more holistic capacity development approach would be more effective, the long-term sustainability of the JP’s achievements does not seem to be an issue. Most activities supported by the JP are already embedded into programmes of agencies and ministries with a strong ownership by national stakeholders. There are –for the most part – integrated into larger strategies and programmes, which should ensure their sustainability (see Section 4.5).

4.2.3. Unexpected Achievements

107. Following the discussion on the achievements of the JP, it is also important to note that this JP has had significant unexpected results. These results were not planned but they are critical for the government of Jordan to move its climate change adaptation agenda forward. They include:

- The activities supported by the JP at MOH included the development of 6 climate change adaptation strategies in 6 health sectors; including 24 projects identified as follow up to these strategies. These findings are now being incorporated into the *National Health Strategy* that is currently under development.
- The contribution of the JP Team in the development of the new *National Climate Change Policy*. It

- has been a great opportunity to “upscale” the JP findings. JP Chief Technical Advisors (CTAs) have been involved in the development of this policy in their respective sector.
- The pioneer role of the JP to move the national agenda on climate change adaptation contributed to raising the awareness of decision-makers on climate change impacts. As a result the Ministry of Environment created a Directorate on Climate Change;
 - The collaboration with MOH and Miyahuna (water supply company) to implement WSPs in 5 pilot areas was also very successful. As a result, WAJ created a WSP Division with a staff of 10 to oversee the expansion of WSPs. Additionally, MOH created in 2012 a new committee on water quality surveillance chaired by the Ministry;
 - The MOWI has established a Climate Change and Environment Unit. This Unit has been working in close collaboration with the JP and will eventually carry out some functions of the JP after its end.
 - The Government of Jordan is currently undertaking the revision of the *National Agenda* for the period after 2015. Contrary to the first one where climate change was not mentioned, initial discussions on the development of this revised agenda will include climate change; particularly the findings from the JP in sectors such as agriculture, health, water, environment and education. This input will happen after the JP ends but, nevertheless, the JP findings will be a contribution to this process.

108. The review of these unexpected results also indicates that most of them are related to the strengthening of the enabling environment for climate change adaptation. This is excellent and it shows also the good national ownership of the JP results. These results will certainly be important for the long-term impacts of the JP.

4.3. Efficiency of the Joint Programme

109. This Section presents findings on the efficiency of the joint programme that is a measure of the productivity of the programme intervention process. It reviews to what degree achievements derived from an efficient use of financial, human and material resources. It reviews the overall management approach and the use of adaptive management, the financial management of the programme, the technical assistance, the delivery mechanisms, the participation of stakeholders and the monitoring approach to measure the programme’s progress.

4.3.1. Joint Programme Management Approach

110. Overall, the joint programme has been managed efficiently. The JP management team followed MDG-F procedures and used an adaptive management approach to secure project deliverables while maintaining adherence to the overall project design; including addressing the delay at the outset of the JP. The review indicates that JP achievements are aligned with the programme document that was approved by the NSC. The Results Framework had been used as guidance for the implementation of the JP. An effective and efficient JP implementation team has been in place (*see Section 4.3.3*), detailed work plans have been guiding the implementation, assignments were conducted with the participation of relevant stakeholders and the programme was guided by a Programme Steering Committee (NSC) and Programme Management Committee (PMC). The committees met as planned and more often when needed.

111. However, it was also noted in the MTE that the collaboration of 4 UN Agencies and 5 Ministries had difficult times, particularly at the beginning of the JP. Nevertheless, the Evaluator found that after “growing pains” during the initial phase of the programme, the management structure and the collaboration was effective overall. Chief Technical Advisors (CTAs) cooperated together to implement the JP and over time they were able to “bridge” the implementation modalities differences that exist among the UN agencies.

112. There are four UN Agencies implementing this JP: FAO, UNDP, UNESCO and WHO. Using the

comparative advantage of each UN Agency, clear roles and responsibilities for the implementation of the JP were identified for each agency, including the technical and financial responsibilities to support the implementation of their respective set of activities. The table below indicates these responsibilities by agency:

Table 3: Output Responsibilities per UN Agency and Counterparts

UN Agency	GOJ Counterpart	Outputs
FAO	MOA	2.1 - Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed
UNESCO	MOWI MOEd	2.2 - National institutional and community capacity in integrated water resources management is improved
UNDP	MOE	2.4 - Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened
WHO	MOH MOE MOWI	1.1 - National drinking water quality management system at central and periphery level is strengthened 1.2 - Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens 2.3 - Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized

113. Key management elements of the JP are presented below:

Management Mechanisms

114. The management and coordination arrangements for the implementation of the JP include:

- The **Ministry of Planning and International Cooperation (MOPIC)** coordinates the joint programme;
- The **UN Resident Coordinator (RC)** facilitates collaboration between participating UN Organizations to ensure that the programme is on track and that expected results are delivered;
- A **National Steering Committee (NSC)** was formed with non-implementing parties to allow for independence. It was comprised of 3 members: the UN Resident Coordinator (co-chair), the Secretary General of the MOPIC (co-chair) and a representative from the Spanish government; the Secretariat is provided by the UNRC’s office. It met twice a year and provided oversight and strategic guidance to the programme; decisions were made by consensus. It had the overall responsibility for programme activities, including the approval of the programme document and its subsequent revisions and annual work plans and budgets. The approval of these programme documents took place upon completion of a review of these documents by the PMC;
- A **Programme Management Committee (PMC)** was formed of all implementing parties including the UN agencies, Government Ministries, one NGO and one academic institution; it was chaired by the Secretary General of MOWI. The role of this committee was to provide operational coordination to the joint programme. It met four times a year to address issues related directly to the management and implementation of the programme;
- **Task Forces/working groups** were created with key stakeholders to review and endorse TORs and RFP processes, submitted bids and deliverables;
- A **Joint Programme (JP) Coordinator** was appointed and based at UNDP-Amman. He worked under the guidance and direct supervision of the UN Resident Coordinator and is accountable to UNDP and UNCT and report to the NSC. His responsibility included the preparation of annual work plans and budgets, the drafting of programme reports, the formulation of job descriptions for project staff and consultants, and he ensured the smooth operation of the programme on a day-to-day basis in collaboration with the Agency Chief Technical Advisors (CTAs). He was also the UNDP-CTA for 60% of his time in charge of coordinating the JP activities implemented by UNDP;
- **Five CTAs for FAO, WHO (2) and UNESCO (2)** were recruited and based at each corresponding agency. Each CTA was accountable to his/her corresponding agency and reported to the agency head

and the JP Coordinator. CTAs were responsible for day-to-day implementation of project activities in close collaboration with the JP Coordinator;

- Each UN agency implemented its specific outputs according to its usual work modality with the Government;
- The MDG-F funds allocated to this JP were channelled through the UNDP Office of Finance and UNDP acted as the Administrative Agent (AA). Each UN Agencies assumed complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent (AA) and was able to decide on the execution process with its partners and counterparts following the organization’s own applicable regulations.

Management Approach

115. Adaptive management was used regularly to adapt to a constantly changing environment; particularly for committing project resources what responded to a specific need and not only for meeting a disbursement schedule. It was also used to adapt the JP to staff turnover, including the change of Secretary Generals, a reality in Jordan. As a result, the services delivered were of good quality and each assignment was conducted on an as needed basis in a constant evolving environment.

116. However, the review indicates that the day-to-day management of the programme was much activity-based as opposed to be more results-based⁵ (RBM). Instead of focusing on two outcomes and 6 outputs, there was a strong focus on implementing the 27 planned activities (*see Annex 7*). It rendered the Team to implement the JP more in a compliance mode to deliver the planned activities as opposed to focusing on reaching the expected results as defined in the 2 outcomes and the overall strategy of the JP. This focus on activities has been driven by the design that is much activity-based (*see Section 4.2.1*); which was also noted in the MTE.

117. Additionally, as noted already in the MTE, the structure of the results framework (outcomes and outputs) was not conducive to an effective RBM. The review of planned activities (*see Annex 7*) indicates that it is difficult to relate these activities with their related output and outcome. As discussed in Section 4.1.6, the review of outputs and outcomes indicates that it was an ambitious project and more activities would be needed to fully achieve these expected results. For instance, activities under output 1.1 would contribute to the achievement of the expected output 1.1 that is *a strengthened national drinking water quality management system at central and peripheral levels*. However, to fully reach this output, it is evident that more activities are needed such as the implementation of WSPs nationwide, including the resources for this up-scaling. The JP supported the demonstration of how to strengthen the national drinking water quality management system at central and periphery level; it is a good first step but more is needed in this area to make a difference.

118. Nevertheless, despite the lack of management by results, the set of activities that has been implemented is good and was effective. As discussed in Section 4.1, they correspond to current national priorities, are part of larger strategies and programmes and achievements are well owned by national stakeholders.

Mid-Term Evaluation (MTE):

119. A MTE was conducted during the period November-December 2010 by the same external Evaluator. A comprehensive review of the entire JP was done, including the project life cycle, the design, processes and results achieved at the time of the MTE, progress toward reaching the expected outcomes and the advocacy and communication aspects of the JP. It also included the interview of key stakeholders involved in the JP. A set of 15 recommendations was made throughout the report on how to improve the effectiveness and efficiency of the programme.

120. As a response to these 15 recommendations, the JP Team prepared an Improvement Plan. This plan was an opportunity for the Team to review these recommendations and prepare its response on who, how and when to address them. It was a rigorous process whereby all recommendations were reviewed and actions identified

⁵ There are many definitions about what is a development result; however, a consensus exists in the development community that “a result is a describable or measurable change in state that is derived from a cause and effect relationship” (CIDA 2008).

and implemented by the JP team.

Implementation Scheduling:

121. The JP was approved in April/May 2008. The first transfer of cash was completed on February 2009, which make this day the official starting date of the JP. The JP Coordinator was hired mid-July 2009. The original duration of the JP was 3 years with an ending date of February 2012.

122. A recommendation from the MTE (2010) was to “*plan a time extension to complete the JP and ensure that achievements are sustainable and replicated. It is too early in the implementation to assess how much time extension would be needed at the end but the minimum would be the equivalent of the 5-6 months delay that occurred at start-up*”. As a follow up to this recommendation, upon a proposal of the JP Team, the NSC requested a one-year no-cost extension in late 2011-2012, which was granted by the MDG-F Secretariat on February 2, 2012. The JP ending date has been now set for February 6, 2013.

Gender Approach:

123. As noted in the MTE report, gender was briefly mentioned in the JP document (page 20) as a crosscutting issue that will be addressed by the programme. However it was not clear as to how gender will be addressed throughout the implementation of the JP and, additionally, it was not part of the implementation guidelines of the MDG-F⁶. This can partly explain the fact that initially the monitoring framework of the JP did not include gender-based performance indicators and no gender-disaggregated data was reported through the bi-annual monitoring reports. The MTE recommended to “*make the indicators included in the monitoring framework gender sensitive; that is to gather information about these indicators that would provide gender disaggregated information. Also to explore the possibilities to mainstream gender approaches in activities where possible*”. As a result, the JP Team committed to include gender-disaggregated data in JP deliverables when possible. However, the review of the last semi-annual progress report indicates that gender was still not really taken into account. The reporting does not include gender based information and it was also noted that despite the long list of monitoring questions in this report, no question are related to gender.

124. Nevertheless, the lack of gender-based monitoring information does not imply that the implementation of the programme did not consider gender in its implementation; particularly women. On the contrary, women are part of the programme’s stakeholders. For instance, when NCARE tested its new durum wheat landrace with farmers, the main group interested by this demonstration was women as the main “user” group of durum wheat for baking and cooking. It was recognized that if women would not like the quality of this new durum wheat landrace, its chance to be cultivated by farmers would be diminished. Overall, however, it is evident that more gender-based guidelines would be needed for such programmes in order to guide a more gender-based approach.

4.3.2. Financial Management

125. As noted in the MTE, the management of the finances for the JP in Jordan presented some complexities. It involved 4 different financial management systems (one for each UN agency). As per the fund management arrangements, each UN agency in Jordan was requested to report financial commitments and disbursements on a quarterly basis. In addition each UN Agency Headquarter was requested to provide certified annual financial reports - according to a budget template that was provided by the MPTF Office - stating expenditures incurred by the JP during the reporting period prior to April 30 of the following year. A 7% management fee applied on programme expenditures compensated indirect costs for each agency. It was the mechanism to aggregate financial information coming from all these different systems.

A note on how the MDG-F funds are managed

126. Under the MDG-F initiative, fund management arrangements were set to mobilize financial resources in an efficient way. This arrangement was based on the “pass-through” fund management option as guided by the

6 It was noted that gender was not included in the “*Implementation Guidelines for MDG Achievement Fund Joint Programmes*”.

UNDG guidance note on joint programming. The MDG-F funds allocated to this JP were channeled through the UNDP Office of Finance and UNDP acts as the Administrative Agent (AA). The accountability rests with the Executive Coordinator of the MPTF Office with some delegation of authority to the UN-RC in Jordan. Each Agency is to assume complete programmatic and financial responsibility for the funds disbursed to it by the AA and can decide on the execution process with its national partners and counterparts following the organization's own applicable regulations.

127. Once the PMC and the NSC approve an annual work plan and budget, an annual Fund Transfer Request is made by the UN-RC on behalf of the NSC to the MPTF office. Once the request is cleared by the MDG-F Secretariat, the requested funds are transferred by the MPTF to the respective UN Headquarter Agencies. Each agency is, then, fully responsible for the funds received to implement their activities as well as for the execution modality, and method of transfer the funds to its partners and counterparts. It is also noted that the release of funds is subject to meeting a minimum commitment⁷ threshold of 70% of the previous fund release to all UN Agencies and clear progress towards results.

128. Overall, the cash transfers to UN agencies did not work well in the case of this JP. The transfer of the second tranche was delayed due to the 70% rule presented above, which delayed some activities in Jordan. Additionally, the issue of transferring cash from the MPTF to the UN agencies was compounded by lengthy internal procedures within some agencies. The financial reporting had also been inefficient and large discrepancies have existed all along between the figures monitored by the JP Team and those official figures produced by UN agency headquarters. For instance, the financial figures posted on the MPTF website indicates a disbursement of only \$1.7M as of the end of 2012. The semi-annual monitoring report for the first semester of 2012 indicates a total disbursement of \$2.3M plus commitments of \$0.55M for a total of \$2.85M. Generally, it had been difficult to get timely and accurate financial information on this JP and this experience highlights the need for better harmonized financial and project management systems among UN agencies if they want to work effectively together.

129. Nevertheless, based on the financial information reviewed by the Evaluator, the entire budget of \$4,000,000 was transferred to the UN agencies. However, it will not be disbursed entirely by the end of the programme in early February 2013. The utilization of funds by Agency is presented in the following table:

Table 4: Status of MDG-F Funds Utilization by UN Agency

Item	Total Budget	%	Expended & Committed as of Feb. 28th	Budget Left as of Feb. 28th	% Budget Left as of Feb. 28th
FAO	827,667	21	601,924	225,743	27.3%
UNDP	873,333	22	870,000	3,333	0.5
UNESCO	699,000	17	699,000	0	0
WHO	1,600,000	40	1,580,000	20,000	1.3
Total	4,000,000	100	3,750,924	249,076	6.2

(3) Figures obtained from the JP Team (January 2013)

130. The figures above show that – as it stands - by the end of the JP over 6% of the total budget should not be spent; representing about \$249k. However, this remaining amount may change before the closure of the JP. Under output 2.1, the FAO implemented activities to identify a series of adaptation measures to climate change. It included risks assessments; identification of vulnerability and adaptation measures; improving agriculture

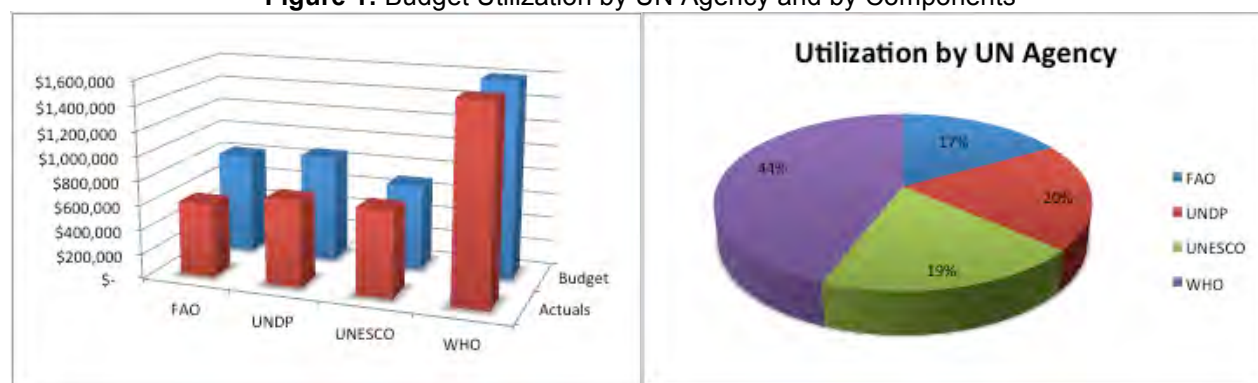
⁷ Commitments are defined as legally binding contracts signed, including multi-year commitments, which may be disbursed in future years.

productivity through climate change resilient landraces and farming practices; and, awareness campaigns targeting policy makers, schools and extensionists. Using the knowledge accumulated through these activities, the next step was to establish a farm model to apply some of the findings and use it as a demonstration site for farming communities. The process to select the site started almost a year ago and the government approved the final site in September 2012. The process to build the farm model is now in its final stage of recruiting an organization to build the farm. However, the contract may not be signed before the end of the JP on February 28th 2013. If this contract goes ahead, it is estimated that it will use about \$70,000 leaving a budget of about \$156,000 under the FAO line budget; about 19% of the total FAO budget.

131. In conclusion, the total disbursement status – by the end of the JP on Feb. 28, 2013 – estimated at the time of the Evaluator’s mission to Jordan was about \$3.75M or 94% of the total budget. If the one issue above can be resolved – committed by signing the respective contract – before February 28, 2013, the estimated total amount disbursed would over \$3.82M or about 96% of the total budget of \$4M. The Evaluator recommends the Management Team and the MDG-F Secretariat to accommodate the deadline for stopping all JP’s commitments and allow an extra 2-3 weeks to commit this critical activity (*see recommendation in Section 1.3*).

132. Below are diagrams representing the utilization of the total budget by UN agency and also the comparison of the respective budgets and actual disbursements per agency.

Figure 1: Budget Utilization by UN Agency and by Components



4.3.3. Quality of Technical Assistance / Use of National Capacity

133. A highly professional team has been implementing the JP. The Evaluator noted their dedication to the JP during his mission to Jordan; they provided services often “beyond the call of duty”. There is a core team of 7 staff to coordinate the implementation of JP activities; all financed by the MDG-F funds. It includes:

- 1 JP Coordinator and UNDP-CTA: A full time position with 40% allocated to the JP Coordinator position and 60% to the coordination of UNDP activities;
- 1 FAO-CTA: part time position (50%)
- 2 UNESCO-CTAs: full time positions
- 2 WHO-CTA: full time positions
- 1 Assistant full time

134. JP activities are implemented with the support of national and international experts when needed for specific work assignments such as assessments, studies, reviews, training, etc. As per the fund management arrangements, each UN Agency uses its own procedures to hire experts and consultants. The Evaluator noted the high caliber of short-term consultants and experts hired by the programme.

135. As already noted during the MTE, the fact of having one person with the responsibility of being the JP Coordinator for 40% of his time and the CTA for the UNDP component for 60% of his time is not conducive for

a good implementation. It also introduces a skewed view that this person represents the UN agency – UNDP in this case - and not the JP as a whole. Based on the experience of this JP, it is recommended that such a programme should have a Coordinator with the sole responsibility of coordinating the Joint programme.

136. Overall the review found a highly motivated staff and consultants/experts dedicated to the programme. JP activities were well coordinated and the JP Team provided an efficient and flexible management approach to adapt day-to-day activities to changes while securing timely implementation of planned activities.

4.3.4. Country Ownership / Stakeholder Participation

137. The country ownership of the “*Adaptation to Climate Change to Sustain Jordan’s MDG Achievements*” joint programme is excellent. The programme is very relevant for the development of adaptation strategies with a particular attention to the water, health, environment, agriculture and education sectors. This is a programme that is a response to national needs and priorities, addressing three main barriers (*see Section 4.1.1*). Partners are much involved in the implementation and the NSC and the PMC have monitored the implementation of the JP. Annual work plans were approved by the PMC and endorsed by the NSC and both committees reviewed all progress reports.

138. The JP has six main national partners: Ministry of Planning and International Cooperation (MOPIC), Ministry of Health (MOH), Ministry of Water and Irrigation (MOWI), Ministry of Agriculture (MOA), Ministry of Education (MOEd) and Ministry of Environment (MOEv). In addition, two other key stakeholders play a critical role in implementing some JP activities: IUCN - an international NGO – played a major role in implementing JP activities in the ZRB (output 2.4) and Mihayuna a water supply company, which played a key role in demonstrating the benefits of using WSPs as a risk management tool to ensure quality drinking water supply to consumers. All these stakeholders actively participated in the implementation of the JP and developed a good ownership of the programme and of its achievements.

139. The review indicates that there are multiple factors that contributed to the development of a good national ownership: (i) the programme was a direct response to national barriers and priorities to develop a climate change agenda. The timing was good and it provided extra resources to implement activities to address specific priorities recognized by national stakeholders; (ii) the collaborative approach to manage the JP led to a strong participation of key stakeholders in the allocation and the use of JP resources through working group, ad-hoc selection committees or any other stakeholder groupings to make technical decisions and move the JP agenda forward; and (iii) the involvement of key policy and decision makers in the implementation of the JP, including 2 Secretary Generals chairing the 2 JP committees (PMC and NSC) and the involvement of key Directors of Divisions from the national partners to implement activities supported by the JP, such as the Directors of the 6 key climate-sensitive health areas. The JP benefited from this strong support of key stakeholders. Over time it became their response to address their needs to enhance their capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. This national ownership will certainly contribute to the long-term impact of the JP and the sustainability of its achievements.

4.3.5. Monitoring Approach and Progress Reporting

140. The JP was monitored and progress was reported according to the MDG-F monitoring procedures. Progress made by the JP was reported semi-annually to the MDG-F Secretariat, using the given template. The last monitoring report (June 2012) contains 4 sections:

- Section I is information to identify the programme and status;
- Section II is to report progress of the JP, which is divided into four parts: (i) Narrative on progress, obstacles and contingency measures; (ii) Inter-agency coordination and delivering as one; (iii)

Development effectiveness: Paris Declaration and Accra Agenda for Action; and (iv) Communication and advocacy;

- Section III is an additional narrative on progress contributing to the implementation of MDGs in Jordan;
- Section IV is to provide progress information against a list of general thematic indicators;
- The updated M&E Framework is at the back of the report as well as the JP Results Framework (work plan) with financial information presented by activity.

141. The measurement of the progress of the JP includes the monitoring of a set of performance indicators. They form the Performance Monitoring Framework (PMF) for the programme, including their related baseline, means of verification, methods of data collection and responsibility centers. For each outcome, indicators were identified to measure the progress made over time towards the respective expected outcome. At the design stage of the programme, the PMF included a total of 29 indicators; including baseline information. Following the MTE, this PMF was reviewed and updated. The revised PMF includes a set of 20 indicators that are presented in the table below:

Table 5: List of Performance Indicators to Monitor the JP

Outcomes/Outputs	Indicators
Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change	1. Percentage of water supply systems meeting requirements of the national drinking water quality standard
<i>Output 1.1:</i> Strengthened national drinking water quality management system at central and periphery level	2. Revised drinking water quality Management System (DWQMS)
	3. Number of water safety plans (WSP) developed
	4. Number of male and female staff trained on the upgraded DWQ system
	5. Roadmap for implementing WSPs throughout Jordan developed and disseminated
<i>Output 1.2:</i> Sustainable and reliable supply of minimum water requirements for health protection	6. An adopted national policy on minimum household water security requirements for health Protection
Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions	7. Policies and adaptive capacities developed to manage environmental health and food security issues from the threat posed by climate change under water scarcity conditions
	8. Development of health vulnerability assessment, national adaptation strategy and plan of action for health protection from climate change
<i>Output 2.1:</i> Improved rural sector adaptive capacity for climate variability and change	9. An adopted list of adaptation measures to reduce climate change impacts on food productivity
	10. Model farms established using treated wastewater
	11. Tested adaptation measures to improve crop and livestock productivity with treated wastewater irrigation
	12. Number of stakeholders trained on the operational approaches
<i>Output 2.2:</i> Improved national institutional and community capacity in integrated water resources management (IWRM)	13. Number of male and female trained in IWRM
	14. Adopted water management and climate change adaptation measures to be implemented at national level.
	15. An operational environment and water resources center for advocacy education and capacity building.
<i>Output 2.3:</i> Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized	16. A National Adaptation Strategy and Plan of Action to Protect Health from Climate Change is developed and disseminated within the health sector and other concerned sectors.

Outcomes/Outputs	Indicators
Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened	17. Implemented approved strategies for reforming legal, policy and institutional frameworks to include CC adaptation in the water resources management
	18. Formulated and approved climate change adaptation measures implementation programme and plan for the ZRB
	19. Piloted adaptation measures by communities in ZRB
	20. Documented and disseminated knowledge about ZRB results

142. The new set of indicators was a big improvement over the initial set of 29 indicators that were in the JP document. The number of indicators is now 20, which has been less complex to monitor; these new indicators are generally more focus on measuring the achievements toward the expected results as opposed to measuring if a particular activity was completed or not. As a result, the monitoring information generated with this new set of indicators provided a better “picture” about the progress of the joint programme toward achieving its stated strategy.

143. Overall, the monitoring process was improved following the review of the monitoring indicators. The new set of monitoring indicators should have been enough to monitor the JP. However, the reality is that in addition to this set of indicators the monitoring template provided by the MDG-F Secretariat includes a rather long list of other indicators to report on. As described above, the template for the semi-annual monitoring reports includes 4 sections. In each of these 4 sections, a list of questions – which can be considered as additional indicators - needs to be answered to complete the monitoring report. The progress made against the 20 indicators has to be completed as well but it is only at the back of the report. It is not part of the 4 main parts of the monitoring report. In other words, the monitoring process is a lengthy and cumbersome one and, as a result, does not fulfill its intent. These monitoring reports alone did not provide adequate monitoring information. In order to improve the monitoring process, the monitoring template would need to be entirely reviewed with a greater focus on monitoring the set of performance indicators, which should be focused on measuring how well the JP is progressing toward the achievement of its expected outputs and outcomes.

4.4. Potential Impacts of the Joint Programme

144. This section discusses the progress made so far toward the achievement of strategies and outcomes of the joint programme and the likelihood that programme achievements will have a long-term positive impact on the adaptation to climate change in the water, health, agriculture, environment and education sectors in Jordan.

4.4.1. Potential to Achieve the Programme’s Strategy

145. Measuring the potential for long-term impact of this JP is not an easy task. As discussed in Section 4.1.6, this is a programme intervening in five climate-sensitive sectors; with a limited original duration of three years that was extended to 4 years; and, with a strategy that was ambitious. Nevertheless, the review indicated that the JP achieved most of its targets (see Section 4.2.1). There is plenty of evaluative evidence that its achievements contributed to “*enhance the capacity of key stakeholders to adapt to climate change by addressing Jordan’s long-term adaptation needs*”; which was the strategy of the JP. As discussed in Section 4.2.1, climate change impacts and the need to adapt to climate change was not really part of the development agenda in Jordan at the outset of this JP. Climate change was not mentioned in the *National Agenda* and in the “*Water for Life*” strategy, which have been the main policy instruments in their respective area in Jordan. However, over the last 4 years there is clear evidence of the contribution of the JP to the development of capacity of key stakeholders on matters related to climate change impacts on water resources, health and food security and their related adaptation measures. Furthermore, climate change adaptation is now part of the development landscape and JP

achievements should be prominent in the under-development new *National Agenda* for the period after 2015. As it stands today, the potential for the long-term impact of the JP is highly positive.

146. There are a few indicators supporting this potential for long-term impact. This assessment conducted for this evaluation reveals that (1) the JP has been very relevant in the context of Jordan’s climate change adaptation agenda; (2) the JP achieved most of its targets; and (3) national partners have been much engaged in the implementation of the programme, appreciated it and “own” its achievements. As a result, the achievements produced within the five climate-sensitive sectors should have a positive impact over the long run on the government’s capacity to develop climate change adaptation strategies in these sectors.

147. Under outcome #1 that was seeking to “*sustain the access to improved water supply sources despite an increased water scarcity induced by climate change*”, the JP completed the implementation of Water Safety Plans (WSPs) in 5 pilot areas as a risk management approach to protect drinking water safety. It included the assessment of the drinking water quality management systems in place, the review of the related legislation, the development and implementation of a training of trainers (ToT) plan and the procurement of critical laboratory equipment at MOH water testing lab to secure the surveillance function within the new water quality management system. Additionally, the JP supported the “*Minimum Households’ Water Security Requirements for Health Protection*” study, which resulted in the identification of the minimum water requirements for protecting the health of Jordanians. This study is soon to be made public and will provide some needed evidence for policy update related to water requirements.

148. Under outcome #2 that was seeking to “*strengthen the adaptive capacity for health protection and food security to climate change under water scarcity conditions*”, the JP contributed to strengthen the capacity to adapt to climate change in the area of food security through the identification and dissemination of climate resilient techniques (conservation agriculture) and of more resilient and productive wheat variety. As a follow up, these techniques and new variety will be soon demonstrated on a model farm (Feb./March 2013), which will also demonstrate the reuse of treated wastewater for irrigation. The model farm will be used as training and demonstration center after the life of the JP. The JP also supported awareness campaigns targeting stakeholders at different levels, and training programmes to enhance the capacities of local communities, youths, decision makers and professionals. It also supported the establishment of the International Center for Water and Environmental Research at Al Balqa Applied University, which is now providing expertise and research in the area of climate change and its impact on health and food security under water scarcity conditions. The JP contributed also to assess health vulnerability to climate change and develop national adaptation strategies and plans of actions for health protection against climate change in six climate-sensitive health areas: heat waves, nutrition, water and food-borne disease, vector-borne disease, occupational health, air-borne and respiratory disease. Capacities of MOH technical teams were developed throughout the process, which was overseen by a MOH steering committee. This committee provided a good mechanism for MOH ownership of JP achievements and replication through the MOH system in Jordan; hence contributing to the good potential for the long-term impact of JP achievements. Finally, the capacity to adapt to climate change was strengthened in the Zarqa River Basin (ZRB) where extensive studies were conducted to assess and model climate change impacts on water quality and availability as well as identify adaptation measures addressing these impacts. Some of these measures were demonstrated in the ZRB and should be up-scaled nation wide in the medium term.

4.4.2. Contribution to the Implementation of MDGs in Jordan

149. As discussed in Section 4.1.2, Jordan has been committed to implement the obligations of the Millennium Declaration and the Millennium Development Goals (MDGs). In 2004, Jordan produced a MDG progress report, which identified two MDGs with difficulties to achieve their targets by 2015; Goal 3 – *Promote gender equality and empowerment of women* and Goal 7 – *Ensure environmental sustainability*. In 2010, the second MDGs progress report was released stating, “*The overall picture of achievement on the MDGs is satisfactory. Jordan has either achieved or is in the process of achieving many of the goals.*” However, it also stated that MDG-1, 3, 4 and 7 remain within reach but “*with decisive and targeted policy actions and political will*”. This second

progress report further stated that if Jordan is to ensure environmental sustainability by 2015, swift measures need to be taken specifically in the area of environmental resources management. It is not an area where the JP contributed. Within this context, the direct JP contribution to the implementation of MDGs in Jordan may appear somewhat limited.

150. However, this same report also recognized that Jordan was affected by climate change; particularly affecting the surface water sources and groundwater. It stated that Jordan attaches great importance to addressing the phenomenon of climate change and combating its effects on health, food security and water resources as a means to address the obstacles to the MDGs. The JP was presented in this report as an initiative to respond to the climate change challenges. The report also stated several policy and programme directions, including the need to “*mainstream climate change related issues and recommendations made in UNFCCC’s communications and reports into the national strategies and policies of various affected sectors*”; and to “*form units, mandated to deal with climate change issues and adaptation, in order to contact various multilateral and bilateral agencies and their relevant funds*”.

151. As a conclusion, the JP has been a major contributor by supporting Jordan in addressing climate change challenges and developing a climate change adaptation agenda in Jordan within water scarcity conditions. It supported the piloting of a state-of-the-art risk management instrument (WSPs) to protect drinking water safety; it supported the identification of the minimum water requirements for protecting the health of Jordanians, a major indicator providing evidence on water requirements for water policy development. It supported the identification and dissemination of climate resilient agricultural techniques and of a more resilient and productive wheat variety. It supported awareness campaigns on climate change impacts and adaptation targeting stakeholders at different levels, and training programmes to enhance the capacities of local communities, youths, decision makers and professionals. It supported the assessment of health vulnerability to climate change and the development of national adaptation strategies and plans of actions for health protection against climate change in six climate-sensitive health areas. Finally it supported extensive studies to assess and model climate change impacts on water quality and availability as well as identify adaptation measures addressing these impacts in the ZRB, with the objective of the results to be replicated/up-scaled nation wide.

4.5. Sustainability of the Joint Programme

152. This section discusses the potential for the long-term sustainability of programme achievements. It is an indication of whether outcomes (end of programme results) and positive impacts (long-term results) are likely to continue after the programme ends.

4.5.1. Sustainability of Results Achieved

153. The review indicates that sustainability of JP achievements should be ensured; mostly through the mainstreaming of these achievements into national strategies and programmes. Most results were already achieved through the collaboration with key national stakeholders such as MOH, MOWI, MOEd, NCARE and MOEv as the respective partners of the JP. The activities conducted to achieve these results were already integrated into the day-to-day programme of activities of these stakeholders. It is the case, for instance, with Miyahuna, the water company that is integrating the WSPs approach into its work programme; MOH that is committed to carry on with the implementation of the 24 projects that were identified through the identification of climate change adaptation strategies for six climate-sensitive health areas; NCARE that is carrying on with the finalization of the selection of a new durum wheat landrace; the University of Jordan-WERSC that is pursuing its work on the demonstration of small-scale wastewater treatment systems and the conservation of groundwater quality; and the Water and Environment Resource Centre at Al-Balqa Applied University that is now providing expertise and research in the area of climate change and its impact on health and food security under water scarcity conditions.

154. However, it was noted in the MTE report that the sustainability strategy of JP achievements stated in the programme document was weak and consisted mostly of anticipating that sustainability of the programme activities will be ensured through the adaptation and implementation of risk alleviation mechanisms, especially awareness and training programmes that will be targeting local community leaders and policy makers.

155. Further to this, the JP Team developed a *Sustainability Plan* to identify the required actions that will lead to the sustainability of outcomes of the JP. The plan also intended to define the *Exit Strategy* for the end of the JP by identifying actions to ensure national ownership and the identification of institutions to carry on with the achievements. All key achievements were reviewed – including how they will be sustainable - and exit actions were identified for each achievement to be implemented and ensure its sustainability. This plan was developed in 2011 and was reviewed and endorsed by the PMC and NSC. It is a good plan to identify actions to be implemented early in the last phase of such programme.

156. However, despite that the overall sustainability of JP achievements is not an issue, the Evaluator noted that the exit points for some outputs may not be the best exit points and it raises the risk that the related achievements will not be sustained and/or be up-scaled at the national level and implemented throughout the Kingdom of Jordan. As an example, in order to sustain the achievements under outcome 1 the sustainability plan includes the following assumptions/risks:

- Commitment of national authorities to establish national framework for water safety is needed.
- Availability of financial resources to upgrade systems beyond the project;
- Availability of experts in water quality management;
- Willingness of government to develop legislation and policy on the basis of the results from the minimum water requirements for health protection study;
- Conflict between water users (domestic vs. agriculture)

157. These are major risks and assumptions, which are mitigated by the fact that there is a strong national ownership of these achievements. However, as a lesson learned, when faced with this type of issue at the exit of such a programme, it would be advisable to restrict the scope of the programme and add more resources to each output and carry on activities in close collaboration with key stakeholders to better institutionalize the results by the end of such programme. For instance, despite the great interest by key stakeholders (MOH, MOWI, WAJ and water companies) in implementing WSPs throughout the Kingdom of Jordan, critical questions remain such as “what are the extra costs entailed by the implementation of WSPs?” “What kind of capacity development would be needed for an implementation nation-wide of WSPs?” “Does the current legislation adequate for the national implementation of WSPs?” The point here is that, in order to decrease the risks linked with the sustainability of results, some of these questions should have been answered with the support of the JP such as a feasibility study to assess how to implement WSPs nationally. It is noted here that the Evaluator was not able to find sufficient evaluative evidence to state if using WSPs cost more than the current processes in place.

4.5.2. Enabling Environment: Policy, Legislation and Institutions

158. An enabling environment is a critical part of the overall capacity of Jordan to adapt to climate change impacts. In addition to the development of capacity of staff involved in the analysis of climate change impacts and in the identification of climate change adaptation measures, it is indispensable that the country disposes of an institutional framework providing appropriate structure and mechanisms that are supportive for the development of climate change adaptation strategies and programmes. It is also important to have a set of policies and a legislative framework that are equally supportive.

159. The Evaluator found that the JP had little emphasis on assessing the overall capacity of Jordan to adapt to climate change. It is addressing a set of barriers related to five critical areas: health, water, environment, agriculture and education. Most activities were geared towards developing the capacity of partners involved in

climate change analysis and development of adaptation strategies. It supported several training activities to develop the capacity of people involved in climate change adaptation in these five critical sectors. It supported the development of manuals, models, studies and research in areas affected by climate change. However, it seems to be assumed that the JP is addressing core national priorities addressing core capacity constraints and that the rest (enabling environment) is OK; is it? The Evaluator did not find sufficient evaluative evidence to ascertain if the enabling environment is adequate to carry on with a climate change adaptation agenda; hence questions remain in this area, which could affect the long-term potential impact of the JP.

5. LESSONS LEARNED

160. Based on the review of project documents, interviews and meetings with key informants, and the analysis of this information, the Evaluator collated several lessons learned that are presented below:

- Flexibility is a recognized feature of this type of joint programme and contributes positively to the implementation of these programmes. It allows these programmes to adapt to changing context and environment in which they are being implemented and to stay aligned with national priorities and needs as they evolved. As a result these programmes are more responsive to national priorities and needs and benefit from good national ownership.
- As already stated in the MTE, there is a need to better align management and implementation modalities among UN agencies when they are involved into a joint programme under the “One UN” concept for an effective implementation. The differences between sets of rules and procedures from UN agencies are exacerbated when working together. It makes the management and the implementation of these joint programmes more difficult. Moreover, a better harmonization of implementation and management/administration rules and procedures cannot be done at the country level; it needs to be done at the UN agency headquarter level.
- A short design phase necessitates a balancing act between drafting and submitting the programme/project on time, and engaging a good participation of national partners which could impact the national ownership of the programme/project achievements and their sustainability.
- As stated in the MTE, such joint programmes need a defined inception phase at start up to review the design elements, engage stakeholders. Any changes to the programme strategy, management arrangements, monitoring framework and participation of stakeholders should be documented in an inception report, which should be endorsed by the management committee overseeing the development of the programme/project.
- An early involvement of Stakeholders leads to good national ownership of achievements/results. It also contributes to a more effective implementation and a better potential for long-term impact and sustainability.
- This type of programme/project needs to focus more on the enabling environment. The right policies, legislation and institutions are part of the critical success factor for any such intervention; particularly for the long-term impact and the sustainability of achievements.
- Procedures to develop such programmes/projects need to include stronger guidelines to address/identify sustainability measures at the design stage as well as a strategy on how capacities will be developed with a focus on the enabling environment as part of a holistic approach to develop the required capacities and to produce the desired change.

Annexes

Annex 1: Terms of Reference (TORs)

The sought international consultant will be the team leader of evaluation team which is made of two individual consultants, ONE international, and the other is national, whom will be selected concurrently, both are expected to work together to deliver this evaluation.

Date: 24 October 2012

Country: Jordan

Description of the assignment:

Post Title:	Short Term Assignment
Duration:	35 working days during the period 25 November 2012 – 5 February 2013
Location:	Amman, Jordan
Project:	“Adaptation To Climate Change To Sustain Jordan’s MDG Achievements”

Project name: “ADAPTATION TO CLIMATE CHANGE TO SUSTAIN JORDAN’S MDG ACHIEVEMENTS”.

Period of assignment/services (if applicable): 35 working days during the period 25 November 2012 – 5 February 2013.

Proposal should be submitted at the following email randa.taweel@undp.org no later than 10 November 2012 @ 13:00 PM.

Any request for clarification must be sent in writing, or by standard electronic communication to the address or e-mail indicated above. Ms. Randa Al-Taweel will respond in writing or by standard electronic mail and will send written copies of the response, including an explanation of the query without identifying the source of inquiry, to all consultants.

1. BACKGROUND

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples’ life in 49 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

The MDG-F M&E Strategy

A result oriented monitoring and evaluation strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OECD/DAC regarding evaluation quality and independence.

The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy’s main objectives are:

1. To support joint programmes to attain development results;
2. To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-F objectives, MDGS, Paris Declaration and Delivering as one; and
3. To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, each programme team is responsible for designing an M&E system, establishing baselines for (quantitative and qualitative) indicators and conducting a final evaluation with a summative focus.

The MDG-F Secretariat also commissioned mid-term evaluations for all joint programmes with a formative focus. Additionally, a total of nine-focus country evaluations (Ethiopia, Mauritania, Morocco, Timor-Leste, Philippines, Bosnia-Herzegovina, Brazil, Honduras and Ecuador) are planned to study more in depth the effects of joint programmes in a country context.

Context of the Jordan Joint Programme

The “Adaptation to Climate Change to Sustain Jordan’s MDG Achievements” Joint Programme (JP) started in February 2009 and extended for a one year until February 6th, 2012. It is the only joint programmes (window) funded by MDG-F for Jordan. It has a total budget of USD 4.13M, including USD 4M from the MDG-F and USD 126,667 from UNDP (USD 105,000) and other partners. It is implemented by four UN Agencies (FAO, UNDP, UNESCO and WHO), five main National Partners (Ministry of Planning and International Cooperation, Ministry of Health, Ministry of Agriculture, Ministry of Education and Ministry of Environment) and several other stakeholders such as IUCN (international NGO) and a water supply company.

Over the last twenty years, Jordan made good strategic advances towards the achievement of Millennium Development Goals (MDGs) including the reduction of poverty rates, the increase of adult literacy rate, infant mortality rate, access to water and access to sanitation. The country is on track to meet its MDG targets by 2015. However, these achievements are compromised by several threats including a high population fertility, water scarcity, severe land degradation, income poverty, inefficient production and regional conflicts.

The rationale of this joint programme is to address water scarcity and related threats to health, food security, productivity, and human security induced by climate change as key to sustain Jordan’s human development achievements and growth. The strategy of the joint programme is to enhance the capacity to adapt to climate change by addressing Jordan’s long-term adaptation needs. The joint programme seeks to develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change.

The strategy of this joint programme is being implemented through a set of two outcomes and six outputs:

Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change;

Output 1.1: National drinking water quality management system at central and periphery level is strengthened

Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens

Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions;

Output 2.1: Rural sector adaptive capacity for climate variability and change is improved as well

as the urban-rural linkage in water resources management and allocation developed.

Output 2.2: National institutional and community capacity in integrated water resources management is improved.

Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized.

Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and

Jordan’s JP and the Needs of Stakeholders

The JP is relevant for stakeholders that are involved in addressing climate change adaptation needs in Jordan; it includes key government and civil society counterparts. The objective of the JP is a response to national priorities, seeking to address three main barriers identified during the formulation of this JP; there are:

- Climate change risks were not sufficiently taken into account in sectoral policies and investment frameworks;
- Existing climate information, knowledge and tools were not directly relevant for supporting adaptation decisions and actions; and
- Weak national capacity to develop sectoral adaptation responses.

All key Jordanians partners are involved in the implementation of the JP; it is an inclusive process. Furthermore, there is a strong interest and involvement of these stakeholders in the JP. Four main ministries (water and irrigation; health; agriculture; and environment) are involved as well as few other governmental agencies such as the National Center for Agricultural Research and Extension (NCARE). The academic sector is well represented and provides a good backstopping mechanism for skills and knowledge for the implementation of the JP.

Climate change has not been really mainstreamed yet in national policies and programmes in Jordan. Furthermore, the overall capacity of organizations to address climate change is limited. This context makes the JP very relevant for Jordan. In itself it has a pioneer role to introduce climate change adaptation as a new thematic area to be dealt with by the government. The JP provides a platform for all key stakeholders to come together and figure out how to address climate change adaptation in Jordan. By responding to these national priorities, the JP is addressing the needs of stakeholders.

The concept of the JP brings together a broad range of national and international organizations making it possible to leverage a broad range of comparative advantages, which should contribute to the effectiveness of the JP and the long-term impact and sustainability.

Contribution to the Implementation of MDGs in Jordan

Jordan is committed to implement the obligations of the Millennium Declaration and the Millennium Development Goals (MDGs). It produced an assessment report in 2004 stating the progress made to achieve the main targets set globally. In this assessment two MDGs were identified as more difficult to be achieved by 2015; Goal 3 – *Promote gender equality and empowerment of women* and Goal 7 – *Ensure environmental sustainability*. Regarding Goal 7, based on the analysis of challenges and strengths, several recommendations were made and classified into few categories: policy/macro level, natural resource management, data, and advocacy. Reviewing this list of recommendations, the JP should have an impact on three of these recommendations:

- Establish policies in the agricultural, industrial and transport sectors, urban planning, biodiversity as well as energy consumption and renewable energy resources, accessibility of water, sewage networks and treatment facilities and integrated solid waste management.
- Improve the efficiency of water use in the municipal, industrial and agricultural sectors through the reduction of unaccounted for water • Adopt a national policy to manage water resources, monitor usage, rehabilitate infrastructure and adopt sound treatment technologies.

The JP focuses on the challenges facing Jordan’s MDG achievements due to water scarcity induced by climate

change. Its expected results include support to the government in improving its policy framework for water management and in strengthening its capacity to adapt to climate change and its impact on water availability, food security and health protection. For instance the JP will support the identification of a minimum household water security requirements for health protection; a major indicator for water policy development.

The results will be used to support the development of new policy instruments to secure the supply of this minimum water requirement. Another example is the identification of new crop varieties to adapt to climate change. Finally the JP is supporting the implementation of WSPs for each water distribution system. This instrument aims to better manage the local water resources from the catchment area to the water treatment facility and distribution system to monitor the proper water usage.

Potential Impacts on Local Environment and Socio-Economic Issues

The JP should have positive impacts on the local environment and the welfare of local communities where the programme intervenes. However, the design of the JP is such that it does not target local communities as its primary target. Its primary target is to strengthen the capacity of organizations involved in water management to adapt to climate change and its impact on water availability and risks on food security and health. Nevertheless, the JP should have indirect positive impacts on local environment and welfare of local communities over the long term through adaptation measures as responses to negative impact of climate change on water availability.

For instance, the strengthening of the national drinking water quality system aims at upgrading the existing national drinking water quality system through the review and modifications of water quality standards and management practices. The expected result is an increase water quality for communities. Under output 2.2, the JP concentrates on enhancing adaptation measures capacities of local community institutions through workshops on water resource management and enhancing formal education on water resource management concept through primary and secondary schools.

Activities under output 2.1 include the assessment of as well as identifying adaptation measures to reduce climate change on food productivity. Concrete actions will be piloted and tested at the farm level to demonstrate adaptation measures mitigating the impact of climate change to local communities.

JP Management Arrangement

There is a core team of 6 staff to coordinate the implementation of JP activities and it is complemented by national and few international experts when needed for specific work assignments such as training needs assessments, identification of climate change adaptation measures, identification of capacity gaps to improve the quality of water management systems, etc. The core team includes a Coordinator, 3 Chief Technical Advisors and 2 Assistants all financed by the MDG-F funds:

- JP Coordinator and UNDP-CTA: A full time position with 40% allocated to the JP Coordinator position and 60% to the coordination of UNDP activities;
- FAO-CTA: A part time position (50%)
- UNESCO-CTA: A full time position
- WHO-CTA: A full time position
- 2 Assistants full time

The commissioner of the evaluation is seeking high-qualified consultants to conduct the final evaluation, of this joint programme.

2. MAIN OBJECTIVES, RESPONSABILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK.

One of the roles of the Secretariat is to monitor and evaluate the MDG-F. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that **all**

joint programmes will commission and finance a final independent evaluation.

Final evaluations are **summative** in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES

The final evaluation will focus on measuring development results and potential impacts generated by the **joint programme**, based on the scope and criteria included in this terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period between four and six months.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This final evaluation has the following **specific objectives**:

1. Measure to what extent the joint programme has contributed to solve the needs and problems identified in the design phase.
2. To measure joint programme’s degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained development results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. To measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. **(MDGs, Paris Declaration and Accra Principles and UN reform)**.
5. To identify and document substantive lessons learned and good practices on the specific topics of the thematic window, MDGs, Paris Declaration, Accra Principles and UN reform with the aim to support the sustainability of the joint programme or some of its components.

EVALUATION QUESTIONS, LEVELS OF ANALYSIS AND EVALUATION CRITERIA

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level:

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**

- a) To what extent was the design and strategy of the development intervention relevant (assess including link to MDGs, UNDAF and national priorities, stakeholder participation, national ownership design process)?
- b) How much and in what ways did the joint programme contributed to solve the (socio-economical) needs and problems identified in the design phase?
- c) To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.)
- d) To what extent joint programming was the best option to respond to development challenges stated in the programme document?
- e) To what extent the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?
- f) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?
- g) To what extend did the joint programme have a useful and reliable C&A strategy?
- h) If the programme was revised, did it reflect the changes that were needed? Did the JP follow the mid-term evaluation recommendations on the programme design?

Process level

- Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

- a) To what extent did the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
- b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency’s intervention?
- c) To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?
- d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?
- e) What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?
- f) What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.
- g) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

- h) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

- Ownership in the process: Effective exercise of leadership by the country’s national/local partners in development interventions

- a) To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?
- b) To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

Results level

- Effectiveness: Extent to which the objectives of the development intervention have been achieved.

- a) To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document? (detailed analysis of: 1) planned activities and outputs, 2) achievement of results.
- b) To what extent and in what ways did the joint programme contribute:
1. To the Millennium Development Goals at the local and national levels?
 2. To the goals set in the thematic window?
 3. To the Paris Declaration, in particular the principle of national ownership? (consider JP’s policy, budgets, design, and implementation)
 4. To the goals of delivering as one at country level?
- c) To what extent were joint programme’s outputs and outcomes synergistic and coherent to produce development results? What kinds of results were reached?
- d) To what extent did the joint programme had an impact on the targeted citizens?
- e) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.
- f) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?
- g) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc.)
- h) To what extent did the joint programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?
- i) To what extent and in what ways did the mid-term evaluation recommendations contribute to the JP’s achievement of development results?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

- a) To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

At local and national level:

- i. To what extent did national and/or local institutions support the joint programme?
 - ii. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
 - iii. Have operating capacities been created and/or reinforced in national partners?
 - iv. Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?
- b) To what extent will the joint programme be replicable or scaled up at national or local levels?
- c) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

METHODOLOGICAL APPROACH

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements. Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

3. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the commissioner and the manager of the evaluation:

Inception Report (to be submitted within 15 days of the submission of all programme documentation to the evaluation team)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow the outline stated in Annex 1.

Draft Final Report (to be submitted within 20 days after the completion of the field visit, please send also to MDG-F Secretariat)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 2 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The draft final report will be shared with the evaluation reference group to seek their

comments and suggestions. This report will contain the same sections as the final report, described below.

Final Evaluation Report (to be submitted within 10 days after reception of the draft final report with comments, please send also to MDG-F Secretariat)

The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 2 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the sections establish in Annex 2.

EVALUATION REPORT QUALITY STANDARDS

The following UNEG standards should be taken into account when writing all evaluation reports (See UNEG Guidance Document “Standards for Evaluation in the UN System”, UNEG/FN/Standards(2005).

http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22 :

1. The **final report should be logically structured, containing evidence-based findings**, conclusions, lessons and recommendations and should be free of information that is not relevant to the overall analysis (S-3.16).

NOTE: Using evidence implies making a statement based on valid and reliable facts, documents, surveys, triangulation of informants’ views or any other appropriate means or techniques that contribute to create the internal validity of the evaluation. It is not enough to just state an informed opinion or reproduce an informant’s take on a specific issue.

2. **A reader of an evaluation report must be able to understand:** the purpose of the evaluation; exactly what was evaluated; how the evaluation was designed and conducted; what evidence was found; what conclusions were drawn; what recommendations were made; what lessons were distilled. (S-3.16).

3. In all cases, evaluators should strive to **present results as clearly and simply as possible** so that clients and other stakeholders can easily understand the evaluation process and results.(S-3.16)

4. **The level of participation of stakeholders in the evaluation** should be described, including the rationale for selecting that particular level. (S-4.10)

5. **The Executive Summary should “stand alone”**, providing a synopsis of the substantive elements of the evaluation. The level of information should provide the uninitiated reader with a clear understanding of what was found and recommended and what was learned from the evaluation. (see Outline in Annex 2 for more details). (S-4.2)

6. **The joint programme being evaluated should be clearly described** (as short as possible while ensuring that all pertinent information is provided). It should include the purpose, logic model, expected results chain and intended impact, its implementation strategy and key assumptions. Additional important elements include: the importance, scope and scale of the joint programme; a description of the recipients/ intended beneficiaries and stakeholders; and budget figures. (S-4.3)

7. The **role and contributions of the UN organizations and other stakeholders** to the joint programme being evaluated should be clearly described (who is involved, roles and contributions, participation, leadership). (S-4.4)

8. **In presenting the findings, inputs, outputs, and outcomes/ impacts should be measured to the extent possible (or an appropriate rationale given as to why not).** The report should make a logical distinction in the findings, showing the progression from implementation to results with an appropriate measurement (use

benchmarks when available) and analysis of the results chain (and unintended effects), or a rationale as to why an analysis of results was not provided. Findings regarding inputs for the completion of activities or process achievements should be distinguished clearly from outputs, outcomes. (S-4.12)

9. Additionally, reports should **not segregate findings by data source**. (S-4.12)

10. **Conclusions need to be substantiated by findings** consistent with data collected and methodology, and represent insights into identification and/ or solutions of important problems or issues. (S-4.15)

11. **Recommendations should be firmly based on evidence and analysis**, be relevant and realistic, with priorities for action made clear. (S-4.16)

12. **Lessons, when presented, should be generalized beyond the immediate subject being evaluated** to indicate what wider relevance they might have. (S-4.17)

KEY ROLES AND RESPONSABILITIES IN THE EVALUATION PROCESS

There will be 3 main actors involved in the implementation of MDG-F final evaluations:

1. The **Resident Coordinator Office as commissioner** of the final evaluation will have the following facilitating functions aimed at safeguarding the independence of the exercise :
 - Convene the evaluation reference group.
 - Approve the finalization of the evaluation ToR.
 - Participate in setting up the selection panel and in the selection and recruitment processes of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team
 - Review the final evaluation products to ensure it meets quality standards (in collaboration with the MDG-F Secretariat).
 - Provide advice to the evaluation manager and the evaluation team throughout the whole evaluation process.
 - Share the draft final report with the National Steering Committee.
2. The **programme coordinator as evaluation manager** will have the following functions:
 - Contribute to the finalization of the evaluation TOR
 - Provide executive and coordination support to the reference group
 - Provide the evaluators with administrative support and required data
 - Liaise with and respond to the commissioners of evaluation
 - Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation
 - Review the inception report and the draft evaluation report(s);
 - Ensure that adequate funding and human resources are allocated for the evaluation
3. The **Programme Management Committee** that will function as the **evaluation reference group**, this group will comprise the representatives of the major stakeholders in the joint programme:
 - Review the draft evaluation report and ensure final draft meets the required quality standards.
 - Facilitating the participation of those involved in the evaluation design
 - Identifying information needs, defining objectives and delimiting the scope of the evaluation.
 - Providing input and participating in finalizing the evaluation Terms of Reference
 - Facilitating the evaluation team’s access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods

- Oversee progress and conduct of the evaluation the quality of the process and the products
 - Disseminating the results of the evaluation
4. **The MDG-F Secretariat** that will function as a **quality assurance member** of the evaluation in cooperation with the commissioner of the evaluation
- Review and provide advice on the quality the evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.
5. **The evaluation team** will conduct the evaluation study by:
- Fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed

4. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

The equivalent of one international evaluator and a national firm has been budgeted for this evaluation team. The team is expected to combine international caliber evaluation expertise with knowledge of the national climate change context.

The international evaluator will be the team leader and will have overall responsibility and accountability for the organization of the mission and for the production of the output. Specifically, the Team Leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis);
- Decide on the division of labor within the evaluation team;
- Draft related parts of the evaluation report; and
- Finalize the whole evaluation report.

The minimum qualifications expected for the international evaluator are:

I. Academic Qualifications:

• A master degree or equivalent on international development, public policy, social science, engineering or related field is a requirement. Further education or a concentration in monitoring and/or evaluation would be an asset.

II. Years of experience:

A combination of 5 years of recognized expertise in:

- Conducting or managing evaluations, assessments, audits, research or review of development projects, programmes, countries or thematic areas and
- Having thematic expertise in environment and climate change, international development programmes and or assessing or evaluating one or more of the MDG-F thematic areas; (youth and employment; economic and private sector development; environment and climate change; conflict prevention and peace building; cultural diversity and development, economic governance, children and nutrition, gender and women’s empowerment).

EVALUATION PROCESS: TIMELINE

Evaluation Phase	Activities	Who	When
Design	Establish the evaluation reference group	CE*	6 months before the end of the programme
Design	General final evaluation TOR adapted	ERG**	
Implementation	Procurement and hiring the evaluation team	EM***	
Implementation	Provide the evaluation team with inputs (documents, access to reports and archives); Briefing on joint programme	EM, ERG	7 days
Implementation	Delivery of inception report to the commissioner, the evaluation manager and the evaluation reference group	ET****	15 days
Implementation	Feedback of evaluation stakeholders to the evaluation team.		
Implementation	Agenda drafted and agreed with evaluation team	CE, EM, ERG	10 days
Implementation	In country mission	ET, EM, CE, ERG	20 days
Implementation	Delivery of the draft report	ET	20 days
Implementation	Review of the evaluation draft report, feedback to evaluation team.		
	Fact-checking revision by MDG-FS, to be done at the same time as the ERG (5 business days)	EM, CE, ERG MDG-FS*****	15 days
Implementation	Delivery of the final report	EM, CE, ERG, MDG-FS, ^NSC	10
Dissemination/ Improvement	Dissemination and use plan for the evaluation report designed and under implementation	EM, CE, ERG, NSC	10

*Commissioner of the evaluation (CE) **Evaluation Reference group (ERG)

***Evaluation manager (EM)

****Evaluation team (ET) *****MDG-F Secretariat (MDGF-S) ^National Steering Committee

USE AND UTILITY OF THE EVALUATION

Final evaluations are summative exercises that are oriented to gather data and information to measure to what extent development results were attained. However, the utility of the evaluation process and the products goes far beyond what was said during the field visit by programme stakeholders or what the evaluation team wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc) it’s the ideal opportunity to set an agenda on the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scale up in the country as well as at international level.

The commissioner of the evaluation, the reference group, the evaluation manager and any other stakeholders relevant for the joint programme will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim to advocate for sustainability, replicability, scaling up or to share good practices and lessons learnt at local, national or/and international level.

ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The final evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

DISSEMINATION AND COMMUNICATION STRATEGY

The Final Evaluation report should be communicated (at a minimum) to the following national stakeholders:

- MOPIC
- MWI
- JVA
- WAJ
- MoEnv
- MOA
- MoEd
- MOH
- MOSD
- MOI
- All UN agencies working in Jordan
- Spanish Agency for international cooperation (AICED) office in Amman

The Final Evaluation report should be communicated through the following means:

1. An internal workshop among the UN participating agencies and PMC members
2. Through PMC and NSC chairs to the above mentioned entities.
3. Side in depth meetings of specific findings in each area of interest with the concerned implementing national agency top management. In this meeting the agency road map and strategy to scaling up, institutionalization and sustainability will be demonstrated being an integral part of the evaluation outcomes.

4. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS.

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

1. Proposal:
 - (i) Explaining why they are the most suitable for the work
 - (ii) Provide a brief methodology on how they will approach and conduct the work.
2. Financial proposal
3. Personal CV including past experience in similar projects and at least 3 references

5. FINANCIAL PROPOSAL

Lump sum contracts

The financial proposal shall specify a total lump sum amount including fees, international travel cost, DSA and transportations. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount

6. EVALUATION

Individual consultants will be evaluated based on the following methodologies:

Cumulative analysis

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- a) responsive/compliant/acceptable, and*
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*

** Technical Criteria weight; 80%*

** Financial Criteria weight; 20%*

Only candidates obtaining a minimum of 60 points would be considered for the Financial Evaluation

<i>Criteria</i>	<i>Weight</i>	<i>Max. Point</i>
<u><i>Technical</i></u>	80%	
A master degree or equivalent on international development, public policy, social science, engineering or related field is a requirement. Further education or a concentration in monitoring and/or evaluation would be an asset.		30
Having carried out similar or related work		30
Technical approach and methodology and work plan demonstrating a clear understanding of the job to be done		20
<u><i>Financial</i></u>	20%	20

TOR-ANNEXES

TOR-ANNEX I: INCEPTION REPORT OUTLINE

1. Introduction
2. Background to the evaluation: objectives and overall approach
3. Identification of main units and dimensions for analysis and possible areas for research
4. Main substantive and financial achievements of the joint programme
5. Methodology for the compilation and analysis of the information
6. Criteria to define the mission agenda, including “field visits”

TOR-ANNEX II: DRAFT AND FINAL REPORT OUTLINE

- **Cover Page:** Including JP title, thematic window, report date, name of the evaluator/s.
- **Table of contents:** Including page references for all chapters & annexes.
- **Acronyms page**
- **Executive Summary:** No more than 2 pages. Summarize substantive elements of the report, including a brief description of the joint programme, purpose and objectives of the evaluation, evaluation methodological approach, key findings and conclusions, main recommendations.

1. Introduction: Explain why the evaluation is being conducted, including the following content:

- **Background:** MDG-F, thematic window, joint programme.
- **Purpose, Goals and Methodology of Evaluation:** Purpose and goal of the evaluation, methodologies used (including evaluation criteria, scope), constraints and limitations on the study conducted.
- **Description of the development intervention:** Provide sufficient detail on the joint programme so that the readers of the report can easily understand the analysis done in the next chapter.

- **Context:** Social, political, economic, institutional factors that affect the JP.)

- **JP description:** Title, timeframe, intervention logic, objectives, intended outcomes/outputs, scale of the intervention, total resources, geographic location, etc.)

2. Levels of Analysis

This section should be evidence based, guided by the evaluation criteria and questions.

- **Design | Relevance:** Include a description of the initial concept and subsequent revisions, and all pertinent information for the reader to clearly understand the analysis done in this section. Assess the design relevance and address all evaluation questions (including link to MDGs, UNDAF and national priorities, stakeholder participation, national ownership design process, M&E framework and communications strategy and implementation of mid-term evaluation recommendations).

- **Process | Efficiency, Ownership:** Include a description of the JP’s governance structure, coordination mechanisms, administrative procedures, implementation modalities, UN coordination, national ownership in the process and all pertinent information to clearly understand the analysis done in this section. Address all evaluation questions (including JP’s level of financial progress and implementation of mid-term evaluation recommendations).

- **Results | Effectiveness, Sustainability:** Assess the level of attainment of the development results compared to what was initially expected. Show progression of implementation with an appropriate measure and analysis of the results chain (organized by outcome, and distinguishing findings on completion of activities and

outputs from outcomes). If some of this analysis is not included, explain why it is not. Also, include an analysis of the effect of the mid-term evaluation on the JP’s results achievement. For sustainability, please mention availability of financial resources and examples of or evidence for replicability and scale up of JP. Address all evaluation questions.

3. Conclusions

4. Lessons Learned: Define the scope of each lesson (joint programme, national policy, local intervention, etc.)

5. Recommendations: Prioritized, structured and clear. The scope and relevant stakeholder should be clearly defined for each recommendation.

TOR-ANNEX III DOCUMENTS TO BE REVIEWED

Documents to be reviewed should contain (but not limited to) the following:

MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Quarterly reports
- Mini-monitoring reports
- Biannual monitoring reports
- Annual reports
- Annual work plan
- Financial information (MDTF)

Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the joint programme
- Relevant documents or reports on other initiatives related to Climate Change adaptation in the in Jordan.
- Jordan’s Executive plans.
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

Annex 2: Evaluation Matrix

The evaluation matrix below served as a general guide for the evaluation. It provided directions for the evaluation; particularly the collect of relevant data. It was used as a basis for interviewing people and reviewing programme documents. It also provided a basis for structuring the evaluation report as a whole.

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
Evaluation criteria: Relevance - How does the joint programme relate to the needs of Jordan, the MDG and the policies and strategies of programme’s partners and donors?				
<i>Is the JP relevant to MDG implementation at local and national level in Jordan?</i>	<ul style="list-style-type: none"> How does the programme support the objectives of the MDGs Does the programme participate in the implementation of the MDGs in Jordan? 	<ul style="list-style-type: none"> Level of coherence between programme objectives and the MDGs Degree of coherence between the programme and national priorities, policies and strategies in the area of climate change MDGs status in Jordan 	<ul style="list-style-type: none"> Programme documents National policies and strategies to implement the MDGs or related to environment more generally Key government officials and other partners MDG web site 	<ul style="list-style-type: none"> Documents analyses Interviews with government officials and other partners
<i>Is the JP relevant to UN objectives in Jordan?</i>	<ul style="list-style-type: none"> How does the programme support the objectives of the UN organizations – including the current UNDAF - in Jordan? To what extent and in which ways are the joint programme helping make progress towards United Nations reform (One UN)? How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in the joint programmes? 	<ul style="list-style-type: none"> Existence of a clear relationship between the programme objectives and sustainable development objectives of UN organizations including those in current UNDAF Principles on aid effectiveness 	<ul style="list-style-type: none"> Programme documents Current UNDAF and other UN strategies and programmes National policies and strategies to implement the MDGs or related to climate change adaptation Key government officials and other partners Related web sites 	<ul style="list-style-type: none"> Documents analyses Interviews with government officials and other partners
<i>Does the JP contribute to goals of the thematic window?</i>	<ul style="list-style-type: none"> To what extent is the programme contributing to the goals set by the thematic window, and in what ways? 	<ul style="list-style-type: none"> Degree of coherence between the JP objectives and the goals of the environmental sustainability thematic window 	<ul style="list-style-type: none"> MDG-F web site JP document Other programme documents 	<ul style="list-style-type: none"> Documents analyses Interviews with government officials and other partners
<i>Is the JP relevant to Jordan development objectives?</i>	<ul style="list-style-type: none"> To what extent do the JP’s goals and lines of action reflect national and regional plans and programmes, identified needs (water, human health and food security) and the operational context of national policies in Jordan? How does the programme support the objectives of the development of Jordan? How country-driven is the programme? Does the programme adequately take into account the national 	<ul style="list-style-type: none"> Degree to which the programme support national objectives related to the impact of climate change on water management, human health and food security Degree of coherence between the programme and national priorities, policies and strategies Appreciation from national stakeholders with respect to adequacy of programme design and implementation to national realities and existing 	<ul style="list-style-type: none"> Programme documents National policies and strategies on climate change adaptation, water management, human health, food security and PRSP Key government officials and other partners MDG-F web site 	<ul style="list-style-type: none"> Documents analyses Interviews with government officials and other partners

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
	<p>realities, both in terms of institutional framework and programming, in its design and its implementation?</p> <ul style="list-style-type: none"> ▪ To what extent were national partners involved in the design of the joint programme? ▪ Does the JP address the problem’s most salient, urgent and prioritized causes? 	<p>capacities?</p> <ul style="list-style-type: none"> ▪ Level of involvement of Government officials and other partners into the joint programme ▪ Coherence between needs expressed by national stakeholders and criteria contains in the MDG-F thematic window and in the JP 	<ul style="list-style-type: none"> ▪ JP document 	
<i>Is the JP addressing the needs of target beneficiaries?</i>	<ul style="list-style-type: none"> ▪ How does the programme support the needs of target beneficiaries? ▪ Does it address the health, environmental and socio-economic needs of the population in the areas of involvement? ▪ Has the implementation of the programme been inclusive of all relevant stakeholders? ▪ Are local beneficiaries and stakeholders adequately involved in programme design and implementation? 	<ul style="list-style-type: none"> ▪ Strength of the link between expected results from the programme and the needs of target beneficiaries ▪ Degree of involvement and inclusiveness of beneficiaries and stakeholders in programme design and implementation 	<ul style="list-style-type: none"> ▪ Beneficiaries and stakeholders ▪ Needs assessment studies ▪ Programme documents 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Interviews with beneficiaries and stakeholders
<i>Is the JP internally coherent in its design?</i>	<ul style="list-style-type: none"> ▪ Is there a direct and strong link between expected results of the programme and the programme design (in terms of components, choice of partners, structure, delivery mechanism, scope, budget, use of resources, etc.)? ▪ Is the length of the programme conducive to achieve programme outcomes? ▪ Is the strategy adapted to the socio-economic context to which it is applied? ▪ Is the identification of the problem and its causes in the joint programme being addressed? ▪ Have the most efficient measures for the context been adopted to solve the barriers identified during the formulation of the JP? 	<ul style="list-style-type: none"> ▪ Level of coherence between programme expected results and programme design internal logic ▪ Level of coherence between programme design and programme implementation approach 	<ul style="list-style-type: none"> ▪ Programme documents ▪ Key programme stakeholders 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Key Interviews
<i>How is the JP relevant in light of related initiatives in Jordan?</i>	<ul style="list-style-type: none"> ▪ Considering other related on-going initiatives in Jordan, does the programme remain relevant in terms of areas of focus and targeting of key activities? ▪ How does the JP help to fill gaps (or give additional stimulus) that are crucial but are not covered by other initiatives funded by the government of Jordan and other donors? 	<ul style="list-style-type: none"> ▪ Degree to which program was coherent and complementary to other government and donor programming in Jordan and regionally ▪ List of programs and funds in which the future development, ideas and partnerships of the programme are eligible? 	<ul style="list-style-type: none"> ▪ Government and other donors’ policies and programming documents ▪ Government and other donor representatives ▪ Programme documents 	<ul style="list-style-type: none"> ▪ Documents analyses ▪ Interviews with government officials and other donors
Future directions for similar JP	<ul style="list-style-type: none"> ▪ What lessons have been learnt and what changes could have been made to the programme in order to strengthen the alignment between the programme and the Partners’ priorities and areas of focus? ▪ How could the programme better target and address priorities and development challenges of targeted beneficiaries? 		<ul style="list-style-type: none"> ▪ Data collected throughout evaluation 	<ul style="list-style-type: none"> ▪ Data analysis
Evaluation criteria: Effectiveness – To what extent are the expected outcomes of the joint programme being achieved?				

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
<i>How is the JP effective in achieving its expected outcomes?</i>	<ul style="list-style-type: none"> Is the programme being effective in achieving its expected outcomes? <ul style="list-style-type: none"> Sustained access to improved water supply sources despite increased water scarcity induced by climate change Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions Do outputs produced meet the required quality? Does the pace of implementing programme outputs ensure the completeness of the JP’s expected results? To what extent has the JP contributed to putting climate change threats on the country’s policy agenda? Is the identification of barriers in the JP being addressed? <ul style="list-style-type: none"> Climate change risks not sufficiently taken into account within sectoral policies and investment frameworks; Existing climate information, knowledge and tools are not directly relevant for supporting adaptation decisions and actions; Weak national capacity to develop sectoral adaptation responses 	<ul style="list-style-type: none"> Adaptation strategies through alternatives economic development activities Change in climate change adaptation practices Change in capacity for information management: Knowledge acquisition and sharing; Effective data gathering, methods and procedures for reporting on vulnerability assessment, early warning and adaptation strategies. Change in capacity for awareness raising <ul style="list-style-type: none"> Stakeholder involvement and government awareness Change in local stakeholder behavior Change in capacity in policy making and planning <ul style="list-style-type: none"> Policy reform for climate change adaptation Legislation/regulation change to improve climate change adaptation Development of national and local strategies and plans supporting climate change adaptation Change in capacity in implementation and enforcement <ul style="list-style-type: none"> Design and implementation of risk assessments Implementation of national and local strategies and action plans through adequate institutional frameworks and their maintenance Monitoring, evaluation and promotion of demonstrations Change in capacity in mobilizing resources <ul style="list-style-type: none"> Leverage of resources human resources appropriate practices mobilization of advisory services 	<ul style="list-style-type: none"> Programme documents including monitoring and evaluation documents Key stakeholders Research findings 	<ul style="list-style-type: none"> Documents analysis Meetings with main Partners Interviews with programme beneficiaries
<i>What was the ownership of the process?</i>	<ul style="list-style-type: none"> To what extent have the target population and participants taken ownership of the programme and assuming an active role in it? To what extent have national public/private resources and/or counterparts been mobilized to contribute to the programme’s goals and impacts? 	<ul style="list-style-type: none"> Degree of engagement of programme partners and beneficiaries in programme activities and achievements Nature of the decision-making processes of the programme and degree of participation of partners and beneficiaries in these processes 	<ul style="list-style-type: none"> Programme documents Programme Partners Programme staff Beneficiaries 	<ul style="list-style-type: none"> Document analysis Interviews
<i>How was risk and risk mitigation being managed?</i>	<ul style="list-style-type: none"> How well are risks and assumptions being managed? What was the quality of risk mitigation strategies developed? Were these sufficient? Are there clear strategies for risk mitigation related with long- 	<ul style="list-style-type: none"> Completeness of risk identification and assumptions during programme planning Quality of existing information systems in place to identify emerging risks and other issues? Quality of risk mitigations strategies developed 	<ul style="list-style-type: none"> Programme documents Programme staff and programme partners 	<ul style="list-style-type: none"> Document analysis Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
Future directions for similar Programmes	term sustainability of the programme?	and followed		
	<ul style="list-style-type: none"> What lessons have been learnt for the programme to achieve its outcomes? What changes could have been made (if any) to the design of the programme in order to improve the achievement of the programme’s expected results? How could the programme be more effective in achieving its results? 		<ul style="list-style-type: none"> Data collected throughout evaluation 	<ul style="list-style-type: none"> Data analysis
Evaluation criteria: <i>Efficiency - How efficiently have the joint programme resources been turned into results?</i>				
Was the JP support channeled in an efficient way?	<ul style="list-style-type: none"> How well does the joint programme’s management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to generating the expected outputs and outcomes? Does the pace of implementing programme outputs ensure the completeness of the joint programme’s results? Is the stipulated timeline of outputs being met? Is adaptive management used or needed to ensure efficient resource use? To what extent has the programme contributed innovative measures towards solving the problems? Are the programme results framework and work plans and any changes made to them used as management tools during implementation? Are the accounting and financial systems in place adequate for programme management and producing accurate and timely financial information? Are progress reports produced accurately, timely and respond to reporting requirements including adaptive management changes? Are the monitoring indicators relevant? Are they of sufficient quality to measure the joint programme’s outputs? Has the leveraging of counterpart funds happened as planned? Are financial resources utilized efficiently? Could financial resources have been used more efficiently? How is RBM used during program implementation? Are there institutionalized or informal feedback or dissemination mechanisms to ensure that findings, lessons learned and recommendations pertaining to programme design and implementation effectiveness are shared among stakeholders and partners involved in programme implementation for ongoing programme adjustment and improvement? 	<ul style="list-style-type: none"> Availability and quality of progress and financial reports Timeliness and adequacy of reporting provided Level of discrepancy between planned and utilized financial expenditures Planned vs. actual funds leveraged Cost in view of results achieved compared to costs of similar programmes from other organizations Adequacy of programme choices in view of existing context, infrastructure and cost Quality of RBM reporting (progress reporting, monitoring and evaluation) Occurrence of change in programme design/ implementation approach (ie restructuring) when needed to improve programme efficiency Existence, quality and use of M&E, feedback and dissemination mechanism to share findings, lessons learned and recommendation on effectiveness of programme design and implementation. Cost associated with delivery mechanism and management structure compare to alternatives Gender disaggregated data in programme documents 	<ul style="list-style-type: none"> Programme documents and evaluations Programme staff PMC representatives Beneficiaries and partners 	<ul style="list-style-type: none"> Document analysis Key interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
<p><i>How efficient were partnership arrangements for the JP?</i></p> <p><i>Did the JP efficiently utilize local capacity in implementation?</i></p> <p>Future directions for similar Programmes</p>	<ul style="list-style-type: none"> Does the programme mainstream gender considerations into its implementation? 			
	<ul style="list-style-type: none"> To what extent partnerships/linkages between institutions/ organizations were encouraged and supported? Which partnerships/linkages were facilitated? Which one can be considered sustainable? To what extent are the participating agencies coordinating with each other and with the government and civil society (level of efficiency of cooperation and collaboration arrangements)? Are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded? Are work methodologies, financial tools etc. shared among agencies and among joint programmes? 	<ul style="list-style-type: none"> Specific activities conducted to support the development of cooperative arrangements between partners, Examples of supported partnerships Evidence that particular partnerships/linkages will be sustained Types/quality of partnership cooperation methods utilized 	<ul style="list-style-type: none"> Programme documents Programme Partners Programme staff Beneficiaries 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> Was an appropriate balance struck between utilization of international expertise as well as local capacity? Did the programme take into account local capacity in design and implementation of the programme? Was there an effective collaboration with scientific institutions with competence in climate change adaptation? 	<ul style="list-style-type: none"> Proportion of total expertise utilized taken from Jordan Number/quality of analyses done to assess local potential and absorptive capacity 	<ul style="list-style-type: none"> Programme documents Programme partners Programme staff Beneficiaries 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> What lessons can be learnt from the programme on efficiency? How could the programme have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements etc...)? What changes could have been made (if any) to the programme in order to improve its efficiency? 		<ul style="list-style-type: none"> Data collected throughout evaluation 	<ul style="list-style-type: none"> Data analysis
Evaluation criteria: <i>Impacts</i> - What are the realized and potential impacts of activities carried out in the context of the joint programme?				
<i>How was the JP effective in achieving its long-term objective?</i>	<ul style="list-style-type: none"> Will the programme achieve its strategy that is to: <ul style="list-style-type: none"> Develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change. To what extent is the JP helping to influence the country’s public policy framework? What differential impacts and types of effect is the JP producing among population groups, such as youth, children, adolescents, elderly and rural populations? 	<ul style="list-style-type: none"> Change in capacity for: <ul style="list-style-type: none"> Pooling/mobilizing resources Related policy making and strategic planning, Implementation of related laws and strategies through adequate institutional frameworks and their maintenance, Change to the quantity and strength of barriers such as change in <ul style="list-style-type: none"> Knowledge about climate change and national incentives for climate change adaptation Cross-institutional coordination and inter-sectoral dialogue Knowledge of climate change adaptation practices by end users Coordination of policy and legal instruments 	<ul style="list-style-type: none"> Programme documents Key Stakeholders Research findings; if available 	<ul style="list-style-type: none"> Documents analysis Programme staff Programme partners Interviews with programme beneficiaries and other stakeholders

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
How is the JP effective in contributing to the MDGs? Future directions for the Programme		incorporating climate change adaptation strategies o Climate change adaptation economic incentives for stakeholders ■ Change in use and implementation of sustainable alternatives		
	■ To what extent and in what ways is the JP contributing to the Millennium Development Goals at the local and national levels? ■ What are the impacts or likely impacts of the JP? o On the local environment; o On poverty; and, o On other socio-economic issues.	■ Provide specific examples of impacts at those levels, as relevant ■ List of potential funds to be used to assure long term sustainability of MDG objectives	■ Programme documents ■ MDGs documents ■ Key stakeholders ■ Research findings	■ Data analysis ■ Interviews with key stakeholders
	■ How could the programme build on its apparent successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?		■ Data collected throughout evaluation	■ Data analysis
Evaluation criteria: Sustainability – What are the probabilities that the joint programme achievements will continue in the long run?				
Were sustainability issues adequately integrated in programme design?	■ Were sustainability issues integrated into the design and implementation of the programme?	■ Evidence/Quality of sustainability strategy ■ Evidence/Quality of steps taken to address sustainability	■ Programme documents and evaluations ■ Programme staff ■ Programme partners ■ Beneficiaries	■ Document analysis ■ Interviews
Are JP achievements sustainable?	■ Are the necessary preconditions being created to ensure the sustainability of impacts of the JP? o Local level: have local knowledge, experiences, resources and local networks been adopted? o Country level: have networks or network institutions been created or strengthened to carry out the roles that the JP is performing? o Is the joint programme’s duration sufficient to ensure a cycle that will project the sustainability of interventions into the future? ■ To what extent are visions and actions of partners consistent with or different from those of the JP?	■ Degree to which JP activities and results have been taken over by governments or other stakeholders ■ Evidence of commitments from governments or other stakeholders to sustain programme achievements in the long run ■ Mechanisms in place to sustain programme achievements	■ Programme documents and evaluations ■ Government documents ■ Media reports ■ Programme staff ■ Programme partners ■ Beneficiaries	■ Document analysis ■ Interviews
Are JP achievements financially sustainable?	■ Does the programme adequately address financial and economic sustainability issues? ■ Are the recurrent costs after programme completion sustainable?	■ Level and source of future financial support to be provided to relevant sectors and activities in Jordan after programme end? ■ Evidence of commitments from government or other stakeholder to financially support relevant sectors of activities after programme end	■ Programme documents and evaluations ■ Programme staff ■ Programme partners ■ Beneficiaries	■ Document analysis ■ Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
<i>Are organizational arrangements sustainable and will activities continue?</i> <i>Was an enabling environment developed?</i> <i>Were institutional and individual capacity built?</i> <i>Will JP achievements be replicated?</i> <i>What are the challenges for the sustainability of JP achievements?</i>		<ul style="list-style-type: none"> Level of recurrent costs after completion of programme and funding sources for those recurrent costs 		
	<ul style="list-style-type: none"> Are results of efforts made during the JP implementation period well assimilated by organizations and their internal systems and procedures? Is there evidence that programme partners will continue their activities beyond programme support? What degree is there of local ownership of initiatives and results? Are appropriate ‘champions’ being identified and/or supported? 	<ul style="list-style-type: none"> Degree to which programme activities and results have been taken over by local counterparts or institutions/organizations Level of financial support to be provided to relevant sectors and activities by in-country actors after programme end Number/quality of champions identified 	<ul style="list-style-type: none"> Programme documents and evaluations Programme staff Programme partners Beneficiaries 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> Are laws, policies and frameworks addressed through the programme, in order to address sustainability of key initiatives and reforms? Are the necessary related capacities for lawmaking and enforcement built? What is the level of political commitment to build on the results of the programme? 	<ul style="list-style-type: none"> Efforts to support the development of relevant laws and policies State of enforcement and law making capacity Evidences of commitment by the political class through speeches, enactment of laws and resource allocation to priorities 	<ul style="list-style-type: none"> Programme documents and evaluations Programme staff Programme partners Beneficiaries Political speeches 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> Is the capacity in place at national and local levels adequate to ensure sustainability of results achieved to date? 	<ul style="list-style-type: none"> Elements in place in those different management functions, at appropriate levels (national, regional and local) in terms of adequate structures, strategies, systems, skills, incentives and interrelationships with other key actors 	<ul style="list-style-type: none"> Programme documents and evaluations Programme staff Programme partners Beneficiaries Capacity assessments available, if any 	<ul style="list-style-type: none"> Interviews Documentation review
	<ul style="list-style-type: none"> Are programme activities and results replicated elsewhere and/or scaled up? What is the programme contribution to replication or scaling up of innovative practices or mechanisms that support the climate change policy of the government of Jordan? What lessons have been learned, and what best practices can be transferred to other programmes or countries? 	<ul style="list-style-type: none"> Number/quality of replicated initiatives Number/quality of replicated innovative initiatives Volume of additional investment leveraged 	<ul style="list-style-type: none"> Other donors programming documents Beneficiaries Programme staff Programme partners 	<ul style="list-style-type: none"> Document analysis Interviews
	<ul style="list-style-type: none"> What are the main challenges that may hinder sustainability of efforts? Have any of these been addressed through programme management? What could be the possible measures to further contribute to the sustainability of efforts achieved with the programme? In what ways can governance of the joint programme be improved so as to increase the chances of achieving sustainability in the future? 	<ul style="list-style-type: none"> Challenges in view of building blocks for long-term sustainability Recent changes which may present new challenges to the programme 	<ul style="list-style-type: none"> Programme documents and evaluations Beneficiaries Programme staff Programme partners 	<ul style="list-style-type: none"> Document analysis Interviews

Evaluated component	Sub-Question	Indicators	Sources	Data Collection Method
Future directions for the Programme	<ul style="list-style-type: none"> Which areas/arrangements under the programme show the strongest potential for lasting long-term results? What are the key challenges and obstacles to the sustainability of results of the programme initiatives that must be directly and quickly addressed? 		<ul style="list-style-type: none"> Data collected throughout evaluation 	<ul style="list-style-type: none"> Data analysis

Annex 3: List of Documents Consulted

Bellamy Jean-Joseph, December 23, 2010, *Final Mid-Term Evaluation Report*

Future Environment Consulting and Research, February 8, 2012, *Review and Assess the Current National Drinking Water Quality Management System (DWQMS) and Suggest Needed Upgrade*

Gansu Research Institute for Water Conservancy (China), March 28, 2012, *Assessment Report on Training Workshop on Rainwater Harvesting for Jordan*

GEF, June 2008, *Mainstreaming Sustainable Land and Water Management Practices in Jordan*

GOJ, *National Agenda – 2006-2015*

GOJ, *Water for Life – Jordan’s Water Strategy – 2008-2022*

IUCN, February 2012, *Mainstreaming Gender into: Piloting and Strengthening Adaptation Capacity to Climate Change in the Zarqa River Basin Project*

IUCN, July 2010, *Documentation Report: Shared Water Resource Management Workshop*

MDG-F, August 22, 2011, *Final Report: Impacts of climate change on water resources on Zarqa River Basin (ZRB)*

MDG-F, *Factsheet: Adaptation to climate change to sustain Jordan’s MDG Achievements (MDGF-1646) - Environment and Climate Change*

MDG-F JP, 2012, *Work Plan for Adaptation to Climate Change to Sustain Jordan’s MDG Achievements*

MDG-F, FAO, GOJ, January 2011, *Final report on “Identify and screen adaptation measures to reduce climate change impacts on food productivity”*

MDG-F, FAO, GOJ, January 2011, *Assessment of the risks from climate change and water scarcity on food productivity - Final Report*

MDG-F, February 2, 2012, *Memo: Approval of No-cost Extension Request*

MDG-F, February 5, 2013, *Memo: Approval of No-cost Extension Request: Second Amendment*

MDG-F, GOJ, October 2011, *JP showcase Workshop Report*

MDG-F, GOJ, UNDP, UNESCO, WHO, FAO, *Jordan UNCT Joint Programme Advocacy and Communication Plan*

MDG-F, GOJ, UNDP, December 2010, *Adaptation to Climate Change In the Zarqa Rivers Basin - Guiding Manual For Identifying the Best Adaptation Options*

MDG-F, GOJ, UNDP, December 2012, *Adaptation to Climate Change In the Zarqa Rivers Basin - Opportunities and barriers to adaptation to climate change risks*

MDG-F, GOJ, UNDP, December 2012, *Adaptation to Climate Change in The Zarqa River Basin - Executive Summary for Decision Makers On Prioritization of adaptation interventions and adaptation programme for the Zarqa River Basin*

MDG-F, GOJ, UNDP, December 2012, *Adaptation to Climate Change In the Zarqa Rivers Basin - Development of policy options for adaptation to Climate Change and Integrated water resources management (IWRM)*

MDG-F, GOJ, UNESCO, December 2012, *Water and Education Manual*

MDG-F, GOJ, UNESCO, July 15-19, 2012, *Training Course Completion Report: IWRM Training Course*

MDG-F, UNEP, *Seeds of Knowledge – Contributing to Climate Change Solutions*

MDG-F, UNESCO, IHP, June 2011, *Assessment of Treated Wastewater Quality under different Climate Change Scenarios in Jordan*

- MDG-F, UNESCO, August 2011, *Assessment of Water harvesting in Basalt Stone-Covered Catchments in Northeastern Badia of Jordan*
- MDG-F JP, *Adaptation to Climate Change to Sustain Jordan’s MDG Achievement - Sustainability Plan*
- MDG-F JP, February 3, 2010, *National Steering Committee: Minutes of Meeting*
- MDG-F JP, January 2013, *National Steering Committee: Minutes of Meeting*
- MDG-F JP, *Jordan JP Improvement Plan in Response of the MTE Recommendations*
- MDG-F JP, June 14, 2011, *National Steering Committee: Minutes of Meeting*
- MDG-F JP, May 22, 2011, *National Steering Committee and Programme Management Committee: Minutes of Meeting*
- MDG-F JP, May 14, 2012, *National Steering Committee: Minutes of Meeting*
- MDG-F JP, November 25, 2009, *National Steering Committee: Minutes of Meeting*
- MDG-F JP, November 29, 2011, *Programme Management Committee: Minutes of Meeting*
- MDG-F JP, *Progress Report Adaptation To Climate Change To Sustain Jordan’s MDG Achievements - Second Quarter Progress report 2009*
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- WHO, March 6, 2009, *Sixty-Second World Health Assembly - Climate change and health - Report by the Secretariat*
- WHO, May 24, 2008, *Sixty-First World Health Assembly - Climate Change and Health*
- WHO, *Protecting Health from Climate Change – Vulnerability and Adaptation Assessment*
- WHO, *Regional Committee for the Eastern Mediterranean, October 2008, Resolution – Climate Change and Health*
- WHO, UNDP, GEF, *WHO-UNDP-GEF Global Project: Piloting Climate Change Adaptation To Protect Human Health: the Jordan component (2011-2014)*
- WHO, *Water Quality Management Training for Operational Staff – Water Safety Plan*
- _____, *Technical paper of the experience and lessons learned in developing the WSP in Water Safety Plan for Aqaba Water Company Supplying System*
- _____, *WSP Road Map*

Annex 4: Discussion Guide

Note: This is only a discussion guide for the Evaluator; it is a simplified version of the evaluation matrix. All questions will not be asked to each meeting; it is a reminder for the Evaluator on the type of information required to complete the evaluation exercise and a guide to prepare the semi-structured interviews.

I. RELEVANCE – *How does the JP relate to the needs of Jordan, the MDGs and the policies and strategies of the programmes’ partners and donors?*

- I.1. Was the JP relevant to MDG implementation at local and national level in Jordan?
- I.2. Was the JP relevant to UN objectives in Jordan?
- I.3. Did the JP contribute to the goals of the thematic window?
- I.4. Was the JP relevant to Jordan development objectives?
- I.5. Was the JP addressing the needs of target beneficiaries?
- I.6. Was the JP internally coherent in its design?
- I.7. How was the JP relevant in light of related initiatives in Jordan?

Lessons Learned

- I.8. What lessons have been learnt and what changes could have been made to the JP in order to strengthen the alignment between the JP and the Partners’ priorities and areas of focus?
- I.9. How could the JP have better targeted and addressed priorities and development challenges of targeted beneficiaries?

II. EFFECTIVENESS – *To what extent are the expected outcomes of the JP being achieved?*

- II.1. How was the JP effective in achieving its expected outcomes?
 - Sustained access to improved water supply sources despite increased water scarcity induced by climate change
 - Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions
- II.2. What was the ownership of the process?
- II.3. How was risk and risk mitigation being managed?

Lessons Learned

- II.4. What lessons have been learnt for the JP to achieve its outcomes?
- II.5. What changes could have been made (if any) to the design of the JP in order to improve the achievement of the JP’s expected results?
- II.6. How could the JP have been more effective in achieving its results?

III. EFFICIENCY – *How efficiently have the JP resources been turned into results?*

- III.1. To what extent did the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
 - III.2. Was adaptive management used or needed to ensure efficient resource use?
 - III.3. Did the JP result framework and work plans and any changes made to them used as management tools during implementation?
 - III.4. Were accounting and financial systems in place adequate for programme management and producing accurate and timely financial information?
 - III.5. Were progress reports produced accurately, timely and respond to reporting requirements including adaptive management changes?
 - III.6. Were counterpart funds raised?
 - III.7. Were financial resources utilized efficiently? Could financial resources have been used more efficiently?
 - III.8. How was RBM used during program implementation?
 - III.9. Were there institutionalized or informal feedback or dissemination mechanism to ensure that findings, lessons learned and recommendations pertaining to programme design and implementation effectiveness
-

were shared among programme stakeholders and partners involved in programme implementation for ongoing programme adjustment and improvement?

- III.10. Did the JP mainstream gender considerations into its implementation? And what types of differentiated effects are resulting from the joint programme in accordance with gender?
- III.11. How efficient were partnership arrangements for the JP?
- III.12. Did the JP efficiently utilize local capacity for its implementation?

Lessons Learned

- III.13. What lessons can be learnt from the JP on efficiency?
- III.14. How could the JP have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements etc...)?
- III.15. What changes could have been made (if any) to the JP in order to improve its efficiency?

IV. IMPACTS - *What are the realized and potential impacts of activities carried out in the context of the JP?*

- IV.1. Did the JP achieve its strategy that was to develop Jordan’s key government and civil society counterparts’ capacity to adapt to climate change threats to health, food security, productivity, and human security under the conditions of severe water scarcity that is expected to be compounded by climate change?
- IV.2. To what extent is the JP helping to influence the country’s public policy framework?
- IV.3. What differential impacts and types of effect was the JP producing among population groups, such as youth, children, adolescents, the elderly and rural populations?
- IV.4. How was the Programme effective in contributing to the MDGs?

Lessons Learned

- IV.5. How could the programme have built on its apparent successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?

V. SUSTAINABILITY - *What are the probabilities that the JP achievements will continue in the long run?*

- V.1. Were sustainability issues adequately integrated in programme design?
- V.2. Are JP achievements sustainable?
- V.3. Are JP achievements financially sustainable?
- V.4. Are organizational arrangements sustainable and will activities continue?
- V.5. Are laws, policies and frameworks being addressed through the programme, in order to address sustainability of key initiatives and reforms?
- V.6. Is the capacity in place at the national and local levels adequate to ensure sustainability of results achieved to date?
- V.7. Are programme activities and results being replicated elsewhere and/or scaled up?
- V.8. What are the challenges for the sustainability of JP achievements?

Lessons Learned

- V.9. Which areas/arrangements under the programme show the strongest potential for lasting long-term results?
- V.10. What are the key challenges and obstacles to the sustainability of results of programme initiatives and what can be done?

----- ***End*** -----

Annex 5: Evaluation Mission Agenda

Day	Time	Meeting/visit	Location	Responsibility
Tuesday Jan. 15 th , 2012	9:30 – 11:00	UOJ workshop/GW protection	UOJ	Munjed
	11:20 – 12:00	RC Ms. Costanza Farina	UNU	Giordano
	12:00 – 1:00	UNCT HOA - JP	UNU building	Giordano
	1:00 – 2:00	Lunch		
	2:00 – 4:00	JP Team	JP offices, MWI	Munjed
Wednesday Jan. 16 th , 2012	9:00 – 10:30	UNESCO	MWI	Munjed
	10:30 – 12:00	PMC	UNESCO	UNESCO
		UNESCO	UNESCO	UNESCO
		IHP	UNESCO	UNESCO
Thursday Jan. 17 th , 2012		CEHA and CEHA TRIP		Susan
		CEHA		
		CEHA		Susan
		CEHA		Susan
Sunday Jan. 20 th , 2012		CEHA		Susan
		CEHA		
		CEHA		Susan
		CEHA		Susan
Monday Jan. 21 st , 2012		FAO and FAO TRIP		Saeb
		FAO and FAO TRIP		Saeb
		FAO and FAO TRIP		Saeb
Tuesday Jan. 22 nd , 2012	8:30 – 9:30	UNDP and UNDP CTA		
	10:00_11:00	MoEnv Task Force		Munjed
	11:00 – 12:00	Consultants		Munjed
	12:30- 1:30	IUCN		Munjed
	1:30 – 5:00	Field trip, NGO, and local community (+lunch)		Munjed
Wednesday Jan. 23 rd , 2012	Election Day (Official holiday for country)			
Thursday Jan. 24 th , 2012	Profit Mohammad (Pbuh) birthday (official holiday for UN and country)			
Sunday Jan. 27 th , 2012	9:00 – 11:00	JP team	JP offices	Munjed
	11:00 – 12:30	PMC	MWI meeting room	Munjed
	12:30 - 2:00	Lunch		
	2:00 – 2:30	RC	RC office	Giordano
	2:30 – 3:00	UNCT - debriefing	UNU Building	Giordano

Annex 6: List of People Met

Title	Name	Institution	Position
Mr.	Abbas Kalbouneh	Water Authority of Jordan	Director, Planning and Evaluation, Directorate Laboratories and Quality Affairs
Dr.	Abdel-Halim Al Mousa	MOH	Head of Occupational Health Specialists
Dr.	Adel Belbeisi		Public Health Expert
Prof.	Ali Naqa	IHP	Member and Professor at Hashemite University
Eng.	Amer Haroun	Miyahuna Water Company	Head, Quality Laboratories Section
Dr.	Anna Paolini	UNESCO	Head of Office
Eng.	Awwad Harahsheh	MOPIC	Head, Environment and Climate Change Division, Programs and Projects Department
Dr.	Basel Al-Yousfi	WHO - Regional CEHA	Director
H.E Eng.	Basem Telfah	MOWI	Secretary General
Dr.	Bassam Hijjawi	MOH	Director, General for Primary Health Care
Ms.	Bayan Nsour	NATCOM	Head of Science section
Mr.	Carlos Lopez	AECID	Projects Officer, Economic Development
Ms.	Costanza Farina	UN	Resident Coordinator
Mr.	Fadi Shraideh	IUCN	Coordinator REWARD Programme
Dr.	Ghada Kassab	University of Jordan	Consultant, Pilot site on GW protection
Eng.	Haitham Al Kilani	Miyahuna Water Company	Director, Water Production and Water Quality Division
Mr.	Hamed Bakir	WHO	Environmental Health Regional Advisor
Eng.	Hanan Masa'd	MOH	Head of Nutrition Department
Eng.	Hussein Badarin	MOEv, Task Force	Director, Monitoring and Assessment Directorate, and Climate Change Focal Point
Eng.	Hussein Shahin	MOEv, Task Force	Director, Natural protection Directorate

Title	Name	Institution	Position
Dr.	Jawad Taleb Al-Bakri	Faculty of Agriculture	Land Resources Management
Dr.	Khaldoon Shatnawi		Consultant, Pilot site on GW protection
Dr.	Khalil Kanani	MOH	Head of Parasitic and Zoonotic Diseases Department
Ms.	Lama Al-Masalha	UNESCO	CTA
Dr.	Madi Jaghbir		Environmental Health expert
Dr.	Maha Halalsheh	University of Jordan	
Eng.	Majeda Barham	MOH	Nutritionist
Eng.	Majeda Al Zoubi	Miyahuna Water Company	Manager, Quality Control and Assurance, Production and Quality Directorate
Ms.	Majida Assal	UNDP	Programme Manager
Eng.	Maysoon Bseiso	MOH	Head Environmental Monitoring Division, Environmental Health Directorate
Eng.	Mazen Malkawi	GEF-WHO project	Manager
Dr.	Moayyad Shawaqfeh	University of Jordan	
Eng.	Mohammad Abbadi	Ministry of Health	Head, Drinking Water and Wastewater Monitoring Division
Mr.	Mohammad J. Alatoom	UNDP	Environment Programme Analyst
Eng.	Mohammed Atrash	IHP	Secretary, Head of water studies division
Eng.	Mohammed El Momani	IHP	Member and technical advisor to Minister of Water
Dr.	Mohammed Tarawneh	MOH	Head of Non Communicable Diseases Department
Prof.	Mukdad Al Jabari	Ministry of Education	Consultant, developed the water education manual
Dr.	Munjed Al-Sharif	Joint Programme	JT Coordinator and UNDP CTA
Ms.	Na’amia Husban	NATCOM	Science Section
Eng.	Nasab Rawashdeh	NCARE	Team Leader on new wheat string

Title	Name	Institution	Position
Dr.	Nayef Rafa’ai	Ministry of Education	Researcher at Training Directorate
Dr.	Othman Al Mashaqbeh	RSS	Assistant Researcher
Ms.	Rana Saleh	Joint Programme	JP Assistant
Ms.	Rola Aleman	WHO	CTA
Dr.	Sa’eb Khresat	FAO	CTA
H.E Dr.	Saad Kharabsheh		Task Manager and Epidemiology Expert
Dr.	Sami Sheikh Ali	MOH	Head of emerging and re-emerging diseases division
Mr.	Samih Nuaimat	IUCN	SWIM Project manager
Ms.	Sawsan Batarseh	UNESCO	CTA
Mr.	Suhail shahin	NATCOM	Head of programme division
Ms.	Susan Kilani	WHO	CTA
Eng.	Talal M. Al-Fayez	FAO	Administrative Assistant
Dr.	Yhaya Shakhatreh	NCARE	Plant Breeding, Field Crops Research Directorate
Dr.	Yousef Saleh Khader		Bio-statistic Expert
Ms.	Zeina Ali Ahmad	UNDP	Country Director
Eng.	Ziad Faleh El Taani	Aqaba Water Company	Director, Laboratories and Water Quality Department
Eng.	Ziad Obeidat	MOPIC	Director, Programs and Projects Department

Annex 7: Joint Programme Expected Results and Planned Activities

Output Description	Financial resources	Implementation Partners	Activities
Outcome 1: Sustained access to improved water supply sources despite increased water scarcity induced by climate change.			
Output 1.1: National drinking water quality management system at central and periphery level is strengthened	\$710,000	<ul style="list-style-type: none"> • MOH • MOWI • WAJ • Water Supply Companies • WHO 	<ul style="list-style-type: none"> • Activity 1.1: Upgrade the national drinking water quality (DWQ) system for comprehensive national coverage • Activity 1.2: Develop and implement 5 demonstration water safety plans (3 urban & 2 rural). • Activity 1.3: Design and implement training programme on DWQ management system for all levels • Activity 1.4: Provide critical supplies and equipment for DWQ laboratory networks of the Ministry of Health
Output 1.2: Sustainable and reliable supply of minimum water requirements for health protection is provided to all citizens	\$350,000		<ul style="list-style-type: none"> • Activity 1.5: Identify minimum household water security requirements for health protection • Activity 1.6: Develop national policy and issue legislative policy instruments on securing supply of minimum water requirements for health.
Outcome 2: Strengthened adaptive capacity for health protection and food security to climate change under water scarcity conditions.			
Output 2.1: Rural sector adaptive capacity for climate variability and change is improved as well as the urban-rural linkage in water resources management and allocation developed.	\$827,667	<ul style="list-style-type: none"> • MOA • NCARE • FAO • WHO 	<ul style="list-style-type: none"> • Activity 2.1: Assess the risks from climate change and water scarcity on food productivity. • Activity 2.2: Identify and screen adaptation measures to reduce climate change impacts on food productivity. • Activity 2.3: Identify and test adaptation options and improvements of crop / livestock for increased productivity in irrigating with treated wastewater. • Activity 2.4: Design and implement community awareness campaign, with focus on women farmers, on climate change adaptation measures. • Activity 2.5: Establish model farms using treated wastewater as adaptation to climate change for capacity building (jointly with WHO).
Output 2.2: National institutional and community capacity in integrated water resources management is improved	\$699,000	<ul style="list-style-type: none"> • MOWI • MOE • UNESCO • FAO 	<ul style="list-style-type: none"> • Activity 2.6: Design and implement a training programme in integrated water resources management for the Ministry of Water and Irrigation, national NGOs, and stakeholders. • Activity 2.7: <ul style="list-style-type: none"> ○ A. Design and implement community-base research projects on climate change adaptation. ○ B. Improve database in integrated water resources management in arid and semi arid areas. • Activity 2.8: Develop water education and awareness programme focusing in curriculum, resources manuals, training of trainers and teacher-in-service training for the Ministry of Education with the close partnership of the Ministry of Water and Irrigation. • Activity 2.9: Design and establish one environmental and water resource centre for advocacy education and capacity building. • Activity 2.10: Develop a cooperative framework on the criteria for sustainable management

Output Description	Financial resources	Implementation Partners	Activities
			of shared water resources including transboundary water resources.
Output 2.3: Adaptation measures, by health sector and other sectors, to protect health from climate change are institutionalized	\$540,000	<ul style="list-style-type: none"> • MOH • WAJ • MOWI • Local municipalities • WHO 	<ul style="list-style-type: none"> • Activity 2.11: Conduct an assessment of direct and indirect risks to health from climate change • Activity 2.12: Screen and prioritize adaptation strategies, by the health sector and others to protect health from climate change. • Activity 2.13: Develop and implement adaptation strategies to protect health from the negative effects of heat waves. • Activity 2.14: Design adaptation projects to protect health from identified high risk environmental conditions induced by climate change. • Activity 2.15: Establish a national early warning system to monitor and assess health impacts of climate change
Output 2.4: Adaptation capacity of Zarqa River Basin to climate change is piloted and strengthened	\$1,000,000	<ul style="list-style-type: none"> • MOE • MOWI • Zarqa Governorate • IUCN • Local municipalities • Communities • UNDP 	<ul style="list-style-type: none"> • Activity 2.16: Assess direct and indirect climate change risks to water availability and quality in Zarqa River Basin. • Activity 2.17: Assess opportunities and barriers to adaptation to climate change risks • Activity 2.18: Formulate appropriate legal and institutional strategies and the needed interventions (strategy implementation plan) for Zarqa River Basin • Activity 2.19: Review ongoing national water policies, strategies, and action plans relevant to climate change and IWRM. • Activity 2.20: Upgrade local and national capacities and capabilities to respond adequately to the needs and requirements for adaptation to climate change and IWRM using effective participatory approaches and tools. • Activity 2.21: Develop, document , share and disseminate knowledge and transfer technologies generated from Zarqa River basin on the local and national levels, and establish linkages to regional and global experiences