

*EVALUATION OF THE EUROPEAN
COMMISSION'S SUPPORT TO THE
HASHEMITE KINGDOM OF JORDAN*

Final report
Volume 3 – Methodological appendix

August 2007

Evaluation for the European Commission



This evaluation is commissioned by:

the Evaluation Unit common to:

EuropeAid Co-operation Office,
Directorate General for Development and
External Relations Directorate-General

This evaluation is carried out by: EGEval II / Eureval

in co-operation with To-Excel (Amman)

Mr Jacques Toulemonde (Eureval) is the team leader and contact person in Europe (toulemonde@eureval.fr). Mrs Nesreen Barakat (nzbarakat@cyberia.jo) is the contact person in Jordan.

The evaluation is managed by the evaluation unit who also chaired the reference group composed by members of the services (EuropeAid, DG DEV, RELEX, ECFIN, EC Delegation in Jordan) and the Embassy of Jordan in Belgium.

The opinions expressed in this document represent the authors' points of view which are not necessarily shared by the European Commission or by the authorities of the countries concerned.

Contents

1	EVALUATION METHOD.....	3
1.1	OVERVIEW.....	3
1.2	METHODOLOGICAL INNOVATIONS	7
2	PLANNED / ACTUAL APPROACH TO THE QUESTIONS	9
2.1	COHERENCE OF STRATEGY (S).....	9
2.2	JORDANIAN GOVERNMENT’S PRIORITIES (G).....	12
2.3	MACRO-ECONOMIC POLICY REFORMS (E)	13
2.4	FREE TRADE AND EXPORTS (T).....	14
2.5	POVERTY ALLEVIATION (P)	16
2.6	WATER RESOURCES MANAGEMENT (W).....	18
2.7	CIVIL SOCIETY AND MEDIA (C).....	20
2.8	INSTRUMENTS SUPPORTING SMEs (I)	21
2.9	CROSS CUTTING ISSUES (X)	23
3	METHODOLOGICAL LIMITATIONS	25
3.1	OVERVIEW.....	25
3.2	METHODOLOGICAL LIMITATIONS AFFECTING CONCLUSIONS	25
4	TOOLS IMPLEMENTED	27
4.1	DIAGRAMS OF EXPECTED IMPACTS.....	27
4.2	INVENTORY	29
4.3	STATISTICS OF FOREIGN ASSISTANCE	30
4.4	PRELIMINARY INTERVIEWS	33
4.5	RAPID ASSESSMENTS.....	33
4.6	ESTIMATE OF EXPECTED EFFECTS	35
4.7	DOCUMENTARY ANALYSIS	36
4.8	INTERVIEWS WITH THE EC DELEGATION AND THE GOVERNMENT.....	37
4.9	INTERVIEWS WITH OTHER DONORS MISSIONS.....	37
4.10	INTERVIEWS WITH NGOs.....	38
4.11	FIELD VISITS TO POVERTY POCKETS.....	39
4.12	PROJECT FICHES IN SUPPORTED SMEs	39
4.13	FURTHER INTERVIEWS.....	40

4.14	FURTHER DOCUMENTARY ANALYSES	41
5	DOCUMENTS USED	42
6	PEOPLE INTERVIEWED.....	45
7	OTHER DOCUMENTS	46

Boxes

Box 1 - Contribution analysis.....	4
Box 2 - What is cost-contribution analysis?.....	8

Tables

Table 1 – Evaluation questions.....	3
Table 2 – Evaluation tasks per phase and step	6
Table 3 – The evaluation process from A to Z.....	7

Figures

Figure1 – Questions and evaluation criteria	5
Figure 2 - Logic of the Association Agreement	28
Figure 3 - Logic of the Country Strategy Paper	29
Figure 4 – Foreign assistance since 1990	31
Figure 5 – Evolution of external aid 2000-2004	32

1 Evaluation method

1.1 Overview

Evaluation questions and how they are being answered

The evaluation concentrated on nine questions which have guided the evaluation team's work in the sense that they helped focus data collection and analysis on issues of major interest for the intended users. They also helped in clarifying judgment criteria in advance.

The table hereafter displays the set of questions which have been developed and approved at the inception stage.

Table 1 – Evaluation questions

Coherence of strategy (S)	Have EC cooperation and external policies affecting Jordan been oriented towards clearly focused priorities and coherent objectives?
Jordanian Government's priorities (G)	Have EC cooperation and external policies in Jordan been aligned on GoJ's priorities?
Macro-economic policy reforms (E)	To what extent has the EC contributed to the improvement of Jordan's macro-economic policies?
Free trade and exports (T)	To what extent has EC's support in the areas of trade and private sector development contributed to increase exports?
Poverty alleviation (P)	To what extent has EC support contributed to satisfy the needs of the poor and near poor?
Water resources management (W)	To what extent has the EC contributed to enable all actors in the water sector to manage the resources sustainably?
Civil society and media (C)	To what extent has EC support contributed to strengthening pluralism in the civil society and media?
Instruments supporting SMEs (I)	How do the implementation modalities successively used by the EC for developing Jordanian SMEs compare in terms of cost-effectiveness?
Cross cutting issues (X)	To what extent has the EC mainstreamed gender and environment, and governance in its cooperation and external policies in Jordan?

Most of the questions are answered through a step by step methodological approach with more or less the same headlines:

- EC activities considered, including financial support but also the setting of priorities and objectives and, as far as possible, the mobilisation of human resources
- EU level coordination, and especially the input of the EC in this coordination
- Dialogue between EC/EU, the Government and the other donors/lenders, multilateral coordination
- Governmental policies
- Changes in the field

This approach is a systematic implementation of an evaluation design called “contribution analysis”

Box 1 - Contribution analysis

Contribution analysis is one of the strategies available for investigating cause-and-effect relationships. It involves the following steps:

To gather data about the expected changes (e.g. policy reforms launched and implemented according to plans)

To develop the cause-and-effect assumptions between changes and EC activities covered (e.g. technical assistance, capacity building, dialogue and coordination).

To gather evidence confirming the assumptions, i.e. facts and statements supporting the idea that positive changes are due to the EC activities.

To gather evidence disconfirming the assumptions, i.e. facts and statements supporting the idea that positive changes are not due to EC activities but to other factors (e.g. proactive role of a Jordanian actor, role of another donor, etc.), or that the EC activities generated negative changes.

To assess the extent to which the assumptions are confirmed (qualitatively)

http://ec.europa.eu/comm/europeaid/evaluation/methodology/methods/mth_att_en.htm

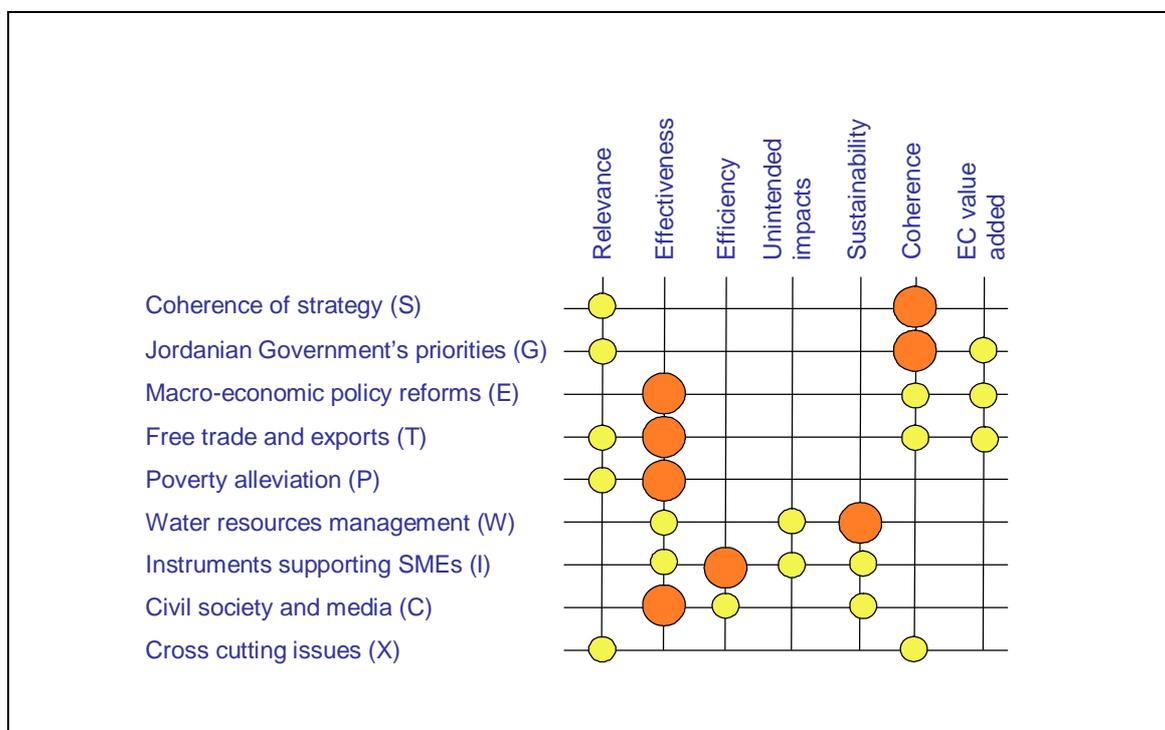
Overall assessment

The Volume 1 of the final report includes an “overall assessment” (section 5) structured along a five issues which stem from a brainstorming session with the Jordanian members of the evaluation team at the end of the field phase. The evaluation team has deliberately chosen not to structure this overall assessment along the evaluation questions, and not anymore along the evaluation criteria, although all criteria are covered.

Coverage of evaluation criteria

Figure1 summarises the connections between the nine questions and the evaluation criteria. Seven criteria are considered, i.e. the five DAC criteria plus coherence and EC value added, which are specific to European evaluations. The figure shows that all criteria are covered, although they are not used for structuring the final report.

Figure1 – Questions and evaluation criteria



Cross-cutting view on shared peace and prosperity

The synthesis also includes an analysis of the overall portfolio of EC interventions in terms of its orientation towards “shared peace and prosperity”, which is the overarching goal of the EC cooperation during the whole period under evaluation. The analysis is undertaken in three steps:

- Analysing the inventory, and clustering the EC interventions in eight groups, each one having a relatively homogeneous profile in terms of orientation towards shared peace and prosperity
- Selecting one or two typical intervention(s) in each group, and undertaking a documentary analysis with an aim to specify its profile in terms of logical impact on shared peace and prosperity. This step is called “rapid assessments”. The rapid assessments are accessible through the Volume 4.
- Generalising from the selected projects to the EC portfolio as a whole.

The analysis refers to the five “paths towards shared peace and prosperity”:

- Sustainable economic development
- Poverty alleviation
- Regional security and stability
- Mutual knowledge and understanding
- Human rights, democracy and rule of law

Evaluation process

After consulting the services of the European Commission, the Evaluation Unit prepared the appended terms of reference.

The progress of the work was monitored by a reference group presided over by the Evaluation Unit. The members of this group belong to the EC services concerned, including the EC Delegation in Jordan, plus the Jordanian embassy in Brussels. The minutes of the meetings are appended.

Most of the reference group meetings are mirrored by parallel meetings in Jordan involving the EC Delegation staff and the Ministry of Planning and International Cooperation.

Table 2 – Evaluation tasks per phase and step

<i>Phases / steps</i>	<i>Tasks</i>	<i>Design of following steps</i>
Inception	Inventory of interventions Analysing the logic of EU support to Jordan Proposing and selecting questions and judgement criteria. Proposing a first version of indicators and design tables per question	Methodological design, version 1 Detailed work plan for the desk phase Development of data collection tools for the desk phase
Desk	Finalising the design tables Analysing the available evaluation and monitoring (ROM) reports Carrying out the bulk of documentary analyses Carrying out interviews within the EC services (incl. Delegation) and their partners in the Government	Detailed work plan for the field phase Development of data collection tools for the field phase
Field	Data collection outside the circle of those having responsibilities in the evaluated interventions, e.g. civil society, other development partners, end users Interviews with EC staff having left Jordan	Deriving early findings and conclusions from collected data
Synthesis	Confirming findings, conclusions and lessons learnt Answering questions and formulating the overall assessment Making recommendations	

Table 3 – The evaluation process from A to Z

Phases	Steps	Main documents	Dates of documents	Meetings
Preparation (0)	Launch	Terms of reference	04/08/06	
		Proposal (launch note)	11/09/06	
Desk (1)	Inception	Inception report	23/10/06 (v1) 13/11/06 (final)	29/09/06**
	Desk	Desk phase report	20/12/06 (v1) 25/01/07 (final)	05/12/06*** 12/01/07**
Field (2)				08/03/07*** 09/03/07**
Synthesis (3)	Report	Draft final report	04/04/07 (v1) 18/06/07 (v2)	26/04/07**
	Discussion seminar	Final report	August (final)	03/07/07***
Dissemination and follow up (4)	Dissemination	Summary, report, quality assessment	summer 07	
	Follow up of recommendations	<i>Fiche contradictoire</i> (key recommendations and EC services' responses)	2007-2008	

** meeting in Brussels - *** in Amman

1.2 Methodological innovations

The structure of the Volume 2 reflects a systematic effort to display the cause-and-effect reasoning of the evaluation team. This is an innovative attempt to operationalise the concept of “contribution analysis” (see Box 1).

The question I (Instruments supporting SMEs) has been treated with a cost-contribution analysis which is an innovative approach for dealing with efficiency questions.

Box 2 - What is cost-contribution analysis?

Cost-contribution analysis is an innovative approach for dealing with efficiency questions. The evaluation team will develop and test this approach which includes the following steps:

Gathering data about the expected changes (e.g. Development of beneficiary SMEs in Jordan), and about the budgetary cost of the support.

Identifying the main activities in the implementation process and focusing on the costly ones.

Developing a series of cause-and-effect assumptions explaining how costly activities contribute to expected changes.

Gathering evidence confirming the assumptions, i.e. facts and statements supporting the idea that costly activities contribute to expected changes.

Gathering evidence disconfirming the assumptions, i.e. facts and statements supporting the ideas that other factors or activities contribute to positive changes, or that costly activities contribute to negative changes.

Assessing the extent to which the assumptions are confirmed (qualitatively).

2 Planned / actual approach to the questions

The planned approach to each question has been developed in the inception report through a series of “design tables”¹.

The actual approach is described in the Volume 1 in the sub-sections introducing the answers to the questions.

This section includes a reminder of the planned approach (extracts) and comments on the main difference between the actual approach and the initial plans.

2.1 Coherence of strategy (S)

Have EC cooperation and external policies affecting Jordan been oriented towards clearly focused priorities and coherent objectives?

2.1.1 Planned approach

Which EC activities are covered (scope)?

The formulation of the EC strategy, including the rules governing CSPs, and the way they have been applied in Jordan.

All decision making processes which were referred to CSP, or should have been referred to the CSP, i.e. designing and launching projects/programmes.

This does not only includes activities financed under the MEDA-programme but also those implemented in the framework of the EC financial contribution to the United Nations Relief and Works Agency (UNRWA) targeting Palestinian refugees, those financed through ECHO’s humanitarian assistance, the support to the promotion of human rights and democracy including the EIDHR projects², exceptional food security support and complementary rehabilitation projects in favour of drought affected communities as well as NGO’s projects co-financing.

Coherence with other EC policies is not covered by this question, but may be addressed through other questions, for instance trade policy in question T.

Coordination with EC Member States and other development partners is also not addressed through this question, except marginally, but the issue of the sharing of roles will be covered through the question G.

How are activities to be assessed (judgement criterion/a)?

Objectives are structured and prioritised in an explicit way

¹ See http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth_dsg_tab_en.htm

² Jordan has been allocated support under the European Initiative for Democracy and Human Rights (EIDHR) in the context of regional projects in the years 2002-04. EIDHR supports civil society initiatives that aim to promote democracy and human right.

EC projects / programmes are logically connected to the overall objective of shared peace and prosperity, and focused on the main objectives

Potential conflicts between objectives have been identified and prevented, and potential synergies have been identified and promoted.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Statements about priorities [S1]

Facts about the connection of activities to objectives, [S2] e.g. higher order objective are mentioned in project fiches, or higher order performance indicators are used in monitoring the activities

Statements about priorities and identified conflicts and synergies [S3]

Facts about the prevention of conflicts between objectives or the promotion of synergies [S4], for instance (1) a logical framework indicates that results in a given intervention depend on results to be achieved by other interventions in other sectors, or (2) a programming document states that an activity is tailored in order to avoid a negative interference with another one.

What is to be seen as a success?

Prioritisation and focusing are explicit and they have progressed substantially over years

Potential conflicts and synergies have been better identified and managed over years

At which level are data gathered and analysed (investigation areas)?

Prioritisation assessed at the level of the strategy as a whole

Potential conflicts and synergies assessed through a deeper investigation into a few relevant instances to be identified at the desk phase in connection with other questions, e.g. support to SMEs and poverty reduction, support to higher education and economic development as opposed to brain drain ...

Where are data coming from (information sources and evaluation tools)?

EC policy and strategy documents, and logical diagrams of impact

Project fiches, monitoring reports, and analysis of a series of about ten projects (see rapid assessments)

Interviews within the EC aimed at answering other questions principally (conflicts and synergies will not be analysed through specific interviews)

2.1.2 Question S – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	yes	
Indicators	partly	[S1] – see volume 2, section 1.2, overview [S2] – see volume 2, section 1.2, Articulation of objectives [S3 and 4] – the assessment is not based on direct observation but on a meta analysis of the answers to questions S, G, and W
Success levels	yes	
Investigation areas	mainly	
Sources and tools	yes	

2.2 Jordanian Government's priorities (G)

Have EC cooperation and external policies in Jordan been aligned on GoJ's priorities?

2.2.1 Planned approach

Which EC activities are covered (scope)?

The formulation of the EC strategy.

The dialogue with GoJ and other donors (especially Member States) in relation to the EC strategy formulation process and the effective incorporation of the results of this dialogue within the adopted strategy.

The continued dialogue and the adjustments of the strategy.

How are activities to be assessed (judgement criterion/a)?

De facto, the allocation of EC funds is aligned on stated GoJ's priorities, taking stock of other donors' comparative advantages as they are perceived by the Government.

The alignment has been adjusted to changes in GoJ's priorities in a dynamic way.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Statements about EC's and GoJ's priorities, their evolution their alignment or discrepancies [G1]

Facts indicating de facto priorities of EC and GoJ (possibly different from what is stated in strategy documents), and their changes [G2], e.g. quotes of communication documents, changes in budgetary allocations, actual monitoring of performance indicators, ...

Statements and facts about comparative advantages of EC and other donors [G3] such as, for example, intended and justified distribution of activities among the community of donors leading to a comprehensive coverage of GoJ's priorities.

What is to be seen as a success?

Alignment has progressed substantially over years.

At which level are data gathered and analysed (investigation areas)?

Alignment and comparative advantages assessed at the level of the strategy as a whole

Where are data coming from (information sources and evaluation tools)?

Policy and strategy documents from the EC, Government, and other donors, e.g. CSP, National Socio-Economic Development Plan (2004-2006), ...

Interviews within the EC, Government, and other donors

Jordanian experts' opinion

2.2.2 Question G – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	not exactly	In the course of this evaluation, the criterion of alignment of strategies has been thoroughly discussed, and this has led to conclusions which both reflect the criterion, and overpass it. Similarly, the criterion of comparative advantage has been thoroughly discussed, and applied in an innovative way
Indicators	partly	[G1 and G2] see Volume 2, section 2.4, alignment on Government's priorities [G3] Not applied since the corresponding judgement criterion has been adjusted
Success levels	changed	Complete and rapid alignment rather than better alignment
Investigation areas	nothing planned	
Sources and tools	yes	

2.3 Macro-economic policy reforms (E)

To what extent has the EC contributed to the improvement of Jordan's macro-economic policies?

2.3.1 Planned approach

Which EC activities are covered (scope)?

Budget support and SAF (Structural Adjustment Facility)

Technical assistance and capacity building in the area of macro-economic policies.

Dialogue with the Government on macro-economic policy reforms in connection to the budget support and SAF.

Coordination with other donors in the area of macro-economic policy

How are activities to be assessed (judgement criterion/a)?

Economic policy reforms are passed with an aim to (1) increasing revenue, (2) mastering expenditures, (3) aligning public expenditures with government's policies (better mix of expenditures); (4) changing the role of State

The reforms are implemented

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Actual policy decisions taken and facts indicating the progress of implementation in the areas of:

(1) increasing revenue, e.g. decisions on fiscal reforms [E1], increase in revenue [E2]...

(2) mastering expenditures: expenditures in line with the budget [E3]; comprehensiveness of the budget; budget preparation; budget implementation; actual monitoring and auditing of public expenditures,

(3) sectoral allocation, ...

(4) changing the role of State, e.g. privatization [E4], improving economic governance and efficient delivery of public services [E5], transparency of the budget.

What is to be seen as a success?

Progress of implementation according to plans

At which level are data gathered and analysed (investigation areas)?

Judgement criteria assessed at Government level

Cause-and-effect assumptions analysed through about three major policy decisions, to be identified at the desk phase, e.g. introducing the sales tax, reducing subsidies, introducing new legislations on SMEs and FDIs

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government and other donors, e.g.

Interviews within the EC, Government and other donors, e.g.

2.3.2 Question E – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	partly	The third criterion (aligning public expenditures with government's policies) duplicated the question G and has been abandoned
Indicators	partly	Planned indicators [E2] and [E3] were wrongly connected to the consequences of the reforms, although the judgment criteria applied to the reforms themselves. The planned indicator [E2] has however been used (see volume 2, section 3.5, Overview, Value added tax). Other indicators have been partly used [E1] see volume 2, section 3.5, Overview, Value added tax [E1] see volume 2, section 3.5, Overview, Privatisation of water supply systems
Success levels	partly	Progress of implementation only
Investigation areas	partly	
Sources and tools	yes	

2.4 Free trade and exports (T)

To what extent has EC's support in the areas of trade and private sector development contributed to increase exports?

2.4.1 Planned approach

Which EC activities are covered (scope)?

Technical assistance and capacity building in the area of trade and FDI (mainly related to the Association Agreement and Agadir Agreement)

Dialogue with the Government on trade liberalisation and FDI in connection to budget support and SAF

Coordination with other donors in the area of trade policy and FDI

Direct and indirect support targeted at private enterprises' exports and FDI

How are activities to be assessed (judgement criterion/a)?

Exports to (1) EU, and (2) non EU Mediterranean countries

Originating from Jordanian firms and from FDI

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Facts and statements about the change in exports of firms having been reached by EC support [T1], e.g. a more diversified structure of exports, a greater part of domestic value added in exports

Facts about the change in exports at macro-economic level [T2], e.g. geographical distribution and evolution per sectors

What is to be seen as a success?

Marked change in reached enterprises' exports to the EU and other non-EU Med countries

At which level are data gathered and analysed (investigation areas)?

Statistics at Country level

Investigation into a sample of enterprises affected or not by EC support (same survey as for question I)

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government and other donors, e.g.

Interviews within the EC, Government and other donors, e.g.

Focus group with Jordanian enterprises

Questionnaire survey with Jordanian enterprises

2.4.2 Question T – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	partly	Exports to the EU only
Indicators	yes	[T1] see Volume 2, section 4.6, Analysis, Strengthening SMEs [T2] see Volume 2, section 4.6, Overview,
Success levels	partially	Breakthrough instead of marked change
Investigation areas	yes	
Sources and tools	yes	

2.5 Poverty alleviation (P)

To what extent has EC support contributed to satisfy the needs of the poor and near poor?

2.5.1 Planned approach

Which EC activities are covered (scope)?

Programmes /projects directly targeted at poverty alleviation, e.g. support to poverty reduction through local development (MED/2004/006-221(EC), an innovative multi-dimensional approach to poverty reduction funded through a budget support modality.

Programmes /projects targeted at human resource development and contributing to poverty alleviation indirectly, e.g. Higher Education Support (TEMPUS programme launched by University of Turin and several universities in Jordan), ... Admittedly, the poverty reduction effect of a programme like TEMPUS is quite indirect.

Technical assistance and capacity building in the area of human resource development and poverty alleviation

Dialogue with the Government in these areas, possibly in connection to budget support

Coordination with other donors in these areas

How are activities to be assessed (judgement criterion/a)?

- Needs of the poor and near poor are satisfied in terms of (1) employability and economic opportunities, (2) social security, (3) access to basic social services, (4) empowerment
- Capacity of the poor and the near poor to express their needs.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Facts [P1] and statements [P2] about the change in employability, social security, access to basic social services and empowerment for the poor and near poor having been reached by

EC support. The concepts of “poor” and “near poor” have to be clearly defined in the Jordanian context.

Statistical indicators [P3] of employability, social security, access to basic services and empowerment over the last years, e.g. employment / unemployment rates, labour force participation rates, access to basic education, primary health care and public utilities, rate of satisfactory shelter conditions, membership of social security systems, and membership of trade unions.

Break down of statistics by Muhafaza and district, by gender, and by rural-urban areas, with a view to distinguishing the poorest social categories.

What is to be seen as a success?

The evaluated interventions have actually reached the poor and near poor (directly or indirectly) and they have satisfied their needs, especially in terms of access to the labour market.

The “Mathew effect” (those who have will be given) has been prevented.

At which level are data gathered and analysed (investigation areas)?

Contribution analysed and judgement criteria assessed through an in-depth investigation into two “pockets of poverty” to be identified at the desk phase

Context indicators collected at Country level

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government and other donors, e.g.

Interviews within the EC, Government and other donors, e.g.

Field visit to areas and pockets of poverty and case study research

Focus groups with NGOs & CBOs working with the pockets of poverty

2.5.2 Question P – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	mostly	Access to basic services not applied Likely satisfaction of needs instead of satisfaction
Indicators	not really	Only statements [P2] have been used (see Volume 2, box 14) for assessing the extent to which the needs of the poor have been addressed in the visited poverty pockets. Facts [P1] could not be used for assessing satisfaction of poor's needs, because what was to be assessed became the "likely" satisfaction. For the same reason, statistical indicators [P3] could not be used, although they have been provided as context information (see Volume 2, section 5.4, Overview)
Success levels	not really	For the same reason as above
Investigation areas	yes	
Sources and tools	Partially	Focus groups with NGOs & CBOs working in the pockets of poverty were not implemented.

2.6 Water resources management (W)

To what extent has the EC contributed to enable all actors in the water sector to manage the resources sustainability?

2.6.1 Planned approach

Which EC activities are covered (scope)?

Programmes /projects targeted at water supply and waste water management

Technical assistance and capacity building in the area of water management, e.g. support to Greater Amman water sector improvement programme

Dialogue with the Government on privatization of water services in connection to budget support

Coordination with other donors in the area of water

How are activities to be assessed (judgement criterion/a)?

Financial sustainability and technical capacity of the institutions and organisations involved in the management of water resources

Capacity of the actors at system level to adopt a forward looking approach to water challenges

Capacity of the actors at system level to deal with conflicts in the use of water, and to prevent under-optimal use of the water resource

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Statistics, performance indicators, facts and/or statements about

- the individual capacity of institutions and organisations [W1], e.g. sustainable accumulation of know-how
- forward looking approach to water challenges, e.g. long term challenges reflected in the performance-based management contracts [W2]
- conflicts in the use of water [W3], e.g. establishment of problem solving procedures
- the intentions of the partners and stakeholders to participate in the funding, management and operation of the project during and after its implementation [W4] (e.g. farmers intentions)

Information to be differentiated as far as relevant into urban / agricultural use of water, water supply / sanitation, local, national, and cross-border management.

What is to be seen as a success?

Actors have sustainability enhanced their capacity, and the institutional arrangements (contracts, problem solving procedures) are working smoothly.

At which level are data gathered and analysed (investigation areas)?

Contribution analysed and judgement criteria assessed through an in-depth investigation into several policy decisions, to be identified at the desk phase, e.g. establishing management contracts, considering wastewater as a valuable resource for the agriculture sector, minimising the usage of groundwater in the highlands areas for the irrigation purposes, and save it for domestic uses.

Statistics and context indicators analysed at Country level

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government and other donors:

Interviews with the

Possibly a consultation of several experts through a focus groups or a panel

2.6.2 Question W – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	mostly	Financial sustainability not covered
Indicators	mostly	[W1 and W2] – see Volume 2, section 6.5 – Analysis - Management of urban water [W3] - see Volume 2, section 6.5 – Overview - Overall management of demand and resources / Analysis – same heading [W4] not applied
Success levels	yes	
Investigation areas	/	
Sources and tools	yes	

2.7 Civil society and media (C)

To what extent has EC support contributed to strengthening pluralism in the civil society and media?

2.7.1 Planned approach

Which EC activities are covered (scope)?

Projects promoting human rights, democratisation, good governance and the rule of law, and especially projects targeted at NGOs and media (support to Jordan, and regional/global support benefiting Jordan) including the selection procedures of NGO's projects

Dialogue with the Government in this area

Coordination with other donors in the area, and especially EU Member states

How are activities to be assessed (judgement criterion/a)?

NGOs and the media have strengthened their capacity to act individually and collectively

They have developed their specificities and played a distinct proactive role in the public debates related to policy reforms, and a distinct reactive role in the public debates related to the implementation of policies.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Facts and statements about EC supported NGOs and media (capacity, specificity and role actually played in the public arenas) [C1]

Statistical indicators about all Jordanian NGOs and media (capacity, diversity) [C2]

What is to be seen as a success?

In the concerned areas, Jordan has progressed at a fast pace in comparison to similar Mediterranean countries, e.g. Lebanon

At which level are data gathered and analysed (investigation areas)?

Contribution analysed and judgement criteria assessed through an in-depth investigation into a dozen of affected and non affected NGOs and media, to be selected during the desk phase.

Statistics and context indicators analysed at Country level

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government, other donors, NGOs, and medias, e.g.

Interviews within the EC, Government, other donors, NGOs, and medias, e.g.

2.7.2 Question C – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	yes	
Indicators	partly	[C1] see Volume 2, section 7.6, Analysis [C2] The EC support did not reach the critical mass which would have justified elaborating upon statistical data. These indicators as context information see Volume 2, section 7.6, Overview
Success levels	no	Volume 2, figures 3 and 4 show the planned comparison between Jordan and the Region, but these data are not used in the value judgement for the same reason as explain above.
Investigation areas	yes	
Sources and tools	yes	

2.8 Instruments supporting SMEs (I)

How do the implementation modalities successively used by the EC for developing Jordanian SMEs compare in terms of cost-effectiveness?

2.8.1 Planned approach**Which EC activities are covered (scope)?**

The successive programmes /projects targeted at SMEs, i.e. BST, EJADA, and the current support to JUMP.

How are activities to be assessed (judgement criterion/a)?

Development of Jordan SMEs in terms of (1) number, (2) size and (3) competitiveness. Budgetary cost for EC and GoJ.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Facts [I1] and statements [I2] about the birth, death and growth of the SMEs having been reached by the EC support. Facts and statements about changes in their competitiveness such as, for example, the enhancement of the export environment for SMEs, the improvement of productivity or the quality of products

EC payments [I3] in relation to the EC support. Matching funds from the GoJ's budget [I4]. EC indirect costs (management, overheads) involved with the EC support [I5].

What is to be seen as a success?

Efficiency has increased very substantially over years

At which level are data gathered and analysed (investigation areas)?

Judgement criteria assessed at Country level

Cost and contribution analysed and judgement criteria assessed through a sample enterprises affected and non affected by EC support (same survey as for question T).

Statistics and context indicators assessed at Country level

Performance assessments of governance as a cross-cutting issue.

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC, Government and other donors, e.g.

Interviews within the EC, Government, experts and other donors, e.g.

Focus group with Jordanian enterprises

Questionnaire survey with Jordanian enterprises

2.8.2 Question I – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	partially	Only competitiveness of SMEs has been covered, and not number and size.
Indicators	partially	[I1] and [I2] see Volume 2, section, Overall contribution to increased competitiveness [I3] and [I5] could not be provided by the EC [I4] was therefore not asked to the GoJ
Success levels	no	“Effect could have been achieved at marginally lower cost only” (instead of “Effects have been achieved at decreasing cost over years”)
Investigation areas	yes	
Sources and tools	yes	

2.9 **Cross cutting issues (X)**

To what extent has the EC mainstreamed gender and environment, and governance in its cooperation and external policies in Jordan?

2.9.1 **Planned approach**

Which EC activities are covered (scope)?

Potentially all EC activities, including financial support, dialogue and coordination

How are activities to be assessed (judgement criterion/a)?

Cross-cutting issues (gender, environment and governance) are mainstreamed in the implementation of EC support, in a way which is proportionate to the potential impact.

Which data are to be gathered in order to inform on the judgement criterion/a (indicators)?

Facts [X1] and statements [X2] about the integration of cross cutting issues (governance needs to be clearly defined) in the implementation of EC interventions, e.g. specific stakeholders have been involved in the implementation, a part of the budget has been earmarked for dealing with the issue, the issue has been monitored and/or evaluated specifically.

Facts [X3] and statements [X4] about the potential impact of integrating a cross cutting issues in the implementation of EC interventions, e.g. expert opinion, conclusion of a study, ...

What is to be seen as a success?

Actual mainstreaming has taken place in the interventions which have the best potential in terms of impact on gender / environment / governance.

At which level are data gathered and analysed (investigation areas)?

Actual mainstreaming and potential impact assessed at the level of a series of projects / programmes

Where are data coming from (information sources and evaluation tools)?

Relevant documents from the EC (Monitoring report, Internal evaluation of project, projects logframes, final report of the projects...).

Documentary analysis into a series of about ten projects

Interviews within the EC, the GoJ (Ministry of the environment, Ministry of energy, Ministry of Tourism, Ministry of planning and International cooperation), other donors (USAID, French development agency, Embassy of Netherlands, Embassy of Spain, UNDP, UNESCO, WHO).

Actual mainstreaming and potential impact will not be analysed through specific interviews. Investigations in this area will be integrated in the interviews aimed at answering other questions.

2.9.2 Question X – Actual vs planned approach

	Implemented as planned	Comments
Judgement criteria	yes	
Indicators	marginally	The question is answered mainly through a meta analysis of the answers to other questions, and through the rapid assessments. In the Volume 2, sections 9.2, 9.3 and 9.4, the “Fact” sub-sections include some specifically collected facts [X1] and statements [X2], but no such data about [X3] and [X4]
Success levels	yes	
Investigation areas	yes	
Sources and tools	yes	

3 Methodological limitations

3.1 Overview

All but 4 conclusions are considered as strong enough.

This chapter presents a self-assessment of the methodological limitations which weaken these four conclusions.

It's not an exhaustive inventory of all the weaknesses which are inevitably numerous if the report is considered in full details.

3.2 Methodological limitations affecting conclusions

The expected breakthrough in the exports to the EU did not occur

Conclusion

Although the Jordanian exports to the EU are growing, the EU market remains the third destination of Jordanian exports, and not the fastest growing one. No breakthrough has been observed in the EC supported SMEs and there are signs that such a breakthrough is not likely to occur.

Strength

Four sources suggest that there is no breakthrough in exports to the EU (CBJ's data, interview and the two surveys with supported SMEs in 2005 and 2007).

On the contrary, Eurostat data show a breakthrough, and the discrepancy could not be explained.

The strength of the conclusion is therefore assessed as **low**.

The process of learning from difficulties has been lengthy

Conclusion

Some of the main strategic priorities of the EC are based on implicit assumptions with the consequence that such assumptions cannot be tested fast enough, which in turn delays the corrective actions if the assumptions are not ascertained.

Strength

This conclusion mainly builds upon the issue of trade, and more specifically to the lessons learnt from the failure to access the EU market. However the story of the failure is not crystal clear (see previous conclusion in this section).

The evaluation team has evidence that the lesson has been learnt in 2003, and could have been learnt in 2000. However, there is at testing or evidence of learning

However, interviews in the Delegation show that there is some tacit knowledge, which means that at least some informal learning has occurred.

The strength of the conclusion is therefore assessed as **medium**.

Joint policy development process is effective in the area of poverty alleviation

Conclusion

Through an effective policy dialogue, a smoothly coordinated EC-Germany support, and a rapid transfer of responsibility to the Government, the EC has successfully contributed to empower the poorest municipalities and to strengthen their economic development capacity. Although there are implementation delays, this approach is addressing the needs of the so-called “poverty pockets”, which are a major poverty challenge in Jordan.

Strength

This conclusion mainly builds upon the fact that the EC has rapidly launched a sector budget support, which accompanies a new priority of the Government, through a clever coordination arrangement with a Member State, and an effective policy dialogue. Moreover, the EC supported programme accompanies a deep change in the Jordanian governance system by giving the key role to the poor municipalities.

However, the implementation of the new policy is clearly behind schedule and the effectiveness of the transfer of responsibility to the Government has been questioned.

At present, these difficulties are clearly marginal in comparison of the success of the whole process. However, the story can be assessed as an “effective joint policy development” only if the current difficulties are rapidly overcome, something which can be assumed but which is not certain.

The strength of the conclusion is therefore assessed as **medium**.

The EC has occasionally paved the way for future policy development

Conclusion

A prerequisite for joint policy development is the Government’s openness to a substantial dialogue, but the EC and the Government had sometimes to “agree that they disagree”. This has been observed on issues like women’s rights or agricultural use of water. In the first instance, the EC has supported Jordanian NGOs which have made impressive inputs into the public debates and paved the way for future policy development. This process was fully transparent for the Government. The conflicting issue of irrigation water is a counter example where the EC has remained trapped in an ineffective policy dialogue without deploying an alternative approach, something that other donors did.

Strength

The second part of this conclusion only relies upon a few interviews and has not been really cross-checked.

The strength of the conclusion is therefore assessed as **medium**.

4 Tools implemented

4.1 Diagrams of expected impacts

Purpose

The intervention logic is a schematic and simplified presentation of EC's cooperation actions and their intended effects. This presentation is aimed at:

- Understanding at a glance the overall EC,
- Helping to assess the coherence of the strategy
- Highlighting the assumptions made about the intended effects and suggesting which ones are to be checked in the framework of this evaluation.

Implementation

In order to set up the diagrams, the evaluation team started with an analysis of the EC's main strategy and policy documents applying to Jordan during the time period covered by this evaluation. The analysed documents have been the Barcelona Declaration, the Association Agreement and the CSP.

Only the MEDA II period has been covered since “MEDA I operated on the basis of three-year indicative programmes, with individual projects being presented to the MED Committee in large numbers, each being assessed on its own merits but without taking into account the broader strategy” (EC, Euromed Special Feature, 2001)³.

All objectives have been identified and translated into intended effects. The diagrams also display the actions implemented to reach these objectives (clustered by theme: trade, culture, human rights...), and the cause and effect links suggested in the analysed documents.

Results

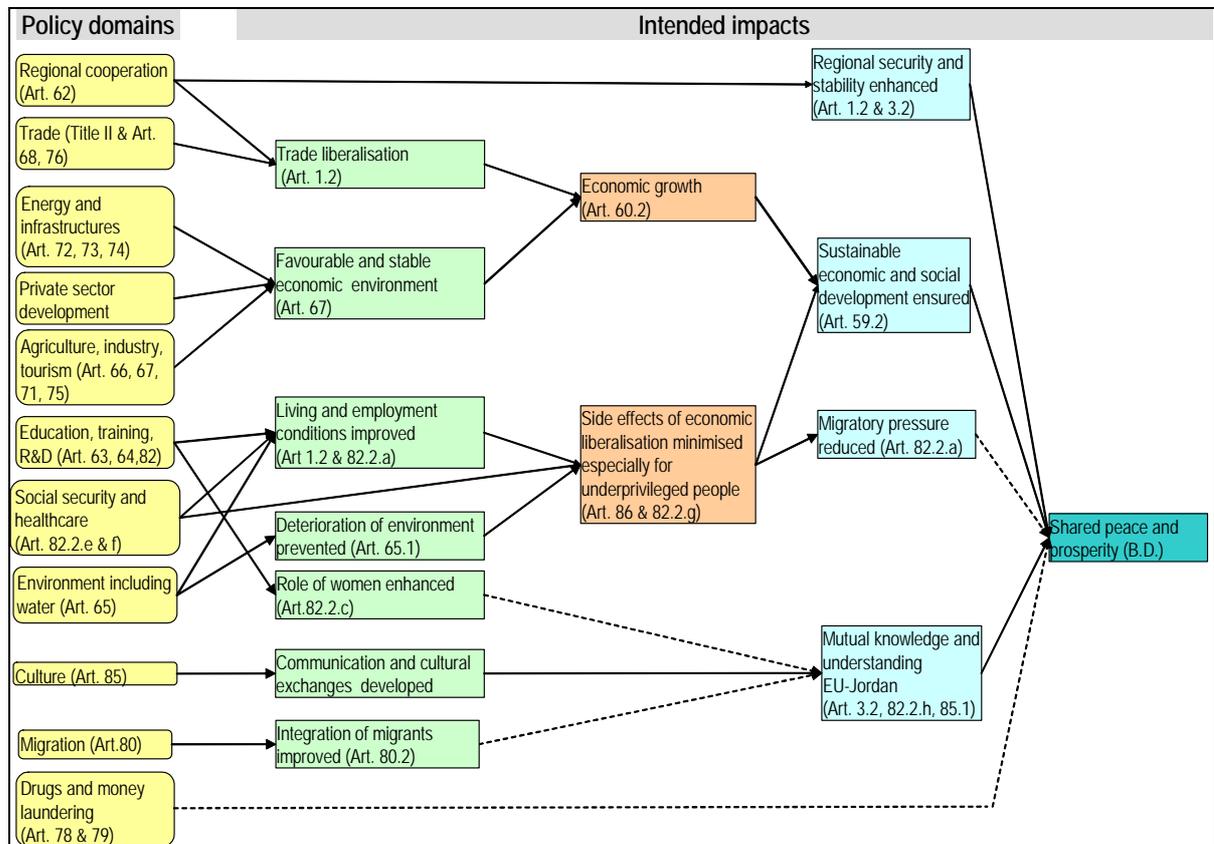
The general diagram is presented into volume 1.

More detailed diagrams are presented below.

The Figure 2 hereafter summarises the objectives stated in the Association Agreement, together with the policy domains which are to be covered.

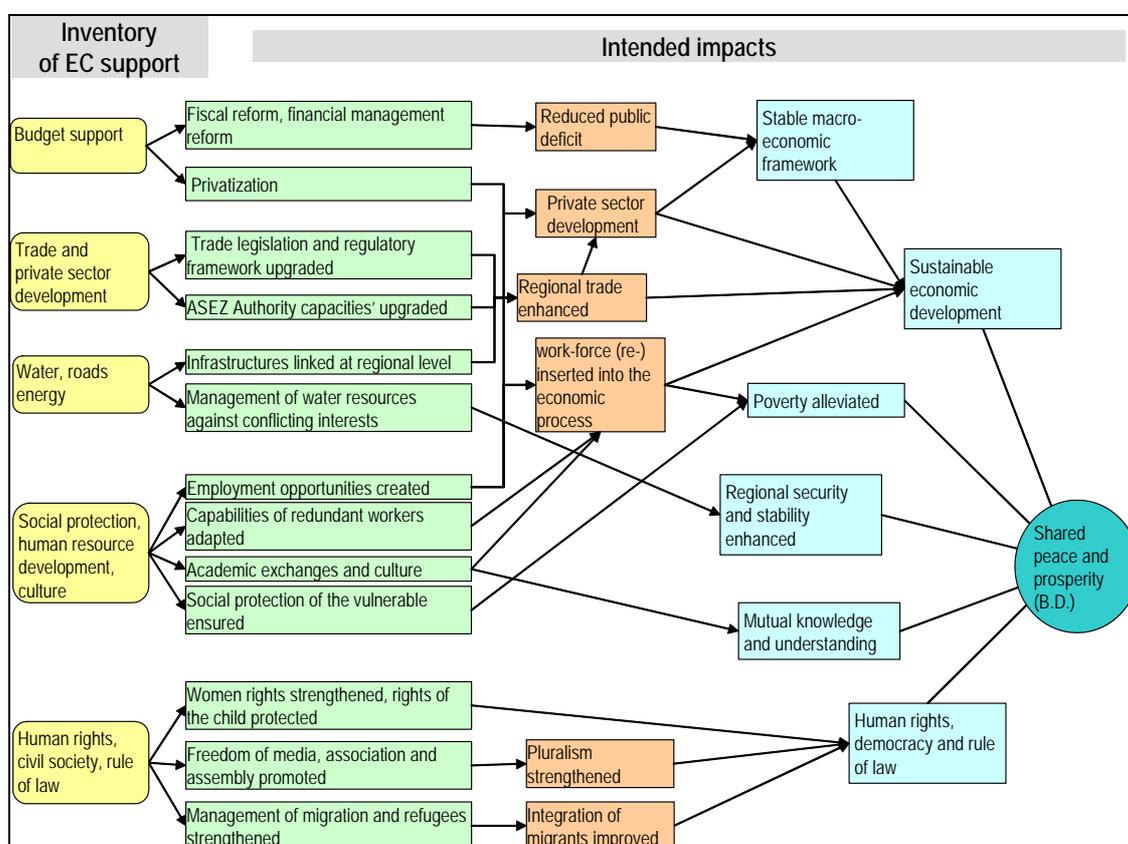
³ The evaluation team has not found any document stating the objective of the EC in Jordan for the period 1995- 2002.

Figure 2 - Logic of the Association Agreement



The Figure 3 hereafter summarises the objectives stated in Country strategy paper. The left part of the diagram is organised along the clusters which are used in the inventory. This diagram has been developed as a synthesis of five sector based diagrams which are displayed in appendix 2.

Figure 3 - Logic of the Country Strategy Paper



This diagram is mainly derived from documents dating back from 2002 (the CSP and the NIP 2002-2004). In the current programming document (NIP 2004-2006), the main changes relate to (1) the preparation for the New Neighbourhood Policy and (2) the development of a knowledge society focusing on research and innovation and on higher education, while higher education was previously placed under the umbrella of the “social reforms”.

4.2 Inventory

Purpose

The inventory of EC interventions has been prepared with an aim to identify all projects and programmes covered by the evaluation and to inform on:

- Whether they are launched, on-going or terminated at the date of the evaluation
- Actual disbursements to date
- Availability of a monitoring and/or evaluation report
- Sector and funding modality

The tool has been systematically used for answering all questions and for carrying out the analysis of the portfolio in terms of paths towards shared peace and prosperity.

Implementation

The inventory was built on the basis of an extract of the EC's CRIS database. It has also been completed with the monitoring reports available and with additional information kindly provided by the EC Delegation. The problems encountered are:

- The coverage of the first years of the evaluation period is not ascertained
- Lack of an up-to-date comprehensive list of all projects in the EC Delegation, which could have been used for cross-checking
- Difficulties in matching financial information between the CRIS database and the monitoring reports
- Difficulties in checking the full set of data with the EC Delegation, a part of the institutional memory having been lost
- Difficulties in informing on the Jordan part of regional programmes

Result

See Volume 4

4.3 Statistics of foreign assistance

Purpose

The tables and figures have been prepared with an aim to have an overview of the amounts and the evolution of the foreign assistance dedicated to Jordan.

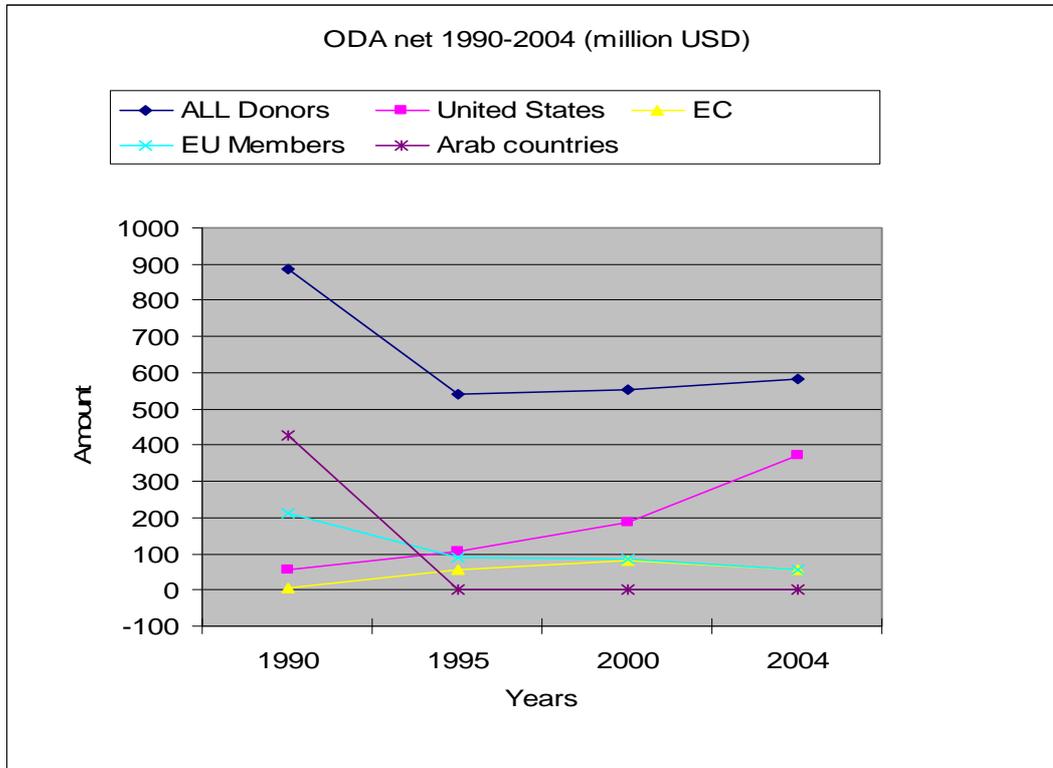
Implementation

Analysis of the OECD-DAC data base

Result

See the tables and the figures below

Figure 4 – Foreign assistance since 1990⁴



⁴ Source OECD-DAC

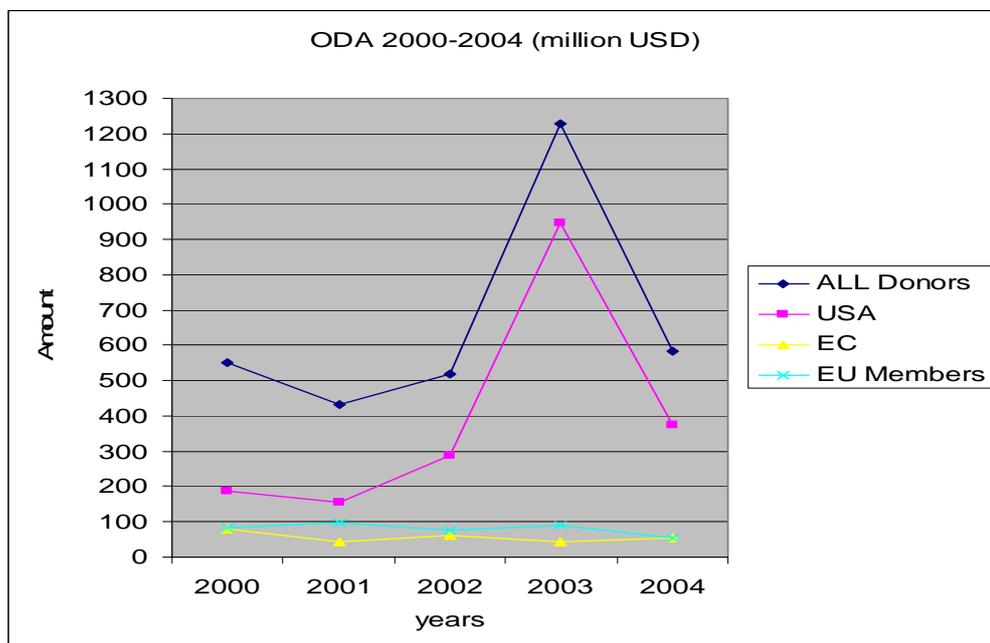
Figure 5 – Evolution of external aid 2000-2004⁵

Table 1 – EC and other development partners

<i>Net ODA cumulated 2000-2004</i>		
	<i>Millions USD</i>	<i>%</i>
EC	284	9%
EU Members	400	12%
UNRWA	417	12%
United States	1 953	59%
Others	259	8%
Total all donors	3 314	100%

Table 2 – Aid dependence

Receipts	2002 - 2004
Net ODA (USD million)	2329
Net ODA/GNI	7.5%

⁵ Source OECD-DAC

4.4 Preliminary interviews

Purpose

These interviews aimed at structuring the evaluation around key points which should not be missed to guarantee the utility of the evaluation. They also aimed at initiating the contact between sector experts and the EC Delegation staff.

Implementation

10 interviews have been carried out face to face in Amman and by phone in Brussels with the services of EC Headquarters.

The main themes treated during these interviews were:

Theme 1: EC Support in each Sector (Economy; Pluralism, Water, Poverty alleviation)

Theme 2: Main stakeholders to be interviewed

Theme 3: Major Documents to review

Theme 4: Main foreseeable difficulties in accessing Stakeholders / Documents

Theme 5: Main opportunities for using the evaluation

Result

Minutes have been gathered in a server dedicated to the members of the evaluation team.

4.5 Rapid assessments

Purpose

This tool aims at providing an overview of the EC cooperation and of its priority. Its aims particularly to provide evidence to answer the evaluation questions related to the coherence of the strategy (S) and to the cross-cutting issues (X).

Implementation

The nine interventions analysed have been chosen on the basis of the clustering of the inventory like indicated in the table below. As far as possible, these analyses have been carried out on the basis of the following documents:

- Financial agreement
- Project fiches
- Monitoring reports

Analyzed intervention	
Name of the analysed project	Cluster
Protection and Promotion of Cultural Heritage in the Hashemite Kingdom of Jordan - MEDA/JOR/628/005A	Culture and communication
Improving Teacher Education in Jordan (SEM/04/628/013/A)	Education, training, HRD

Promotion of Human Rights and Democratisation in Jordan	Human rights, governance, peace
Support to the Implementation of the Association Agreement	Multi-sector
Support for Regulatory Reform and Privatisation (SRRP)-	Business
Industrial Modernisation Programme/EJADA	Business
EC food and cash aid support to the most vulnerable Palestinian refugees.	Poverty and vulnerable
Water sector intervention programme	Water and environment

The evaluation team has made the necessary estimates to full fill the three tables below and then has explained and justified its estimates.

The documentary analysis demonstrates that EC	Environment	Gender	Good governance
1 – undertook an analysis of challenges and problems related to the cross-cutting issue	Yes/No	Yes/No	Yes/No
2 – has integrated the cross-cutting issue in the design of the intervention			
3 – has integrated the cross-cutting issue in the dialogue with the Government and other partners			
4 – has integrated the cross-cutting issue in the management processes			
5 – has integrated the cross-cutting issue in the monitoring processes			
6 has integrated the cross-cutting issue in the evaluation processes			

Intended effect	The effect is intended (I) / probable (P) / confirmed (C)	Weight of the intended effect
1 - Reform of Government sector policies	I/P/C	xx%
2 - Reform of public management and macro-economic policies		
3 – Strengthening Government’s capacity		
4 - Strengthening other public sector actors (local governments, agencies...)		
5 - Strengthening private sector organisations		
6 - Strengthening other non State actors (e.g. NGOs)		
	Total	100%

Intended effect	The effect is intended / probable / confirmed	Weight of the intended effect
1 – Sustainable economic development	I/P/C	xx%
2 – Poverty alleviation		
3 – Regional security and stability		
4 - Mutual knowledge and understanding		
5 – Human rights, democracy and rule of law		
Total		100%

Result

These rapid assessments are included in the VOLUME 4.

4.6 Estimate of expected effects

The evaluation team has clustered EC support into 9 clusters that are deemed as homogeneous and making sense in terms of contribution to shared peace and prosperity. The database of EC interventions has been analysed along with these sectors.

A series of projects has been selected on the ground that each selected project gives a typical picture of one of the sectors. Projects were selected if, and only if, sufficient monitoring/evaluation reports were accessible through the EC management database.

Each selected project has been subject to a “rapid assessment”, allowing to draw its shared peace and poverty profile, i.e. in which proportion are its impacts likely to follow each of the five paths towards shared peace and prosperity. The methodological approach is explained in the following box.

Methodological explanation

“Barcelona” profile per intervention

We call “Barcelona” profile the likeliness that an intervention will achieve significant impacts on the six “paths towards shared peace and prosperity” which have been identified in the section 2 of the Volume 1.

The profile is about likely impacts, assuming that the implementation of the intervention is satisfactory and the risks are controlled. In the real life, an intervention may fail to reach its intended beneficiaries or may be undermined by an unintended negative effect, or may have not yet achieved any effect. It will then be ineffective in practice but its profile will remain the same.

Actual achievement of impacts needs to be evaluated through in-depth studies. By contrast, rapid assessments are sufficient for assessing the profile of an intervention.

Monitoring or evaluation reports have been used as a basis for rapid assessments. In this case the reports may include statements about actual impacts. These statements tell something about the likely impacts and they have been used when available. However, the evaluation team has tried not to get confused between likely and actual impacts.

This approach assumes that each intervention definitely has a rationale in terms of shared peace and prosperity and that the point is simply to break down this rationale into the five paths. Each intervention is then arbitrarily allocated a total of 100 which represents its likely impact on all six paths towards shared peace and prosperity, and the 100 points are broken down into six paths through the rapid assessment.

Overall profile of the EC cooperation

The interventions submitted to the rapid assessments are extrapolated to the overall EC cooperation in the form of a weighted average, the weights being the financial commitments for each cluster covered by a rapid assessment.

4.7 Documentary analysis

Purpose

These tools aimed at contributing to answer evaluation questions, and in particular to questions related to: Water, Poverty alleviation, Civil society and media, Economy and Cross-cutting issues.

Implementation

Five documentary analyses have been carried out; finally 37 documents have been analyzed:

Analysis of documents related to the economy (10)

Analysis of documents related to water resource management (9)

Analysis of documents to poverty alleviation (4)

Analysis of documents to Human right, democracy and rule of law (9)

Analysis of documents to environment (5)

For each analysis, a grid of analysis has been prepared.

Result

The analysis reports are constituted with lists of quotations gathered by theme. The reports have been gathered in a server dedicated to the members of the evaluation team. The results have been directly introduced into the answers to the questions.

4.8 Interviews with the EC delegation and the government

Purpose

These tools aimed at contributing to answer evaluation questions, and in particular to questions related to: Water, Poverty alleviation, Civil society and media, Economy and Cross-cutting issues.

Implementation

Five types of interviews have been carried out; finally 20 persons have been interviewed:

Interviews related to the economy (4)

Interviews related to water resource management (4)

Interviews related to human resource development and poverty alleviation (6)

Interviews related to Human right, democracy and rule of law (4)

Interviews related to environment (2)

For each type of interview, a guideline has been prepared. All interviews have been conducted face to face.

Result

The minutes have been gathered in a server dedicated to the members of the evaluation team. The results of the interviews have been directly introduced into the answers to the questions.

4.9 Interviews with other donors missions

Purpose

These interviews are meant to cover the issues of:

- EC's inputs into EU coordination and sharing of roles within EU (Member States and EIB), in a comparative perspective, especially in the areas of water, governance and private sector development
- EC / EU inputs into the policy dialogues (all interviews), especially on the issues of irrigation water, pluralism of civil society and media, pension reform, increase of revenue, privatisation of water, pro-poor conditionalities of the SAFs, agricultural use of treated waste water

- EC's comparative advantages
- Challenges with gender, environment and governance, and the most significant EC's inputs into policy dialogues as regards such issues

Implementation

Six face to face interviews have been carried out with interlocutors concerned by foreign assistance among different donor missions. The interviews were semi-structured and carried out on the basis of an interview guidelines.

Anonymous minutes have been prepared.

Quotation of the interviews in the report appears as “interviews with other donors”.

Result

The minutes have been gathered in a server dedicated to the members of the evaluation team. The results of the interviews have been directly introduced into the answers to the questions.

4.10 Interviews with NGOs

Purpose

These interviews are meant to collect qualitative evidence about:

- Successes and failures of visited NGO's in accessing EC's support, strengthening their capacity and autonomy, voicing their specific interests, and making pluralistic inputs into policies and public debates
- Explanation in terms of EC support (instruments, procedures, assistance, ...), and other factors including the regulatory context which may be increasingly or decreasingly enabling
- The extent to which the EC support focuses on gender and environment

Implementation

Seven face to face interviews have been carried out face to face with interlocutor having responsibilities in NGOs. The interviews were semi-structured and carried out on the basis of an interview guidelines.

Anonymous minutes have been prepared.

Quotation of the interviews in the report appears as “interviews with NGOs”.

Result

The minutes have been gathered in a server dedicated to the members of the evaluation team. The results of the interviews have been directly introduced into the answers to the questions.

4.11 Field visits to poverty pockets

Purpose

The main purpose of the tool was to provide evidence on:

- The needs of the poor in terms of (1) employability and economic opportunities, (2) social security, and (3) access to basic social services.
- How such needs are being addressed through the local development strategy
- The first steps already taken by local authorities
- The extent to which the needs of the poor have been voiced during the strategy making process
- The role of pro poor NGOs
- The extent to which such NGOs have benefited from EC support
- Explanation of the observed changes, and respective role of EC support and other factors

Implementation

Visits have been implemented in two poverty pockets (Ma'an and Shuala). The visits included interviews with local authorities and local pro-poor NGOs, plus documentary analyses..

Result

Two visit reports have been prepared.

4.12 Project fiches in supported SMEs

Purpose

The main purpose of the tool is to provide quantitative and qualitative evidence on:

- The cost and detailed mechanisms of the support in the precise case of visited SMEs
- The attractiveness of the support from the viewpoint of the enterprise, taking stock of the 25% repayment rate
- The value of technical assistance received from international / local advisers
- The extent to which visited SMEs have increased (or are likely to increase) (1) their exports to Europe, and (2) their strategy making capacity
- An explanation of such changes, and an analysis of the respective role of direct EC support and other factors like the bettering of business environment and the liberalisation of EU-Jordan trade
- The extent to which the EC support focused on gender, environment and governance

Implementation

The evaluation team have selected eight SMEs having benefited from a technical assistance funded under BST (2), EJADA (4), and/or JUMP (2). The evaluation team have written a three page fiche describing the supported project in each selected SME. The document is substantiated by an investigation into the files of the programme, through a telephone interview with the consultant who delivered the service (local or international), and through an interview in the company.

Result

An interview report has been prepared.

4.13 Further interviews

Purpose

The purpose of these tools is to fill the information gaps which remain in the desk report about:

- BST, EJADA and JUMP and synergies between synergy between the support to SMEs and the trade liberalisation approach
- the “success story” of the design of PALD, and the assumption of a high level dialogue with the Government on the issue of employability
- the water sector, and in particular : the capacity of Jordan to deal with this conflicting issue, the on-going process of privatisation of water in the North West region, the current promotion of unconventional water resources and the issue of water in connection with regional conflicts.
- civil society and the assumption that EC has adopted a problem solving approach to its dialogue on the pluralism of NGOs and medias
- Cross-cutting issues and the assumption that (1) the Delegation had sufficient capacity of analysis in the areas of gender, environment and governance, (2) it has considered these issues strategically at Jordan level, and (3) the issues have been mainstreamed where the potential benefits were the largest.
- the design of the 2002 Strategy document, regional conflicts, and trade.

Implementation

Twelve interviews have been carried out face to face. The interviews were semi-structured and carried out on the basis of an interview guidelines.

Anonymous minutes have been prepared.

Result

Four interviews report have been prepared.

4.14 Further documentary analyses

Purpose

The purpose of the tool is to fill the information gaps which remain in the desk report about:

- the main recent changes in Government's strategic priorities and dates
- the sharing of roles between EU partners
- the pro-poor conditionalities
- indicators showing social disparities in terms of unemployment, social security, basic services, participation in NGOs
- the number of NGOs, their size and their geographical distribution.

Implementation

Twelve documents have been analyzed on the basis of grid of analysis.

Result

A report has been prepared

5 Documents used

Donor Lender consultation group in Jordan Report, September 2006

EC – GoJ, Euro Mediterranean Agreement, Association agreement between Jordan and the European Union

EC – GoJ, Interim Report, Integration of Economic instruments and voluntary Agreements in the Environmental Policies of Jordan and Syria (ENVECON)

EC – GoJ, Technical and Administrative Provisions (TAP's), Technical and Administrative Provisions of the Financial Agreement signed, October 2005

EC – GoJ, Technical and Administrative Provisions Annex II to the financing Agreement of the “Support to the Implementation of the EU-Jordan Association Agreement “,

EC – GoJ, Technical and Administrative Provisions Annex II to the Financing Agreement of the “Support to the Implementation of the Arab – Mediterranean Free Trade Area Agreement (“Agadir Agreement”)

EC – GoJ, Technical and Administrative Provisions Annex III to the Financing agreement of the “Support to the Implementation of the Association Agreement and the Action Plan of the European Neighbourhood Policy”

EC – GoJ, Twinning Grant Agreement with RSS (Royal Scientific Society), Terms of Reference

EC Del – GoJ, Financing Agreement of the “Support to the Implementation of Kuluna Al Urdun”

EC Del, Annual Reports 2000, 2001, 2002, 2003

EC Del, Human Rights and Good Governance programme, Overview 2006

EC Del, Policy Matrix for “Sector Reform Facility”, Technical and Administrative Provisions

EC, ‘Evaluation of economic cooperation between the EC and MED countries’, November 2003

http://ec.europa.eu/comm/europeaid/evaluation/reports/med/951645_vol1.pdf

EC, ‘MEDA I to MEDA II: What’s New?’, Euromed Special Feature N° 21, May 2001
http://ec.europa.eu/comm/external_relations/euromed/publication/special_feature21_en.pdf

EC, ‘Thematic evaluation of the European commission assistance to third country supporting good governance, Country note for Jordan’, February 2005
http://ec.europa.eu/europeaid/evaluation/reports/2006/884_vol3.pdf

EC, Annual Intermediate Progress Report, EMWATER project, (1/5/2003 – 31/4/2004)

EC, Annual work plan for the Al – Meyyah project 2006 – 2007

EC, European Initiative for Democracy and Democratisation (EIDHR), Programme Objectives as highlighted in an EU note, 20 September 2004

EC, Governance in the European Consensus on Development: Towards a harmonised approach within the European Union COM(2006) 421

EC, working document SEC-2006-1020 accompanying the Communication COM(2006) 421 on governance

EC, List of EIDHR Micro projects, 2006

EC, Middle East Peace Process

http://ec.europa.eu/comm/external_relations/mepp/index.htm#3

EC, Monitoring Report “Support to the Implementation of the EU-Jordan Association Agreement”; MR-10261

EC, Monitoring Report Jordan, Promotion of Human Rights and Democratization, 11/07/2006

EC, Monitoring report, EC food and cash aid support to the most vulnerable Palestinian refugees, MR 10004.01, MR 10004.02, MR 10004.03

EC, Monitoring report, Improving Teacher Education in Jordan, MR 0041.01

EC, Monitoring report, Support to Regulatory Reform and Privatization in Infrastructure, MR 10207.03

EC, Monitoring report, Water Sector Intervention Programme, MR 10354.01

EC, Monitoring reports, Jordan - Protection and Promotion of Cultural Heritage in the Hashemite Kingdom of Jordan, (MR-10153.01, MR-10153.02, MR-10153.03, MR-10153.04)

EC, Second Annual Progress Report, EMWATER project, (1-5-2004 – 31/4/2005)

EC, SHARAKA overview, The programme for the Promotion of Human Rights and Democratization in Jordan, 2006

EC, SRRP Programme, Annual executive Report 2006, covering period 1st August 2005-31st July 2007

EC, Third Annual Progress Report, EMWATER project, (1-5-2005 – 31/4/2006)

EIB, Financing provided by the European Investment Bank in Jordan, August 2004, www.eib.eu

EU Council Regulation, No 2698/2000, MEDA II Regulation

http://ec.europa.eu/comm/external_relations/euromed/meda2_reg.htm

EU, Common Strategy of the European Council of 19 June 2000 on the Mediterranean region” - (200/458/CFSP)”

http://ec.europa.eu/comm/external_relations/euromed/common_strategy_med_en.pdf

Euro-Mediterranean Free Trade Area (EMFTA)

http://ec.europa.eu/comm/external_relations/euromed/free_trade_area.htm

European Court of auditors, Special report No 5/2006 concerning the MEDA programme, together with the Commission replies, Official Journal of the European Union, 24 August 2006

European Neighbourhood Policy (ENP), Country Report Jordan, Commission Staff Working papers ENP Brussels 12.5.2004

GoJ, Development of Mission and vision statements of the Ministry of Environment, August 2005

GoJ, Jordan Water Strategy, 1998

GoJ, KULUNA AL URDON, Action Plan of “We are All Jordan” Meeting, 27 July 2006

GoJ, National Agenda 2006-2015 “The Jordan we strive for”

GoJ, Report on functional review of the MoE of Jordan, Final Draft, 2006

GoJ, Strategic Direction for the Ministry of Environment (2006 – 2007), January 2006

GoJ, Summary of National Agenda

GoJ, Water Sector, Planning and Associated Investment Program, (2002 – 2011)

Human Rights Watch, Jordan, Draft Bill Would Muzzle Civil Society, 7 April 2005

Ministry of Planning & International Cooperation & United nations in Jordan, Millennium Development Goals Jordan Report, 2004

Regional Monitoring and Support Unit (RMSU) for the MEDA Water Projects and the EU Water Initiative (Inception Report)

Regional Monitoring and Support Unit (RMSU) for the MEDA Water Projects and the EU Water Initiative (Progress Report 1), January – March 2006

Regional Monitoring and Support Unit (RMSU) for the MEDA Water Projects and the EU Water Initiative (Second Progress report), April – September 2006

WB, Memorandum of the President of the World Bank Group to the Executive Directors on a Country Assistance Strategy for the Hashemite Kingdom of Jordan FY 2006-2010, Report, No 35665 J O, September 13 2006

6 People interviewed

ABADIE Cécile, Desk officer Jordan, DG RELEX

ABDUL-QADER Arwa, Coordinator, Ministry of Planning Programme

ABU AL HIJA Ahmad, Coordinator Tempus Office, Ministry of Higher Education

ABU AL RUZ Hussein, Secretary General, Ministry of Social Development

ABU EID Omar, EC Delegation-Amman-Jordan

AL BAZ Ismail, EM Water project

AL MAJALI Khalid, Ministry of environment

ANDRE-EKLUND Penelope, EC Delegation-Amman-Jordan

BAK Shaher, Commissioner, National Centre for Human Rights

BEDJAOUI Ahmed, EC Delegation-Amman-Jordan

BUSSCHAEST Hervé, EC Delegation-Amman-Jordan

DANZA Gabriella, EC Delegation-Amman-Jordan

DE WAELE S., Co-desk officer Jordan, DG RELEX

HABASHENEH Majed, Secretary General, Ministry of Labour

HADDIDI Mansour, Head of Jordan Judicial Institute, Jordan Judicial Institute

LALOGÉ Michel, EC Delegation-Amman-Jordan

MAHA Ali, Ministry of Industry and Trade

MCCLAY Patrick, EC Delegation-Amman-Jordan

OWEIS Munir, Ministry of Water and Irrigation

RAFIE'E Omar, Director of Social and Economic Productivity Programs Unit, Ministry of Planning

RIFAE Marwan, Ministry of Planning and International Cooperation

SHANA'A Emad, Head of EU Partnership Section, Ministry of Planning

SOER Gert, MEDA Water Regional Monitoring and Support Unit, EC Delegation-Amman-Jordan

TARAWNEH Khaled, Director Local Development Department- Head of PALD, Ministry of Planning

TASSO-VILALLONGA Joaquin, Delegation of the European Commission

TOPOLEVEC Germana, EC Delegation-Amman-Jordan

WARSAP Andrew, EC Delegation-Amman-Jordan

7 Other documents

Minutes of reference group meetings

Terms of reference