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Country programme document for Jordan (2013-2017)

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I. Situation analysis

1. Jordan is undergoing comprehensive reform which is reshaping the people-state relationship responding to an unprecedented level of peaceful Friday afternoon demonstrations, which have been calling for political and social justice reform. The Government recognized the need for reform long before and had set out its reform vision in eight pillars in the “National Agenda 2006-2015”. Some progress has been made in all pillars. However, progress in the political reform pillar was delayed, due mainly to the complex political context of Jordan. Backed by extensive support from the donor community, Jordan has made the greatest gains in its education and infrastructure pillars (including water scarcity). The donor community supports many sectors. Foreign grants and assistance reached \$2 billion in 2011 with \$1.4 billion of this from Saudi Arabia.

2. **Socio-economic situation.** Despite many efforts to engage in economic stabilization and liberalization, Jordan still faces real social and economic challenges. Key economic challenges include a large budget deficit (5-6 per cent of the gross domestic product), a high level of public debt, a large dependence on foreign aid and remittances, low investment, high inflation and a large informal sector. These challenges have impacted on social progress causing regional disparities in human development and a high rate of poverty (13.3 per cent). Goal 2 of the Millennium Development Goals (MDGs) has been achieved, and Jordan is on track to achieve five of the other Goals. As will be explained below, Jordan is not on track to achieve Goal 7, nor Goal 8, given the slow progress on political and economic reform.

3. Despite the focus of phase 1 of the National Agenda (“Employment opportunities for all”), unemployment remains a big challenge, especially as the population has grown by 28.6 per cent since 2000. Seventy per cent of the population is under 30 years, and unemployment among young people (15-24 years) reached 27.7 per cent in 2010. This was more than twice the national unemployment rate (12.5 per cent). Women make up only 15 per cent of the workforce, and of the women who are actively looking for work 21.7 per cent are unemployed, as compared to 10.4 per cent of men. The Government employs half of all employed women, along with one third of all employed men. Especially in rural areas the Government is the main provider of jobs. Vocational training initiatives have gone undeveloped, and there has been insufficient support of small and medium-sized enterprises. The mismatch between the quality of jobs offered and the expectations of highly educated individuals has resulted in “voluntarily unemployed” people and emigration to the Gulf. This has also led to a reliance on foreign workers to do low-paid service jobs. (According to 2009 figures, foreign workers make up 20 per cent of the labour force.) While efforts have been made to improve the private investment environment, it needs to be strengthened at the local level in order to promote economic growth.

4. **Governance.** Citizens are demanding stronger accountability mechanisms within State institutions (horizontal accountability) and between people and the State, (vertical accountability), and they are demanding a stronger voice in decision-making. In 2011, King Abdullah II tasked the Government to: (i) enhance public participation in the decision-making process and strengthen the role of civil society institutions, and (ii) build trust between citizens and institutions, and adopt principles of transparency, good governance and accountability. Inter-State accountability structures are not fully developed and nationwide consultations on national issues are few. While Parliamentary oversight resumed in 1984, in practice this is limited. Jordan does not have an independent electoral commission (IEC). However, the law to establish an IEC is currently before the Parliament. The Ombudsman Bureau and Anti-Corruption Commission were established in 2006. Only 3 of the 18 registered political parties are represented in the Parliament, and there is little youth involvement. The quota for women has increased from 20 to 25 per cent in municipalities, while the female representation in the Parliament remains at 9.8 per cent.

5. **Environment.** Jordan is facing many environmental challenges. In light of ever increasing energy costs, it has decided to prioritize moving to a low-carbon economy. It is predicted that there will be an energy crisis if energy consumption continues to rise, if the country continues to rely on its current energy capabilities and technology, and if the frequent cuts in gas supplies from Egypt persist. Jordan has no oil reserves, but does have vast reserves of oil shale. Jordan is the fourth most water-scarce country in the world. The impact of climate change poses a serious challenge to development. The potential impact of climate change on natural resources could have adverse impacts on the more vulnerable members of society, including women. The reduction of biodiversity in Jordan remains a difficult and complicated issue due to increasing water scarcity and other factors, and forests now cover less than 1 per cent of the country. For these reasons Jordan is not on track to achieve MDG Goal 7. The Government's is not focusing on disaster risk reduction as natural disasters, including earthquakes, are not believed to be imminent, although it is probable there will be an earthquake within 30 years.

II. Past cooperation and lessons learned

6. The current Country Programme Action Plan (CPAP) focuses on nine United Nations Development Assistance Framework (UNDAF) outcomes, providing support to social, governance, environment and disaster-risk-reduction efforts and promoting high levels of achievement on all outcomes, particularly those related to social and governance issues. One outcome has been achieved and all the other efforts are ongoing. Overall, these broad areas of support are still relevant; however, a more focused direction is required reflecting the current realities and the lessons learned. These are as follows:

(a) Progress in implementing the eight pillars of the National Agenda has been slow, particularly as regards the political reform pillar. Therefore, UNDP, with its neutral mandate, should advocate for the implementation of political reform, encouraging the Government, in the interest of the people of Jordan, to implement the global conventions and national strategies it has adopted and approved. This work will involve increasing UNDP support to the Parliament, political parties and the Anti-Corruption Commission, helping them serve as effective instruments to promote political reform in favour of accountability and inclusive participation.

(b) Given the high level of unemployment, and especially among youth and women, going forward UNDP should build on the currently limited employment initiatives.

(c) Regional inequalities still exist, especially as regards social and economic circumstances. Therefore, UNDP should continue to support: (i) poverty vulnerability analysis; (ii) the measurement of poverty; and (iii) the designing of a national poverty-reduction strategy as well as a food and nutrition security strategy. When the strategies are complete, UNDP should target specific governorates to implement the strategies, in coordination with governmental efforts to reduce poverty and unemployment.

(d) Many donors are helping Jordan address its water-scarcity problems and related social justice issues. Here UNDP should identify its niche: where it can make a difference. For example, it could strengthen its support for climate-change adaptation initiatives, including those that address biodiversity challenges and help the country move towards a green economy.

(e) UNDP has played a key role in donor coordination to date. This work should be increased to ensure greater aid effectiveness, linking aid to national priorities and budgets.

(f) The high turnover of Government ministers poses a real challenge to long-term development. UNDP needs to advocate for long-term approaches.

III. Proposed programme

7. This country development programme has been developed within an emerging national context of socio-political reform, in which the Government priorities and people's priorities are calling for social justice and an end to corruption. The programme of support was determined after: a thorough analysis of the political context; an in-depth study of the issues facing Jordan and their root causes; an analysis of lessons learned during the current programme; and a critique of the support that has been provided by other development partners. The programme focus is derived from the five outcomes laid out in the 2013-2017 UNDAF. These are:

(1) *Systemic reform*. Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner.

(2a) *Social Protection*. Jordan has institutionalized improved social protection and poverty alleviation mechanisms for vulnerable people at national and subnational levels.

(2b) *Social Services*. Jordan is providing equitable delivery of quality social services for all people.

(3) *Young people*. Jordan has institutionalized necessary policies and mechanisms for the effective and inclusive participation of young people in social, cultural, economic and political life.

(4) *Environment*. Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster-risk-reduction issues (including transitioning to a green economy) at national and subnational levels.

8. To help achieve these five UNDAF outcomes, the country programme will focus on accelerating progress on MDGs 1, 7 and 8 within the context laid out above. Youth and women's issues will be addressed in all Goals. While the three priorities areas will receive the greatest attention, support will also be provided to strengthening aid coordination and effectiveness and disaster risk reduction. The country programme focus responds to national priorities for political development and inclusion, investment development, employment support, vocational training, social welfare and infrastructure, as outlined in the national agenda.

9. The country programme will address issues at the national level and will also target two governorates (which will be identified after consultations with relevant stakeholders in 2012). The programme will use a local economic development (LED) approach to address governance, socio-economic and the environment issues in an integrated manner, with a particular focus on women and young people. To promote effective local economic development, the programme will work on strengthening targeted local institutions' capacities and systems (including in the areas of finance, planning, procurement, service delivery and monitoring). The programme will provide the tools and capacities to enable local institutions to carry out their functions effectively. The specific thematic support is outlined below.

10. **Social/Economic, Goal 1.** UNDP will continue to support improved measurement and monitoring of poverty. This will include supporting a move away from the current household expenditure and income methodology for measuring poverty towards a multi-dimensional methodology which addresses poverty and vulnerabilities. A nationwide, gender-based poverty vulnerability assessment will be carried out together with other social research and specialized studies which can help inform social policies. *At the governorate level* the country programme will support institutions and strengthen capacities and systems as outlined above. It will also target the governorates' poor, rural and urban communities and strengthen their knowledge and skills to improve people's livelihoods, especially those of women. This work will be carried out in coordination with the current UNDP livelihood programme. The work of community based organizations to

improve the targeted governorates' capacities will be assessed, and capacity gaps will be addressed. The local business environment will be strengthened to promote public, private and development-partners' investments. An assessment of the local business enabling environment will be carried out, and an integrated, multi-actor LED strategy that focuses on women and youth employment will be developed. It will target a number of sectors, above all agriculture (with a focus on food security), tourism, vocational training and the environment. A baseline assessment of development indicators will be conducted so that progress can be measured.

11. Governance, Goal 8. UNDP will support strengthening intra-governmental institutions (horizontal accountability), government-donor aid-effectiveness mechanisms (mutual accountability), and people-state interaction mechanisms (vertical accountability). To promote horizontal accountability, UNDP will continue working with political parties and Parliament committees to strengthen Parliament's oversight, representative and legislative functions. UNDP will also continue supporting the Anti-Corruption Commission and Human Rights Centre so that they are able to promote accountability. UNDP will support a nationwide gender-sensitive assessment of governance indicators. This will include establishing a national decision support centre for informed policy- and decision-making. UNDP will support the establishment of an Independent Electoral Commission and promote national gender-sensitive civic engagement in elections. Vertical accountability mechanisms will be established to promote the participation of people, women and youth in particular, in lawmaking and other governmental activities and in evaluations of key government programmes. *At the governorate level* UNDP will focus on strengthening vertical accountability by reviewing local government systems and establishing innovative mechanisms to help people hold the local government accountable for its decisions and actions in the social, economic and environmental areas. UNDP will link its national work (with the Parliament, Anti-Corruption Commission and political parties and on human rights) with its support in these two governorates. Young people's and women's political participation will be strengthened by establishing many mechanisms, including online and offline interactive forums, such as governance games and debate clubs.

12. Environment, Goal 7. The country programme will assist the country in its transition to an energy-efficient, low-carbon economy and in its adoption of clean energy technologies. The support will include a national mitigation action plan (NAMA) and a plan for the phased introduction of low-emission technologies. These plans will take into consideration socio-economic aspects, seeking to improve the livelihoods of poor people. UNDP will support: an analysis of the possibility of removing regulatory barriers that are promoting fossil fuel use; a cost-benefit analysis of clean-technology options; and a study of how to stimulate business innovation and private-sector participation related to certain clean-energy options. Support will be provided for the development and adoption of green building codes and to assist in setting up mechanisms in governorates to enforce these codes. Efforts will be made to strengthen the country's climate-change adaptation capabilities so as to reduce potential negative impacts of climate change and to build climate-resilient communities. These efforts will include providing support for the development of a gender-sensitive climate change national action plan. *At the governorate level* support will be provided to promote low-emission, climate-resilient development. This will involve promoting biodiversity and ecotourism, as well as water scarcity initiatives that focus on women, as defined in the gender climate-change strategy. The aim is to improve the ability and capacity of local agencies, civil society organizations and industry to promote green growth and generate revenue from clean energy while delivering high-quality climate-resilient services that improve the lives of women and lead to the achievement of the MDGs.

13. Disaster Risk Reduction. UNDP will support making the construction of new buildings more resilient and making urban planning more risk adverse and transparent in three key cities: Aqaba, Petra and Irbid. Support will include multi-hazard risk assessments, including as regards extreme climate events (e.g. flash floods) and the

integration of the findings into land-use planning. UNDP will support: (i) the establishment of professional certification for building and construction practitioners at the national level; and (ii) the development of guidelines for construction materials and of related enforcement mechanisms.

14. **Aid Coordination and Effectiveness.** UNDP will support the Ministry of Planning and International Cooperation to develop a joint Government/donor strategic framework for aid effectiveness and support the implementation of this framework so as to encourage more linked support from donors and greater accountability from the Government.

IV. Programme management, monitoring and evaluation

15. The country programme will be nationally executed with implementing partners at national and governorate levels, except for electoral support. UNDP will strive to maintain its compliance with the harmonized approach to cash transfers (HACT). Already leading three joint programmes with other United Nations agencies, UNDP will explore further such opportunities in order to achieve the MDGs. UNDP will work in close cooperation with the national and local government, the private sector, civil society, donors and other stakeholders. The country office will systematically integrate results-based management of all its programmes, with monitoring and evaluation being an integral part. Special attention will be given to gathering baseline data particularly in the two governorates. The country office will continue responding to the principles of the Paris Declaration on Aid Effectiveness and adapt these efforts to circumstances in the two governorates. Time will be given in 2012 to define the preparations that will be required to start to roll out this programme in 2013. In 2012 the country office will assess its internal capacities and focus its biweekly learning sessions on enhancing the knowledge required for this roll out.

16. The total budget for the country programme is estimated at \$28.7 million. To supplement its core funding, UNDP will seek parallel funding, cost sharing and in-kind resources from the Government, donors and private-sector partners. A partnerships and resource-mobilization strategy will be designed to meet the additional resource requirement of \$26.95 million. Efforts will also be made to strengthen the Global Compact in Jordan. Greater efforts will be made to make use of South-South cooperation through exchange visits and sharing success stories, building on the successes of the country office.

Annex. Results and resources framework for Jordan, 2013-2017

Regular: \$1,750,000; Other: \$26,950,000; Total: \$28,700,000

<p>NATIONAL PRIORITY OR GOAL: National Agenda 2006-2015: (1) Enhance public participation in the decision-making process and strengthening the role of the civil society institutions; and (2) build trust between citizens and institutions and adopt principles of transparency, good governance and accountability.</p>					
<p>COUNTRY PROGRAMME/UNDAF OUTCOME #1: Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner; #2: Jordan has institutionalized necessary policies and mechanisms for effective and inclusive participation of young people in social, cultural, economic and political life. Outcome indicators: # of laws drafted in a participatory and transparent manner; # of national consultation processes engaging civil society; # of political-reform initiatives undertaken by the Government and Parliament; # of national institutions with functional accountability mechanisms; # of local governance mechanisms for citizen participation established; per cent of young people and marginalized groups engaging in voluntary civic and political activities and initiatives. Related strategic plan focus areas: Governance improved to address short- and long-term development challenges.</p>					
GOVERNMENT PARTNER CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS	INDICATIVE COUNTRY PROGRAMME OUTPUTS	INDICATIVE RESOURCES BY OUTCOME (\$)
<p>The Government is updating its national agenda and intends to revise the municipalities, election and political parties law, and has drafted an Independent Electoral Commission (IEC) law and sent it to Parliament for approval. It will contribute to the development of a joint donor–Government aid-effectiveness plan of action.</p>	<p>USAID through the International Foundation for Elections Systems (IFES) and the Innovation & Development Alliances (IDEA) will support the IEC. EU intends to support the IEC, the Anti-Corruption Commission and the Parliament. The Dutch and UK embassies will support political parties.</p>	<p>UNDP will promote horizontal accountability through support to: establish a functional IEC, foster political parties and women’s participation; strengthen Parliament committees; conduct a nationwide assessment on governance; and establish a decision support Centre. It will provide expertise to establish mechanisms to engage the people of Jordan in vertical accountability. UNDP will also provide technical expertise to improve aid coordination and effectiveness.</p>	<p>Indicator: # of functional gender-sensitive mechanisms to support accountability and decision-making at national and governorate levels (<i>Baseline: 0, Target: TBD</i>) Indicator: Inclusive strategic framework for aid effectiveness in place (<i>Baseline: No, Target: Yes</i>) Indicator: # of governorates with at least 5 gender-sensitive accountability mechanisms involving local population (<i>Baseline: 0, Target: 2</i>) Indicator: Number of political parties represented in the Parliament (<i>Baseline: 3, Target: at least 5</i>) Indicator: A functional IEC in place (<i>Baseline: No, Target: Yes</i>)</p>	<p>Output 1: Targeted national institutions have capacities to institutionalize mechanisms for horizontal accountability and informed policy making. Output 2: National institutions have established innovative mechanisms to ensure greater vertical accountability. Output 3: Government has improved capacity to undertake aid coordination in an effective manner.</p>	<p>Regular: 600,000</p>
					<p>Other: 7,950,000</p>

<p>NATIONAL PRIORITY OR GOAL: National Executive Development Programme 2011-2013 includes a focus on improving the usage of available water resources, energy security, diversification of energy resources, development of local energy and mineral resources, protecting environment elements and their sustainability.</p>					
<p>COUNTRY PROGRAMME/UNDAF OUTCOME: 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 subnational levels. Outcome indicators: Strategies and action plans for strategic environmental assessment and disaster risk reduction (DRR) and management are established; # of relevant energy and environment laws reviewed; # of ministry endorsed strategic planning documents that integrate climate change adaptation (CCA) measures; # of sustainable green economy projects implemented; # of new buildings implementing green building codes. Related strategic plan focus areas: Energy and environment for sustainable development.</p>					
<p>The Government will develop the national green economy strategy, which will present low-carbon and climate-resilient actions. Authorities in Petra, Aqaba and Irbid will provide staff and resources to undertake DRR activities. The Government will also manage regulatory and enforcement procedures.</p>	<p>UNDP will work with EU and USAID to avoid programme duplication and to complement synergies. Civil society will be supported to take a more active and responsible role in managing natural resources. UNDP will seek technical partnerships with UNESCO, UNICEF and UN-Habitat in coordinating the DRR initiatives.</p>	<p>UNDP will provide analytical and comparative policy analysis and programmatic support to help Jordan transition to a low-carbon economy and adopt clean energy technology. On a parallel track, UNDP Jordan will support two governorates, alleviating impact of climate change on the country's very limited and vulnerable resources. UNDP will advocate for a focus on DRR and provide support to 3 cities to undertake safer and more resilient construction and urban planning.</p>	<p>Indicator: Gender responsive NAMA and National Adaption Program for Action (NAPA) are in place (<i>Baseline: No, Target: Yes</i>) Indicator: # of climate change adaptation pilot initiatives (e.g., regarding biodiversity and ecotourism) undertaken by communities and subnational institutions (<i>Baseline: 0 Target: at least 3</i>) Indicator: # of cities with gender-sensitive urban plans which address extreme climate hazards (<i>Baseline: 0, Target 3</i>)</p>	<p>Output 1: Key Government and non-Government actors have improved capacities to develop a more energy efficient economy, more based on renewable energy, and at both the national and subnational levels. Output 2: Key Government and non-Government actors have capacities to undertake gender-sensitive management of natural resources in a climate-resilient manner in targeted governorates. Output 3: Government and non-Government actors are able to undertake safer and more resilient construction and urban planning in 3 target cities.*</p>	<p>Regular: 300,000</p>
					<p>Other: 7,300,000</p>
					<p>Regular: 180,000</p>
					<p>Other: 1,500,000</p>
<p>NATIONAL PRIORITY OR GOAL: Relevant themes of the National Agenda: investment development; employment support and vocational training; and social welfare; MDGs 1 and 8.</p>					
<p>COUNTRY PROGRAMME/UNDAF OUTCOME #1: Jordan has institutionalized improved social protection and poverty alleviation mechanisms for vulnerable people at national and subnational levels; #2: Jordan has undertaken political and institutional reform at national and subnational levels in a participatory, transparent and accountable manner. Outcomes' indicators: # of governorates implementing and tracking sustainable and equitable LED plans in a participatory and inclusive manner; new methodologies developed and implemented to measure and assess poverty and vulnerability. Related strategic plan focus areas: Resilient and sustainable development.</p>					

* Other outputs and indicators have been developed; this is only an indicative output.

<p>The Government is updating its national agenda and will be undertaking public-sector restructuring. Government has also integrated MDGs within its executive development programme indicators.</p>	<p>UNDP will be working with ILO through a MOU on employment programmes, and will work jointly with UNCDF on LED along with the private sector, and other development partners.</p>	<p>UNDP will contribute to achieving the outcome by addressing integrated socio-economic development in two governorates using equitable and sustainable LED approach. The focus will be on ensuring that capacities, systems and procedures are in place.</p> <p>UNDP will also contribute to poverty alleviation programmes by targeting poor communities, and improve livelihoods while focusing on women and youth.</p> <p>UNDP will also help NGOs so they can better assist poor communities.</p> <p>At the national level UNDP will continue to help the Government assess poverty and vulnerability.</p> <p>UNDP will work with the Government to, to integrate gender into all planning and implementation processes.</p>	<p>Indicator: # of gender-sensitive local governance mechanisms reviewed and updated, able to undertake equitable and sustainable LED in 2 governorates[†] (<i>Baseline: 0, Target: 5 by 2016</i>)</p> <p>Indicator: # of effective local planning systems with gender-sensitive sectoral databases in place (<i>Baseline: 0, Target: 1 planning system, 1 sectors database/governorate by 2015</i>)</p> <p>Indicator: # of CBOs developing and implementing projects focusing on youth, women and people with disabilities in a participatory and consultative manner (<i>Baseline: TBD, Target: 6 by 2017</i>)</p> <p>Indicator: # of beneficiaries from livelihoods improvement initiatives in targeted poor communities (<i>Baseline: TBD, Target: 10,000/governorate by 2017, 50% women, 30% youth, 2% people with disabilities</i>)</p> <p>Indicator: # of multi-dimensional poverty assessment methodologies focusing on vulnerabilities used by the Ministry of Planning and International Cooperation and Department of Statistics (<i>Baseline: 1, Target: 2 by 2017</i>)</p>	<p>Output 1: Targeted governorate institutions have improved capacities to undertake LED focusing on youth and women.[‡]</p> <p>Output 2: Women and youth in targeted poor communities have improved knowledge and skills to access financing and other resources for improved livelihoods.</p> <p>Output 3: Government is better able to undertake assessment of socio-economic vulnerabilities and review related policies and strategies.</p>	<p>Regular 670,000</p> <hr/> <p>Other 10,200,000</p>
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[†] Governorate: Refers to the governorate (including related line ministries and municipalities) in the targeted area.

[‡] Other outputs and indicators have been developed; this is only an indicative output.