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EXTERNAL MIDTERM EVALUATION REPORT

FINAL

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Stephanie Vergniault





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Abbreviations and acronyms

AECID	Spanish Agency for International Development Cooperation
ANHRE	The Arab Network for Civic Education
AWO	Arab Women Organization of Jordan
CBO's	Community Based Organisations
CFI	French Agency for Media Cooperation.
CSO	Civil Society Organisation
ECES	European Centre for Electoral Support
EURECS	Electoral Cycle Support Strategy
EDR	Electoral Dispute Resolution
ENI	The European Neighbourhood Instrument
EMB	Election Management Body
EPD	European Partnership for Democracy
EU	European Union
EURECS	European Response to Electoral Cycle Support Strategy
ESIECJ	Enhanced Support to the Independent Electoral Commission and Judiciary in Jordan
EU-EOM	European Union Election Observation Mission
GESP	Civil Status and Passports Department
ICT	Information and Communication Technologies
IDP	International Development Partner
IEC	Independent Election Commission
IFES	International Foundation for Electoral Systems
IRI	International Republican Institute
ISO	International Organization for Standardization
JDID	Jordanian Democratic Institutions & Development
JNFW	Jordan National Forum for women
JMI	Jordan Media Institute
KAS	Konrad Adenauer Stiftung
M&E	Monitoring & Evaluation
MoPPA	Ministry of Political and Parliamentary Affairs
MP	Member of Parliament
NIMD	Netherlands Institute for Multiparty Democracy
SIEC	Support to the Independent Electoral Commission in Jordan
SPRING	Support for partnership, reforms and inclusive growth
ST	Steering Committees
TC	Technical Committees
ToR	Terms of Reference
UNDP-	United Nations Development Program



1. Executive summary

1.1. Purpose of the evaluation

The overall purpose of this evaluation is to undertake a critical assessment of the relevance, effectiveness and efficiency, as well as the sustainability and impact so far achieved by the EU-JDID Project during the first 18 months of implementation.

This report aims to provide the relevant services of the European Union (EU), the European Centre for Electoral Support (ECES) representing the EU-JDID consortium members, the interested stakeholders and the wider public, with a midterm analysis resulting from the interventions to support the Parliament, the Independent Election Commission (IEC) and the Ministry of Political and Parliamentary Affairs.

Specifically, this evaluation will provide:

- An overall independent assessment of the performance of the programme “EU Support to Jordanian Democratic Institutions & Development “paying an attention to its results measured against its objectives;
- Recommendations and corrective measures to support the implementation of the program and improve current and future actions based on the identification of challenges, lessons learned and best practises which were identified during the first 18 months of implementation

To some extent, the evaluation is also expected to provide:

- An assessment whether the cross-cutting issues such as environmental sustainability, good governance, and human rights were considered in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Action and its monitoring.

The evaluation will be a public document and is expected therefore to reach a quality standard that allows for a possible publication of the report.

1.2. Scope of the evaluation

This midterm Evaluation Inception report was developed based on requirements of the section 2. 5 of the Technical and administrative Conditions of the grant contract signed between the EU Delegation to Jordan and the European Centre for Electoral support on 25 April 2017.

It foresees the conduct of a midterm evaluation of the Project called “EU Support to Jordanian Democratic Institutions & Development (EU-JDID)”.

Systematic and timely evaluation of its programmes and activities is an established priority of the European Commission and it is conducted by independent consultants. Accordingly, the Terms of Reference of this evaluation (TOR) were prepared by ECES on behalf of the other



organizations members of the consortium¹, and in consultation with the European Union Delegation to the Hashemite Kingdom of Jordan.

The overall purpose of this evaluation is to undertake a critical assessment of the relevance, effectiveness and efficiency, as well as the sustainability and impact so far achieved by the EU-JDID Programme during the first 18 months of implementation. The period under evaluation run from 25 April 2017 until 25 October 2018.

During the inception phase, it was agreed with the respective services of the EU Delegation that the component dedicated to support the Civil Society Organisations and implemented by the Spanish Agency for International Development Cooperation (AECID)² will not be covered by this current evaluation. Therefore, the three main components under evaluation are the Parliamentary support, the Electoral assistance and the support to political party system.

1.3. Methodological approach

The evaluation has been carried out in accordance with the DEVCO Evaluation methodology for projects/programmes as set out on the website <http://ec.europa.eu/europeaid/node/71165>.

It has been conducted by one expert who has a solid expertise in the field of elections and Projects management. She was responsible for data collection and analyses and for the evaluation report, including the formulation of value judgements and the drafting of conclusions and recommendations. The expert used a mixed method approach based on qualitative and quantitative data. The expert was responsible for the delivery of the main deliverables in English (Inception report, preliminary findings, draft and final reports) and will report to ECES consortium.

1.4. Data analysis and collection methods

The evaluation will use both primary and secondary data and a variety of data collection methods to gather the information needed to conduct the work. This is expected to include: desk review and analysis of the Project and secondary data; in person interviews in Amman and Skype and/or e-mail interviews for any key actors or former Project staff who may be in other locations. The expert will review available documents before, during and after the field work as needed. It will spend time in country as a team to discuss findings and to review the data collected from the field.

The desk work portions of the evaluation will be done individually by the evaluation expert, but the content will be discussed by the team during the field work and in preparation for the development of the Preliminary Findings and debrief for ECES/EU-JDID representatives.

Statistical data, public opinion surveys and analytical reports will be used where available to gain supplemental information on electoral and political attitudes, practices and knowledge.

¹ They are the European Partnership for Democracy -EPD (www.epd.eu), the French Media Cooperation Agency-CFI (www.cfi.fr/en); Netherlands Institute for Multiparty Democracy – NIMD (www.nimd.org) and Westminster Foundation for Democracy (www.wfd.org).

² 2M EUR are financed by Spain/AECID

The expert will review the most pertinent documents related to the electoral process and administration in Jordan, which is expected to include the observer reports from recent elections; political analyses; public opinion polling data on electoral processes and voter participation; IEC strategic plan; Government development plan; United Nations Development Assistance Framework (UNDAF); and available project evaluation and progress reports. The list of pertinent and available documents has been provided by the EUD in Jordan and will be attached to the desk report.

The data collected through interviews, observation and review of documents will be processed in team discussions, and the main findings extrapolated and listed against the intended outcome areas of the Project. The expert will synthesize those findings into the main points that will be discussed in the Evaluation Report. The evaluation expert will maintain an impartial and professional view towards developing its findings and will base them on the evidence found and against the anticipated outcomes according to the Project Document.

In addition, the Evaluation Report will not identify individual responses unless it has consent from that individual to use the information publicly. The Evaluation Report will follow EU standards for independent evaluation reporting

Table 3: Phases of the evaluation and their content

The following table presents an overview of the key activities to be conducted during each phase (not necessarily in chronological order) and lists the deliverables to be produced by the evaluator, including the key meetings with the Contracting Authority (ECES).

Phases of the evaluation	Key activities	Deliverables and meetings	Working days
<u>Inception Phase</u>	<ul style="list-style-type: none"> -Initial document/data collection, literature review -Direct engagement with the leadership and management team of the project & initial interviews (conducted either by skype either through a field visit if it is relevant) - Definition of methods of analysis -Background analysis -Reconstruction of Intervention Logic and description, incl. objectives, specific features and target beneficiaries 	<ul style="list-style-type: none"> -Inception note (7 pages maximum) -Meeting with ECES/EU-JDID representatives 	6 working days ³
<u>Field Phase</u>	<ul style="list-style-type: none"> Meetings at country level with key stakeholders and skype interviews -Gathering of primary evidence with the use of the most appropriate techniques 	<ul style="list-style-type: none"> -Field Note (key findings in bullet points) 	8 working days ⁴

³ The inception phase started the 23 of October

⁴ A first field visit started the 3 of November 2018

Phases of the evaluation	Key activities	Deliverables and meetings	Working days
	-Data collection and analysis	-Debriefing with ECES/EU-JDID representatives	
Synthesis phase	-Final analysis of findings (with focus on the Evaluation Questions) -Formulation of the overall assessment, conclusions and recommendations	Draft Final Report	8 working days

1.5. Difficulties encountered

No difficulty encountered

1.6. Methodology: Gradually tracking the results and assess the validity of the theory of change

OECD/DAC and EU specific evaluation criteria

The evaluation was carried out in accordance with OECD/DAC and EU specific evaluation criteria namely relevance, effectiveness, efficiency, sustainability and impact (DAC) and coherence/complementarity, and Community value added.

- 1. Relevance:** assesses the extent to which the overall and specific objectives of the project are consistent with Jordan and EC's policies.
- 2. Effectiveness:** assesses to what extent the project results have been attained and the project specific objective achieved or is expected to be achieved. The rating is based on the type of outputs and outcomes in terms of quality and quantity as well as of their direct and indirect contribution to the achievement of the envisaged results and objectives.
- 3. Efficiency:** the parameter used to measure whether the project activities have achieved the planned results hence to determine how economically inputs are converted into outputs. This assessment considers both the choice of instruments and the resources used. Efficiency has also to do with the appropriateness of the planning mechanisms, the suitability of the organizational structure in terms of cost-efficiency.
- 4. Sustainability:** assesses whether the results from interventions are likely to continue in the long term; the parameter relates to whether the positive outcomes of the project and the flow of benefits are likely to continue after external funding or non-funding support interventions
- 5. Impact:** assesses the contribution to the wider policy or sector objectives the difference made through the implementation of activities will be measured at the outcome and result level, also as a basis to orientate future interventions, optimize resources allocation to



Project budget and work plans, support an implementation and reporting of activities and relating financial records according to the M&E established framework.

In compliance with the standard DAC and EU evaluation criteria, the evaluation process tracked the performances of the programme i.e. the intervention logic, activities, outputs, and the sequence of outcomes against the results framework.

An attention was given to assess the manner that cross cutting issues were taken into consideration into the identification/ formulation of the programme and to which extent they have been reflected in the implementation of the Action and if desirable effects were produced.

1.7. Main conclusions

The overall Program has a budget of 17.6M EUR of which 15M EUR are funded by the EU, under the European Neighbourhood Instrument (ENI), 2M EUR are financed by Spain/AECID and 737,995 EUR (5, 79%) by the ECES led consortium.

The programme implemented by ECES and its consortium partners is structured around 3 core pillars (Parliament, Elections, Political party system) aims to support reform process in Jordan which started in Jordan with the 2011 constitutional review process. One of the core objectives of the program is to consolidate democracy and promoting inclusiveness of national policy and decision-making process.

The programme demonstrates an important level of relevance. It is fully in line with the European Neighbourhood Policy and the EU–Jordan Partnership priorities in allocating resources to the Government of Jordan to support the reform process after the Arabic Spring in the region.

The programme is in line with the GOJ national policies and strategies, and particularly with the policy papers issued by its Majesty King Abdullah II, in which he has outlined “a set of principles that are essential to developing the right practices for democracy”.

The overall design of the Program, it’s budget, activities and work plan are initially aligned with the work, priorities and systems of the beneficiary’s institutions in a logic of ownership. This approach used by ECES and its partners to increase local ownership seems to be one of the determinant factors for the performances of the entire program while lessons learnt from previous governance programs in Jordan demonstrated in some components a low level of performance due to the lack of commitment/ original involvement from some of the beneficiaries’ institutions.

Despite few difficulties encountered in the component 1 (HoR) at the beginning of the Program such as the late recruitment of the Head of component and other members of the team, also related to the availability of experts, with specific parliamentary expertise within the WFD circuit of experts, the current level of implementation demonstrates a good level of effectiveness and there is currently no major difficulty encountered in the implementation of the component. The project is providing full operational and advisory support to the HOR and lines of communication are clear between the Project and the beneficiary institution. To date under the 6 identified areas of interventions planed in the financial agreement, the component



1 has been able to engage in 4 key area and installed a full e-voting system with the technical support and procurement process led by the ECES led PMU.⁵

The component 2 is directly implemented by ECES. Despite the 3 months delay in the signature of the contract between the EU and ECES Consortium, ECES was able to provide extensive and rapid support, beyond the original project scope following the approval of the EU Delegation, to support successfully IEC in organising the 2017 local elections under a complete new legal framework. In view of the difficulties overpassed by the IEC with the support of the Project during that critical period, with the acknowledgement of ECES operability, the relationships between the electoral Commission and ECES have been marked by mutual confidence. Clear priority is given into an effective ownership of the beneficiary institution, but also into the effective transfer of capacity to the human resources of the IEC. It was noted that the IEC requests support within tight timeframes, that in turn means that the project must react quickly and find solutions to respond to the requests of the IEC within the EU rules and procedures of the project but sometimes reshuffle the internal work plan in favour of the needs as they arise. The development of the capacities is provided through a variety of innovative learning tools and instruments, experimented and implemented by ECES into many countries worldwide. This specific methodological approach is seen as an innovative approach but also as an added value by the IEC to support the development of its long-term capacity to conduct credible and transparent elections and enhance their current existing skills.

To date under the 4 identified areas of interventions planned⁶ in the financial agreement, the component 2 has been able to engage in 3 key area which are already implemented and demonstrates a good level of effectiveness. There are currently no major difficulties encountered for the implementation of the component 2 and as per the consultations with the IEC staff members, the project has achieved some important objectives but” it needs to speed up because the parliamentary elections which are coming in 2 years’ time⁷ “(2020).

Despite the fact that the project team of the component 3 has built excellent relations with the beneficiary institution and has had several productive interactions with MoPPA to discuss project priorities and planning, some issues have emerged such as the absence of the Head of component, the delivery of the technical assistance to the Political parties which is entirely channelled through MOPPA, the delivery of the Archive system. Concerning the archiving system, there were many factors behind the cancellation, the most relevant one being that the submitted offers were above the limit of the allocated budget and change of technical specifications from the beneficiaries.

⁵ - The enhancement of the Capacities of the HOR ‘s Secretariat and human resources;
- The enhancement of the legislative and oversight function process, committee system and HOR’s research capacities;
- The strengthening the HOR ‘s role in budgetary and financial oversight;
- The installation of a new conference and voting system.
⁶- IEC’s institutional and human resources capacities are enhanced;
- Legal, technical and operational capacities of IEC are reinforced;
- IEC outreach strategy and relation with stakeholders, including women and youth are strengthened;
- Quality of media coverage of electoral process is improved.
⁷ As per the IEC Director of Operations.



The revision to one track of the C3 scope was completed in Nov 2018 and other activities went on as planned. MoPPA revised some of the activities of component 3 between Sep. and Nov 2018 as an attempt to tailor the “Political Parties” part of component 3 to become more effective and relevant to their needs and those of the Jordan’s political developments needs in general. This revision suspended some of the C3 activities that applied only to the “Political Parties” but the rest of the activities went on as planned and included holding a training for MoPPA staff in Oct 2018. The program is back on track with trainings held in December 2018 for parties on “manifesto development” and for activists on “inclusive politics”.

In conclusion, Component 3 performed well despite the challenges it faced.

The overall implementation of EU-JDID will gain in effectiveness if more synergies among components were developed and in place. In particular, within component 3 Inter-party dialogue can gain a lot from interaction and coordination with the component 1 (Parliamentary Support).

To date all the issues encountered within component 3 have not really affected the level of implementation due to the active support of NIMD management and Junior staff engagement to keep the activities on track according to the work plan.

The media segment of the JDID implemented by CFI, foresees mainly transversal actions to develop the Medias sector in connection with the activities of the HOR (component 1) and in connection with the activities of the IEC (Component 2). No activity is foreseen directly with the component 3.

To date, after several interactions with the HOR and the Westminster Foundation, CFI was able to engage successfully with the HOR to tighten the relationships between the Media and the HOR. Therefore, journalists were trained on political knowledge, and activities were conducted to raise the awareness of elected representatives to the need to communicate with the media.

In the other hand, the relationships between CFI and the electoral commission are more complex. To date, no agreement has been found between the two parties in order that CFI provides support to the independent electoral commission to support the training of journalist in election coverage.

The current EU-JDID Project recognizes that marginalized groups, notably women⁸, youth and disabled people,⁹ continue to show a relatively low level of interest in the conduct of the public’s affairs in Jordan. This is the reason why the design of the EU-JDID Program give importance to the empowerment of women, youth, and to some extent PWD in order to increase their rights in the Jordan society. There is evidence that the implementation of the EU-JDID program is gender/youth friendly. To date, it seems that the most noticeable efforts to promote women and youth have been provided through the component 3 with the conduct of several activities targeting youth and women.

⁸ Women in Jordan have had the right to vote since 1974. The Constitution of Jordan Art. 6 only prohibit discrimination based on race, language or religion.

⁹ Following the 13 November 2015 population and housing census, it was estimated that some 13.7 per cent of the population were affected by disability related issues.



As per the financing agreement, the governance structure of the project is providing several level of coordination mechanisms which all in place and give a good level of oversight to the stakeholders. At the management level, the PMU which is in charge of the overall supervision and management of the Program under the direction of a Programme Coordinator, and with the backstopping support and supervision from ECES HQ, is facing issues of delays which needs to be addressed.

According to the interviewees, the delays encountered into the procurement process are occurred by several factors which seem to be the following:

- The Administrative and Finance section of the PMU which is also in charge of the Procurement of the Program (including the purchase and installation of the E-voting system for the HoR as well as the archiving system for MoPPA) is under staffed. Therefore, it may benefit from additional supporting staff to deal with the needs and request of the different beneficiaries that at time complained about the length of the procurement processes.
- The PMU on the other side maintained that the delays encountered were mainly due by the necessary respect of EU procedures including lengthy process to write technical specifications from the components and beneficiaries.
- It seems that on the EUD side¹⁰, it has been noted that too many controls are carried out by the ECES Headquarters at central level to ensure the eligibility of all expenditure and this approach, which is highly relevant, could slow down the procurement process

However, this is issue had to be addressed to enhance the performances of the programme and this is the reason why ECES and its partners have agreed during their internal review that the PMU suffer from a lack of staff and therefore recruitment of an extra staff is underway as well as to replace the former finance officer, who was granted political asylum in Canada and left at the end of December 2018. In addition, while the Programme Coordinator is ensuring that communications are clear, and status can be verified within the Program, he is not stationed permanently in Amman as per the agreement the consortium reached with the EU Delegation for the replacement of the previous Project Director (also for cost effectiveness reasons to dedicate more funds to activities)¹¹. A Senior Project Advisor and officer in charge (who is also the Head of the Component 2) is responsible for ensuring coordination during the absences of the Program Coordinator.

This arrangement, even if it is cost effective for the Program, has engendered a certain level of criticism which is coming from the EUD but also from other individuals working with the Program. The arrangement is however well motivated in the broader sense that funds are not absorbed by the PMU but earmarked to activity implementation and it has actually very well served if one considers the good level of the implementation of the activities and the proper

¹⁰ Attaché - Aid Coordination, Quality Support & Governance /Delegation of the European Union to the Hashemite Kingdom of Jordan

¹¹ The Inception Report indicated the agreement for a presence of max 50% in the first year, 40% in the second year and 30% of the third year. The evaluator was informed that the Programme Coordinator in reality and in average spend max 10 working days per month in Jordan while the remaining time the Senior Project Advisor/Head of Component is covering the coordination in the country.



management of funds confirmed by the two-project verification of expenses. On the other hand, interpersonal and professional relationships among the part time project coordinator, the head of component 2, the project components, the partners and ECES HQ could improve when it comes to management style and approach in implementing activities considering that also the internal review report recognized the differences between organisations and people that worked together for the first time

The management of such a large-scale programme could however benefit certainly from a permanent Programme coordinator in which case it should be explored how the programmes components could reallocate, proportionally, the necessary funds to supply for an increase in the budget to be allocated to the full-time programme coordinator that was never foreseen in the ECES led consortium proposal and even less now that the part time project coordination was agreed with the EU delegation and partners together with an acting coordinator/head of component 2 .

Alternatively, the budget line dedicated to contingency could be used to have a full-time project coordinator leaving the head of component 2 dedicating himself to the implementation of the activities of component 2.

It was also noted that the Executive Director of ECES as well as ECES HQ personnel, albeit to a lesser extent, was directly requested by both EU Delegation and Jordanian beneficiaries to be present in Jordan to ensure smooth implementation of activities and management of the overall programme when passing particularly challenging moments. This has contributed to the alignment of the PMU and provides a constant quality control function that is built into the programme itself as standard practise for ECES projects, the evaluator was told.

ECES informed that the feasibility of having a full time Project Coordinator with the head of component 2 concentrating fully on the activities of component 2 without project management responsibility could be discussed, with the contracting authority, partners and beneficiaries. With regards to this, it should be also discussed how to identify the needed financial resources without penalizing the activities of the project, which might undermine the achievement of the agreed set of objectives unless the budget line dedicated to contingency of 300.000 EURO is used to fund a full time Project Coordinator that ECES as chef de file will have to provide. ECES informed that their board reunited and discussed the Jordan project considering the importance of this full-time position if such decision should be taken in the context of the project management. In this framework ECES informed that suitable candidates have been already identified with the proper project management experiences including at ECES level for the necessary specific knowledge of ECES procedures and approach.

Visibility is a key issue for the EU external action which policy is to make sure that the Actions conducted through the EU funding's are widely known inside and outside each project which is implemented. This issue of enhanced visibility has been raised during the 2-3rd November 2018 internal Team Building of the Program and internal review and participants were invited to be more proactive but very vigilant. A follow up action was already taken with the recruitment of a new Senior Communication Officer with extensive experience in Jordan to further enhance the visibility of the EU-JDID in agreement with EUD.



The programme's reporting and monitoring mechanism is comprehensive, providing updated information not only referring to the implemented activities but also to the achievement of the set outcomes.

In order to further enhance the effectiveness of the M&E mechanism, the internal review report of the consortium indicated that M&E will be linked with strategic communication and reporting and the missions of the M&E Expert to Jordan will be strategically planned based on an annual calendar in agreement with ECES HQ, PMU and Project counterparts. and Reports will be produced at the end of each missions to be shared with ECES and consortium organisations.

Furthermore, future Internal Review Processes will be organised following the same approach adopted for the 1st Internal Review, which proved to be inclusive and comprehensive.

Whereas the four components of the project are different but expected to be interconnected to increase synergies and complementarities, the current assessment reveals that for the moment there are not enough synergies developed among the components even if joint activities started already¹² and that several joint future activities are planned in 2019¹³.

Preliminary evidence suggests that the purchase and deliveries of the Program were done in a cost-effective manner, and that the Program is run with efficiency. To date, the implementing partners who are conducting the different activities within the Consortium led by ECES are adding a specific value to the program due to their level of expertise, and their legitimacy with a past successful experience in the country and in the region, and their credibility in front of the beneficiaries of the Programme. The experts which were recruited have a track record in their field of expertise and they are an added value to the Program.

In term of development of the capacities of the HOR, the Program provided to the HOR the conference and the E voting system, the tablets and various softwares. With the support of the technical assistance, the HOR gradually adopts processes which are also supporting the work of the Members of the parliament to be aligned with the international standards and best practises. Therefore, the technical support provided by WFD and its partners to pursue strategic reform process at the HOR are impacting the democratic life of the country with the enhancement of transparency and effectiveness.

Because of changes in governmental priorities, it is not quite sure that the MOPPA has a clear vision how the issues of weak political parties should be addressed in term of organization and structure and which strategy should be prioritized by the Project implemented by NIMD. The methodological approach of the Programme is prioritizing the ownership of the beneficiaries

¹² Youth event in August 2018, 'Score for Democracy' in September 2017, ongoing training on election coverage for journalists/media professionals organized by the media component in collaboration with component 2

¹³ A youth event (planned for 19 January 2019) will be organized in close cooperation with the HoR Committee on Youth and Sports and the governorate of Jerash. All the components will be involved.; female MPs have asked for support regarding the quota system in elections and relations with political parties. Component 1 invited Component 2 and 3 to contribute to this activity, component 1 will assist with organizing an annual conference of CSO's, hosted by the HoR. Cooperation with Component 4 will be ensured, Component 1 is cooperating with Component 3 regarding a series of activities for parliamentary blocs. First meetings between the components already took place: Component 1 will collaborate with Component 2 on campaigning and training candidates;



and this is positive, but on the other hand, political party system is a very sensitive topic in Jordan and in this field MoPPA operates in coordination with many sovereign bodies in Jordan. The absence of HOC may have impacted the component 3 but the real challenge is the management of this complexity of the topic with the partner institution.

At the IEC, there is robust evidence that the efforts provided through the programme supported the organization of credible local elections in 2017. Through ECES' support and its various learning tools including the ISO certification and LEAD trainings, the IEC technical departments are gaining a good level of confidence on how to adopt best practises into the conduct of electoral operations. Therefore, the certification process has a very positive impact on the IEC and the support provided is slowly transforming the IEC organisation into a highly professional management body.

Preliminary evidence suggests that through the Program the experts of the component 1 and 2 are working with their respective organisations to provide advice, regulatory instruments and equipment's, which will be used after the life of the Program as sustainable elements. With regards to component 3, NIMD has deployed both local and European experts, who have established positive working relationship with MoPPA, and who work in collaboration with the Ministry and where their engagement is focused on sustainable elements. Capacity building for political parties, supported by handbooks and guidelines, the archiving system (to be implemented), as well as capacity building for MoPPA is geared to build capacity for sustainable elements. It is certainly the component where the views between the beneficiaries, implementers and donors are the most distant as reflected in the absence of an agreement on the head of component and complaints over the lower funds available which is an agreement between the Government and the EU Delegation from the outset of the project, signed in a financing agreement, and not responsibility of EU JDID. An agreement on a particular profile of head of component or re-allocating activities form the important funds dedicated to the head of component (that was in place 3 months out of 18) need to be found ASAP. ECES informed that as leader of the consortium they will seek a facilitation for an agreement between NIMD, MoPPA and the EU Delegation on the head of component including potential reallocation of the head of component funds to activities within the component 3, if a solution is not found on the head of component 3 recruitment.



2. Introduction of the Programme

2.1 Political background and context

The Constitution of Jordan was adopted on January 11, 1952 and has been amended different times while reform of the electoral system had long been under discussion in the kingdom. Since a path towards political reform in Jordan was initiated by the late H.M. King Hussein in 1989, and consolidated by measures taken under H.M. King Abdullah II, a key priority for Jordanian authorities and stakeholders has been the need to build an effective framework for the holding of inclusive, credible and transparent elections. At the end of September 2011, driven by the Arabic spring in the region, the Jordanian Parliament seized the opportunity to adopt 41 constitutional amendments representing an important step forward in the country's political reforms' process and the largest change in the Constitution since its adoption in 1952. Among these changes, the amendment of Section 67 of the Constitution introduces the establishment of an independent commission to oversee elections (IEC) while the previous parliamentary elections since 1989 were administered by the Ministry of Interior, and municipal elections were managed by the Ministry of Municipal Affairs.

As the political context was evolving rapidly in the southern neighbourhood and on the basis of the concepts set out in the Joint Communication of 8 March 2011 entitled "A Partnership for Democracy and Shared Prosperity with the Southern Mediterranean", the European Commission and the High Representative of the European Union for Foreign Affairs and Security Policy adopted on 25 May 2011 a Joint Communication entitled "A New Response to a Changing Neighbourhood".

The aim of this new approach was to allow each partner country to develop its links with the EU in line with its own aspirations, needs and capacities. The SPRING ("Support for partnership, reforms and inclusive growth") initiative was set up in September 2011 to provide partner countries committed to establishing deep and sustainable democracies with financial and technical support to help implementing the associated reforms, following a "more for more" approach.

During the first meeting of the EU-Jordan Task Force held in February 2012, the European Union confirmed its determination to accompany Jordan on its path of democratic reforms towards a just and inclusive society with democratic rights, social justice and economic opportunity as key features. A substantial envelope was made available to Jordan to support a limited number of priorities with emphasis on good governance and democratisation.

While the EU plays a diplomatic role in helping achieve political, economic and social reform in Jordan, which is based on an Association Agreement between the European Union (EU) and the Hashemite Kingdom of Jordan since 2002, the European Union Delegation to the Hashemite Kingdom of Jordan, representing the European Union, decided to allocate resources to support the electoral reform process under the European Neighbourhood Instrument (ENI) which is the key EU financial instrument for bilateral cooperation with Jordan for 2014-2020.

In view of the 2013 elections and the subsequent electoral cycle, a first envelope of a €7 million was allocated to various key electoral stakeholders through the SPRING programme ("Support



for partnership, reforms and inclusive growth"). While the program aimed to adopt an inclusive approach towards a wide range of electoral stakeholder with multiple separated projects, it failed in accompanying all beneficiaries in a holistic approach because there wasn't ensured enough alignment between projects regarding their period of implementation.¹⁴

While a new political parties' law was passed in 2015 which contributed to increasing the number of parties (from 18 in 2012 to 50 in 2016), the 2016 second parliamentary elections took place in a context where the IEC had gained in credibility among the citizens of Jordan, with a reputation of integrity and independence.

To assess the progress made into the conduct of the electoral process since the creation of the IEC, and since the 2013 elections, the EU deployed a second EUEOM to observe the 2016 parliamentary elections.

The post-election period and the end of the 2012 – 2017 funding cycle was an opportunity for the EU to prioritize a new type of technical assistance for future project with a broader democratic governance support to several key democratic institutions.

Therefore, in alignment with the lessons learned during the implementation of the Support to the Electoral process in Jordan (2012 – 2017) and with the aim to support the consolidation of the democratic process on 4 April 2017, the European Commission signed a Financing Agreement for a new EU -funded programme.

The project is called "EU Support to Jordanian Democratic Institutions & Development" (EU-JDID) and its implementation period is for 48 months period of implementation.

2.2 Overview of the programme

The overall project has a budget of 17.6M EUR of which 15M EUR are funded by the EU, under the European Neighborhood Instrument (ENI), 2M EUR are financed by Spain/AECID and 737,995 EUR (5, 79%) by the ECES led consortium.

The programme aims to support reform process in Jordan, by consolidating democracy and promoting inclusiveness of national policy and decision-making process. The project is structured around 4 core pillars in order to weld together a coordinated and coherent response: 1) Parliamentary support; 2) Electoral assistance; 3) Support to political party system and 4) support to the Civil Society Organisations.

The project period of implementation is 4 years' time (48 months).

The beneficiary institutions and relevant stakeholders are the House of Representatives; the Independent Electoral Commission and the Judiciary; Political Parties; the Ministry of Political and Parliamentary Affairs (MoPPA), women and Youth, Media, Journalists and CSO's. This 4th component, which fall outside the scope of the evaluation, is implemented by AECID.

The first three components are implemented by the consortium led by the European Centre for Electoral Support (ECES) in partnership with European Partnership for Democracy, the

¹⁴ Extract of the recommendations of the final evaluation of the Support to the Electoral process in Jordan.



Westminster Foundation for Democracy (WFD), the Netherlands Institute for Multipart Democracy (NIMD) and the French Agency for Media Cooperation (CFI)..The programme is implemented along the lines of the **European Response to Electoral Cycle Support Strategy (EURECS)**, conceived jointly by ECES and the members of the European Partnership for Democracy. EURECS is an innovative delivery mechanism to implement electoral and democracy assistance activities that are consistent with European values and EU policies. EURECS adopts an inclusive approach towards a wide range of electoral stakeholders in order to ensure comprehensive and sustainable actions and it is built to help prevent, mitigate and manage electoral related conflicts.

2.3 Overall objective of the programme

The overall objective¹⁵ of EU-JDID is to support Jordan’s reform process towards consolidation of democracy and promote inclusiveness of national policy and decision-making processes including women and youth, leading to stronger democratic and tolerant political culture. With a multi-faceted approach promoting stronger institutions and building bridges between elected institutions and citizens, it aims to support Jordan’s reform process towards consolidation of democracy.

2.4 Specific objectives of the project

1. Strengthen the functioning of the House of Representative (HOR) in exercising its core parliamentary functions in a professional, accountable and transparent manner	
Output 1.1	Capacities of the HOR’s Secretariat and human resources are enhanced
Output 1.2	Legislative and oversight function process, committee system and HOR’s research capacities are enhanced
Output 1.3	HOR’s role in budgetary and financial oversight is strengthened
Output 1.4	HoR's outreach, including through media and social media, and relations with stakeholders, in particular towards women and youth, is strengthened
Output 1.5	A new conference and voting system for the HOR is installed and operational to allow for more efficiency, transparency and consistency of HoR's decision-making processes
Output 1.6	Parliamentary blocks are strengthened
2. Enhance the functioning of the Independent Election Commission (IEC) and other key stakeholders, contributing to elections conducted in a professional, transparent and credible manner	
Output 2.1	IEC’s institutional and human resources capacities are enhanced

¹⁵ As per the Logical Framework Matrix of the project



Output 2.2	Legal, technical and operational capacities of IEC are reinforced
Output 2.3	IEC outreach strategy and relation with stakeholders, including women and youth are strengthened and the quality of media coverage of electoral process is improved
Output 2.4	Electoral dispute resolution process is reinforced
3. Support the Political Party (PP) System in contributing to democratic governance and policy making, in particular in the HoR.	
Output 3.1	Citizens' capacities, in particular of women and youth, to engage in political parties as well as political parties' capacities to produce sound programmes and policy positions are enhanced
Output 3.2	Inter-party dialogue is held and interaction and coordination between political parties and blocs in the HoR are strengthened
Output 3.3	The capacity of the Ministry of Parliamentary and Political Affairs (MoPPA) to implement its mandate relation to parties and to facilitate a political party system conducive for political party development is strengthened

2.5 Table 1: Budget of the Program per components

	EU Contribution (EUR)	Third party contribution (EUR)
Grant call for proposal -Direct management	15, 000, 000, 000	600, 000
Component 1: parliamentary support	6, 500, 000	600, 000
Component 2 : electoral assistance	4, 200, 000	
Component 3 : support to political party system	1, 300, 000	
Indirect management with AECID - Component 4 Support to the civil society	2, 000, 000	2, 000, 000
Evaluation & audit	200, 000	
Communication & Visibility	500, 000	
Contingencies	300, 000	
Sub- totals	15, 000, 000	2,600, 000
Totals	17, 600,000	

2.6 Answered questions/findings

Evaluation questions are tailored to the different stakeholders, their mandate and their role in their respective project and/or sector. The interviews have been conducted, either through unstructured interviews where the interviewee was able to express himself/herself freely and can discuss unplanned topics, because there is no predetermined set of questions, either through semi-structured interviews using an interview guideline with specific questions, either through structured interviews¹⁶ prepared by the evaluation expert.

The questions are classified in different families that correspond to different "viewpoints" on what is being evaluated. Five of these viewpoints, also called evaluation criteria, are to be considered: relevance, effectiveness, efficiency, sustainability, impact. They correspond to the traditional practice of evaluation of development aid. They have been formalised by the OECD (DAC).

EQ1 (Relevance)	How well has the Project strategy been aligned with the objectives and priorities of the Government of Jordan in the field of democratic governance after the 2016 elections?	Evidence that in the thematic areas of democratic governance, the Project addressed GOJ strategic priorities.
EQ1 Answer (Relevance)	The design of the Program is highly relevant. The program is in line with the European Neighbourhood Policy (ENP) and with the ENI which aims to support the ENP and turn decisions taken on a political level into actions on the ground. Therefore, resources have been allocated by the EU to ECES led consortium to continue supporting the democratic reform process in Jordan. The key areas that have been identified are totally aligned with the national priorities and policies to consolidate the democratic governance in Jordan. Those key area of intervention (as per the King Abdallah policy papers on the reform process) are the strengthening of the HOR in exercising its core parliamentary functions to ensure democratic and accountable governance, the enhancement of the functioning of the Independent Election Commission (IEC) and other key stakeholders, the support the Political Party (PP) System in contributing to democratic governance and policy making, in particular in the HoR.	
EQ2 Question Relevance	To what extent is the design of the Project aligned with the existing work, priorities of the stakeholder's strategic priorities? (HOR, IEC, MOPPA)	Evidence that the design of the Project is aligned with the existing work, priorities and systems of the beneficiary stakeholder's strategic priorities.
EQ2 Answer	The Program is aligned with the existing work, priorities and systems of the beneficiaries' institution in a logic of ownership, because it was built on needs assessments after extensive consultations were conducted with the beneficiary's institutions. While some of the needs are evolving over time, the Program	

¹⁶ This type of interview is useful when a large number of interviews must be carried out and when the evaluator wants to minimize the risk of bias from the interviewer.



	<p>demonstrates a very flexible approach to adjust to the needs and priorities of the beneficiaries and updated the activities and sub activities of each workplan and provide an amended the logical framework with updated indicators. The adoption of a flexible approach to changing circumstances is a determinant factor of success particularly in a country going through a thorough institutional reform process.</p> <p>However, after that the MOPPA raised this issue of unequal distribution of resources among components, it gives the perception that the component 1 and 2 are highly relevant with an accurate original design and that the component 3 loses partially its relevance due to a lack of potential resources. The evaluation reveals that the distribution of resources was obviously based on an original need assessment of each key area of intervention, and as such, the distribution of resources is reflected in the financing agreement signed by the EU with the relevant Jordanian authorities and therefore in the ECES led project proposal as well as in the agreement between members of the consortium. The issue of re-distribution of resources among components, seems not relevant and would pose the risk of negative impact on the overall balance of the program.</p>	
<p>EQ3 Effectiveness HOR</p>	<p>To what extent are the interventions of the project supporting the development of the capacities of the House of Representatives (HoR) in the exercise of its core parliamentary functions?</p>	<p>Evidence that the project is supporting the development of the capacity of the House of Representative in its core parliamentary functions.¹⁷</p>
<p>EQ3 Answer HOR</p>	<p>Despite few difficulties encountered at the beginning of the Program, such as delays in the recruitment of the staff, perception of slow process in the procurement of some of the equipment's (including E voting system for the HoR), the current level of implementation demonstrates a good level of effectiveness in the Component 1. To date, all critical issues have been addressed and solved by the Program and the HoR demonstrates effective commitment and have full ownership of his project. There are currently clear indicators that to a certain reasonable extend, the project will catch up with the initial expectations in the level of deliveries.</p> <p>During the evaluation process, the beneficiary institution reported its level of satisfaction with the assistance provided by the Consortium. The purchase of the Conference and E voting system and of the tablets are perceived as great achievement by the beneficiary institution to pursue the modernisation of the parliament.</p> <p>To date under the 6 identified areas of interventions planed in the financial agreement, the component 1 has been able to engage in 4 key areas¹⁸ which are already implemented and demonstrates a good level of effectiveness.</p>	

¹⁷ In a professional, accountable and transparent manner.

¹⁸ - The enhancement of the Capacities of the HOR 's Secretariat and human resources;
- The enhancement of the legislative and oversight function process, committee system and HOR's research capacities;
- The strengthening the HOR 's role in budgetary and financial oversight;
- The installation of a new conference and voting system.



<p>EQ4 Question IEC</p>	<p>To what extent are the interventions of the Project supporting the development of the capacities of the IEC to deliver its Constitutional mandate?</p>	<p>Evidence that the project is supporting the development of the capacity of the IEC to perform its duties along the electoral cycle.</p>
<p>EQ4 Answer IEC</p>	<p>There are currently no major difficulties encountered for the implementation of the component 2 and the Project continues delivering continuous and comprehensive support to the IEC, by providing technical assistance and advice through project personnel, ECES HQ, and through seconding staff to the IEC. The Project is also supporting in carrying out activities which some were unforeseen in the project proposal (i.e. operational support to the 2017 local elections). The project should continue focusing on youth and gender strategy as they are emerging issues in the country. As per the consultations with the IEC staff members, the project has achieved some important objectives, but it needs to speed up because the parliamentary elections are coming in 2 years' time (2020).</p> <p>As per the implementation of the EU-EOM recommendations, the Project took the initiative to proactively seek a dialogue with partner institutions and feedback from the EUD and the EU election observation services in Brussels as per specific activities to be organized by the Project to support the implementation of these recommendations, knowing that the revision of the workplans are subjected to the approval of the Steering Committees that include EU Delegation and beneficiaries.</p>	
<p>EQ5 Question Political system</p>	<p>To what extent are the interventions of the project supporting the development of the Political party system and its contributions to democratic governance?</p>	<p>Evidence that the project is supporting the development of the Political Party System through the MoPPA</p>
<p>EQ5 Answer Political system</p>	<p>While Jordan is trying to revive the role of political parties which are facing numerous challenges ¹⁹after 30 years of banishment, the support provided by the Project is highly relevant, but it is facing some difficulties such as the ones encountered to recruit a Head of Component.</p> <p>To date the issues encountered have not really affected the level of implementation due to the active support of NIMD management and the engagement of the contracted technical advisors to keep the activities on track according to the work plan. Even if the technical assistance is channelled through the MOPPA, the</p>	

¹⁹ A survey carried out with political parties by Component 3/ NIMD identified the following obstacles that political parties faced during the 2017 elections:

- Financial challenges: political parties were unable to support their candidates financially;
- Poor understanding and unfamiliarity with the laws (Decentralisation and Municipalities Laws);
- The majority of political parties did not have a clear political vision or tangible programmes to compete with each other;
- The use of political money;
- Low voter turnout of (31.70%)¹¹;
- The duration of the campaigning period is relatively short

During the last local elections of 2017, election campaigns and results largely confirmed ECES analysis that the role of political parties was marginal in these elections.



	programme has maintained a neutral and equal approach in dealing with all of the different partners (MoPPA, political parties, civil society organisations, other global organisations and research centre) in order to be considered a reliable and objective partner ²⁰ . There is evidence that the programme supported activities to increase efficiency and effectiveness of the political parties through the actions conducted by NIMD.	
EQ6 Question Media (cross cutting activity)	To what extent are the interventions of the project supporting the development of the media cross - cutting activities?	Evidence that the project is supporting the development of the capacity of the media as cross -cutting activities
EQ6 Answer Media (cross cutting activity)	To date, after several interactions with the HOR and WFD, CFI was able to successfully organise trainings to the journalists on political knowledge within the 1 st component. Activities were conducted to raise the awareness of elected representatives to the need to communicate with the media and CFI is on the way to install at the HOR a media box. This major step is seen as a milestone. In the other hand, the relationships between CFI and the IEC are more complex. To date, no agreement has been found between the two parties in order that CFI provide support to organise trainings for journalists in electoral media coverage, as per its initial plan. In conclusion, to date there is some evidence that the programme through CFI provided resources to deliver the expected outputs at the HOR but not at the IEC.	
EQ7 Questions (vulnerable groups)	To what extent the interventions of the programme in the three components are addressing the needs of the vulnerable groups (women, youth and disabled person)?	Evidence that the interventions of the program in the three components are addressing the needs of the vulnerable groups (women, youth and disabled person).
EQ7 Answer (vulnerable groups)	The design of the EU-JDID Program give importance to the empowerment of women, youth, and to some extend PWD in order to increase their democratic rights in the Jordan society. In each of the component of the EU-JDID Program, a specific objective is targeting vulnerable groups. In addition, the Program Logical Framework lists several genders-sensitive indicators which refer directly to measure women/ youth empowerment as the basis of an effective monitoring of impacts. At the implementation level, it is noticeable that each activity conducted under the Program use sex-disaggregated data to assess and encourage the participation of women and youth. To date, it seems that the most noticeable efforts to promote women and youth have been provided through the component 3 with the conduct of several activities targeting youth and women. Therefore, there are evidences that a relevant strategy is embedded into the design and into the implementation of the programme, as a cross cutting issue aiming to support activities to enhance the participation of vulnerable groups.	

²⁰ Extract from the EU-JDID annual narrative report April 2018



<p>EQ9 Question (governance Structure)</p>	<p>Are the governance structure and management of the Program effective enough?</p>	<p>Evidence that the governance structure and the management of the Program are effective.</p>
<p>EQ9 Answer (Governance structure)</p>	<p>The Steering Committees and Co-ordination Committees are providing an appropriate level of oversight for the overall management of the program. There is a decision-making authority process which increase the ownership of the beneficiaries. The Programme Management Unit is responsible for management and implementation of the project under the direction of a Programme Coordinator, and with the backstopping support and supervision from ECES HQ.</p> <p>The Administrative and Finance section of the PMU, responsible among others for the Procurement of the Program, is understaff to deal with the important workload to process all the expenses of the different components. Therefore, consortium partners agreed to hire extra financial assistant to support the PMU to avoid procurement delays or perception of delays encountered by the some of the components.</p> <p>It is advisable to recruit an assistant to reinforce the capacity of the Administrative and Finance section and the internal review report indicate that the decision was already taken by the partners and is being implemented. In addition, while the role of the program coordinator is essential for an effective and efficient circulation flow of information among all Program stakeholders, the current coordinator, based on the agreement between ECES led consortium and the EU Delegation, is not stationed permanently in Jordan and during his absence he is replaced by the Head of Component 2/Senior Project Advisor- Officer in Charge.</p> <p>Even if this arrangement is cost effective for the project and for allocating more resources to activities, it has been criticised by stakeholders due to potential perception conflict of interest. It is advisable for the project to mobilize a full-time coordinator and not to combine a Program coordination activity with the one lead by Senior Electoral Expert at the component 2. ECES informed that the feasibility of having a full time Project Coordinator with the head of component 2 concentrating fully on the activities of component 2 without project management responsibility could be discussed, with the contracting authority, partners and beneficiaries. With regards to this, it should be also discussed how to identify the needed financial resources without penalizing the activities of the project, which might undermine the achievement of the agreed set of objectives unless the budget line dedicated to contingency of 300.000 EURO is used to fund a full time Project Coordinator that ECES as chef de file will have to provide. ECES informed that their board reunited and discussed the Jordan considering the importance of this full-time position if such decision should be taken in the context of the project management. In this context ECES informed that suitable candidates have been already identified with the proper project management experiences including at ECES level for the necessary specific knowledge of ECES procedures and approach.</p>	
<p>EQ10 Question (coordination)</p>	<p>Is there evidence of synergies and complementarities being created at institutional/sector level within the components of the programme?</p>	<p>Evidence of coordination and governance mechanisms are in place to support synergies and complementarities institutional/sector level within the Programme components.</p>



<p>EQ10 Answer (coordination)</p>	<p>The components of the project are different but expected to be interconnected to increase synergies and complementarities, the current assessment reveals that even some joint activities have started already, there are not enough synergies developed among the components. Therefore, the coordination among the components should be more systematized, more information's needs to be shared among components in order that each key area of intervention contributes to the other ones. The current low level of coordination is decreasing somehow the level of efficiency. This is issues has been addressed by the Consortium in December 2018 and during the Internal Review Process. The Internal Review Report states that <i>'Streamlining efforts by all components, as well as political support by the EUD, will increase the impact of the Project and contribute to maximize available resources.</i> ECES led consortium considers that the contracting authority (EUD) can have an enhanced role in strengthening synergies among EU-JDID and with relevant actors involved in democracy support in Jordan. In the above-mentioned document, it has been also recommended for 'consortium members and EUD to organise regular consultation with relevant actors working in the sector of democratic support in Jordan'. A strategic approach has been discussed during a meeting between EU-JDID and AECID, which took place on 11th of December 2018.</p>	
<p>EQ11 Question (Efficiency)</p>	<p>To what extent the resources mobilized to support the development of the activities of the programme are cost effective?</p>	<p>Evidence that the resources mobilized to support the development of the activities of the programme are cost effective.</p>
<p>EQ11 Answer (Efficiency)</p>	<p>Preliminary evidence suggests that the purchase and deliveries of the Program were done in a cost -effective manner, and that the Program is run with efficiency. EU-JDID organized two project expenditure verifications, in June and December 2018. On both occasions, Moore and Stephens, the audit cabinet contracted to carry out the verifications, confirmed that 100% of the expenditures incurred by the Project are eligible and no findings were mentioned on the overall management system put in place by the ECES led PMU. To date, the implementing partners who are conducting the different activities within the Consortium led by ECES are adding a specific value to the program due to their level of expertise, and their legitimacy with a past successful experience in the country and in the region, and their credibility in front of the beneficiaries of the Program. The experts which were recruited have a track record in their field of expertise and they are an added value to the Program.</p>	
<p>EQ12 Question (impact HOR)</p>	<p>To what extend is the Project contributing to improve professionalism, accountability and transparency of the HoR?</p>	<p>Evidence that the support provided to the HoR is contributing to improve the professionalism, accountability transparency of the institution.</p>
<p>EQ12 Answer (impact HOR)</p>	<p>In term of development of the capacities of the HOR, the Program provided to the HOR the conference and the e voting system, the tablets and various softwares. In addition, through the experts of the Project, the HOR gradually adopts process which are also supporting the work of the Members of the parliament to be aligned with the best practises. Therefore, the technical support provided by WFD is a milestone in the modernization of the lower house, which started years ago with the adoption of a comprehensive and strategic reform process and which is expected to continue</p>	

	impacting the democratic life of the country toward an enhancement of transparency and effectiveness.	
EQ13 Question (Impact IEC)	To what extent is the Project contributing to a professional, transparent and credible electoral process?	Evidence that the support provided to IEC is contributing to a professional, transparent and credible electoral process
EQ13 Answer (impact IEC)	There is robust evidence that the efforts provided through the programme supported the organization of credible local elections in 2017. This was a milestone. Overall, the project has been decisive and vital for the delivery of credible and transparent elections in 2017 above the expectations of the IEC. Through the ECES support and its various learning tools including the ISO certification and LEAD trainings, the IEC technical departments which to a certain extent, have a limited experience to conduct elections, are gaining a good level of confidence on how to adopt best practises into the conduct of electoral operations. Therefore, the certification process has a very positive impact on the IEC and the support provided is slowly transforming the IEC organisation into a highly professional electoral management body which will continue to adopt best practises and processes, over time an beyond any change that will be made into the board of directors.	
EQ14 Question (political system impact)	To what extent are the Project resources contributing to the institutionalisation of political parties and supporting their contribution to democratic governance?	Evidence that the support provided to the MOPPA is contributing to the institutionalisation of political parties.
EQ14 Answer (political system impact)	To date, because of changes in governmental priorities, it is not quite sure that the MOPPA has a clear vision how as a governmental entity they want to address the issues of weak political parties in term of organization and structure and which strategy should be prioritized by the Project implemented by NIMD. The methodological approach of the Programme is prioritizing the ownership of the beneficiaries and this is positive, but in the other hand, political party is a very sensitive topic in Jordan. The absence of HOC may have impacted the component but the real challenge is the management of the complexity of this topic with MoPPA. External advisors have been deployed to provide direction to MoPPA, but MoPPA, operates according to sovereign considerations and its institutional mandate.	
EQ15 (Question sustainability)	Is the programme supporting specific sectors or activities that are sustainable such as processes, manuals, guidelines and training approach? ²¹	Evidence that the technical assistance hired for the programme is supporting the transfer of knowledge and capacity.

²¹ To what extent the technical assistance hired for the project is able to transfer knowledge/ skills to the beneficiaries institutions(HOR, IEC and the political parties through the MOPPA)? NB MoPPA is a beneficiary



<p>EQ15 (Answer sustainability)</p>	<p>EU-JDID outputs are part of their national priorities and the programme adopted a participatory and consultative approach throughout the project activities allowing the local stakeholders to get involved in the definition of activities and thereby further guaranteeing their sustainability.</p> <p>Preliminary evidence suggests that through the Program the experts of the component 1 and 2 are working with their respective organisations to provide advice and expertise, regulatory instruments and equipment, which will be used after the life of the Program.</p> <p>These instruments are potentially sustainable, as long as the beneficiary institutions demonstrate ownership and value the quality of the support provided by the Program. With regards to component 3, MoPPA only did minor changes at activity level (priorities remained the same). In addition to this, NIMD has deployed both local and European experts, who have established good working relationship with MoPPA, and who work in collaboration with MoPPA and where their engagement is focused on sustainable elements.</p>	

itself. It is not only an interface to reach Political parties. Which factors are facilitating or hindering the transfer of capacity?



3. Overall assessment

3.1 Relevance

The program is in line with the European Neighbourhood Policy (ENP)

The programme is fully in line with the European Neighbourhood Policy and the EU –Jordan Partnership priorities in allocating resources (ref ENI/2017 /385-539) to support the reform process after the Arab Spring in the region.

The SPRING (“Support for partnership, reforms and inclusive growth”) initiative was set up in September 2011 to provide partner countries committed to establish deep and sustainable democracies with financial and technical support to help implementing the associated reforms, following a “more for more” approach.

The aim of SPRING approach is to allow each partner Country to develop its link with the EU in line with its own aspirations, needs and capacities. Based on the experiences gained until today, the ENI aims to support the European Neighbourhood Policy (ENP) and turn decisions taken on a political level into actions on the ground.

The current agenda of EU-Jordan relations is spelled out in the EU-Jordan Action Plan, under the European Neighbourhood Policy and substantial resources are made available to support Government of Jordan priorities with emphasis on good governance and democratization.

Therefore, the grant contract providing resources to this programme signed the 25 / 04 / 2017 between the EU Head of Delegation of the European Union to the Hashemite Kingdom of Jordan and ECES22 is in line with the commitments undertaken In December 2016 under the EU and Jordan adopted Partnership Priorities.

It prioritizes the consolidation of the institutions safeguarding democracy and the rule of law inspired by the King Policy papers.

The program is in line with the GoJ national policies and strategies

The programme is in line with the GOJ national policies and strategies, and particularly with the policy papers issued by its Majesty King Abdullah II, in which he has outlined “a set of principles that are essential to developing the right practices for democracy”. These principles are the right for the people of Jordan to exercise an active citizenship²³“the need to see the emergence of true national parties that aggregate specific and local interests into a national

²² And funded under a ENI decision - 2017 /385 – 539)

²³ good citizenship come in many forms such as voting in national and municipal elections which induces respect and accountability, shared gain and sacrifice, and dialogue” (King Abdullah 2 first discussion policy paper - 29 December 2012 - Our Journey to Forge Our Path Towards Democracy



platform for action²⁴,” the development of the electoral system, through the constitutional institutions, so that it becomes fairer and more representative, nurtures pluralism, provides a level playing field, and is conducive to the formation of party-based parliamentary governments²⁵, “the duty to perform for the MPs which are members of one body, Parliament²⁶,” providing efforts in enhancing the role of civil society in monitoring and elevating the political performance of all institutions²⁷,” “ developing a comprehensive national strategy on youth²⁸”.

The original design of the Program is aligned with existing work, priorities and systems of the beneficiary’s institutions in a logic of ownership

In order to insure the ownership of the Program by the beneficiaries, the activities of each component were designed on the bases of needs assessments that were conducted in each of the 3 components of the Program after that extensive consultations were carried out by national and regional experts with the beneficiary organisations. Thus, the Consortium has consulted the beneficiary institutions on the proposed activities and it has received input on their relevance and priorities.

Thus, the overall design of the Program, its budget, activities and workplans are initially aligned with the work, priorities and systems of the beneficiary’s institutions in a logic of ownership;

This approach used by ECES and its partners to increase local ownership seems to be one of the determinant factor for the performances of the entire program while lessons learnt from previous governance programs in Jordan demonstrated in some components a low level of performance due to the lack of commitment/ original involvement from some of the beneficiaries’ institutions²⁹.

The adoption of a flexible approach to changing circumstances is also a determinant factor of success particularly in a country going through a thorough institutional reform process. This positive evaluation of Eu-JDID flexibility also applies to the recent revision of the workplan of Component 3 by MoPPA.

During the third round of Steering Committee Meetings (September- October 2019) the activities of the three components were reviewed and validated with the beneficiary

²⁴ Policy paper N 2 By Abdullah II ibn Al Hussein - 16 January 2013 (Making Our Democratic System Work for All Jordanians)

²⁵ Third Policy paper By Abdullah II ibn Al Hussein 02 March 2013 (Each Playing Our Part in a New Democracy)

²⁶ Third Policy paper By Abdullah II ibn Al Hussein 02 March 2013 (Each Playing Our Part in a New Democracy) in which the king has publicly pledged to increase to parliament’s democratic position

²⁷ This is the fourth in a series of discussion papers His Majesty King Abdullah II (Towards Democratic Empowerment and Active Citizenship)

²⁸ This is the Fifth Discussion Paper By Abdullah II ibn Al Hussein 16 October 2016 (Goals, Achievements and Conventions: Pillars for Deepening Our Democratic Transition)

²⁹ Previous support to the Electoral Dispute Resolution implemented by the UNDP / extract from the final evaluation



institutions to harmonise the relevance of the activities with their specific needs. Some of the activities and sub activities were expanded, others were confirmed, others were designed as new activities and others cancelled.

In the original design of the Program, as per the Financing Agreement (FA³⁰), there is an unequal distribution of resources between components. This specific issue has been raised by MOPPA which component was originally allocated of 1, 300, 000 M Euros, comparing to the 4, 200, 000 M Euros to support the IEC, and to the 6, 500, 000 M Euros to support the development of the HoR.

The main assumptions that lies behind the unequal distribution of resources among components is that:

- each allocation is aligned with the specific nature of support required for the implementation at the time of the design (investments and equipment for the modernisation of the Parliament³¹, purchases to support to electoral process and electoral operations, services for the component 3)
- the design of the program might have intentionally give priority to the consolidation of the democratic institutions of the country (HOR and IEC)
- While the development of the Political Parties is highly relevant and has been mentioned several times in the King Abdullah Policy papers, the resources allocated to the component 3 are substantial enough to deliver the expected outputs as per the initial Project document.

In conclusion, the original design of the Program is highly relevant. The program is in line with the European Neighbourhood Policy (ENP), with the national policies, and it is aligned with existing work, priorities and systems of the beneficiaries' institutions particularly for the support to the HOR and to the IEC. While some of the needs evolves over time, particularly in the component 3, the Program demonstrates a very flexible approach to adjust to the needs and priorities of the beneficiaries. The distribution of resources among components is obviously based on an original need assessment of each key area of intervention, and the issue of re-distribution of resources which is very complex, could impact negatively the whole balance of the program.

3.2 Effectiveness - Support the House of Representative (HOR)

Under the program, a total amount of 6, 500, 000 M EUROS has been allocated to support the implementation of the 1st Component called 'Parliamentary support'. The component 1 represents 54% of the allocation of the resources of the Program. This component is implemented by WFD and it aims at supporting the effective functioning of the HOR through training workshops, sharing of best practice, and the delivery of modern and functional equipment's.

³⁰ As such, distribution of resources is reflected in the project proposal as well as in the agreement between members of the consortium (consortium agreement)

³¹ During preparatory meetings, the Consortium has consulted with the Parliament on the proposed activities and it has received input on their relevance and priorities. Therefore, the HoR has expressed the importance of ICT as priority activities

Despite few difficulties encountered in the component 1 at the beginning of the Program such as the late recruitment of the Head of component, the current level of implementation demonstrates a good level of effectiveness in this key area

Difficulties encountered into the implementation since the signature of the agreement/Specific challenges:

The recruitment of the project team suffered from delays

This impacted somehow the level of implementation which was slow during the first month of the project. During that period, short-term experts were engaged to fill the gaps. In this context a first workplan was designed which was apparently too ambitious according to the implementation schedule. The Head of the Component was recruited in April 2017, but he was fully available for the Project after October 2017. His availability seems to have been a factor that supported an acceleration of the implementation of the activities. The work plan was reviewed in joint efforts between the expert and the Secretariat General to provide a more realistic timeline of implementation.

The procurement process of the new Conference and voting system was very complex and a little bit slow³² according to the beneficiary institution. This might be an indicator of the existence of a structural problem at the PMU which needs to be reinforced to overpass the complexity of the procurement process within the Program and accelerate the deliveries.

In addition, given the success story of the installation of the E voting system at the HOR, the EU Delegation³³ expressed some concerns about the fact that the visibility of this activity had not been sufficiently exploited by ECES group and its partners. In return, the project management provided the information that the visibility for the e-voting system has not been pending and that the implementation of the visibility attached to the e-voting system included:

- Submission of concept note: August-September 2018
- Contracting of videographer: 18 October 2018
- Filming (Dismantling- Installation): 21 October 2018 – 22 December 2018
- Editing (on-going)

The support to the development of the capacity of the HOR is one of the area where there are several IDP's intervening with their own programs and activities (NDI, IRI, UNDP, OECD, the World Bank, IPU, CPA and other organisations working in support of Parliaments). The implementation of the project gives the impression that the project maintains good relationships with the other IDP' to avoid duplications and the overlapping of activities, but that there is not enough coordination among the components of the Program to enhances possible synergies. This particular aspect regarding the implementation and which concern all the components of the Program has been raised during a Program coordination meeting which took place the 5 of November 2018.

³² The procurement had to go through a lot of administrative burdens

³³ Attaché - Aid Coordination, Quality Support & Governance /Delegation of the European Union to the Hashemite Kingdom of Jordan



There are currently no major difficulties encountered for the implementation of the component even if the availability of the MPs for the activities is sometimes challenging, and that technical departments of the HOR are not always fully available to discuss the concrete content of activities.³⁴

Since the beginning of the project, the project is providing operational and advisory support to the HOR. Due to the recruitment processes related to the availability of specific parliamentary expertise within WFD circuits, activities kick started in October 2017. There are very clear lines of communication between the Project and the Secretariat general who oversees 17 departments³⁵, for a total of more than 600 staff members and the HOR Human resources seem very committed to the project. According to the financing agreement, the HOR was supposed to provide an office to the Component 1. The breach of contractual obligation by HOR was duly addressed both by EU-JDID and EU representatives, but without success. Currently, the project's team work from an office that is not imbedded at the HOR³⁶, but this does not seem to affect the level of implementation.

During the evaluation process, the members of the beneficiary institution reported their level of satisfaction with the quality of the assistance provided by WFD which is mobilizing 6 staff members to support the implementation of the activities. The purchase of the Conference and voting system and of the tablets are perceived as great achievement by the beneficiary institution to pursue the modernisation of the parliament.

To date under the 6 identified areas of interventions planed in the financial agreement, the component 1 has been able to engage in 4 key area which are already implemented and demonstrates a good level of effectiveness:

- (1) The enhancement of the Capacities of the HOR 's Secretariat and human resources³⁷
- (2) The enhancement of the legislative and oversight function process, committee system and HOR's research capacities³⁸

³⁴ such as activities related to post-legislative scrutiny.

³⁵ The HoR is, composed by 130 MPs including 20 women and 74 newly elected MPs (56%), is coordinated by a secretariat headed by a Secretary General, who oversees 17 departments¹⁷, for a total of more than 600 staff members

³⁶ It is a breach of the formal agreement

³⁷ Parliamentary Service Annual Survey for 2018 was conducted in April-August 2018, and a final report produced in September. A draft Multi-annual Training Plan for the period 2018-2021, accompanied by a HR training policy was delivered to the Human Resource (HR) Department and five workshops with directorates and departments were carried out to support the implementation of the training plan, and a seminar with HR staff on the role and visibility of HR was organized. A detailed outline of the Staff Handbook was developed with the programme's support. The Component developed the Directorates Manual Template after that the Secretariat of Parliament was reorganized in November 2018.³⁷The Component organized a team building exercise for the Heads of Directorates and a Development Plan was supported by the Project³⁷With the programme's support, the Guidelines on development process of the HoR Annual Work Plan were developed. The Component worked on provision of English Language classes for parliamentary staff, as requested at the Board Meeting in September 2018.The Seminar on the best practices for conducting individual performance appraisal took place in December 2018

³⁸ Draft Outline of the Handbook on Committee Processes was developed. Based on the outline, draft text of the Handbook was completed in December 2018, 11 coaching/ on-the-job training sessions were held in August/December 2019, Uniform templates for Agenda of a committee meeting, Uniform templates for



- (3) The strengthening the HOR 's role in budgetary and financial oversight³⁹
- (4) The installation of a new conference and voting system⁴⁰.

The strengthening of the Parliamentary blocks and the improvement of HOR's awareness raising and outreach activities toward citizen and media coverage of HOR 's activities are planned to start in 2019.

In conclusion, several factors are currently contributing to the good level of implementation of the component:

- The strong relationships which have been built between WFD⁴¹ and the HOR prior to this Project, to support the establishment of the first ever parliamentary Legislative Studies and Research Centre (LSRC)⁴² which was finalized in 2014;
- The Actions conducted by the Project which are aligned with the previous support provided by WFD which is notoriously famous to have engaged the HOR into a comprehensive and strategic reform process into the HOR;
- The participation of the beneficiary institution to the project at an early stage of the design places a high value on ownership and it contributes to supports an effective collaboration between the Project and the HOR to deliver the activities of the EUJIDID programme in a conducive environment.

In conclusion, even if the Program suffered from delays, due to the late start of activities, the issues encountered have been addressed and solved and the level of implementation is currently good. We have clear indicators that to a certain reasonable extend, the project will catch up with the initial expectations in the level of deliveries.

3.3 Effectiveness – Support to the Independent Electoral Commission (IEC)

Under the program, a total amount of 4, 200, 000 M EUROS has been allocated to support the implementation of the component 2 called 'Electoral Assistance' and contributing to 'elections

Minutes of a committee meeting, social Media plan template, Committee Handover Note template were developed. One workshop was run in May 2018 on mechanisms and tools for committee oversight was held. Comparative research on regional best practices for Parliamentary Questions is an activity under development. Support to the Legislative Studies and Research Centre (LSRC) has proceeded smoothly. Support to the HoR Library began with an assessment of the Library conducted by a short-term expert in May. The resulting mission report provided a detailed Library policy and plan of action for implementing changes.

³⁹ Analytical study on budgetary oversight in Jordan has been produced. It should support strengthening of HoR budgetary oversight, Secretariat duties of in financial and budgetary matters, and review of the legal powers for effective financial oversight. Based on the analysis, an Action Plan is to be developed and start implementation in 2019

⁴⁰ New Conference and voting system were purchased, installed and operation by the end of 2018 (budget 1,5 million Euro)

150 tablet computers for MPs and staffers were purchased and are fully operational and used E-Parliament strategy developed and approved by HoR. Implementation is ongoing. Purchase of Library and Archiving systems finalized (budget approx. 100,000 Euro)

⁴¹ EU/ WFD joint program

⁴² The Jordanian Parliament's research centre provides an essential service for Jordanian MPs in conducting their legislative and oversight roles



conducted in a professional, transparent and credible manner. The component 2 represents 35 % of the allocation of the resources of the Program. This component is implemented directly by ECES and it aims at supporting the development of the capacities of the IEC through training workshops, sharing of best practice, and the delivery of equipment.

Difficulties encountered since the signature of the agreement/Specific challenges:

- The signature of the contract between the EU and ECES led Consortium was delayed of three months ⁴³ (signature 25 April 2017 instead of the initially planned 31 January 2017). This delay happened at a time when the IEC was preparing itself to organize for the first time⁴⁴ local elections (Municipal, Local Council, and Governorate Council elections) which were scheduled the 15 August 2017.
- In addition to this challenge resulting from the ongoing institutional reform process which started in Jordan since 2012, the project was confronted with the handover of the activities of the UNDP in a very complex situation where the UN agency was running out of funding (and running out of influence at the IEC⁴⁵) to provide a substantial support for the electoral operations of the local elections.
- During the same period, USAID decided to provide funds directly to the IEC instead of funding IFES to provide technical assistance to the election commission. This also decreased the available external technical support previously provided by IFES.

Therefore, before the signature of the contract, the IEC requested ECES' engagement in the 2017 electoral process which was beyond the original project scope. In addition to this, ECES ensured full engagement of key personnel, including the Project Director/Senior Electoral Expert.

This also resulted in increased support to the IEC through contracting staff not initially foreseen in the project proposal to support the electoral process.

The mobilization resources to support the local elections was approved by the EUD, both EUD and ECES keeping a flexible approach to adjust to the needs of the beneficiary institution.

According to the beneficiary institution, it seems that the PMU was able to deliver on time the expected deliveries even in short notice during the election period. However, the IEC would

⁴³ Due to several constraints including administrative burdens in the EU side

⁴⁴ As per the newly introduced 2015 Decentralisation Law, which forms part of a decentralisation initiative taken by the Kingdom in order to decentralise power and deepen democracy in Jordan. While the last municipal/local elections were administered by the Ministry of Interior, the amendment of article 67/29 the Jordanian Constitution extended the mandate of the IEC: "An independent elections commission shall be established by law to administer the parliamentary and municipal elections and any general elections in accordance with the provisions of the law.

⁴⁵ intra-personal difficulties between the IEC and the UNDP CTA



appreciate more rapidity in the procurement process and more flexibility on procedures. In view of the difficulties overpassed by the IEC with the support of the Project during that critical period of elections in which timeline is a valuable factor for the success of the electoral operations, with the acknowledgement of ECES operability⁴⁶, the relationships between the electoral Commission and ECES have been marked by mutual confidence.

Overall, the beneficiary institution expressed its satisfaction about the partnership with ECES and particularly with the methodological approach, which is pursued by the Head of the Consortium to implement the activities.

Clear priority is given into an effective ownership of the beneficiary institution, but also into the effective transfer of capacity to the human resources of the IEC. In this project, the IEC marked its satisfaction not only because the Institution at the policy level of the EMB's is statutory part of the decision-making process of the Program at the Coordination level with a participation to the Steering Committees and to the Coordination Committees, but also at the level of the implementation. Therefore, priorities between the project and the Commission are regularly discussed within the Commission at the technical level. According to the IEC, this is a very positive change comparing to the project conducted previously by the UNDP⁴⁷ at the IEC which decreased the level of effectiveness of some of the key areas. This methodological approach is aligned with the findings and recommendations of the final evaluation of the "Enhanced Support to the Independent Electoral Commission and the Judiciary in Jordan (2016-2017)" ⁴⁸ which was conducted in May 2018.

The development of the capacities is provided through a variety of innovative learning tools and instruments, experimented and implemented by ECES into many countries worldwide. This project is implemented along the lines of the European Response to Electoral Cycle Support Strategy (EURECS)⁴⁹ which is an innovative delivery mechanism intended to implement electoral and democracy assistance activities that are consistent with European values and EU policies. This specific methodological approach is seen as an innovative approach but also as an added value by the IEC to support the development of its long-term capacity to conduct credible and transparent elections and enhance their current existing skills.

⁴⁶ On 21 August 2017, the IEC sent a letter to the EU Delegation (in Annex), where it presented its gratitude to the project team for their support during the election process

⁴⁷ This Action was called "Enhanced Support to the Independent Electoral Commission and the Judiciary in Jordan (2016-2017)"

⁴⁸ **The IEC is demonstrating an increasing demand of leadership regarding the implementation of its electoral operations** "Although the institutional capacity of the IEC and the expertise of its human resources have improved considerably since 2012, under the influence of international experts, who have tried to demonstrate best practices to be adopted mostly during the elections periods, many interlocutors have pointed out that the commission showed the last years an increasing demand of entire leadership on its electoral process. Extract from the findings of the Evaluation of supporting the political and electoral reform process in Jordan / Final Report Jordan 24-07-2018.

⁴⁹ EURECS adopts an inclusive approach towards a wide range of electoral stakeholders in order to ensure comprehensive and sustainable actions and it is built to help prevent, mitigate and manage electoral related conflicts



Within the technical departments of the IEC, there is an important level of interest of the Human resources to become certificated against ISO standard⁵⁰. ISO certification process is another instrument implemented by ECES following specific training and certification received by OAS IEAD to ECES personnel.

The IEC showed high interest for the Leadership and Electoral Management Skills for Electoral Stakeholders (LEAD) training focusing on IEC leadership and management of electoral processes.

To date under the 4 identified areas of interventions planed in the financial agreement, the component 2 has been able to engage in 3 key area which are already implemented and demonstrates a good level of effectiveness even if the ISO certification process suffers from a slight delay partly due to the limited availability if IEC staff members which have been mobilized for the organisation of the elections of the Industrial Chambers Board of Directors' Elections⁵¹(2018).

The key area which have been implemented are:

- (1) IEC's institutional and human resources capacities are enhanced⁵²
- (2) Legal, technical and operational capacities of IEC are reinforced⁵³
- (3) IEC outreach strategy and relation with stakeholders, including women and youth are strengthened and the quality of media coverage of electoral process is improved⁵⁴

The assumption is that the current workplan plan underestimated some of the constraints of conducting activities of capacity development, and conducting at the same time the organisation of elections (local elections 2017, Municipal, Local, and Governorate Councils

⁵⁰ In April 2018 the IEC commenced the ISO Standard 9001/17582-2008 and 2014 certification process. Support to the IEC ISO certification process is one of the cornerstone activities of the programme. <http://www.eces.eu/iso-certification>

⁵¹ It includes Irbid Chamber of Industry, Zarqa Chamber of Industry and Amman Chamber of Industry.

⁵² *ISO Certification process: to date, ECES has developed 43 various processes of ISO certification, and 11 senior staff have been certified as auditors and 24 staff have been trained as ISO facilitators. The final certification is expected to happen in March 2019; Procurement of ICT material for IEC (equipment for enabling the social media teams); soft skills training sessions for the IEC staff, legal , operational support and advises, support the management of the IEC warehouse and training staff, research papers on various issues, finalizing of the digitalization of the candidacy registration, equipment of the training halls at the IEC with all requirements, support to the establishment of a risk management matrix*

⁵³ Support the operations of the local elections (support of the operational plan, support to the mechanism of candidate registration ,support of the design of ballot papers -support the electoral day preparation & operations , a lot of technical advises as added value to the existing IEC knowledge like the use of gymnasium and town hall as Polling centres and the introduction of standard operating procedures to ensure a smoother voting process.), a training need assessment was provided, training of staff of IEC and elections committees, design of the electoral atlas.

⁵⁴ Communication plan established, support to a door to door campaign and voter education campaign and awareness raisin including towards women/youth, analysis of the 2013, 2016 and 2017 elections in terms of turn out by age, gender and polling centers, establishment of the new outreach /Civic education plan, training media " media electoral coverage", outreach for civil society organizations, support to the Awareness campaign for the new decentralisation law



Election for Muwaqqar Region in 2018, elections of the Board of Directors of the industrial chambers and the representatives of the industrial sectors 201855...)

Even if the activities of the component (2.4) “Electoral dispute resolution process” have already started, it seems that most of the activities will take place in 2019 with the training of judges and lawyers throughout the whole year. The level of effectiveness of the activity will be an indicator to assess the commitment of the judiciary working with the IEC through the Program while the previous project conducted by the UNDP failed to support this key area⁵⁶.

There are currently no major difficulties encountered for the implementation of the component 2. IEC is expecting from the PMU the delivery of the network security system and the library system.

To the countdown of the next parliamentary elections which will take place in 2020, one of the best practises to adopt for such a program would be to organise a pre-election need assessment specifically targeting the capacity of the IEC staff to organise the forthcoming elections.

Several Issues were raised by the EUD in Jordan about the implementation of the program which require attention:

- a) The “clarification “of the statute of the Head of Component who is holding two positions within the project and one outside the project (as Head of component and Senior Program advisor and officer in charge when the current Programme coordinator is not in the Country and technical advisor of the IEC Chairman).

Ostensibly, under the previous UNDP project, the actual Head of the component was hired by the UNDP while in the same time he was carrying the title of “advisor to the IEC Chairman”. Both for the UNDP and for ECES, this dual position provided significant benefits to pursue their primary mission which was to support the development of the IEC. The presence of the “technical advisor “imbedded into the IEC reinforced a fast decision-making process and smooth relationships between the project and the IEC.

Therefore, this dual statute seems to have been validated over time by the two implementers funded by the same donor (EUD). There is no evidence that this dual activity is incompatible, as long as ECES and its partners are pursuing the same objective as the IEC and as long as the expert is getting only one source of incomes from the Project as head of component. Thus, this situation can be considered as an added value to support a smooth implementation of the activities.

On the other hand, the cumulation of positions of the expert within ECES led consortium at different level of management, even if it is cost effective, is not perceived as a good practise by some individuals, because of a perception of conflict

⁵⁵ Amman Chamber of Industry (1209) voters, in Zarqa Chamber of Industry (202) voters and in Irbid Chamber of Industry (331) voters.

⁵⁶ The judiciary demonstrated a level of reluctance to engage with the project. (extract from the final evaluation of the Evaluation of supporting the political and electoral reform process in Jordan _ May 2018)



of interest involving ECES decision making process/ coordination within the management of the Program and the beneficiary institution's primary interests (IEC).

The chapter is concluding with a recommendation in order to avoid any risk of perception of conflict of interest and even though the contract was allocated to the ECES led consortium that presented this management structure, the Head of the component 2 should be in charge solely of his component and not having any kind of activity related to the management or the coordination of the project.

- b) The implementation of the EUEOM recommendations of the 2016 parliamentary elections.

The updated indicator of the logical framework target "Adoption of EU EOM recommendations from 2013-2016 related to the Electoral Managements Body: progress on 12 out of 12 and at least 6 fully implemented ". With regards to this, it should be noted that EU-JDID is a grant contract that has been awarded to ECES-led consortium on the base of a set of agreed activities and an approved budget. As such, the objectives and activities of the project were mostly pre-identified by the EU via the guidelines of the call. With regards to the EU EOM recommendations, the Financing Agreement (FA) states that the Project is responsible for tracking the implementation of the recommendations (Pg. 7), which is the responsibility of Jordanian sovereign institutions.

The ECES-led consortium's proposal underlined that the implementation of the EU-JDID project would have been done following ECES copyrighted approach called "A European Response to Electoral Cycle Support - EURECS". In the Internal Review Report, ECES-led consortium affirmed to be surprised to be confronted with a questioning as to whether the project is doing enough to facilitate the implementation of the recommendations of the EU-EOM. In this context, during the Consortium Meeting of 5th of November, consortium organisations agreed that EU-JDID should not be assessed on the basis of the status of implementation of EU-EOM recommendations. Assessing EU-JDID's performance under this lens leads to a partial/limited overview of achievements and results. ECES reaffirmed to EUD its readiness to support the EU and national partner institutions and potentially re-orient the project activities. At this stage, ECES led consortium expects from EUD and EU services in Brussels detailed indications about the activities to be organised by the Project to support the implementation of EU EOM recommendations, knowing that the revision of the workplans are subjected to the approval of the Steering Committees

To date the EU-JDID program has submitted three analyses of the state of implementation of the 33 recommendations of the EUEOM report, in August 2017, November 2017 and another one in April 2018. Currently, a large number of activities developed by the EU JDID Program aim at supporting the IEC to adopt best practises and standardized norms into the conduct of the electoral process. Therefore, the Program is very instrumental to address the specific issues raised into the EU EOM recommendations report as long as they can be addressed at the technical level at the IEC. Conclusively, at the technical level, the skills provided are expected to inform future IEC executive decisions to support the implementation of the electoral process and therefore enhance the transparency of the whole electoral process.



In 2017, the European Court of Auditors⁵⁷ made an analysis of the nature EUOM recommendations in Jordan and stated that “most of the recommendations should be addressed to the government” due to the fact they require either a Constitutional change, either a change into the electoral law.

Particularly, in the sensitive context of Jordan, where reforms have been initiated very gradually, and where Jordanians authorities affirm that “they want to develop their own democracy⁵⁸” these priorities issues⁵⁹ which are political by nature go far beyond the mandate of the technical assistance provided by the Project⁶⁰. This raise the issue to which extend the electoral assistance of the Program can support the implementation of recommendation, if they involve legal issues, without taking major risk of being perceived by the host country as interfering into its sovereignty.

This point is very sensitive and it requires an involvement of the EUD through the opening of a political dialogue with the authorities of Jordan. To date, it seems that three out of 15 priority recommendations have been addressed so far and those are related to the improvement of process by the Electoral Managements Body

The recommendations issued by EOMs can be instrumental in improving future elections and, more broadly, can be a crucial element in the deepening of democracy.

However, it has to be noted that, the issue concerning the implementation of EU-EOM recommendations has not yet been defined by national institutions and ECES and its partners confirmed their readiness to adapt activities in line with partner institutions’ needs and priorities.

In such a sensitive context, it is advisable that the EUD and EU-JDID Project management strengthen their relationships and see how they can impulse further in a joint action the EU EOM the required amendments and engage into a consultative process with national stakeholders, including Parliament, Election Management Body, political parties to foster greater national ownership of the recommendations.

With such a context, the follow-up of EU EOM recommendations cannot be considered as one of the main indicators of progress on the EU-JDID program while a variety of obstacles and challenges impede the implementation of EOM recommendations.

In another hand, it is important to mention that the Jordanian CSO’s⁶¹ who observed the 2017 local and municipal elections provided a report which stated that “the management of the elections themselves showed progress in terms of improved accountability and transparency

⁵⁷ It assessed the support provided by the European External Action Service (EEAS) and the European Commission for the implementation of the recommendations of EU Election Observation Missions to host countries

⁵⁸ Extract from interview with the MOPPA

⁵⁹ As per the EUEOM classification of the final report

⁶⁰ even if the reforms can improve the electoral process an support the adoption of international standards

⁶¹ RASED report 2017 Local and municipal elections. The Jordanian NGO Al Hayat Center-RASED, run by Dr. Amer Bani Amer, as part of its elections monitoring program, deployed over 2250 observers at polling centers and stations spread across Jordan.



through the whole process”, but that” a number of violations occurred, due to poor management of the voting process”.

Therefore, it seems that there is a room for improvement which has been identified into key areas such as the allocation of voters, campaign finance, results managements which can be addressed by the IEC without going through the reform of the legal framework.

In conclusion, the Project continues providing continuous and comprehensive support to the IEC, by delivering technical assistance and advice through project personnel, ECES HQ, and through seconding staff to the IEC, as well as supporting the IEC in carrying out activities which some were unforeseen in the project proposal (operational support to the local elections). The project should continue focusing on youth and gender strategy as they are emerging issues in the country.

3.4 Effectiveness Support to the Political Party System (MoPPA and political parties)

Under the program, a total amount of 1, 300, 000 M EUROS has been allocated to support the implementation of the component 3 called ‘Support the Political Party (PP) System’ which contributes to democratic governance and policy making, in particular in the HoR.”

The component 3 represents 11% of the allocation of the resources of the Program.

This component is implemented by NIMD, which is a Dutch organization actively involved in supporting political actors from across the political spectrum, and empowering politicians to contribute effectively to sustainable development through various for the various capacity-building exercises.

Difficulties encountered since the signature of the agreement/Specific challenges:

Despite the fact that the project has built excellent relations with the beneficiary organization, and therefore has had several productive interactions with MoPPA to discuss project priorities and planning, some issues have emerged:

There is no Head of component 3

NIMD appointed in January 2018 a HOC whose contract was not renewed on the basis of his nationality (American nationality) after 3 months of work. Another recruitment process was set in motion. A highly qualified candidate was identified but was rejected by MoPPA on the grounds that they wanted a local HOC (she was Lebanese).

The position is now vacant since April 2018.

MoPPA insisted on hiring a local HOC and not an international one. This matter was extensively discussed between the EU Ambassador in Jordan with HE the minister of MoPPA. The conclusion was to hire a local HOC. The post was advertised, applicants’ CVs were filtered, and the short list was interviewed but non-selected. An agreement was reached between the EU, NIMD, and MoPPA to head hunt for a local HOC and MoPPA indicated that they will send their own nominations (they later nominated a person who was previously rejected in the first round of recruitment). Currently, there is a headhunting process in place and ECES informed



that they will this time participate actively to find a solution on the HoC or propose to reallocate the HoCs funds to project activities within he component 3.

In the interim for recruiting a HOC, an expert, Eugene Van Kemenade, was deployed by NIMD, in addition to Jerome Scheltens, to provide full strategic guidance to MoPPA. In addition to extra working hours deployed by the two Technical Advisors and the direct involvement of NIMD HQ represented by the MENA program Manager.

Overall, the vacancy of the position has got a limited negative effect on the direction of the whole component considering that the activities of C3 were not impacted by not having a Head of Component. This is a result of the proactive work that the team as well as NIMD representative has done.

However, MOPPA could have benefited from ongoing daily guidance and technical advises to make choices and take the best possible options to support the development of political parties.

On the EU side⁶², there is an expression of interest that the Project recruit a Senior Expert which possess extensive comparative international experience in order to be able to provide international expertise to MoPPA. The low participation of political parties in the last local elections and other issues confirms the necessity to strengthen the capacities of political parties and to provide MoPPA with the necessary tools to work with them. Therefore, in the Jordanian context where political parties were banned for more than 30 years⁶³ it is questionable whether the country has got enough high qualified experts with a strong expertise in dealing with political parties in the region.

Therefore, it is advisable for the project to recruit a head of component in the best delays and not to give any unnecessary restriction considering the requirement of nationality and give all potential qualified applicants, even foreigners, a chance to apply as long as he/she is familiar with the cultural context and as his/ her experience support an effective transfer of skills. While it is a sensitive issue, a solution might be found on the EUD side through a political dialogue with the Jordan Ministry.

⁶² Lastly, the implementation of activities for Component 3 requires the recruitment of staff, part of which has been finalised and part which is still being carried out, in consultation with MoPPA and the EU Delegation

⁶³ The political parties were banned from 1957 to 1992



The technical assistance provided to political parties is fully channelled through the MoPPA

Through its Mandate, MoPPA is centralizing all activities related to the development of political parties 64 .Therefore, all trainings including these which aim to support the development of the capacities of the political parties are organized in cooperation with and through MoPPA

This channel to deliver technical assistance is perceived by NIMD as a limitation of the scope of its interventions toward political parties. Therefore, one may wonder whether the support provided to political parties could be done directly without the MoPPA. Given the highly sensitive nature of this technical assistance, the current design of the Project and the context of the Action65, it might be difficult to convince the MOPPA to accept in such a project that NIMD engage directly with political parties.

The implementation of the annual workplan was on hold since September 2018

MoPPA requested to put on hold the activities related to political parties starting from 13th September up until 30th of November (2 months and 17 days) to tailor this part of component 3 to become more effective and relevant to the needs of political parties and those towards political developments in Jordan in general. In particular, it seems that MoPPA would like focus on issues such as political education for the youth, parties funding, development of a culture of pluralism and dialogue within the program of political parties⁶⁶.

The request was discussed during the Steering Committee Meeting and Coordination meeting with the presence of the EUD. It is worth noting that MoPPA in cooperation with Component III continued with the activities regarding the capacity building of MoPPA staff where a 3-day workshop for MoPPA staff was conducted on strategic planning and key performance indicators (October 2018). During the month of December, 2 activities have been implemented (1st session of the 2nd class of young political and civic actors and workshop for all registered political parties on Manifesto Development).

Concerning the relationships with the MoPPA, NIMD expressed its concern (respectfully) about a certain lack of commitment shown by the MoPPA towards the implementation of some of the activities⁶⁷of the Program in some circumstance. This leads back to the fact that

⁶⁴ On the governmental side, the Ministry on Political and Parliamentary Affairs (MoPPA) is the ministry in charge of liaising between Government and Parliament, following-up on the draft legislation referred to the latter, on the work of parliamentary committees and on parliamentary questions. It is also the ministry in charge of the registry of political parties, chairing the inter-ministerial committee created to this effect. The Ministry is in charge of ensuring dialogue and communication with political parties, civil society organisations and society at large; It is also the ministry in charge of registering political parties and it has been a key factor in the recent reform of the political party system

⁶⁵ The expansion of some of the Political parties in Jordan somehow is perceived as a threat to the monarchy.

⁶⁶ In a recent speech of 19 December 2018, the Prime Minister of Jordan Razzaz stressed the importance of enhancing the role of political parties in boosting a culture of pluralism, dialogue and acceptance of the other

⁶⁷ As for the training of young political and civic actors, there has been a constant change in the composition of participants due to some members leaving the program and new (replacement members) joining the training at later stages.



it is necessary to consider that MoPPA operates within a complex political context this leading to slower decision-making process, which maybe construed as “lack of commitment”.

A certain level of misunderstanding expressed by the partner institution toward the global budget allocation within the Program

According to MOPPA, the Ministry had not enough visibility on the initial budget allocation. Therefore, there is a certain level of misunderstanding why the component has got only 1.3 million Euros allocation to be spent in 4 years’ time while other components got more. For the Ministry, the original amount allocated is not sufficient and the MoPPA expressed interest to have “more control over the resources”.

The delay of the procurement is fuelling somehow the dissatisfaction of the MOPPA

At the beginning of the program a need assessment was carried which identified the procurement of technologies. Then, the purchase of the archiving system emerged in March 2017⁶⁸ as one of the emerging requests of the MoPPA. Concerning the archiving system, there were many factors behind the cancellation, the most relevant one being that the submitted offers were above the limit of the allocated budget and change in the technical specifications from MoPPA. .

However, despite these problems identified, through the support of the mobilization of the experts, the contracted technical advisers, and the proactive approach of the NIMD Program Manager, the project has been able to engage and deliver the expected support as per the workplan into the main three areas of interventions:

- (1) Citizens' capacities, in particular of women and youth, to engage in political parties as well as political parties' capacities to produce sound program and policy positions are enhanced⁶⁹

⁶⁸ Extract from the annual report EU - JDID: “The programme delivered to the Ministry a roadmap for the development for the political party management system, with a system flow and mock software. However, for internal purposes the Ministry decide to purchase an existing political party access database from the Royal Center for Information Technology. Instead, the Ministry requested the delivery of an archiving system, which is particularly useful to complement the existing political party management system which does not have a document management system to store documents related to political parties. The programme has prepared terms of reference for the Archiving system with the cooperation of the Ministry and will commence with its procurement

⁶⁹ As part of the Training of young political and civic actors to engage in political processes, the project conducted a training session for approximately 55 young political and civic actors on 26 May. The training, focused on the topic of women in politics. NIMD in september 2018 a consultative meeting on Jordan’s National Action Plan for Human Rights (NAP). The meeting is the third in a series of meetings aiming to engage the political parties and civil society organizations in dialogues to discuss national matter. The annual Young Political and Civic Actors Training Program is implemented smoothly (the local youth engagement with Prime Minister in Jordan the 12/03/2018), strengthening of the capacities of political parties in manifesto development; the programme conducted a 2-day workshop on financial management for political parties on 16&17 April, with financial managers from political parties and MoPPA staff from related departments. All political parties were invited to participate. Representatives from 37 political parties participated in the training and 11 MoPPA staff, and 21% of participants were women.



- (2) Inter-party dialogue is held and interaction and coordination between political parties and blocs in the HoR are strengthened⁷⁰.
- (3) The capacity of the Ministry of Parliamentary and Political Affairs (MoPPA) to implement its mandate relation to parties and to facilitate a political party system conducive for political party Development is strengthened development.⁷¹

70 inter-party dialogue and political party policy dialogue exercises. A Training of Trainers (ToT) was organised on 29-30 January to strengthen the capacity of MoPPA staff, the Political Party Affairs Committee and representatives of research centres with relevant experience, on party coalition building and mergers between parties. Twenty-four participants attended the workshop, of whom 19 were MoPPA staff, and 37% were women. Three workshops on financial by-law with political parties were organised in collaboration with MoPPA on 11, 16 and 30 October 2017. Up to 140 participants, representatives of 39 political parties participated in the workshop.

⁷¹ The programme carried out an assessment of the Ministry's ICT infrastructure (ICT needs of MoPPA: HR system, PP system, NGO system, front desk, website etc), the programme provided technical expertise to support the Ministry in the development of its Multiannual Strategic Plan 2017-2020. A three-day workshop was conducted on 13, 18 & 19 February 2018 in order to train 22 MoPPA staff (of whom 36% were women) on Key Performance Indicators (KPIs) to complement the adopted above-mentioned Multiannual Strategic Plan of the Ministry. Training of MoPPA staff on Monitoring and Evaluation of Political Parties' Performance. A three-day workshop was conducted in order to build the capacity of MoPPA's staff in monitoring, evaluating, and measuring the performance of political parties based on clear methodology and criteria. While the Ministry is in the process of issuing a new by-law on State Subsidies to Political Parties, the project supported the Ministry in facilitating three workshops with the 47 registered political parties in order to discuss the potential modification of the by-law that regulates state subsidies to political parties, the Project. For this purpose, it was decided to carry out a two-day workshop with high level officials from political parties and MoPPA staff to introduce the scope of the programme. An international expert introduced to participants a series of tools that can be utilised and employed by political parties on topics such as voter education, strategic planning, manifesto development, inter-party dialogue etc., which are in line with the programme's activities and main objective, the programme organised an event to celebrate International Women's Day in cooperation with the Ministry (in line with *sub-activity 3.3.1.2*). The event, that took place at MoPPA premises celebrated the achievements of 70 women leaders under the slogan 'Because of all of you, the political society grows bigger;



The overall implementation of EU-JDID can benefit from enhanced internal synergies. In particular, the effectiveness and efficiency of the Inter-party dialogue within component 3 can gain a lot from interactions and coordination with the component 1 (Parliamentary Support).

In addition, the EUD suggest that jointly organized activities would encourage the MOPPA and particularly the Ministry to participate more in this type of interactions with the other institutions.

To reinforce the ownership of the political parties, the program is expected to contribute to the consolidation⁷² of the political party system and seek to enhance its relations with Parliament, the IEC and other stakeholders.

This issue needs to be addressed at the management level of EU-JDID to impulse the enhancement of internal communication mechanism and share information's about each aspect of the components (plus the transversal activities), where synergies can be foreseen. In its role of consortium leader, ECES informed the evaluator that consortium organisations agreed during the Consortium Meeting of November 2018 to enhance internal communication and collaboration as well as to strengthen synergies among components also hoping to count on the collaboration with the EU Delegation

In conclusion, while Jordan is trying to revive the role of political parties which are facing numerous challenges ⁷³after 30 years of banishment, the support provided by the Project is highly relevant, but it is facing some difficulties such as the ones encountered to recruit a Head of Component. While this issue seems complex, it is advisable that the EUD provide support to the component through political dialogue with the Ministry. A qualified expert with a strong international expertise should be able to provide a strong guidance to MOPPA which then can adjust its priorities with a more confident (and collaborative) approach toward what the Project can achieve in term of development of the capacities.

To date the issues encountered have not really affected the level of implementation due to the active support of NIMD management and the engagement of contracted technical advisors to keep the activities on track according to the work plan (Only one sub-activity is delayed, out of 12 activities and 25 sub-activities to be implemented)

⁷² Mitigation measures

⁷³ A survey ordered by NIMD identified the following obstacles that political parties faced during the 2017 elections:

- Financial challenges: political parties were unable to support their candidates financially;
- Poor understanding and unfamiliarity with the laws (Decentralisation and Municipalities Laws);
- The majority of political parties did not have a clear political vision or tangible programmes to compete with each other;
- The use of political money;
- Low voter turnout of (31.70%)¹¹;
- The duration of the campaigning period is relatively short

During the last local elections of 2017, election campaigns and results largely confirmed ECES analysis that the role of political parties was marginal in these elections.



Even if the technical assistance is channeled through MOPPA, the program has maintained a neutral and equal approach in dealing with all of the different partners (MoPPA, political parties, civil society organizations, other global organizations and research centers) and continue to be seen as a reliable and objective interlocutor⁷⁴.

In conclusion, this component performed well despite the challenges it faced.

3.5 Effectiveness: Media segment as a cross cutting issue

Under the program, an estimation of 900 000 (750 000 Euros from ECES and its partners and 250 000 Euros contribution of CFI) will be allocated to support the development of the medias which is developed into this program as a transversal action by CFI which is a public sector operator funded primarily by the French Ministry of Europe and Foreign Affair.

From 2014 to 2017 CFI and its partner ESJ Pro Montpellier were running a segment of the European Union-funded "Support to Media in Jordan" 2014 - 2017 project (implemented by the UNESCO's office in Amman).

The media segment of EU-JDID implemented by CFI, foresees mainly transversal actions to develop the medias sector in connection with the activities of the HOR (component 1) and in connection with the activities of the IEC (Component 2). No activity is foreseen directly with the component 3.

To date, after several interactions with the HOR and the WFD, CFI was able to engage successfully with the HOR to tighten the relationships between the Media and the HOR. Therefore, interactive radio program was established at a radio station⁷⁵, journalists were trained on political knowledge, and activities were conducted to raise the awareness of elected representatives to the need to communicate with the media. According to CFI, there is a very fluid collaboration between CFI and the HOR, supported by WFD which allow a very smooth implementation of the activities and which is on the way to establish at the HOR a media box, which is a recording set. This major step is seen as a milestone.

In the other hand, the relationships between CFI and the electoral commission are more complex. To date, no agreement has been found between the two parties in order that CFI provide support to the partner institution to organize trainings of journalist in electoral media coverage, as per its initial plan. It seems on the IEC side, there is some difficulties to understand that CFI is not a service provider to support the IEC⁷⁶, but a partner of the consortium with a very specific task and with specific objectives to be achieved. To date, the level of disbursement for this transversal activity is around 250 000 Euros.

Despite the difficulties encountered into the component 2, this area of intervention shows a good level of effectiveness. It seems that if no agreement is found between CFI and the IEC, CFI will provide directly the trainings to the journalists without going through the IEC.

⁷⁴ Extract from the EU-JDID annual narrative report April 2018

⁷⁵ SWOT

⁷⁶ The IEC showed a preference in order that CFI train the social media.



3.6 The needs of the vulnerable groups (women, youth and disabled person)

ECES and its partners are implementing a gender and youth friendly program

The current EU-JDID Project recognizes that marginalized groups, notably women⁷⁷, youth and disabled people,⁷⁸ continue to show a relatively low level of interest in the conduct of the public’s affairs in Jordan. This is the reason why the design of the EU-JDID Program give importance to the empowerment of women, youth, and to some extent PWD in order to increase their rights in the Jordan society.

Therefore, the intervention logic of the overall objective of the Program refers to the consolidation of democracy and promote inclusiveness of national policy and decision-making processes, leading to a stronger democratic and tolerant political culture⁷⁹

In each component of the EU-JDID Program, a specific objective is targeting vulnerable groups.

These sub components s targeting vulnerable groups are:

1.4 HoR’s outreach, including through media and social media, and relations with stakeholders, in towards women and youth, is strengthened;

2.3 IEC outreach strategy and relation with stakeholders, including women and youth are strengthened and the quality of media coverage of electoral process is improved;

3. 1 Within MOPPA’s citizens capacity building scope, citizens' capacities, in particular of women and youth, to engage in political parties as well as political parties' capacities to produce sound programmes and policy positions are enhanced;

In addition, the Program Logical Framework lists several gender-sensitive indicators⁸⁰which refer directly to measure women/ youth empowerment as the basis of an effective monitoring⁸¹of impacts. These indicators are particularly notable in the three components; without

⁷⁷ Women in Jordan have had the right to vote since 1974. The Constitution of Jordan Art. 6 only prohibit discrimination based on race, language or religion.

⁷⁸ Following the 13 November 2015 population and housing census, it was estimated that some 13.7 per cent of the population were affected by disability related issues

⁷⁹ Support Jordan's reform process towards consolidation of deep democracy and promote inclusiveness of national policy and decision-making processes, including women and youth, leading to a stronger democratic and tolerant political culture

⁸⁰ baseline: “women political empowerment index: 0.543 (original scale), or “women have the same rights as men as an essential characteristic of democracy: 17,5% -18,7% for youth up to 29 years old”).

⁸¹ baseline: “women political empowerment index: 0.543 (original scale), or “women have the same rights as men as an essential characteristic of democracy: 17,5% -18,7% for youth up to 29 years old”).



any exception between the support provided to the HOR82, the support to the IEC83 and the support to the electoral system⁸⁴.

At the implementation level, it is noticeable that each activity conducted under the Program use sex-disaggregated data to assess and encourage the participation of women and youth⁸⁵

To date, it seems that the most visible efforts have been provided through the component 3 while for the first time in its history the MoPPA with the support of the Program has managed to spotlight on the importance of women's role in political parties, and through honouring women holding leadership positions in political parties, and encouraging young female partisan members to contribute to the political life in Jordan. In addition, on the occasion of International Women's Day on 8 March 2018, the programme supported the Ministry in organising an event to celebrate the achievements of 70 women leaders in Jordan by recognising their efforts and accomplishments as per the implementation of the Output 3.3 "Capacities of female politicians to influence decision-making are reinforced". In addition, the component is demonstrating a proactive approach to work closely with young political and civic actors who have used the skills they have gained during training activities to become more politically active. The first annual training class for young political and civic actors started in November 2017 and finished in August 2018 with a public graduation ceremony on the occasion of the Internal Day of Youth.

EU Ambassador Fontana, who co-chaired the 2nd coordination committee, said in November 2018: "This project carries a great importance for both Jordan and the EU, as it is the first of its kind comprehensive programme encompassing the main components of democracy: parliament, elections, political parties and civil society with a strong focus on women and youth."

⁸² Specific objective indicators for the HOR : (current value) The extent to which the adoption of new oversight tools and processes contributes to observable improvements in accountability, including greater scrutiny from a gender perspective: 0.46; Current value indicators : The extent to which new/improved parliamentary practice contributes to increased participation from civil society and parliamentary blocs in parliamentary business, particularly with respect to women's participation: 0.17, -- % of targeted women MPs who feel they are better able to influence parliamentary processes: baseline Jan 2018 when activity starts; or sources and means of verification: N. of bills, amendments, questions and initiatives led by women MPs, Official gazette and other records showing level of participation of women MPs

⁸³ 2.3 IEC's outreach strategy and relation with stakeholders, including women and youth, are strengthened and the quality of media coverage of electoral process is improved. Existence of SOPs guiding the inclusion of PWD in electoral processes

⁸⁴ Op 3.1 Capacities of young political and civic actors to engage in the political process are enhanced

⁸⁵ MoPPA staff trained on Monitoring and Evaluation 30% of women participated ... 4.9 Output 1.6 HoR's awareness raising and outreach activities towards citizens are strengthened and media coverage of HoR's activities is improved During the reporting period, 29 journalist, of whom 45% are women, have been trained on political journalism, the Symposium organised by the IEC was successfully conducted with the participation of 212 electoral affairs practitioners and experts (of whom 61 were women – 29..)



5.1. Effectiveness Governance structure

(Management of the Program including Procurement mechanism)

Management of the Program: As per the financing agreement, the governance structure of the project is providing several level of coordination mechanisms.

The Coordination committees provide good oversight

The role of the Coordination Committee is to provide strategic guidance on the main directions of the action and endorse the key decisions taken at the Steering Committee level. It is responsible for the overall oversight and coordination of the Programme. It guarantees that all components deliver on their mandates and address the needs of the beneficiaries.⁸⁶ Such a meeting is expected to take place annually. The last meeting which took place was in November 2018. With regards to this, it should be noted that the Coordination Committee is a high-level forum, therefore the ECES led consortium believes that coordination aspects and synergies can be reinforced at lower level and via other consultative mechanisms (ie. regular meetings among components).

The Steering committees⁸⁷ are effective: responsible for providing guidance and quality insurance on the main direction of the action and to approve the annual workplan and annual report on each component. To date, 3 rounds of steering committees took place⁸⁸.

The Steering Committees and Co-ordination Committees are providing a good level of oversight for the overall management of the project and through this governance structure, there is a decision-making process, which increase the ownership of the beneficiaries.

The Monitoring and Evaluation process is effective

While each Head of Component ensures the delivery of expected results and outcomes, as foreseen in the Project Document, the 5 partners of the Consortium are involved into the M& E process. This included EPD Secretariat which is part of the consortium and in charge of implementing the Monitoring and Knowledge-sharing Strategy that tracks all Project outputs and resources from the outset of the Program, working closely with the Reporting, monitoring and evaluation officer, hired directly by ECES for the purpose of the Program.

To date, this M& E process seems satisfactory and it was advised by the Attaché - Aid Coordination, Quality Support & Governance of the EUD to pay a particular attention to the work of the respective members of the M& E staff as an added value to the effectiveness and efficiency of the Program.

⁸⁶ The Co-ordination Committee will be co-chaired, on rotating basis, by the Speaker of the HoR, the Chairman of the IEC Board, the Minister of MoPPA, the EU Ambassador/Head of Delegation and the Ambassador of Spain.

⁸⁷ The Steering Committees for every component will be chaired by the head of each beneficiary institution.

⁸⁸ The Steering Committee meetings were initially planned to be held on a yearly basis but the beneficiary institutions (HoR, IEC, MoPPA), have suggested to hold these meetings tentatively on a quarterly basis in order to allow for a closer coordination with the beneficiaries as well as provide flexibility and support the interaction with beneficiaries and to agree on the work plan for the period before the next Steering Committee, based on the identified needs and on the requests formulated by the beneficiaries.



PMU Coordination

Coordination meetings and Management meetings (at PMU and components level) are organized on regular basis (tentatively on monthly basis). AECID is invited to attend the management meetings whenever is relevant and appropriate. Furthermore, an internal review process has been organized to collect feedback from PMU, the three components, of members of the consortium and beneficiaries. Future Internal Review Processes will be organized following the same approach, which proved to be inclusive and comprehensive.

Issues need to be addressed at the PMU

The Programme Management Unit (PMU)⁸⁹ is responsible for management and implementation of the project under the direction of a part time Programme Coordinator and a Finance & Administration Manager, and with the backstopping support and supervision from ECES HQ and with the Senior Project Advisor/Head of Component 2 that act as project coordinator in the absence of the project coordinator. Even if appropriate decision-making structures and rules are in place, the program faces few challenges need to be addressed:

The Administrative and Finance section of the PMU is under staffed.

PMU is composed of one overarching administration and finance team charged with the backstopping of the three thematic components of the project. The administration and finance unit is led by the Administration and Finances Manager and is supervised by ECES HQ structure through the Executive Director, Head of Finance and Administration, and Programmes Coordinator.

To date, it seems that Administrative and Finance section of the PMU responsible among others for the procurement in of the Program is overloaded by more administrative and financial tasks and expected for the staff foreseen in the project document but at the same time the project verifications expenses carried by Moore and Stephen, the audit cabinet contracted to carry out the verifications, in June and December 2018 have not detected ineligible funds. On both occasions, Moore and Stephens, confirmed that 100% of the expenditures incurred by the Project are eligible and no findings were mentioned on the overall management system put in place by the ECES led PMU. external system audit was requested by the EU Delegation and will be carried out in February by Ernst & Young .

A new Head⁹⁰ of Administrative and Finance section was recruited few months ago⁹¹ and as agreed by the implementing partners during their internal review, he is leading the recruitment process for an extra administrative assistant.

In addition, in the opinion of the PMU certain difficulties of the PMU in processing requests of partner institutions are related to operational requests presented at last minute by the components as well as to the respect of the necessary EU procedures. Improvement is required

⁸⁹ 11 persons are working at the PMU

-Programme coordinator (part-time position), Senior programme advisor, Finance and administrative manager, Programme officer who will be Senior Programme Officer, Reporting, monitoring and evaluation officer,

Senior ICT Expert, Finance and Administrative officer, Communication officer,

⁹⁰ To substitute the former Finance and Administration Manager that requested and granted the same position for another EU funded project implemented always by ECES in Nigeria till 2022.

⁹¹ Mr. Galazzi replaced Ms. Hajer Mhedhibi in October 2018, previously he was contracted as Senior Procurement Expert.



in the planning of the components' level (multiple requests at the same time, short notice requests).

The PMU tasks is somehow complex while the structure works on the base of applicable EU procedures that require time for the processing but also time because of the compliance with the Jordanian rules and regulations.

The Standard Operating Procedures (SoP) of ECES that inform the implementation of the activities in all ECES projects and the consortium agreement signed by all partners for the project in Jordan are clear on the close supervisory role of ECES HQ. This is a very specific operational choice of ECES to implement projects that ensure effective financial management where the ultimate responsible is ECES HQ and not project personnel specifically hired as consultants to support in the management of the project. It should be noted that avoiding ineligible costs is the objective of a sound and effective financial management, which contributes to the overall project efficiency. It is a contractual obligation of ECES to monitor and follow-up project expenditures and ensure full compliance with relevant procurement procedures. In light of this, 'zero ineligible cost' is not an 'option' but a contractual obligation.

Regarding the procurements, the PMU ensured that it gives equal treatments to all components. One of the good practices developed by ECES and its partners is that the beneficiaries of the Program are involved as much as possible in the procurement process⁹², to develop the local ownership. PMU informed that procurement challenges due to the PMU workload, identified by the Internal Review Process, have been promptly addressed by ECES. As such, a Senior Procurement Expert has been contracted (lately, Mr. Galazzi has been nominated Finance and Administration manager) and a procurement plan is currently being updated together with the components and beneficiaries. In addition to this, during the consortium meeting of 5th November 2018, it was agreed that components need to sensitize partner institutions on the importance of developing a complete planning of their future needs (procurement needs should be timely foreseen). Lastly, during the meeting it was also agreed to organise a training for project personnel and beneficiary institutions on procurement aspects and EU applicable procedures and regulations. In such a context and regarding the problem encountered at the PMU, it is advisable to recruit an assistant to reinforce the Administrative and Finance Section(to accelerate the delivery mechanism)even if it is importance to state that the result of the two verifications of expenditure carried out by Moore and Stephen, confirmed that 100% of the expenditure were eligible(ref Moore Stephen – chapter efficiency) and it gives somehow an indicator of effective administrative and finance management.

While the role of the program coordinator is essential for an effective and efficient circulation flow of information among all Program stakeholders, the current coordinator is not stationed permanently in Jordan as per the agreement with the EU Delegation as explained in the inception report and also for cost saving purposes.

The Programme Coordinator⁹³ ensures that communications are clear, and status can be verified, due to his previous functions at the EU. Therefore, he is ensuring that the components

⁹² Design of the TOR and items specifications, they are also part of the tender committees.

⁹³ Mr. Pinto Teixeira has a high-level professional career, having served five times as Ambassador of the EU/Head of Delegation in several countries, including: Cabo Verde (10/2012 – 08/2017); Ukraine (09/2008 – 09/2012),



of the EU-JDID program run smoothly on continuous basis but, in line with the agreement reached by the Consortium with the EU Delegation, he is not stationed permanently in Amman. A senior Project Advisor is responsible for the Coordination during the absences of the Program Coordinator (acting as Officer in Charge).

This arrangement, even if it is cost effective for the Program, and even if the acting coordinator demonstrate professionalism and commitment to the Program management, has engendered a certain level of criticism which is coming from the EUD but also from other individuals working with the Program. To avoid any criticism or potential conflict because of cumulation of functions, it would be advisable that the Head of the Component 2 is in charge solely of the implementation of his component and that Program recruit a full time Programme Coordinator (if the Program can mobilize the resources). ECES led consortium confirmed its availability to discuss with the EUD on how to identify the needed financial resources to fund a full time Programme Coordinator position and with the Head of Component 2 dedicating itself solely to the activities of component2.

This should be done without penalizing the activities of the project, which might undermine the achievement of the agreed set of objectives. ECES informed that the current Project Coordinator, due also to his duties and responsibilities as ECES' Vice-President, is not available to perform a fulltime assignment in Amman but it is confirmed his commitment for the part time important also in the context of the ongoing discussion with the IEC and EUD over the implementation of the EUEOM's recommendations. ECES informed that a potential solution would be to consider the budget line "contingency" within the programme that the EUD can decide to allocate to a full-time project coordination. ECES also informed that their board has discussed the matter and if needed be a suitable candidate with the appropriate EU and ECES management experiences and expertise has been already identified.

The Issue of visibility has been raised

Visibility is a key issue for the EU external action which policy is to make sure that the Actions conducted through the EU funding's are widely known inside and outside each project which is implemented. The issue of visibility was raised the 2-3 of November during an internal Team Building of the Program and participants were invited to be more proactive but very vigilant. To be also noted that EU-JDID contracted a new Senior Communication Officer with extensive experience in Jordan to further enhance the visibility of the EU-JDID in agreement with EUD. Visibility is recognized to be a sensitive issue in Jordan, particularly in a context where it is not common that public institutions communicate. Rightfully, EU-JDID pays great attention to political sensitivities, which might easily undermine positive results and working relationships. As mentioned in EU-JDID's visibility plan *'The project visibility will consider the requirements expressed by the Contracting Authority, EU Delegation and EU Services in order to develop a tailored approach that will correspond to identified needs, while respecting political and cultural sensitivity'* (Pg. 4)

Belarus (resident in Kiev – 10/2008 – 09/2011), Mozambique (09/2002 – 01/2006) and Macedonia (03/1998 – 08/2002



The current midterm evaluation found out that the EU requirement for visibility remains challenging for a full implementation in some activities in Jordan. This is due to a sensitive regional political environment and to the sensitivity of the components themselves, such as the one dealing with the political parties from very different backgrounds. How far the different components could go in this respect, this remains a quite unsolved matter due to the specific context.

From the findings of the evaluation exercise, it appears that ECES judged that the M&E activities were implemented with extensive consultation with the EU Delegation that also suggested the adoption of an innovative “harvesting approach”⁹⁴. As per the researches of this report, the consortium leader and its partners were insufficiently informed about the requirement of this innovative approach.

As indicated in the EUJDID internal review report made available to the evaluator, ECES requested that the M&E system to be from now on implemented by:

- Annual calendar plan of M&E expert missions to Jordan (agreed with ECES HQ, PMU with Project counterparts);
 - Regular narrative and written reporting after each M&E mission,
 - Strategic linkages with communication and reporting;
- Internal Review Processes to be organized following the same approach adopted for the 1st Internal Review, which proved to be inclusive and comprehensive.

To date, recommendations were provided during the seminar/retreat as well as during the consortium meeting (November 2018). The main recommendations are the following:

- increasing the media coverage about the Program activities with accurate information’s
- Enhancing the image of the Program with more interaction between the consortium organizations (starting from ECES) and the diplomatic community present in Jordan
- supporting the organization of public events to increase the visibility at least twice a year.

In addition, the EUD⁹⁵ suggested that the project management might consider decentralising the effort of visibility by appointing visibility focal points in each of the components (including CFI).

3.7 Efficiency of the Program and coordination mechanisms and synergies

Within the Program, the coordination among the components is a little bit weak and it decrease the level of efficiency

Whereas all components of the project are different but expected to be interconnected to increase synergies and complementarities, the current assessment reveals that there are not

⁹⁴ The methodological" approach is accepted but not entirely understood yet by all the partners

⁹⁵ | Attaché - Aid Coordination, Quality Support & Governance EUD Jordan



enough synergies developed among the components. Not enough joint activities have been organized between the components. One of the difficulties encountered by the Program it is implemented because through a multi-stakeholder partnership which involves 5 different partners (ECES, WFD, NIMD, CFI and EPD) which have their own management structure, which faces distinct operational challenges, and which are working together. Even if a “consortium agreement” exists since May 2017 which defines the way activities are implemented⁹⁶, more significant efforts should be provided by the Project management but also by the partners including the Head of each component to enhance synergies within the Program and improve the efficiency. This aspect was noted during the latest consortium coordination meeting of 5th November 2018. During the Internal Review process, ECES led consortium also agreed that that the contracting authority (EUD) can have an enhanced role in strengthening synergies among EU-JDID and with relevant actors involved in democracy support in Jordan.

Overall, the coordination among the components should be more systematized, more information’s needs to be shared among components in order that each key area of intervention contributes to the other ones. The current low level of coordination is decreasing somehow the level of efficiency. To address this issue, the Program organized a meeting on synergies/joint activities on 11th of December and it was decided during the consultation that other meetings will be organized on regular basis starting from January 2019.

3.8 Overall efficiency of the Program

The Program implementation procedures are based on the same principles that guided ECES in implementing EU funded projects since its establishment in 2010. In this context, Standard Operations Procedures (SOPs) with specific appendix are adapted to the grant contract for the implementation of the action and this modus operandi continues demonstrating good financial management and effectiveness. To support relevance, the SOP are regularly updated to align with lesson learned and best practices. During the internal review process and during the consortium meeting of 5th November 2018, consortium partners agreed to organize a training on SoPs and applicable EU procedures (it will be open to project team, Components and Consortium representatives).

To date, the implementing partners who are conducting the different activities in Consortium led by ECES are adding a specific value to the program due to their level of expertise, legitimacy with a past successful experience in the country and in the region, and their credibility in front of the beneficiaries of the Action.

In term of expertise, WFD, who oversees recruitment for **Component 1**, had recruited a Senior Parliamentary Expert and experts who gives entire satisfaction to the HOR.

The selection of experts for the Component **2** has been done on the bases of a Human Resource plan developed in cooperation with IEC and ECES and on the base of ECES’ Roster of Electoral Assistance Experts/ Human Resource Plan which is composed of a pool of experts with proven track record in electoral related field and were greatly appreciated by the IEC.

⁹⁶ power-sharing, accountability and strategic influence



The short-term external consultant and technical advisors mobilized to support the implementation of the **component 3**, have proven to be very proactive to support the implementation of activities in the absence of a Head of Component since April 2018.

The PMU staff members were recruited partially from the ECES’ roster, on the basis of their valuable knowledge on EU values and EU procedures and after that a proposal of names was submitted to the EUD. Partially, some of PMU members were selected through a recruitment process based on vacancies’ announcements.

In addition, even if little bit slow, the PMU was able to provide significant equipment’s to the HOR, to the IEC and to the MoPPA in compliance with the EU and Jordan rules and regulation on procurement with a maximum transparency and ownership. One internal and two external verifications of expenditures were successful and ECES seems very committed to continue ensuring an effective and transparent financial management. Preliminary evidence suggests that the purchase and deliveries were done in a cost -effective manner and that the Program is run with efficiency apart from what was mentioned in the chapter above on the low level of coordination between the components.

3.9 Impact of the Program

The timing of the mid-term evaluation does not allow for a real impact assessment but it gives already some indicators.

Impact on the HOR

In term of development of the capacities of the HOR, the Program provided to the HOR the conference and the e voting’ system, the tablets and various softwares.

The programme has received very positive feedback from the HoR Secretariat. Therefore, there is evidence that the utilisation of the 150 tablets delivered by the programme are helping to improve the professionalism and efficiency of the institution, reduce the use of paper printing and increase the transparency and the accountability of the HOR. This procurement is also gradually increasing the confidence of the people on the work on the parliament.

In addition, through the experts of the Project, the HOR gradually adopts process which are also supporting the work of the Members of the parliament to be aligned with the best practises.

Therefore, the technical support provided by WFD and the Project are milestones in the modernization of the lower house, which started years ago with the adoption of a comprehensive and strategic reform process and which is expected to continue impacting the democratic life of the country toward an enhancement of transparency and effectiveness.

However, even if the programme shows preliminary indicators of positive impacts, at this stage of the implementation, it is too early to reach a judgement on the impact and to measure the degree to which extend the current assistance to the HOR will produce long term effect.

The assumption of positive results will be verified once the parliament will have turned the outputs achieved into outcomes.



Impact on the electoral process: support to the IEC

There is robust evidence that the efforts provided through the programme supported the organization of free and fair local elections in 2017. This was a milestone. Overall, the project has been decisive and vital for the delivery of credible and transparent elections in 2017 above the expectations of the IEC.

Through the ECES support and its various learning tools including the ISO certification and LEAD trainings, the IEC technical departments which to a certain extent, have a limited experience to conduct elections, are gaining a good level of confidence on how to adopt best practises into the conduct of electoral operations.

Therefore, even if ISO certification is “about process and resources and not about the respect of the basic underlying principles of an election and its effective conduct based on inclusiveness, transparency and credibility⁹⁷”, the certification process has a very positive impact on the IEC and the support provided. It is slowly transforming the IEC organisation into a highly professional management body which will continue to adopt best practises and processes, over time and beyond any change that will be made into the board of directors. During the interviews at the IEC, the Human Resources of the Commission affirmed that they learnt a lot since the beginning of the Program, particularly with the understanding of best practises and norms into the electoral process.

To this stage of implementation of the Program, it is difficult to assess the global impact of the project within the partner institution.

We will have to wait the next parliamentary elections to measure if the public trust in the electoral process is higher than after the 2016 and 2017 elections and if the IEC is still perceived by the Jordanian citizens as a permanent, professional, credible and independent institution of governance. Therefore, many challenges still need to be addressed which are related to the organisation of the next parliamentary elections.

However, even if the programme shows preliminary indicators of positive impacts, at this stage of the implementation, it is too early to reach a judgement on the impact and to measure the degree to which extend the current assistance to the HOR will produce long term effect.

Impact on political party system

it is broadly recognized that political parties are weak in Jordan. Even if the legal framework governing the elections has tried to open public space for political parties with the adoption of a proportional representation system, and that the number of registered parties is increasing, traditional structures remain the most important political and social organizations in Jordan and party platforms or programmes did not play a central role in the recent campaigns.

The fact that political parties were banned for almost 30 years from Jordan public life is still impacting the political landscape. In addition, apart from the Muslim Brotherhoods and its

⁹⁷ Patrick Costello / Head of Division /EEAS Global 3 (Democracy and Electoral Observation)



political branch, the Islamic Action Front (IAF), political parties continue to be weak in terms of organization and structure. Therefore, resources and efforts need to be deployed over time to accompany the political parties in Jordan in order that they consolidate their party structure and engage into consistent programmes.

To date, because of changes in governmental priorities, it is not quite sure that the MoPPA has a clear vision how as a governmental entity they want to address the issues of weak political parties in terms of organization and structure and which strategy should be prioritized by the Project implemented by NIMD. The methodological approach of the Programme is prioritizing the ownership of the beneficiaries and this is positive. However, political party system is a very sensitive topic in Jordan, and in this field MoPPA operates in coordination with many sovereign bodies in Jordan. The absence of HOC may have impacted the component but the real challenge is the management of the complexity of this topic with the beneficiary institution.

3.10 Sustainability of the Program

EU-JDID outputs are part of their national priorities and the programme adopted a participatory and consultative approach throughout the project activities allowing the local stakeholders to get involved in the definition of activities and thereby further guaranteeing their sustainability. Overall, EU-JDID organises Training of Training sessions to facilitate the transfer of knowledge and support the inclusion of trainings in institutional curricula. These elements will positively contribute to sustainably strengthen national democratic Institutions.

Preliminary evidence suggests that through the Program the experts of the component 1 and 2 are working with their respective organisations to provide procedures and systems, regulatory instruments and equipment, which will be used after the life of the Program. These instruments are potentially sustainable, as long as the beneficiary institutions demonstrate ownership and value the quality of the support provided by the Program.

The beneficiary institutions with the support of the Programme will have to provide efforts to ensure that these equipment's are technically maintained, and this is particularly relevant for the E-voting system at the HOR.

To date, the component 1 and 2 demonstrate a very good level of ownership, there is a participatory approach for the implementation of the activities and there is a clear understanding about what each respective project wants to achieve and how to achieve it. With regards to component 3, NIMD has deployed both local and European experts, who have established positive working relationships with MoPPA, and who work focused on sustainable elements. Capacity building for political parties, supported by handbooks and guidelines, the archiving system (to be implemented), as well as the capacity for MoPPA are all geared to build capacity for sustainable elements



4. Conclusions and recommendations

4.1. Conclusions

- This programme demonstrated an important level of relevance. The program is in line with the ENP and with the ENI and turn decisions taken at political level into actions on the ground.
- The Program is aligned with the existing work, priorities and systems of the beneficiaries', because it was built on needs assessments after that extensive consultations were conducted with the beneficiary's institutions.
- Despite few difficulties encountered at the beginning by component 1, such as delays in the recruitment of the staff, low process in the procurement of some of the equipment, the current level of implementation demonstrates a good level of effectiveness in the Component 1. To date, all critical issues have been addressed and solved by the Program and the HoR demonstrates effective commitment and have full ownership of his project. There are currently clear indicators that the project will catch up with the initial deadlines and expectations in the level of deliveries.
- There are currently no major difficulties encountered for the implementation of the component 2 and the Project continues delivering comprehensive support to the IEC, by providing technical assistance and advice through project personnel, ECES HQ, and through seconding staff to the IEC, as well as supporting the IEC in carrying out activities.
- The support provided by the component 3 is highly relevant, but it is facing some difficulties such as the ones encountered to recruit a Head of Component. According to the NIMD, to date the issues encountered have not really affected the level of implementation due to the active support of NIMD management and Junior staff engagement to keep the activities on track according to the work plan. Even if the technical assistance is channelled through the MOPPA, the programme has maintained a neutral and equal approach in dealing with all the different partners (MoPPA, political parties, civil society organisations, other global organisations and research centers) to ensure objectivity and impartiality.
- After several interactions with the HOR and WFD, CFI was able to engage successfully with the HOR and provide trainings to the journalists on political knowledge. Activities were conducted to raise the awareness of elected representatives to the need of communicating with media. On the other hand, no agreement has been found between CFI and IEC to support to the training for journalist on electoral coverage. .
- The design of the EU-JDID Program gives importance to the empowerment of women, youth, and to some extent PWD in order to support their participation in public and political life in Jordan.
- The Steering Committees and Co-ordination Committees are providing an appropriate level of oversight for the overall management of the program. Coordination meetings and Management meetings (at PMU and components level) are organised on regular basis. AECID is invited to attend the management meetings whenever is relevant and appropriate. Furthermore, an internal review process has been organised to collect



feedback from PMU, the three components, of members of the consortium and beneficiaries. Future Internal Review Processes will be organised following the same approach.

- The Administrative and Finance section of the PMU, responsible among others of the procurement the Program, is confronted with intense workload and already proceed to recruit extra staff as agreed among the partners.
- In addition, while the role of the program coordinator is essential for an effective and efficient circulation flow of information among all Program stakeholders. However, the agreement between ECES led consortium and the EU Delegation foreseen that the current coordinator is not stationed permanently in Jordan. During his absence the Senior Project Advisor acts as Officer in Charge. ECES, as consortium leader, confirmed its availability to discuss with the Contracting Authority about how to identify the needed financial resources for a full time Programme Coordinator without penalizing the activities of the project, which might undermine the achievement of the agreed set of objectives and leaving the Head of Component 2 to implement the activities of component 2 without management responsibilities
- The 4 components of the project are different, and they are expected to be interconnected to increase synergies and complementarities. The current assessment reveals that there are not enough synergies developed among the components even if some joint activities started already and much more activities are planed ahead. ECES led consortium considers that the contracting authority (EUD) can have an enhanced role in strengthening synergies among EU-JDID and with relevant actors involved in democracy support in Jordan.
- Preliminary evidence suggests that the purchase and deliveries of the Program were done in a cost -effective manner, and that the Program is run with efficiency. The results of the two verifications of expenditures confirm the effective administrative and financial management ensured by ECES led PMU.
- In term of development of the capacities of the HOR, the Program provided to the HOR the conference and the e voting system, the tablets and various software's. In addition, through the experts of the Project, the HOR gradually is adopting processes which are supporting the work of the Members of the parliament to be aligned with the best practises.
- There is robust evidence that the efforts provided through the program supported the organization of credible local elections in 2017. Through the ECES support and its various learning tools including the ISO certification and LEAD trainings, the IEC technical departments, are gaining a good level of confidence on how to adopt best practises into the conduct of electoral operations.
- To date, because of changes in governmental priorities, it is not quite sure that MOPPA has a clear vision how as a governmental entity they want to address the issues of weak political parties in term of organization and structure and which strategy should be prioritized by the Project implemented by NIMD.
- EU-JDID organise Training of Training sessions to facilitate the transfer of knowledge and support the inclusion of trainings in institutional curricula. These elements will positively contribute to sustainably strengthen national democratic Institutions. Preliminary evidence suggests that through the Program, the experts of the component 1 and 2 are

working with their respective organisations to provide procedures and systems, regulatory instruments and equipment's which will be used after the life of the Program. These instruments are potentially sustainable, if the beneficiary institutions demonstrate ownership and value the quality of the support provided by the Program. It is questionable if the component 3 provides to date has provided sustainable elements.

4.2. Findings & Recommendation

As a result of the evaluation, the following recommendations are made to improve the quality of the Program:

- 1 Findings:** "As per the consultations with the IEC staff members, the component 2 has achieved some important objectives but it needs to speed up because the parliamentary elections are coming in 2 years' time (2020/ IEC director of operations "

Recommendation:" To the countdown of the next parliamentary elections which will take place in 2020, it is advisable to organise a pre-election need assessment specifically targeting the capacity of the IEC staff to organise the forthcoming elections.

Specific key areas have been already identified by the CSO's which observed the 2017 elections. Therefore, the allocation of voters, results managements and campaign finance, are areas of interventions which might be addressed by the technical assistance supporting the IEC, without going through the reform of the legal framework.

- 2 Findings:** "The cumulation of positions of the Head of the component 2 within ECES led consortium at different level of management, even if it is cost effective, is perceived as a bad practise by some individuals, because of a risk of conflict of interest involving ECES decision making process/ coordination within the management of the Program and the beneficiary institution's primary interests (IEC)"

Recommendation: "to avoid any risk of perception of conflict of interest, it is advisable that Head of the component 2 be in charge solely of his own component and do not hold two positions, one at the management level, one in the direction of the component 2"

- 3 Findings:** "To date, three out of the 15 EUEOM priority recommendations of the 2016 parliamentary elections have been addressed. In the sensitive context of Jordan, where reforms have been initiated very gradually, and where Jordanians authorities affirm that "they want to develop their own democracy", the implementation of the EUEOM recommendations, if they require a change in the legal framework in the country, are somehow political by nature and go far beyond the mandate of EU-JDID."

Recommendations "While most of the EUEOM recommendations have to be addressed to the government, according to the analysis of the European Court of Auditors, in the sensitive context of Jordan, it is advisable that the EUD and ECES led consortium join their efforts to develop a common strategy to impulse the reforms. This strategy will be based on the opening of a political dialogue between the EUD and the authorities of Jordan. Then, ECES led consortium can engage into a consultative process with the national stakeholders, including Election Management Body, political parties and relevant stakeholders to foster



greater national ownership of the recommendations. ECES led consortium should be informed by EUD and EU services in Brussels about the activities to be organized by the Project to support the implementation of EU EOM recommendations, knowing that the revision of the workplans are subjected to the approval of the Steering Committees. This draft evaluation was sent to the EUEOM services in Brussels by ECES requesting them to indicate which specific activates could be taken into consideration for the facilitation of the implementation of the EUEOEM.

- 4 Findings:**” To date, the component 3 has no head of Component despite several attempts to recruit one. MoPPA is expecting the Project to recruit a Jordanian citizen who is “academic “but not an “expatriate” to ensure that the expert of the components is familiar with the political context and possess the required ‘cultural sensitivity’. The vacancy of the position has got a partial negative effect on the direction of the whole component.

Recommendations: “It is advisable for the Program to recruit a head of component 3 in the best delays and not to give any unnecessary restriction considering the requirement of nationality for the recruitment and give all potential qualified applicants, even foreigners, a chance to apply as long as he/she is familiar with the cultural context and he/she has experience in supporting effective transfer of skills. While this recruitment became a sensitive issue over time, a solution might be found on the EUD side through a political dialogue with MoPPA. “

- 5 Findings:**” Through its Mandate, MoPPA is centralizing all activities related to the development of political parties. Therefore, all trainings including those which aim to support the development of the capacities of the political parties are organized in cooperation with and through MoPPA. This channel to deliver technical assistance is perceived by NIMD has a limitation of the scope of its interventions toward the political parties.”

Recommendation.” One may wonder whether the support provided to political parties could be done directly without MOPPA for the next two years. Given the current design of the Program and the context of the intervention, this issue is very delicate. The best alternative option currently is to reinforce the capacity of MOPPA to develop leadership skills within this governmental office to increase positive interactions with the Political Parties.”

- 6 Findings:**” According to MOPPA, the Ministry had not enough visibility on the initial budget allocation. Therefore, there is a certain level of misunderstanding why the component has got only 1.3 million Euros allocation to be spent in 4 years’ time while other components got more” (extract from consultation with the MoPPA)

Recommendation:” The allocation of each component was aligned with the specific nature of support required for the implementation at the time of the design and changes in the priorities of the MOPPA might increase the amount of resources requested for the new activities that the MoPPA would like to implement such as the youth Project)⁹⁸.Therefore,



it is not advisable to re-distribute the resources within the Program. It would impact negatively the whole balance of the overall program. Instead, it might be advisable to increase the overall budget of the Program and mobilize more resources to support MOPPA developing its civic education Program with the youth (as per recent priorities)”.

- 7 Findings:** “At the beginning of the program a need assessment was carried out which identified some activities but the purchase the archiving system was not initially scheduled and then it became one of the priorities of the MoPPA after that the Ministry requested it during a 2nd steering Committee meeting in 2018. Therefore, currently the MoPPA is expecting the delivery of the archiving system and the delay into the delivery is fuelling somehow the dissatisfaction of the MOPPA while the other components of the Program received (even with delay) most of their equipment’s.”

Recommendation:” It is advisable to clarify the procurement process of the archiving system with MoPPA, including the technical aspects of the requested equipment. “

- 8 Findings:** “The relationships between CFI and the IEC are complex and to date, no agreement has been found between the two parties in order that CFI provide support to organize training of journalist in election media coverage as per its initial plan”.

Recommendation: “It is advisable for ECES, s consortium leader, to facilitate the communication between CFI and the beneficiary institution and support a smooth and clear communication and clarify their mutual expectations and what is feasible under the framework of the Program. If no gentle agreement can be found, it is advisable for CFI to work directly with the media, on behalf of the Program and support the development of the capacity of the Media to monitor election related news “

- 9 Findings:**” The current EU-JDID Project recognizes that marginalized groups, *notably women, youth and disabled people*, continue to show a relatively low level of interest in the conduct of the publics affairs in Jordan. This is the reason why the design of the EU-JDID Program gives importance to the empowerment of women, youth⁹⁹ in order to support their participation in political/public affairs and decision-making processes’.

Recommendation:” While the Program is recognized by all stakeholders as a gender/ youth friendly program, each component should continue its implementation focusing on women and youth participation and ensure that there is an adequate communication about the efforts provided by the Program even if it is a cross cutting issue “.

- 10 Findings:**” As per the financing agreement, the governance structure of the Program is providing several level of coordination mechanisms. The Coordination committees and the

⁹⁹ EU Ambassador speech/ November 2018 « This project carries a great importance for both Jordan and the EU, as it is the first of its kind comprehensive programme encompassing the main components of democracy: parliament, elections, political parties and civil society with a strong focus on women and youth.”

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Steering Committees are in place and they are providing a good oversight. At the direct management level, specific issues need to be addressed with the overall coordination and with the Administrative and Finance section of the PMU.

- i. While the role of the program coordinator is essential for an effective and efficient circulation flow of information among all Program stakeholders, the current coordinator is not stationed permanently in Jordan and during his absence he is replaced by the Head of the component 2/Senior Project Advisor.
- ii. The Administrative and Finance section of the PMU which is responsible for the Procurement of the Program is confronted with an intense workload.

Recommendations:

- i. It would be advisable that the Head of the Component 2 be solely responsible for the implementation of his component and that Program recruits a full time Programme Coordinator (if additional resources can be identified in agreement with the EU Delegation) and not to combine a Program coordination activity with the one lead by Senior Electoral Expert at the component 2. ECES, as consortium leader, should discuss with EUD about how to identify the needed financial resources without penalizing the activities of the project, which might undermine the achievement of the agreed set of objectives, perhaps tapping on the contingency budget line.
- ii. In such a context and regarding the challenges and the extra workload encountered at the Administrative and Finance section of the PMU, it is advisable to recruit a financial assistant to reinforce the Administrative and Finance Section, as agreed during the internal review meeting of the project.

11 Findings: “Visibility is a legal requirement for EU contractors for services, supplies, works or grant beneficiaries, as well as entities managing funds on behalf of the European Commission and shortcomings can create a real confusion within the beneficiaries. “

Recommendation: “The EU requirement of visibility remains challenging in Jordan for a full implementation in some activities due to sensitive regional political environment, and to the sensitivity of the partners institutions. In some cases, the best practice is to adopt a policy of minimal visibility for delivery of the assistance to ensure a perception of local ownership but as long as the communication is in line with an agreed visibility and communication plan.

To date, several recommendations were provided during the seminar/retreat which took place at the dead sea the 2-3 November 2018. The main recommendations are the following:

- increasing the media coverage about the Program activities with accurate information of EU-JDID results/achievements;
- Resources allocated to communication and visibility should be optimized.
- Enhancing the image of the Program with more interaction between the consortium organizations (starting from ECES) and the diplomatic/international community present in Jordan



-supporting the organization of public events to increase the visibility at least twice a year.”

In addition, to enhance the visibility of the overall Programme, the EUD¹⁰⁰ suggested that the project management might consider decentralising the effort of visibility by appointing visibility focal points in each of the components (including CFI).

- 12 Findings:** “Whereas the 4 components of the project are different but expected to be interconnected to increase synergies and complementarities, the overall implementation of the Program gives the impression that it will gain in effectiveness if more synergies were developed among the components”.

Recommendation: “The coordination among the components should be more systematized, more information’s needs to be shared among components in order that each key area of intervention contributes to the other ones and that joint activities are organized between the components under the framework of the EU-JDID Program. Regular meetings between PMU, PMU and Component as well as meetings on synergies should continue to be organised on regular bases. All relevant personnel should participate and contribute.

5. Annexe 1 -LIST OF THE STAKEHOLDERS INTERVIEWED AND PROVIDED FEEDBACK

• Full name	• Organization & functions	• Type of interview
• Michael Steffens	• EU Jordan Attaché –Quality Support, Aid Coordination & Governance.	• Meeting
• Ammar Awamleh,	• Director of Information technology at HoR	• Meeting
• Gonzalo Jorro-Martinez	• Policy Officer-Democracy-Political Parties and Parliaments Desk (DG-Devco)	• Skype interview (may 2018)
• Ali Ibrahim Al Khawaldeh	• Adviser to the Minister of Political and Parliamentary Affairs from 2015 to present	• Meeting
• Raad Rababaa	• Focal point / Director of the International Cooperation Unit at the Ministry (MOPPA) EU-JDID	• Meeting
• HE Dr Khalid AlKalaldehy	• The 4th Chairman of IEC from 2016 to present	• Meeting
• HE Dr Awwad Al Karadsheh	• Secretary General of IEC from December 2017 to present	• Meeting
• Naser El Habashneh	• IEC Head of Electoral Process (Operations) Directorate from 2017 to present.	• Meeting
• Tareq Bataineh	• Director of management affairs, financial and HR	• Meeting
• Johan Hommes	• Head of component 1 /EU-JDID(WDF)	• Meeting
• Rania AlQadi	• Local Component Coordinator EU-JDID(WDF)	• Meeting
• Aous Qutaishat	• Project Advisor/Chief Technical Officer/Head of Component 2 EU-JDID (ECES)	• Meeting
• Shahrazad Abu Tayeh	• Electoral administration advisor EU-JDID (ECES)	• Meeting
• Mr Wael Abu Anzeh	• Technical advisor on Political parties Affairs EU-JDID (NIMD)	Present during a meeting between the evaluator and HE Dr. Ali Khawaldeh.
• Monica Frassoni	• ECES President	• Meeting
• José Manuel Pinto-Teixeira	• Coordination Advisor. Project & Liaison Officer (EU-JDID)	• Meeting
• Fabio Bargiacchi	• Executive Director ECES (EU-JDID)	• Meeting

• Martina Garbuglia	• Project officer (EU-JDID)	• Meeting
• Mr Franco Galazzi	• Finance and administration manager (EU-JDID)	• Meeting
• Fares Werr	• Logistics and operations officer EU-JDID)	• Meeting
• Reem Judeh	• NIMD's programme manager for MENA (EU-JDID)	• Meeting
• Adeline Mayeur	• Project manager CFI (EU-JDID)	• Meeting
• Mercedes Cornejo Bareas	• Program Manager AECID(EU-JDID)	• Meeting
• Ken Godfrey	• Executive Director, EPD	• Skype interview
• Patrick Costello	• Head of Unit, EEAS Unit on EU Election Observation Missions	• Feedback on the draft report

Annex I: Desk documents

- EU JDID Reports and minutes of Steering Committees
- Legal texts and political commitments pertaining to the Action to be evaluated
- Country Strategy Paper Jordan and Indicative Programmes (and equivalent) for the periods covered
- Relevant national / sector policies and plans from National and Local partners and other donors
- Action identification studies
- Action feasibility / formulation studies
- Action financing agreement and addenda
- Action's quarterly and annual progress reports, and technical reports
- Relevant documentation from national/local partners and other donors
- Relevant documentation about past EU-funded projects in support to democratic reform processes in Jordan
- EUEOM final report
- Internal Review Report¹⁰¹

¹⁰¹ The aim of the internal review process was to optimise the EU JDID-project after 18 months of implementation since the signature of the contract on 25th April 2017



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