



**Executive Board of the  
United Nations Development  
Programme and of the  
United Nations Population Fund**

Distr.: General  
20 March 2007

Original: English

**Annual session 2007**

11 to 22 June 2007, New York

Item 7 of the provisional agenda

**Country programmes and related matters**

**Draft country programme document for Jordan (2008-2012)**

**Contents**

<i>Chapter</i>		<i>Paragraphs</i>	<i>Page</i>
I.	Situation analysis.....	1-7	1
II.	Past cooperation and lessons learned.....	8-12	2
III.	Proposed programme.....	13-26	2
IV.	Programme management, monitoring and evaluation.....	27-30	4
<b>Annex</b>			
	Results and resources framework for Jordan (2008-2012) .....		5



## I. Situation analysis

1. Jordan is a small, middle-income country with a narrow natural resource base, water scarcity, limited oil resources, a small domestic market and a predominantly young population. It is located in a region where political and security upheavals have had severe repercussions on the country's development.

2. The economic downturn of the mid-1980s and the impact of the 1991 Gulf War demonstrated the vulnerability of Jordan to external factors. The structural adjustment and macroeconomic reform programmes implemented as a result were generally successful in realizing their macro-objectives. Economic growth rates averaged 5.5 per cent between 2000 and 2006; growth in real gross domestic product reached 7.7 per cent in 2004 and 8.4 per cent in 2005. The volume of foreign direct investment amounted to \$1.5 billion in 2005, and exports increased substantially. In 2000, Jordan accessed to the World Trade Organization and signed an economic association agreement with the European Union in 2002. Subsequently, free trade agreements with Singapore and the United States came into force.

3. Despite the repercussions of the 2003 Iraq war on its economy, Jordan has realized impressive human development results and is on track to achieve most of the Millennium Development Goals (MDGs). It ranked 86 in the *Human Development Report 2006*, with satisfactory indicators on life expectancy (71.6), child mortality (2.7 per cent) and maternal mortality (0.04 per cent), combined with good levels of primary and secondary school enrolment (79 per cent) and literacy (96 per cent). Nevertheless, Jordan still faces serious challenges. The macroeconomic reforms of the past decade have not translated into tangible poverty reduction and employment generation outcomes, and the economy is fragile. Despite new social welfare and development funds and programmes, poverty stands at 14.2 per cent, and there are wide gender and geographic disparities. Twenty pockets of poverty have been identified across the country, and there is a risk that the segment of the near-poor (over 600,000 in a population of close to 6 million) will fall below the poverty line. Unemployment is estimated at 12.5 per cent, and the economy is unable to accommodate new job seekers, especially educated young men and women. The recent influx of Iraqis into Jordan has put pressure on services and infrastructure.

4. Considerable investments have been made in the past few years to improve social services, encourage participation in political and economic life, and enhance transparency and accountability. Inefficiencies hamper public sector management at the central and local levels, however, and progress towards decentralization is minimal. Although Jordan ranks 40th (out of 142 countries) in the Transparency International corruption perceptions index, the public perception is that corruption and nepotism are pervasive.

5. The Constitution guarantees equality of rights and opportunities, but female participation in political and economic life is low. Women's share in economic activity is only 21 per cent of the economically active population, and their representation in parliament and government stands at 7.9 per cent and 10.7 per cent, respectively.

5. Arable land represents only 7 per cent of the land area. Jordan is one of the 10 most water-scarce countries in the world, with a per capita water availability of 153 m<sup>3</sup> per year. Jordan is adhering to international environmental conventions and is establishing mechanisms to support their implementation. Nevertheless, population growth, rapid urbanization, industrialization, air pollution in urban areas, and low energy efficiency exert pressure on water and land resources and to generate environmental pollution.

6. The National Agenda and the *Kuluna Al Urdun* (We Are All Jordan) document, which spell out the national vision and priorities for the period 2006-2015, rest on eight pillars, including political development and inclusion; justice and legislation; financial services and fiscal reform; employment support and vocational training; and social welfare. They set ambitious objectives, most of which are in line with the MDGs.

7. The areas of intervention set out in the country programme document were based on the national agenda and made in consultation with all relevant entities in line with the formulation process mandated by the United Nations Development Assistance Framework (UNDAF). The institutions involved were active members in the UNDAF working groups where consensus was reached on priorities and areas of intervention by each organization.

## **II. Past cooperation and lessons learned**

8. The midterm review of the 2002-2007 country cooperation framework (CCF), the findings and recommendations of the draft assessment of development results, and the midterm review of UNDAF, 2003-2007, provided useful insights into the relevance and effectiveness of the CCF and provided valuable programming and management lessons. Overall, the present CCF was in line with national objectives and priorities.

9. Concerning poverty, upstream strategic support, research, and the preparation of the national human development report and the first Millennium Development Goals report provided opportunities for broad-based policy dialogue and the incorporation of MDG principles into the national planning process. An early warning system was established to monitor social and economic risks and public perception of government and parliament performance. Enhanced social and poverty statistics proved useful in defining the poverty line and determining where the poor are located. UNDP set up a unit in the Department of Statistics to produce gender-disaggregated data. Preparation of the local MDG reports for Aqaba and Zarqa Governorates revealed that MDG indicators were not consistently available at the governorate level, and that there was a need to sharpen the gender focus and strengthen linkages among analysis, policymaking and grass-roots interventions.

10. A national youth strategy and action plan was formulated covering Jordanians between the ages of 12 and 30, who form 40 per cent of the population. UNDP supported the introduction of entrepreneurship training, unconventional vocational education programmes for women at community colleges, and capacity-building for small and medium-sized enterprises (SMEs). The 130 information and communication technologies (ICT) knowledge stations – some accessible by disabled persons – proved the relevance of modern technologies for re-skilling youth and opening up lifelong learning opportunities.

11. In governance, UNDP demonstrated its catalytic role in support of the public-sector reform process by facilitating the testing and adoption of modern management approaches. Among the most relevant capacity-building successes are the e-tools put in place at the Ministry of Finance. Significant achievements were made towards public-sector reform through enhancing the technical capabilities of the Public Sector Reform Directorate and introducing improved service delivery systems in two pilot institutions. UNDP support to the Anti-Corruption Department contributed to ratification by Jordan of the United Nations Convention against Corruption and the creation of an independent commission.

12. Support to the area of the environment contributed to the formulation of national frameworks, strengthening institutional capacities and implementation of community-based initiatives in line with global environment conventions. Results included the preparation of the National Biodiversity Strategy and Action Plan in 2003 and the National Strategy and Action Plan to Combat Desertification in 2006. The Small Grants Programme of the Global Environmental Facility (GEF) contributed to conservation of the environment by developing income-generating projects in local communities.

## **III. Proposed programme**

13. The programme is consistent with the common country assessment (CCA), 2006, the National Agenda, 2006-2015, the *Kuluna Al Urdum* document, 2007-2015, and the United Nations development strategy spelled out in UNDAF, 2008-2012. The CCA identified three main outcomes, covering: (a) poverty reduction and social services; (b) good governance; and (c) a healthy and sustainable environment. While the programme will support all three outcomes, it will concentrate on the areas where UNDP could

contribute significantly to the development process. The areas selected for assistance are mutually reinforcing, with gender, youth and human rights as cross-cutting issues.

## **A. Poverty reduction**

14. The aims of UNDP engagement in this are: (a) to strengthen pro-poor participatory planning, implementation and monitoring; and (b) to support entrepreneurship and the growth of SMEs, focusing on women and youth in local communities.

15. At the upstream level, UNDP will continue to assist the Government in addressing gaps between analysis, policy choices and the allocation and use of resources by rationalizing poverty alleviation frameworks and planning. Most important is the preparation of poverty profiles for the 20 poorest communities in the country. Local plans targeting poverty reduction, using the MDG framework and participatory processes, will help operationalize governorate-level strategies. Complementing those efforts, UNDP will build capacity in local civil society organizations (CSOs) in Aqaba, Zarqa and the Badia region to strengthen their developmental and representational roles in their communities, as well as their involvement as advocates of their constituencies' rights.

16. UNDP will work with other partner organizations (such as the United Nations Industrial Development Organization) and the ICT for Development regional programme to help local non-governmental organizations (NGOs) to boost entrepreneurial skills in poor communities, specifically among women and youth, and stimulate the growth of SMEs. Support to the Ministry of Industry and Trade will include building the capacity of the SMEs Department and assisting the Foreign Trade Directorate to formulate a coherent, pro-poor, trade strategy.

17. The national human development reports will contribute to research and policy dialogue on issues affecting people's lives. In this connection, policy advice will cover examination of the impact of economic and fiscal reforms on the poor and on women.

18. With regard to youth employment, the establishment of a higher education relevance unit lays the ground for curriculum reform and improved compatibility between education and the rapidly evolving labour market. UNDP support complements the regional project on higher education.

## **B. Good governance**

19. The proposed programme is articulated around three priority tracks: (a) human rights promotion; (b) public sector efficiency, transparency and accountability; and (c) monitoring and evaluation systems and processes.

20. UNDP will support members of parliament towards ratification of the Convention on the Elimination of All Forms of Discrimination against Women. At the municipal council level, women representatives will be briefed to deepen their understanding of human rights. Building the capacities of the National Centre for Human Rights is an essential component of this portfolio. UNDP will help the centre to enhance its advocacy, protection of human rights and reporting functions. This will complement the regional programmes on governance and ICT for Development. Within the framework of the regional programme on HIV/AIDS joint initiative, UNDP will organize advocacy workshops on HIV/AIDS tailored to different civil society groups.

21. With regard to public-sector performance, e-accounting and e-procurement systems will be set up to track and monitor transactions pertaining to the use of public funds. Building on results already achieved by UNDP, new municipalities will be included in the automated property-tax collection system. Support to the newly created, independent, Anti-Corruption Commission will include capacity-building, corruption assessments and prevention mechanisms. UNDP will join other United Nations organizations in helping the newly established monitoring and evaluation sections in line ministries set up a uniform monitoring system towards achievement of the MDGs. In the regional MDG programme, statistical capabilities to monitor attainment of the Goals will be strengthened.

22. Although policy debate on decentralization goes back to the early 1990s, the governance system remains centralized. UNDP support will focus on the development of a realistic policy and framework for decentralization and the design of phased action plans.

23. UNDP will engage the private sector with corporate social responsibility by setting up a national global compact network, which will establish dialogue among stakeholders on corruption, labour rights and environmental protection.

24. UNDP will support government efforts to address disaster risk management issues and will promote partnership with the subregional facility for cooperation in disaster reduction among the Arab States. UNDP will further strengthen the capacity of the National Committee for Demining and Rehabilitation to enable Jordan to meet its Ottawa Treaty obligations and declare Jordan free of landmines by 2009.

### **C. Environment**

25. UNDP interventions in this area include three major components: (a) *The acuteness and complexity of the water problem in Jordan require a comprehensive approach and tremendous financial investments.* UNDP intervention will focus on the Zarqa River basin. Assistance will support the preparation of an integrated water management plan. (b) *Future interventions will incorporate global provisions into national and sectoral plans,* as well as formulate and enforce practical measures for the conservation of biodiversity and the protection of threatened species. The conservation of migratory birds into productive sectors along the Rift Valley-Red Sea flyway will be introduced at the subregional level. UNDP will support GEF Small Grants Programme initiatives in local communities. (c) *In the field of climate change mitigation and adaptation, efforts will be made to influence energy consumption patterns* by raising awareness and introducing energy efficiency standards to the household appliances market. Support will be given to the development of a gender-responsive urban-transport policy for Greater Amman.

26. In line with the stipulations of the Stockholm Convention on Persistent Organic Pollutants, UNDP support includes a combination of upstream and downstream interventions to facilitate the execution of the national implementation plan through which capacity-building and a regulatory framework will be developed.

## **IV. Programme management, monitoring and evaluation**

27. UNDP played an instrumental role in the preparation of the CCA and the UNDAF. It is the largest contributor to UNDAF (49 per cent of total United Nations resources) and is committed to joint programming. Areas with potential for joint United Nations collaboration include: monitoring and evaluation, with the United Nations Children's Fund (UNICEF), the United Nations Development Fund for Women and UNFPA; poverty alleviation analysis and policies, with UNICEF, UNFPA and the International Fund for Agricultural Development; and integrated water management, with the United Nations Educational, Scientific and Cultural Organization.

28. Capacity development will be a basic component of all projects. Cross-cutting issues such as gender, youth and human rights will be incorporated into programme components.

29. In line with the recommendations of the CCF midterm review, UNDP will strengthen its operational capacity in support of national execution, work to simplify procedures, further institutionalize monitoring and evaluation, and intensify the use of results-based management principles. UNDP will explore non-conventional partnerships with NGOs, the private sector and CSOs, and pay more attention to capacity assessments. There will be a midterm review of the country programme as well as outcome evaluations.

30. The estimated financial resources needed for the proposed programme amount to \$22 million. UNDP and the Ministry of Planning and International Cooperation will jointly design and implement plan to mobilize additional resources from national, bilateral and multilateral sources. Regular UNDP resources and thematic trust funds will be used to attract funding from the Government and other donors.

## Annex. Results and resources framework for Jordan (2008-2012)

Programme component	Country programme outcomes	Country programme outputs	Output indicators	Role of partners	Indicative resources by Goal
<b>National priority or goal: To substantially reduce poverty and improve social services</b>					
<b>Intended UNDAF outcome 1: Quality of and equitable access to social services and income-generating opportunities are enhanced with focus on poor and vulnerable groups</b>					
<b>MYFF* Goal 1: Achieving the MDGs and reducing human poverty</b>	<b>Increased communities (especially women and youth) productivity, empowerment and participation in local development initiatives</b> Baseline: Low economic participation (38.8%) especially among women (11.6%) and high unemployment rate (12.5%, 24.6% for women)	Increased employment skills and work opportunities for women, young people, food-insecure farmers, and persons with disabilities in underserved areas	Number of SMEs using business advisory packages Percentage of SMEs run by women benefiting from the packages and tools Level of growth of targeted SMEs Number of male and female employed as a result of training	Ministry of Industry and Trade; Jordanian Authority for Enterprise Development; national and international NGOs; Canada, European Union, Japan, Italy, United States	Regular: \$200,000 Other: \$1,600,000 Total: \$1,800,000
	<b>Improved government capacity in the design and implementation of consultative, evidence-based, gender-sensitive, poverty alleviation policies and plans</b> Baseline: The process of developing poverty alleviation policies and plans suffers from weak data use, narrow-base participation and centralization	Strengthened national capacities in formulating/coordinating and monitoring gender-sensitive policies/strategies and plans related to population, poverty alleviation, trade and food security Increased national capacity in the operationalization of participatory (women and youth), pro-poor and gender-sensitive policies/plans especially in Zarqa, Aqaba and the Badia region Upgraded institutional and organizational capacity of the Ministry of Industry to promote SMEs' growth	20 poverty pockets profiles prepared and used by policymakers Poverty reduction policy recommendations and action plans for target areas Two National Human Development Reports on impact of macropolicies on the poor completed and a second national MDG report prepared Rights-based local poverty alleviation plans implemented in Aqaba, Zarqa and the Badia region, utilizing the MDG framework Policy for improved linkages between poverty alleviation and a trade and policy paper to support SMEs development	Ministries of Social Development, Planning, Finance, Industry and Trade and Municipal Affairs, the National Aid Fund, Aqaba Special Economic Zone Authority (ASEZA), Zarqa Governorate, Badia Development Fund NGOs, donors; World Bank, European Union, Germany, United States	Regular: \$313,000 Other: \$2,500,000 Total: \$2,813,000
	<b>Quality and relevance of higher education enhanced</b> Baseline: Percentage of B.A. graduates among the unemployed (total unemployed 22.3% and female unemployed 49.7%)	Strengthened higher education accreditation, quality assurance and employment support services	A gender-disaggregated graduates tracing system established at the ministry and pilot universities A higher education relevance unit functional	Ministry of Higher Education; universities	Regular: \$60,000 Other: \$40,000 Total: \$100,000
<b>National priority or goal: Political development and inclusion; justice and legislation, financial services and fiscal reform</b>					
<b>Intended UNDAF outcome 2: Good governance mechanisms and practices established towards poverty reduction, protection of human rights and gender equality in accordance with the Millennium Declaration</b>					
<b>MYYF Goal 2: Democratic governance</b>	<b>Strengthened national capacities to protect, promote, monitor and report on human rights</b> Inadequate institutional and human capacity to coordinate, advocate and promote human rights	Strategies, plans and legislative change promoted for the protection, promotion, monitoring and reporting of human rights Strengthened capacities for monitoring progress towards the National Agenda and the MDGs aligned with the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women and other human rights obligations	Number of MPs, especially women MPs and female community leaders, trained on human rights issues Number and quality of reports produced, training and advocacy events conducted on promotion, protection, monitoring and reporting of human rights held for National Centre for Human Rights staff and other CSOs Number of judges and judicial system workers trained on human rights principles and standards, and international requirements Percentage of women representatives at municipality sensitized on good governance principles Gender-sensitive monitoring and evaluation operational at Ministry of Planning and line ministries and linked to existing DOS systems Disaggregated data available for MDGs A number of line ministries with monitoring and evaluation systems in place	Parliament Ministry of Justice Jordan National Committee for Women National Centre for Human Rights Higher Council for Youth Youth Fund UNICEF United States Agency for International Development (USAID), European Union, German Agency for Technical Cooperation (GTZ), British Council Ministry of Planning/Monitoring and Evaluation Department Line ministries Department of Statistics United Nations organizations USAID	Regular: \$300,000 Other: \$1,550,000 Total: \$1,850,000

	<b>Strengthened institutions, systems and processes to promote, coordinate and implement pro-poor, gender-sensitive, national development objectives based on good governance principles</b> Baseline: Inadequate institutional capacity to promote, coordinate and implement pro-poor and gender sensitive national development objectives and to respond to the needs of the poorest/marginalized	Uniform and transparent systems for accounting, procurement and property-tax collection systems set up and operational National decentralization 'Regionalization Framework' reformulated and related implementation action plans prepared Capacity of the Ministry of Public Sector Development enhanced to improve service delivery at pilot line ministries Institutional capacity of Anti-Corruption Commission built up	A number of government institutions implementing functioning e-account and e-procurement systems A number of municipalities with functioning automated property-tax collection system Framework for decentralization and action plan developed A number of public institutions using the services delivery improvement system Anti-corruption framework developed and endorsed	Ministries of Planning; Finance, Interior, Municipal Affairs, Public Sector Reform Anti-Corruption Commission General Supply Department Budget Department Municipalities USAID, World Bank, GTZ, European Union, Denmark, Italy	Regular: \$600,000 Other: \$4,000,000 Total: \$4,600,000
<b>MYFF Goal 4: Crisis prevention and recovery</b>	<b>Enhanced capacity of Government and CSOs to prevent, respond to and mitigate natural and man-made disasters</b> Baseline: Inadequate capacities to prevent, respond to and mitigate natural and man-made disasters with consequences on population, health and land accessibility	Natural and man-made disaster management plans with a focus on plans for the municipalities of Amman, Zarqa and Aqaba put in place	Number of disaster risk management plans mainstreamed into urban development plans Earthquake risk map developed for Amman, Aqaba and Zarqa cities Earthquake preparedness and disaster mitigation measures/plans (contingency plans, vulnerability maps, etc.) in place Area cleared of landmines and made available to communities Jordan fulfils its commitments under Ottawa Treaty in year 2009	Civil Defence Department, ASEZA, Greater Amman Municipality, Zarqa Municipality, Royal Scientific Society, Ministry of Planning Swiss Agency for Development and Cooperation, Earthquakes and Megacities Initiative, Bureau for Crisis Prevention and Recovery	Regular: \$100,000 Other: \$1,100,000 Total: \$1,200,000
<b>National priority or goal: Infrastructure upgrade (including water, energy, transport and environmental sustainability)</b>					
<b>Intended UNDAF outcome 3: Sustainable management of natural resources and the environment</b>					
<b>MYFF Goal 3: Energy and environment for sustainable development</b>	<b>National institutional and community capacities strengthened for more sustainable management of water resources.</b> Baseline: Water resources in Zarqa River basin are subjected to high pressure due to pollution	Strengthened institutional capacities for integrated water resource management and water safety	Policy analysis of Zarqa River basin management including natural systems, socio-economic and institutional aspects Number of stakeholders actively involved in management of Zarqa River basin Integrated management plan for Zarqa River basin	Ministries of Water and Irrigation and Environment, World Conservation Union, Stockholm International Water Institute	Regular: \$50,000 Other: \$150,000 Total: \$200,000
	<b>Environmental policies aligned to global conventions and national implementation capacities enhanced</b> Baseline: There is a gap between policy and implementation capabilities in Jordan for the global environment conventions to which it is signatory (biodiversity, climate change, desertification, and persistent organic pollutants (POPs))	Policy-relevant capacities for implementation of the global environment conventions are developed Climate change adaptation streamlined in national action plans in ways that protect vulnerable groups The protection and sustainable use of agricultural resources and biological diversity included in relevant national and sectoral plans, particularly for hotspots Policy options for higher energy efficiency	Policy document on cooperation between research institutions, NGOs and Ministry of Environment on global environmental issues A number of pilot adaptation measures implemented in Jordan A number of strategies and action plans (agriculture, health, water, irrigation) that address climate change adaptation priorities A number of new and revised development and sectoral plans – Aqaba Special Economic Zone Authority (ASEZA) development plan, agricultural sector plan – incorporating biodiversity conservation issues (soaring birds, coral reef protection) Percentage change in purchase of higher-efficiency appliances in the local market Assessment paper on alternative transport modes Gender-responsive strategy recommendations for sustainable public transport in Greater Amman Municipality	Ministries of Environment, Energy, Health, Transport and Agriculture, Meteorology Department ASEZA, National Energy Research Centre, Greater Amman Municipality, Royal Society for the Conservation of Nature, universities GEF, GEF Small Grants Programme	Regular: \$400,000 Other: \$8,000,000 Total: \$8,400,000
	<b>Enhanced capacities for safer management of hazardous waste</b> Baseline: Jordan is signatory to the Stockholm Convention on Persistent Organic Pollutants, and has developed the National Implementation Plan	Enhanced national capacity to implement the National Implementation Plan related to persistent organic pollutants (POPs) in accordance with the Stockholm Convention	A number of practical measures to facilitate an integrated national approach for POPs management including national strategy highlighting opportunities for completion of National Implementation Plan Institutional and regulatory frameworks for implementation of the Stockholm Convention. Percentage of target group, including women, aware of POPs issues and of their proper management	Ministries of Environment, Health, Agriculture, and Planning GEF	Regular: \$50,000 Other: \$1,000,000 Total: \$1,050,000

\*MYFF: Multi-year funding framework