Final Evaluation of the project EU Support to Jordanian Democratic Institutions & Development

Crisis number: ENI/2017/385-539

FINAL REPORT
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Stephanie Verginault
Charlemagne Gomez

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EXECUTIVE SUMMARY

The action under review, entitled "EU Support to Jordanian Democratic Institutions & Development – EU JDID (ENI/2017/385-539) spans over a period of 48 months with a total budget of EUR 12.737.995 with EUR12.000.000 of that funded by the EU and the remaining EUR737,995 by the Consortium's co-funding. The implementation period is from 25th April 2017 to 24th April 2021. The action aims to support Jordan´s reform process towards consolidation of democracy and to promote inclusiveness of national policy and decision-making processes. The action also targets women and youth intending to foster a stronger democratic and tolerant political culture.

The action comprises three key different components which are interrelated. These include Parliamentary Support, Electoral Assistance and Support to the Political Party System. (A fourth component to support CSOs is also included under the umbrella of EU-JDID, however it is funded by the Spanish Cooperation Agency, AECID.) A Consortium Agreement was entered into on the 25th April 2017. The Consortium is led by ECES and included as members the European Partnership for Democracy (EPD), The Westminster Foundation for Democracy (WFD), the Netherlands Institute for Multiparty Democracy (NIMD) and the French Agency for Media Cooperation (CFI). At the time of the contract, all members were part of the European Civil and Political Society Organisations working on democracy assistance.

The main objective of the present evaluation is to provide an **overall independent assessment of the performance of EUJDID programme**, paying particular attention to the overall results **against stated objectives** and to the **reasons underpinning such results,** and key **lessons learned**, conclusions and related recommendations in order to contribute to future possible actions.

The evaluation process was carried out in 3 phases: An Inception Phase, a Remote Phase (to substitute for a field phase that cannot be conducted at the moment as per limitations related with the COVID 19 situation), and a Synthesis Phase (consolidation of findings). In the interest of time, the **inception and desk phase were combined**. The evaluators used a mixed-method research design combining the data collection methods emanating from both primary and secondary data and a variety of data collection methods to gather the information needed to conduct the work. Secondary data largely comprising key documentation (project documents, website, articles, reports etc) on all three components of the action, including the previous mid-term evaluation were also used. In total, 32 persons were interviewed over a period of a month·

The evaluation team has considered all of the comments received from the EUD, ECES and all of the implementing partners and has adapted the final report in line with the suggestions and comments which it deemed to be applicable.

The Key findings are summarized below:

RELEVANCE
The action is considered to address the critical needs of the beneficiaries to enhance its capacity to support Jordan´s reform process towards consolidation of deep democracy and promotion of inclusiveness of national policy and decision-making processes. While the overall design of the action is very relevant, mapping of synergies between all four components was not mapped sufficiently which led to very few cross-cutting activities taking place. The action is in line with EU policy and strategic priorities in support to democratic governance. Many of the activities and indeed the outputs specifically targeted women and other vulnerable groups, to this end the action has ensured that human rights and gender equality issues are adequately considered.

COHERENCE
While the action did undertake a number of positive initiatives to ensure joint activities across the components, especially in the first three years, it was deemed that the adoption of synergies and linkages was not always appropriate and were not referred specifically in the ToR. To this end, in the last the twelve months of the action saw a reduction in the number of joint activities. The underlying factors influencing why synergies were not always being promoted lay in part in the design of the action whereby insufficient focus was put on mainstreaming synergies across the components. This was exacerbated by the challenges in communication between the components 1 and 3, and the PMU and ECES., the constant turnover of staff at the level of the PMU and the Covid 19 pandemic.

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EFFECTIVNESS

Overall, the majority of the projects' objectives have been achieved. Out of a total 15 outputs, almost all have achieved or been partially achieved their established targets and most are on track to meet their targets by April 2021.

Specific Objective One is implemented by WFD and looks towards the "strengthening of the House of Representatives (HoR) in the exercise of its core parliamentary functions". Outcome One has a total of six outputs. Upon examination of the three indicators under Outcome One, it would seem that the first two indicators are well on track to achieve their targets. The E-Voting system as well as the gender audit are two of the key successes under this component as well as the increased overall professionalisation of the parliament in general. The third indicator (" 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") while seemingly on track to achieve its target, progress in this area has been somewhat stunted given the limited role of civil society in general and the reluctance of parliamentary blocs to work together. These two particular areas i.e. civil society and parliamentary blocs are not high up on the priority list of the parliament.

Component Two is implemented by ECES and has a total of four outputs which are also on track to meet their targets. The support to the IEC is expressed under Specific Objective Two, which looks towards the "enhancing of the functioning of the Independent Electoral Commission and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner." Its primary focus is on the strengthening of the electoral management body which correspond to a demonstrated need. Its secondary focus has been on accompanying the electoral management body all along the electoral cycle which is a good practice.

It would seem that the indicators for each of the four outputs are well on track to achieve their targets, although indicator two with reference to voter turnout has not been achieved and in fact decreased due to the Covid pandemic. The evaluation found that the Component managed to deliver quite a number of inputs to support the long-term capacity of the institution as per the financing agreement. As of January 2020, in terms of deliveries, more than 70% of its scheduled activities were implemented. It is however, worth noting that some of the initial activities foreseen in the financial agreement were cancelled and other activities were implemented, upon request of the IEC and with the approval of the EUD. Furthermore, with regards to the EU EOM recommendations, at least 8 out of 12 of the recommendations have been implemented and others are on track to be adopted. The action also provided key support to the local elections in 2018 and 2019 and more recently was the design and implementation of the quality management system and successful certification of the IEC against ISO 9001.

Component Three has a total of five outputs and is implemented by NIMD. The component aims to strengthen the political party system in Jordan. The component was marked by a number of key elements including the provision of a large number of workshops, trainings roundtables, knowledge, inter party dialogues, coaching to support the long-term capacity of MoPPA and political parties. The support provided remains highly relevant, and has managed to overcome most of the difficulties encountered during the first 2 years of implementation. Activities have been organized throughout the Kingdom with the participation of different participants from the 12 governorates and despite the sensitive nature of the component, the activities carried out were most of the time highly visible. The implementing partner has adapted well to the context.

EFFICIENCY

The overall efficiency of the action is deemed satisfactory. There has been a substantial turnover of staff in the PMU, mainly the PMU manager and the Finance and Administrative Manager which has contributed to challenges in the overall management of the action. Notwithstanding, the action was able to deliver the key products applying due diligence in financial management and according to the specifications and needs of each beneficiary, albeit with some delays.

Components 1 and 3 have expressed dissatisfaction with ECES and the running of the PMU and related that a number of delays have been experienced especially in the procurement of goods and services. Furthermore, there is still some contention as to the role of the PMU to facilitate the action and the extent to which implementing partners should be knowledgeable on agreed SOPs as stipulated under the Consortium agreement.

The perception of transparency and communication has been a particular bone of contention during the entirety of the action. Trust between ECES and the co-applicants/implementing partners has continued to erode and as a result has both fractured the confidence in the overall management of the PMU by ECES and ECES´ confidence in its implementing partners. The ECES and the PMU have held throughout the duration of the project frequent and regular meetings with the partners as well as with the EU Delegation (once a month) recorded in minutes shared with partners and the EU Delegation. However, this has done little to remedy the evident challenges that the action has experienced in vertical communication in particular at HQ level of the consortium members. In the field, cooperation between components and the PMU was deemed to be smoother, and beneficiaries manifested their satisfaction with the support provided by the action.

The monitoring and reporting of the action carried out by ECES and EPD is deemed as very satisfactory. Project reports are of a good standard and there is consistent and tracked monitoring of all indicators at all levels. While COVID 19 has had some influence over the implementation of certain activities, alternatives have been found, and all three components have been able to adapt to the pandemic and ensure the continuation of activities to encourage the achievement of the outcomes established.

IMPACT

The overall impact of the action is reasonably positive, and definite changes have been noted in each of the three beneficiary institutions, nevertheless an independent analysis of 2020 elections will have to be done in order to assess the strength and usability of the key changes made in procedures and policies during the tenure of the action and to what extent Covid impacted the political process.

The overall impact on the HoR has been largely positive especially with regards to women. There has been definite progress in institutionalizing a number of procedures and increasing the professionalism of the parliament in general as well as ensuring a more gender sensitive parliament. The parliament expressed their satisfaction at working with the action and require continued support to ensure harnessing the results obtained under the action.

There has been progress in the support afforded to the IEC, the endorsing and subsequent implementation of some of the EU EOM recommendations is admirable, and while many of the recommendations would have required a more political approach, many of them have been achieved. Given the Covid context, it has been reported that the integrity of the elections was compromised and the Washington Post described it as one of the least democratic elections in Jordan's recent history.

The overall indicators at the outcome level have in fact decreased for component three, however this is more an impact of the current crisis and external influencing factors and is by no means a reflection of the action on political parties. The overall impact on political parties and the extent to which they have contributed to inclusiveness of national policy and decision-making processes still remains to be seen.

SUSTAINABILITY

The majority of the outputs and their respective results are owned by the individual institutions, nonetheless there may be a need for reinforcing some of the results subsequent to finalization of the 2020 electoral process and possible changes of leadership or changes impacted by the elections on each of the beneficiary institutions. Furthermore, it is important to note that the tenure of the action and the overlapping of the electoral cycle necessitates a longer period to sustain the key results of the action, especially given the results of the 2020 electoral process. To this end, continued support to each of the institutions is essential to maintain the trust and confidence in the relations built over the tenure of the action. Further support is particularly pertinent in all of the institutions. The HOR will require particular support given that an important percentage of MPs are new 98/130 and only 18 per cent of the new parliament is made up of political parties. In addition, the IEC following an official request, has jointly developed two project proposals with ECES to support the IEC until the 2021 local elections and to strengthen the Arab Network of Electoral Management Bodies and IEC is providing the secretariat for this organization. The two proposals are finalized and have been submitted to the EU and other EU Member states. Furthermore, women and youth while having important support under the three components, their successful

participation in the process has somewhat weakened in the face of Covid Crisis and the electoral results, and it will be important to continue to strengthen these groups through to the next electoral cycle.

Recommendations: The evaluation recommends the following key points:

1. Promotion of more synergies in the project including from the outset project design level
2. Support to the Arab Network of EMBs
3. Development of the media as a standalone component
4. Recruitment of legitimate local expertise to facilitate the beneficiary ownership
5. Incorporating the support of political parties into the design of the project
6. Division of roles for PMU and the Head of Component Two and the provision of the necessary budget.
7. Specific focal points and significant training on the procurement process with EU rules and established SOPS to guide the action.
8. Conducting of a lesson learned exercise and taking stock between all three components, weighing in on the potential impact of Covid on the overall results of the political process.
9. Follow up on key gains of the Parliament into a new project.
10. Updating of the technical proposal presented to the EMB.
11. Assessment of key successes and challenges with regards to women and youth in the political process.

1.1.   Context

The Constitution of Jordan was adopted on January 11, 1952 and has been amended a number of 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 "Arab 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 implement the associated reforms, following a "more for more" approach.

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.

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. It is construed to deliver support to implement the recommendations of the EU Election Observation Missions (**EUEOM**) to Jordan, and draws on the lessons learned from project funded by the EU and EU-members states implemented in Jordan by members of the EPD Consortium[1], notably the Westminster Foundation for Democracy (**WFD**), the Netherlands Institute for Multiparty Democracy (**NIMD**) and the French Agency for Media Cooperation (**CFI**). Moreover, this project is informed by the lessons learned and accumulated experience of the EPD Consortium from having delivered more than 200 democracy and electoral support projects in 150 countries.

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[1] NIMD (Mapping of PP conducted by the Identity Centre for Human Development – 2013, Desk analysis of the political developments - 2016), CFI (Support to Journalism Education in Jordan -2016, Ebticar project in Jordan: development and consolidation of online media 2013-2016; 4M "Transition to online for Arabic-language newspapers" ; 4M Mashreq in Jordan- Improving the viability, pluralism and quality of 10 online media 2013-2014) and WfD (Establishment of HoR Research Centre, Support to the women's caucus of parliamentarians; youth leadership programme and Parliament's first ever induction programme 2012-2015; Consolidation of the HoR Research Centre, support women MP and Parliament's consultative mechanisms 2015-2018).

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PART TWO. DESCRIPTION OF THE INTERVENTION

The action under review, entitled "EU Support to Jordanian Democratic Institutions & Development – EU JDID (ENI/2017/385-539) spans over a period of 48 months with a total budget of EUR 12.737.995 with EUR12.000.000 of that funded by the EU and the remaining EUR737,995 by the Consortium's co-funding. The implementation period is from 25th April 2017 to 24th April 2021. The action aims to support Jordan´s reform process towards consolidation of democracy and to promote inclusiveness of national policy and decision-making processes. The action also targets women and youth intending to foster a stronger democratic and tolerant political culture.

The action comprises three key different components which are interrelated. These include Parliamentary Support, Electoral Assistance and Support to the Political Party System. (A fourth component to support CSOs is also included under the umbrella of EU-JDID, however it is funded by the Spanish Cooperation Agency, AECID.) A Consortium Agreement was entered into on the 25th April 2017. The Consortium is led by ECES and included as members the European Partnership for Democracy (EPD), The Westminster Foundation for Democracy (WFD), the Netherlands Institute for Multiparty Democracy (NIMD) and the French Agency for Media Cooperation (CFI). At the time of the contract, all members were part of the European Civil and Political Society Organisations working on democracy assistance.

2.1 Intervention logic / assumptions and judgment criteria in the Project

The intervention logic is the set of the assumptions explaining how the intervention was expected to meet its objectives and produce the expected effects.

Stakeholders	Component	Assumptions	Judgement criteria (JC)
HOR	Strengthen the functioning of the House of Representative (HOR) in exercising its core parliamentary functions in a professional, accountable and transparent manner	If the HOR receive technical and financial resources through the program, then it will be able to exercise its core parliamentary functions in a professional, accountable and transparent manner	Capacity of the project to strengthen the HOR in order that its delivers its core parliamentary functions in a professional, accountable and transparent manner
IEC	Enhance the functioning of the Independent Election Commission (IEC) and other key stakeholders, contributing to elections conducted in a professional, transparent and credible manner	If the IEC and other stakeholders of the electoral process, receive technical and financial resources through the project, then they will be able to conduct elections in a professional, transparent and credible manner	Capacity of the project to enhance the functioning of the IEC and others key stakeholders of the electoral process, to deliver their mandate in a professional, transparent and credible manner. -capacity of the EMB to organize the 2020 general elections
MOPPA & political parties	Support the Political Party (PP) System in contributing to democratic governance and policy making, in particular in the HoR.	If the political party (PP) system receive technical and financial resources, then political parties will contribute to the consolidation of the democratic governance and policy making	Capacity of the project to enhance political parties' contribution to the consolidation of the democratic governance and policy making.

Figure 1: Intervention Logic

3.1. Purpose

In line with the established priority of the European Commission, its interventions should be systematically evaluated on the quality and the results of actions in the context of an evolving cooperation policy ensuring a specific focus on results-oriented approaches and the contribution towards the implementation of the Sustainable Development Goals (SDGs). In September, two months prior to the holding of Parliamentary elections scheduled for 10 November 2020, ECES representing the EU JDID consortium implementing the project has commissioned an internal evaluation upon request of the EUD to gather evidence of whether, why and how the results are linked to the EU intervention and identify lessons learned to date. This evaluation therefore provides an overview of the success and where feasible the impact of the intervention and examine the cause and effects between the inputs and activities, and outputs and impacts. The period of evaluation will span from 25 October 2018 until 31 August 2020. The findings of the mid-term evaluation which was finalised in January 2019 will also provide key inputs to this particular evaluation.

It is expected that a Results Oriented Monitoring (ROM) will be subsequently undertaken as will an independent final evaluation at the closure of the programme in April 2021. This particular evaluation builds upon the previous mid-term evaluation on activities spanning from 25 April 2017 to 25 October 2018. To this end, the present evaluation exercise focuses on approximately 22 months of implementation of the EU-JDID program, while providing overall conclusions for the entire action to date.

This report provides the relevant services of the European Union, ECES representing the EU JDID consortium members, the interested stakeholders[2] and the wider public, with an analysis resulting from the interventions to support the Parliament, the Electoral Commission and the Ministry of Political and Parliamentary Affairs.

During the first inception conference call, it was agreed with the evaluators that the component dedicated to support the Civil Society Organisations and implemented by the Spanish Agency for International Development Cooperation (AECID)[3] will not be covered by this current evaluation.[4] Therefore, the three main components under evaluation are the parliamentary support, the electoral assistance and the support to political party system.

3.2.   Specific Objectives

The main objective of the present evaluation is to provide an **overall independent assessment of the performance of EUJDID programme**, paying particular attention to the overall results **against stated objectives** and to the **reasons underpinning such results,** and key **lessons learned**, conclusions and related recommendations in order to contribute to future possible actions.

Specifically, this evaluation provides:
•   An overall independent assessment of the performance of the Project 'EU Support to Jordanian Democratic Institutions and Development', paying particular attention to its results measured against its objectives and expected results before the 2020 elections have taken place;
•   An overall independent assessment of the added values and comparative advantages the implementing methodology "A European Response to Electoral Cycle Approach — EURECS", in particular with regards to cost effectiveness (funds dedicated to activities compared to human resource/management costs) focusing also on activities that can be implemented to support the ongoing electoral process including looking at the EUEOM's recommendations that have been implemented.

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[2] The beneficiary of the Actions are the Independent Election Commission, the Ministry of Political and Parliamentary Affairs to support the political parties., the House of Representatives and the Civil Society.
[3] 2M EUR are financed by Spain/AECID.
[4] It should be noted however that they will be consulted during the evaluation.

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4.1.   Evaluation Approach

In line with the established priority of the European Commission to conduct quality evaluations that ensure high utility of the results acquired from the exercise, the evaluation team adopted the principles of a Utilization-Focused Evaluation - which entails collecting and analysing suggestions and recommendations from all three components based on the key stakeholders opinions in order to inform future programme design and the way forward for future election and democracy support projects under the auspices of the European Union. To this end, the evaluation has a learning dimension, as the process provides a framework for reflection and self-assessment at organisational level as well as the level of individuals. The evaluation has liaised closely with the project manager as well as other key staff of the action, in order to support learning through generating and feeding back findings and lessons learned. Furthermore, the exercise is founded on the principle that all the information pertaining to the evaluation will be contextualised and "understood in the context of the individual evaluation, the action being evaluated, and the stakeholders involved."[5]

Using a mixed-method research design, this evaluation exercise has been informed by a number of lines of evidence. In addition, the evaluation ensures that the evaluation exercise is seen through a human rights and gender lens, through the disaggregation of data and an assessment of a rights-based approach to the overall intervention. Overall, a consultative and participatory approach has been adopted by the consultants by actively involving the primary intended users in the evaluation. The approach to be undertaken not only serves accountability purposes and takes stock of the progress of the results during the lifetime of the action, it also has to be used to review the progress made by the action towards achievement of results thus far, identify weaknesses and gaps and recommend possible future corrective actions as required. Such an approach promotes ownership of the entire evaluation process as well as the results emanating therefrom.

| Mixed-method Research Design | Objective, Independent and Transparent | Consultative and Participatory to ensure Ownership | Gender and Human Rights Focus |

Utilization Focused Evaluation

Figure 2: Guiding principles of the evaluation

4.2   Evaluation Criteria

EU JDID has been evaluated against the five standard DAC evaluation criteria, namely relevance, effectiveness, efficiency, impact and sustainability, as well as internal and external coherence.

To structure the analytical framework, the evaluators have regrouped the afore-mentioned areas of assessment under a total of six plus one overarching evaluation criteria: in addition to the five standard DAC criteria, the evaluation has also considered the following criterion:

Coherence: along with the specifications set by both the EU and the OECD DAC,[6] the evaluation will consider both the action's *internal coherence* and established synergies between the three components under the action, as well as the synergies and coherence with other similar projects.

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[5] Better Criteria for Better Evaluation – Revised Evaluation Criteria Definitions and Principles for Use – OECD/DAC Network on Development Evaluation. P6.

[6] Coherence is a new DAC criterion. See OECD/DAC Network on Development Evaluation, *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, 2019.

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Gender Equity[7] and Human Rights will be used as a transversal criterion.
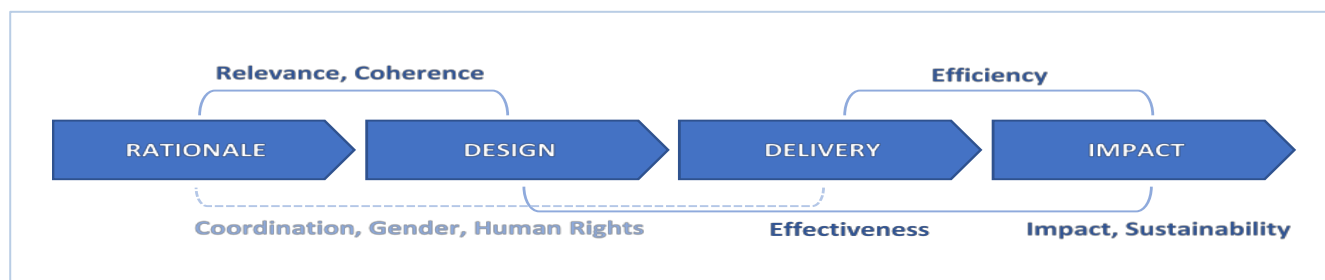

Figure 3: Evaluation Framework of the Action

4.3. Evaluation Questions

For each of the evaluation criterion and building on the specific areas of analysis specified by the TORs, the evaluation team developed a comprehensive set of research questions, then regrouped and consolidated them into overarching Evaluation Questions.

The 7 Evaluation Questions are set out in the table below, arranged by individual evaluation criterion. These overarching questions have structured the way the evaluation tests the hypotheses and assumptions in the intervention logic of the action during each phase of the evaluation. In order to respond to each of these questions in a comprehensive, evidence-based and objective fashion, the evaluators further broke them down into sub-questions and verifiable lines of evidence. Where they deemed necessary, the evaluators complemented the indicators and sources of verification already established in the action's logical framework with their own, as well as the most suitable methods for data collection and analysis, as summarized in the Evaluation Matrix described in Annex II.

CRITERIA	EVALUATION QUESTIONS
RELEVANCE	**EQ1: To what extent did the action address the critical needs of the beneficiaries to enhance its capacity to support Jordan´s reform process towards consolidation of deep democracy and promotion of inclusiveness of national policy and decision-making processes?**
COHERENCE	**EQ2: To what extent did the intervention demonstrate coherence and synergies between the components and other activities implemented by external stakeholders?**
EFFECTIVENESS	**EQ3: To what extent have project objectives and results been achieved? What were the key challenges and enabling factors? In which area was the project most successful in increasing capacity of the key beneficiaries to promote inclusiveness of national policy and decision-making processes?**
EFFICIENCY	**EQ4: To what extent have resources been allocated strategically and were they managed effectively?**
IMPACT	**EQ5: What impact did the work of the action have on the beneficiaries to promote inclusiveness of national policy and decision-making processes leading to a stronger democratic and tolerant political culture?**
SUSTAINABILITY	**EQ6: To what extent did the beneficiaries take ownership of the project? Will they be able to sustain the results of the action (programmatically, politically and financially)?**

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[7] Gender Equity definition: "Process of being fair to women and men, including using measures to compensate for historical and social disadvantages that prevent men and women from operating on a level playing field. "- CIDA 1997.

GENDER AND HUMAN RIGHTS	EQ7: How well has the intervention addressed the issues of human rights concerns, gender inclusion, women´s equality and empowerment across all aspects of the intervention´s design, development, implementation and its management?

Figure 4: Evaluation Questions

PART FIVE. DATA COLLECTION AND ANALYSIS

The evaluation process was carried out in 3 phases: An Inception Phase, a Remote Phase (to substitute for a field phase that cannot be conducted at the moment as per limitations related with the COVID 19 situation), and a Synthesis Phase (consolidation of findings). In the interest of time, the **inception and desk phase were combined**, as illustrated in the figure below.

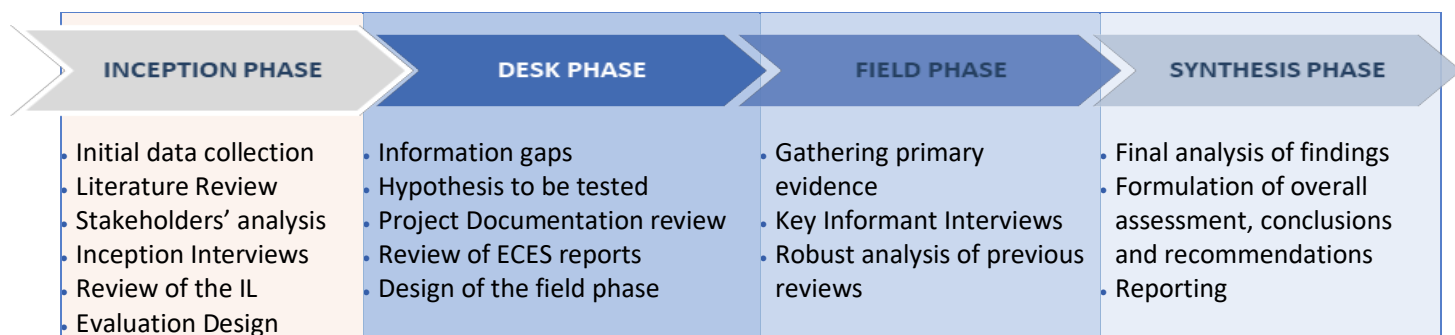| INCEPTION PHASE	DESK PHASE	FIELD PHASE	SYNTHESIS PHASE
• Initial data collection • Literature Review • Stakeholders' analysis • Inception Interviews • Review of the IL • Evaluation Design	• Information gaps • Hypothesis to be tested • Project Documentation review • Review of ECES reports • Design of the field phase	• Gathering primary evidence • Key Informant Interviews • Robust analysis of previous reviews	• Final analysis of findings • Formulation of overall assessment, conclusions and recommendations • Reporting

Figure 5: The phases of the evaluation

The data collection toolkit that was utilised during both the desk review and field phases included the collection of quantitative as well as qualitative data/information. The Evaluation Matrix referred to in Annex II illustrates how the data/information collected with the use of individual tools was gathered. As aforementioned, the theory of change and the evaluation matrix using the OECD/DAC criteria plus coherence and human rights and gender are central to the overall evaluation framework. The various data collection tools formed the different lines of evidence for exploring each of the EQs to evaluate the overall cause and effects of the inputs, activities, and outputs, outcomes and impacts.

The evaluators have thus used a mixed-method research design combining the data collection methods emanating from both primary and secondary data and a variety of data collection methods to gather the information needed to conduct the work. Secondary data will largely comprise key documentation (project documents, website, articles, reports etc) on all three components of the action, including the previous mid-term evaluation. In total, 32 persons were interviewed over a period of a month[8]. On some occasions, information was verified by email, Whats App and further zoom calls in order to verify that the evaluators had access to the most recent and accurate information. The evaluation was informed by three lines of evidence: (1) A comprehensive desk review of both the programme documentation and relevant literature pertaining to EU-JDID and the reform process (2) Key Informant Interviews (KIIs) conducted remotely, (3) Robust analysis of the mid-term review as well as the ROM conducted in 2019.

It should be noted that while all partners agree with regards to the effectiveness of their respective components, there are a number of dissenting opinions amongst ECES and the other implementing partner with regards to the efficiency of the action as well as its overall management. To date, available verification of expenditure reports has been positive and beneficiaries have manifested their general satisfaction. In principle, the overall objective of this evaluation is to conduct an independent **assessment of the performance of EUJDID programme**, paying particular attention to the overall results **against stated objectives** and to the **reasons underpinning such results,** and key **lessons learned**, conclusions and related

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[8] A full list of interviewees is included under Annex V.

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recommendations in order to contribute to future possible actions. To this end, while the evaluation covers in depth the overall differences in opinion between ECES and the implementing partners in relation to the efficiency of the action, the evaluation has endeavoured to take a more forward-looking approach and focussed more on the results.
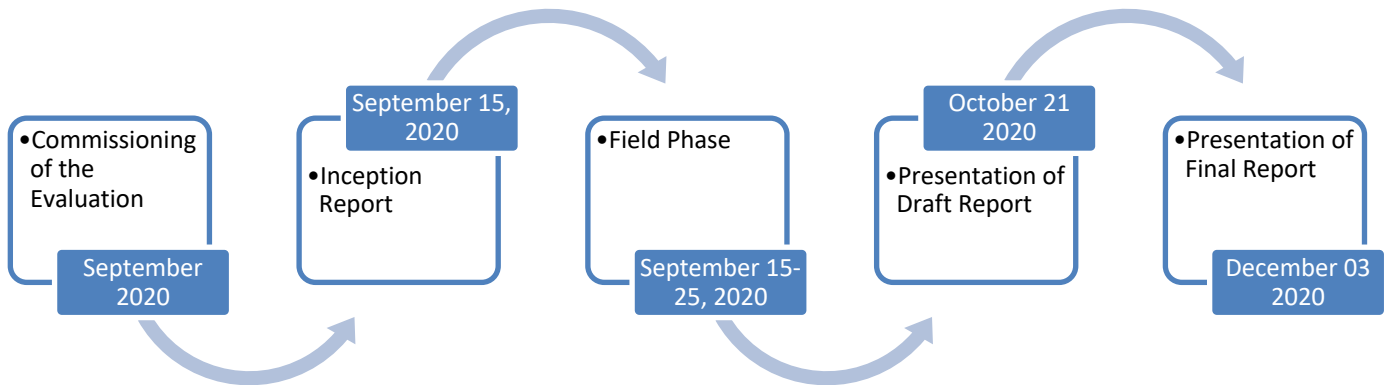

Figure 6: Timeline of the evaluation

6.1.   Limitations and Risks

The evaluation was subject to a number of constrains and risks. In the context of the Covid-19 pandemic, one of the largest limitations to the evaluation has been the inability of the evaluators to travel to Amman due to continuing travel restrictions and the current wave of outbreaks in both Europe and abroad and in Jordan itself. Notwithstanding, the evaluators consider that the robustness of the desk review and the added value of having one of the evaluators of the mid-term evaluation as well as other relevant thematic evaluations in Jordan will counter any weaknesses in the evaluation data and ensure a robust and inclusive methodology which goes beyond the usual stakeholders involved in an evaluation of this size and with such limited resources.

RELEVANCE

The action is considered to address the critical needs of the beneficiaries to enhance its capacity to support Jordan´s reform process towards consolidation of deep democracy and promotion of inclusiveness of national policy and decision-making processes.

The action is deemed as relevant as it addresses the **needs of relevant stakeholders and beneficiary of the interventions in a context of ongoing reforms.** The action's design is **informed by the lessons learned** during the implementation of the previous EU – funded project. Its objective was to pursue the democratic reform process which commenced subsequent to the beginning of the Arabic spring but also, it aimed to build the capacity of some of the democratic institutions which were going through a reform process as well.

To this end, the action carried out exploratory needs assessment missions and extensive consultations with the House of Representatives (HOR), the Independent Election Commission (IEC) and the Ministry of Political Parties Affairs (MOPPA) in order to identify their institutional capacity, weaknesses and room for improvements. Based on the capacity assessment exercise, the program was designed.

Some of the challenges identified during the identification process were the following:
  i.   Newly elected MPs after the 2016 elections – and identified needs to improve capacity of MPs and staff to perform their functions
  ii.   The IEC is a newly established body with less than a decade of expertise. There is still room for improvement linked to the legal, operational, technical, communication, political, security, among other aspects of electoral processes which still can benefit from external support
  iii. The Political Parties are marked by poor ideological foundations and institutional weakness after the re-emergence of political parties in 1989
  iv.   The level of transparency and accountability of the democratic life could increase if CSOs gain access to continuous support (Component 4)

To this end, the consortium members correctly identified varying areas of interventions which could potentially contribute to the professionalism, and overall competences of these institutions through the provision of technical assistance. This support is provided mainly through the provision of expertise and procurement of materials.

The focus on capacity building on all three institutions was important and considered essential to deepen democracy and enhance the decision-making processes of each of these institutions. **Supporting these institutions under the three components would potentially lay the foundations to promote more democratic reforms, which would potentially promote inclusiveness.** The EU JDID also considered that promoting and enhancing women and youth inclusion would foster a stronger democratic and tolerant political culture. It recognizes that marginalized groups, notably women, youth and persons with disabilities (PWD) continue to show a relatively low level of interest in the conduct of the public's affairs in Jordan. To this end, through the action, a focus was placed on the empowerment of women, youth, and to some extent PWD in order to increase the access to their rights in the Jordanian society.

Under Component Two, operational support to the elections was missing in the initial project's design however a request was submitted by the IEC who then supported them with the organization of several elections. To this end, while the action was very relevant hitherto, the evaluation finds that relevance might be reduced in 2020 for the electoral support (Component 2) as the action might not continue its assistance far enough into the post-electoral period unless additional funds are injected into the component and implementing period is extended. The Component Two has a very strong demand driven approach and is aligned with the electoral cycle approach.

For the first couple of years of implementation of Component Three, the **relevance of the support was somewhat undermined. The distribution of funds to each component had been identified according to the needs of each of the key**

beneficiaries by the EU and its Jordanian counterparts and authorities that signed the Financing Agreement, and this included for example under Component One whereby a substantial amount was required in order to procure the equipment for the E-Parliament. As a result, the amount afforded to Component Three was comparatively much lower than the other two components and the MoPPA considered this "as unjustified bias of the EU towards the other two institutions " and thus affected their commitment to the project during the first stage of the action[9]. Notwithstanding, the weak commitment of the MOPPA was finally overcome by the flexible approach adopted by the implementing partner

While the overall design of the action is very relevant, mapping of synergies between all four components was not mapped sufficiently which led to fewer cross-cutting activities taking place

One of the key reasons behind the action, and the inclusion of the three components plus one, was the interconnectedness between the beneficiary institutions and the potential for promoting inclusiveness and stronger democracy reform. While this interconnectedness is recognized and to a certain extent, the beneficiaries acknowledge this as well, the overall design did not always provide sufficient space to support and create these synergies. To this end, while the **overall design of the action was relevant, there are some gaps in the design**, whereby it does not sufficiently interconnect the components. To some extent, a**dequate mechanisms and sufficient financial resources were not put in place to support the effective sharing of synergies**. Nonetheless, it is important to highlight that while a number of the interlocutors, namely the implementing partners would have liked to have seen more synergies, building synergies between components was not always feasible given the status of the three institutions. While some of the beneficiary institutions did not necessarily object to finding synergies with the others, working together was not always deemed as appropriate. The IEC, for example was wary of working visibly too close with the political parties for fear that it could have implications on its perceived independence as an institution. Notwithstanding the action did organize a number of meetings with the IEC, Political parties and HoR on promoting the EOM recommendations which was a positive step to create synergies. To this end, the action would have benefitted in more fore thought on the type of activities that could have been implemented jointly, as all of the institutions and the overall democratic process had a lot to gain by strengthening transparency through collaboration.

The action is in line with EU policy and strategic priorities in support to democratic governance

Since 2002, the EU and the Hashemite Kingdom of Jordan have established a strong partnership in many sectors. The current agenda for EU-Jordan´s relations is set out in the EU-Jordan Action Plan under the European Neighborhood Policy. These relations are based on an understanding of common values and interests. Democratic principles and human rights have always been the core values of the EU since its creation and after the beginning of the Arab Spring in the Kingdom, the adoption of substantial reforms in the field of democratic governance became a matter of concern for the Jordanian Government.

Currently, the strengthening of **democratic governance, the rule of law and human rights are priority areas** of intervention of the revised European Neighborhood Policy, the EU-Jordan Partnership Priorities and the EU-Jordan Compact but it proved to be a challenge for the Jordanian government.

The pace of implementation of political reforms has been slow and has been substantially affected by the regional developments and crises and socio-cultural factors. The country's existing institutional governance structure presents a number of structural limitations which is further undermining the democratic reform process.

In this difficult period, EU support remains crucial to addressing the country's situation and to the ongoing democratic reform process. The **support is very relevant in the framework of the EU – Jordan partnership**. It provides resources to implement the" EU support to Jordanian Democratic Institutions and Development" to support Jordan's reform process towards consolidating a sound democracy. It is aligned with the needs of the country and priorities. This is in line with the Government of Jordan´s 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 citizenship "the need to see the emergence of

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[9] It should also be noted that there were a number of delays in recruitment of the Component Head.

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true national parties that aggregate specific and local interests into a national platform for action"," 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 governments", "the duty to perform for the MPs which are members of one body, Parliament" ,"providing efforts in enhancing the role of civil society in monitoring and elevating the political performance of all institutions", "developing a comprehensive national strategy on youth".

At regional level, the Project is fully in line with the European Neighborhood Policy and the EU policy. It allocates substantial resources (ref ENI/2017 /385-539) to support the Government of Jordan´s priorities with emphasis on good governance and democratization in response to the Arabic Spring in the region. Its objective is to provide Jordan - committed to establish a deep and sustainable democracy with financial and technical support to help implement the associated reforms, following a "more for more" approach which allows a gradual implementation.

As well, it is in line with the EU renewed commitment to support the democracy agenda - Action Plan on Human Rights and Democracy (2020-2024) whose priorities include building resilient, inclusive and democratic societies as well as with the EU policy towards the North African and Middle Eastern countries that aims to encourage regional cooperation among the countries of the region.

The action has ensured that human rights and gender equality issues are considered.

The overall objective specifically refers to women and youth and the promotion of inclusiveness. Furthermore, gender specific indicators are also included. None of the three specific objectives highlight women in the actual objective, however under Component One there is explicit mention of women parliamentarians and a number of gender specific indicators are identified. The outputs further breakdown a number of targets with regards to women and youth, with where feasible gender disaggregated data being provided. This is pertinent for outputs 1.2. and 1.5. under Component One, Outputs 2.3 under Component Two and output 3.1., 3.3. under Component Three. While there is an emphasis on gender and youth, there is very little specific reference to other groups included in the design of the action, although Persons with Disabilities were targeted with some activities under Component Two and youth under Component Three. Furthermore, while gender and human rights are included in each of the three components, overall mainstreaming of these issues is not present, and indicators are not always disaggregated where feasible.

Key Conclusion One: The project design is relevant to the 2017 -2021 context and it is aligned with the existing work, priorities and systems of the targeted Jordanian institutions which had not yet fully developed their capacity. It addresses some of the emerging issues resulting from the ongoing democratic reform process towards consolidation of democracy.

Key Conclusion Two: There is very strong evidence that it is aligned with the European Neighborhood Policy (ENP) and with the Government of Jordan Policies.

Key Conclusion Three: The project mainly used a capacity building approach for the 3 components. It supported the HOR, the IEC the MOPPA and political parties in developing systems like handbooks, risk assessment, strategy, E-voting for the HOR, internal management systems, quality control mechanism, guidelines, technical guides, archiving systems and parliamentary workflow system for the MOPPA.

Key Conclusion Four: The support to women, youth and PWD is very appropriate as well and needed in the context of Jordan. During the 2 last years of implementation, all components project continued to adapt to the changing circumstances and remain responsive to the needs of the beneficiary institutions. This selected approach aims at increasing the level of commitment of the beneficiary institutions. This is was particularly relevant with the components.

COHERENCE

The overall design of the action did not encourage synergies between the three components

The evaluation finds that there are a number of important synergies and complementarities between all three components, however, each component appears to be working in silos despite some genuine efforts to try and work together and create more synergies. **A number of activities did take place** whereby components worked together, however more of these activities could have been held to increase the **impact on the action overall**. All three components endeavoured to carry out some mutual activities including where MoPPA staff and CSOs were invited to participate in LEAD trainings. ECES also facilitated the organization of EU-JDID's seminar in Mafraq for the youth with the other components (political parties, elections and civil society).

During the period under review, the synergies among component 3 and the other components is limited to a number of activities with a total of 25 activities being tracked under the tracking system. Examples include facilitating a dialogue between Jordanian Political Parties and 2 members of the Moroccan Parliament, a seminar on regulatory impact with the participation of MoPPA, the involvement of other components in training programs. Furthermore, the action endeavored to try to extend the cooperation among components and share the international and regional experts which were mobilized by a particular component.

While there have been some activities, the PMU and some of the components did express a disappointment at the level of synergies undertaken. The motivation to conduct joint activities by the components has been somewhat lost due to a number of factors including but not limited to a lack of appetite to conduct joint activities by beneficiaries, the turnover of staff at the PMU, and a weak mandate in the original project document and budget which did not specify the strategy to be adopted in order to include synergies in the action.

Covid 19 has also had an important impact on the level of activities. While it is important to promote more synergies, the action also needs to be cognizant of the context of each of the individual beneficiary institutions. Nonetheless, given some of the success of some of the more nuanced activities such as the discussion on the recommendations, the action could have perhaps benefited from a more strategic approach towards the synergies in order to overcome the sometimes-apparent reluctance to conduct joint activities on the scale originally envisaged.

A number of other international development partners are supporting some of the key beneficiaries. USAID, for example, is at the moment very involved in the support of the parliamentary elections providing funds to the IEC directly (without the involvement of electoral assistance providers) that support a huge amount of logistics, training, procurement and additional HR support. Since 2017 IEC have refused IFES and UNDP support due to a difference of opinion in the electoral assistance approach.

Both the USAID and the ECES were, for part of the action, sharing a joint office which inevitably made coordination more fluid. Currently, UNDP is still negotiating with the electoral commission to provide future assistance into the IEC to support the inclusion of youth and women and persons with disabilities in the electoral process. It would be desirable that synergies be continued and strengthened between ECES and USAID to avoid possible future duplication of activities.

Key Conclusion Five: The synergies and linkages amongst each of the components was not promoted as fully as could have been, although in some cases synergies were not always appropriate. The underlying factors influencing why synergies were not always being promoted lay in part in the design of the action whereby insufficient focus was put on mainstreaming synergies across the components. This was exacerbated by the breakdown in communication between the components as well as a constant turnover of staff at the level of the PMU and the impact that Covid 19 has had on activities.

EFFECTIVENESS

Overall, the majority of the projects' objectives have been achieved. Out of a total 15 outputs, almost all have achieved or partially achieved their established targets and most are on track to meet their targets by 2021.

Support to the House of Representatives

The House of Representatives (HoR) is comprised of 130 Members of Parliament (MPs) – including 20 women and 74 newly elected MPs – and is coordinated by a secretariat headed by a Secretary General, who oversees 17 departments for a total of more than 600 staff. This component has a budget of 4,249,919 EUROS[10] and it is directly implemented by WFD who has been supporting the work of the HoR since 2012. WFD under Component One provides support in the guise of expertise, training, workshops and building of procedures in order to strengthen the functioning of the HOR in order for it to exercise its core parliamentary functions in a professional, accountable and transparent manner.

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Outcome One: The HoR exercises its core functions in a professional accountable and transparent manner.			
Verifiable Indicator	**Baseline**	**Current Data**	**Target 2021**
The extent to which the implementation of new/improved procedures /tools by secretariat contributes to observable improvements in professionalism and transparency.	The extent to which the implementation of new/improved procedures /tools by secretariat contributes to observable improvements in professionalism and transparency. 0	The extent to which the implementation of new/improved procedures /tools by secretariat contributes to observable improvements in professionalism and transparency. 2.42	The extent to which the implementation of new/improved procedures /tools by secretariat contributes to observable improvements in professionalism and transparency. 2.5. out of 4
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.	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	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. 1.64	adoption of new oversight tools and processes contributes to observable improvements in accountability, including greater scrutiny from a gender perspective. 2.5 out of 4
The extent to which new/improved parliamentary practice contributes to increased participation form civil society and parliamentary blocs in parliamentary business, particularly with respect to women´s participation.	The extent to which new/improved parliamentary practice contributes to increased participation form civil society and parliamentary blocs in parliamentary business, particularly with respect to women´s participation. 0	The extent to which new/improved parliamentary practice contributes to increased participation form civil society and parliamentary blocs in parliamentary business, particularly with respect to women´s participation. 1.29	The extent to which new/improved parliamentary practice contributes to increased participation form civil society and parliamentary blocs in parliamentary business, particularly with respect to women´s participation. 2.5 out of 4

Specific Objective One looks towards the "strengthening of the House of Representatives (HoR) in the exercise of its core parliamentary functions". Outcome One has a total of six outputs. Upon examination of the three indicators under Outcome One, it would seem that the first two indicators are well on track to achieve their targets. The third indicator ("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") while seemingly on track to achieve its target, progress in this area has been somewhat stunted given the role of civil society in general and the reluctance of parliamentary blocs to work together. These two particular areas i.e. civil society and parliamentary blocs are not high up on the priority list of the parliament.

The following section highlights the successes of the six outputs. The evaluation has utilised the indicators and their respective targets reached by the third annual report, and has triangulated the information from the exhaustive desk review and the interviews held with the key stakeholders under Component One.

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[10] This amount does not include key procurement processes for the E Voting System

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.1 Capacities of the HoRs Secretariat and human resources are enhanced			
Verifiable Indicator	Baseline	Current Data	Target 2021
Annual Survey of MPs Secretariat performance	Annual Survey of MPs Secretariat performance: 73.68% of MPs agree or strongly agree that "the HoR is well administered by the Secretariat" and 73.68% of MPs are satisfied or very satisfied with the response to their requests (Baseline sept 2018)	Annual Survey of MPs Secretariat performance: (increased satisfaction on performance) Next version after elections 2020	Annual Survey of MPs Secretariat performance – increased satisfaction on performance
Percentage of departments with training plan	Percentage of departments with training plan: 0	Percentage of departments with training plan: Specific training courses for categories of staffers (rather than departments) within the multi-annual training plan	Percentage of departments with training plan: 70% of departments
Number of staff trained	Number of staff trained: 0	Number of staff trained: **300 (149 people in Y3 received multiple training sessions).**	Number of staff trained: 100
No. of plans and policies provided	No. of plans and policies provided (1) draft strategic plan already provided by WFD, no. other polices of plans have been provided.	No. of plans and policies provided (9) e-Parliament strategy, Environmental Policy, ICT Roadmap, strategic plan, research management policy, online library policy, action plan on financial analysis capacity, HR capacity	No. of plans and policies provided: 4 additional plans or policies provided (library policy, HR policy, environmental policy, IT/digital strategy
No. of peer exchange, best practice sharing initiatives organized	No. of peer exchange, best practice sharing initiatives organized: 0	No. of peer exchange, best practice sharing initiatives organized: 7 (Y3: peer exchanges to London and Greece)	No. of peer exchange, best practice sharing initiatives organized: 4

The first output is regarded as very successful. Interlocutors believe that the action has "brought a lot of achievements and has enhanced the performance of the work here". The training of the staff and the development of training plans as well as the strategic plan have been paramount. The workers who are perceived as the "soldiers" of the parliament, are the foundation to the success of the parliament therefore support in the development and raising of the skills will inevitably contribute to the success of this parliament". The approval of the strategic plan is pivotal and it is the first time in the Parliament's history that it has a strategic plan".

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.2 Legislative and oversight function process, committee system and HoRs research capacities are enhanced			
Verifiable Indicator	Baseline	Current Data	Target 2021
No of MPs engaged in workshops on their oversight or legislative role (specifying n of women MPs engaged)	No of MPs engaged in workshops on their oversight or legislative role (specifying n of women MPs engaged) = (0)	No of MPs engaged in workshops on their oversight or legislative role (specifying n of women MPs engaged) 32 (18)	No of MPs engaged in workshops on their oversight or legislative role (specifying n of women MPs engaged)
Legislative tracking mechanism provided (Y/N)	Legislative tracking mechanism provided : N	Legislative tracking mechanism provided : Y	Legislative tracking mechanism provided: Y
No of Staff trained in committee support on legislative and oversight role	No of Staff trained in committee support on legislative and oversight role: 75% (2020)	No of Staff trained in committee support on legislative and oversight role: to be updated in year 4	No of Staff trained in committee support on legislative and oversight role: over 75%
No of staff trained in supporting MPs to access information	No of staff trained in supporting MPs to access information: 5 out of 30 have been trained by WFD previously	No of staff trained in supporting MPs to access information: 31 staffers in Y3, with 13 women)	No of staff trained in supporting MPs to access information: 30

This particular output focusses on the MPs and the development of mechanisms to improve the procedures. A number of key success were noted by the interlocutors which included on the job coaching, shadowing, counselling and support for the preparation of post legislative scrutiny report. This apparently resulted in a proposal of the government which then proceeded to take the recommendations and follow up on them. Comparative research was also carried out on

international and best practices for parliament questions and a Handbook on Parliamentary Oversight has been approved, as well as the Handbook on Committee Processes. Another key success was the gender audit, which is the first time that such an undertaken has been conducted in the Arab World. One interlocutor stated that it was a real achievement, not only for the parliament but it can serve as a reference to other organizations to understand the challenges and bottlenecks that women face and to plan accordingly."

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.3 HoRs role in budgetary and financial oversight is strengthened			
Verifiable Indicator	Baseline	Current Data	Target 2021
Financial oversight strategy provided (Y/N)	Financial oversight strategy provided: N	Financial oversight strategy: Y	Financial oversight strategy: Y
No of staff trained in supporting financial and budget analysis	No of staff trained in supporting financial and budget analysis: 0	No of staff trained in supporting financial and budget analysis: 28 (including additional coaching for 6 weeks in Y3)	No of staff trained in supporting financial and budget analysis: 14
Review of legal powers provided (Y/N)	Review of legal powers provided: N	Review of legal powers provided: Y (part of analytical report on budgetary oversight in Jordan)	Review of legal powers provided: Y

Output 1.3 has been important and as a result of the training, the parliament is currently doing a mid-term review with extra spending to address Covid 19. It has been important as the training has supported how the budgetary process works and cooperation with the Audit Bureau and Ministry of Finance has been improved. As a result of the support the HoR was better able to monitor public account, budget revenues and spending.

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.4 A new conference and voting systems for the HoR is installed and operational			
Verifiable Indicator	Baseline	Current Data	Target 2021
Installation of a new e-voting and conference system (Y/N)	Installation of a new e-voting and conference system : N	Installation of a new e-voting and conference system : Y	Installation of a new e-voting and conference system: Y
New software is operational and used (Y/N)	New software is operational and used: N	New software is operational and used : Y	New software is operational and used: Y

The establishment of the E-Voting system was seen as very positive, although it has not yet been used to its full extent and the e-voting functionality has not yet been utilised. Nonetheless, the parliament deems the system as useful, whereby the system saves on paper and parliamentarians and staffers can now see the agendas, write notes for the plenaries and share information far more easily. According to one interlocutor, a number of other Arab parliaments have been "dazzled by it" and allegedly staffers from the Algerian Parliament who saw a demonstration of the system noted how effective and efficient it is.

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.5 Parliamentary blocs are strengthened			
Verifiable Indicator	Baseline	Current Data	Target 2021
N. of staff participating in seminars and training	N. of staff participating in seminars and training: 0	N. of staff participating in seminars and training: 34	N. of staff participating in seminars and training : 50
N. of Members of Blocs engaged in workshops	N. of Members of Blocs engaged in workshops: 0	N. of Members of Blocs engaged in workshops 25 (8 female)	N. of Members of Blocs engaged in workshops: 50
N. of meetings/seminars/engagements involving Blocs and staff together	N. of meetings/seminars/engagements involving Blocs and staff together: 0	N. of meetings/seminars/engagements involving Blocs and staff together: 4 (2 in Y3 w/Moroccan MPS and for lecture on functioning of blocs in W.	N. of meetings/seminars/engagements involving Blocs and staff together: 10

		Europe	

This particular output has been the most challenging to implement. It was stated that the parliament did not possess the appetite to promote political blocks. As a result, although a number of political blocks came to the first briefing sessions, a number of them did not express any interest to carry the activity any further. A number of other activities are planned which will afford tailor-made plans for each bloc individually.

Specific Objective One: To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.			
Output 1.6 HoRs awareness raising and outreach activities towards citizens are strengthened and media coverage of HoRs activities is improved			
Verifiable Indicator	Baseline	Current Data	Target 2021
N. of participants in open days and engagement seminars	N. of participants in open days and engagement seminars: 0	N. of participants in open days and engagement seminars : 11 youth engagement seminars (6 seminars in Y3 with at total of 525 participants)	N. of participants in open days and engagement seminars: 200
N. of broadcasted radio programs offering new interaction spaces between MPs and the Jordanian citizens	N. of broadcasted radio programs offering new interaction spaces between MPs and the Jordanian citizens: 0	N. of broadcasted radio programs offering new interaction spaces between MPs and the Jordanian citizens: 39 (up from 15 in year 2)	N. of broadcasted radio programs offering new interaction spaces between MPs and the Jordanian citizens: 26
N. of trained journalists whose reports' quality and diversity has improved	N. of trained journalists whose reports' quality and diversity has improved: 0	N. of trained journalists whose reports' quality and diversity has improved: 26 (from 150 trainees)	N. of trained journalists whose reports' quality and diversity has improved: 100
N. of participants to the conference	N. of participants to the conference: 0	N. of participants to the conference: 145	N. of participants to the conference: 200
N. of contents (interviews, reports, portraits) produced using the media center	N. of contents (interviews, reports, portraits) produced using the media center: 0	N. of contents (interviews, reports, portraits) produced using the media center: 0 (media center not operational yet)	N. of contents (interviews, reports, portraits) produced using the media center: 195 (1 per MP)
Amount of information published by the Parliament on the website and social media	Amount of information published by the Parliament on the website and social media: calendar and very few news stories on website, 98,390 followers on Facebook, 972 followers on Twitter, 661 tweets.	Amount of information published by the Parliament on the website and social media: calendar and very few news stories on website, 162 001 followers on Facebook; 37 341 followers on Twitter; 3 129 tweets.	Amount of information published by the Parliament on the website and social media: website with more data and information on parliamentary work, better calendar and more regular news, 200,000 followers on Facebook, 2,000 followers on Twitter, 4000 tweets.

A number of key activities related to HOR communication have taken place under this output, including research into good practices of parliament-civil society and a public engagement plan. Furthermore, due to the limitations to conduct activities under COVID 19, a series of 6 podcast episodes have been produced. These podcasts will be accessed by staffers MPs, CSOs and all other citizens who are interested in the history of the parliament. Part of CFI media development activities have also taken place under this output: support to production of an independent show "The Parliament", two monthly episodes since September 2018; monthly trainings and seminars on Jordan politics and institutions for journalists, a conference on social media and politics; Support to the update and development of an application linking citizens to their MPs, "Entikhabate".

Independent Electoral Commission

The Independent Election Commission of Jordan (IEC) is responsible for administering and supervising all elections in Jordan. Since its creation in 2012, this young democratic institution benefited from the support of International Development Partners and particularly from the EU resources, to develop its capacity to deliver free, fair, transparent and inclusive elections.

In line with the EU JDID project, the original design of the TOR of the tender prepared by the EU of Component Two identified the capacity building of the IEC as its primary objective. ECES, in charge of the component 2 was granted a liaison office based in the IEC´s premises afforded through training workshops, sharing of best practices and the provision of equipment.

This component has a budget of 2.115.449 EUROS and it is directly implemented by ECES utilizing the European Response to Electoral Cycle Support Strategy (EURECS), as the others components, 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 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. The development of the capacities is provided through a variety of innovative learning tools and instruments, produced and implemented by ECES in many countries worldwide.

Specific Objective Two: To enhance the functioning of the Independent Electoral Commission (IEC) and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.			
Outcome Two: Performance and ability of IEC and other stakeholders to contribute to transparent and credible electoral processes are enhanced; The trust and confidence of electoral stakeholders are reinforced through the effective implementation of the electoral quality management system at IEC level.			
Verifiable Indicator	BaseLine	Current Data	Target 2021
Adoption of EU EOM recommendations from 2013-2016 relate to the Electoral Managements Body	**Adoption of EU EOM Recommendations from 2013-2016 related to the Electoral Management Body : 3 out of 12 relevant recommendations implemented.**	**Adoption of EU EOM recommendations from 2013-2016 related to the EMB: 8 out of 12 relevant recommendations implemented.**	**Adoption of EU EOM recommendations from 2013-2016 related to the EMB: 12 out of 12 and at least 7 implemented.**
Percentage of registered voters casting votes	**Percentage of registered voters voting: Turnout 36% at the 2016 parliamentary elections**	**Percentage of registered voters voting: Turnout 31.7% for local elections in 2017, 6.7.% from local elections in 2013.**	**Percentage of registered voters voting: Turnover of over 36% at the next parliamentary elections**
V-Dem – Election Management Body (EMB) have sufficient staff and resources to administer a well-run national election.	**V-Dem, Election Management Body Capacity (Does the Election Management Body (EMB) have sufficient staff and resources to administer a well-run national election (3)**	**V-Dem, EMB capacity (Does the EMB have sufficient staff and resources to administer a well-run national election? 3.24**	**V-Dem, Election Management Body Capacity (Does the Election Management Body (EMB) have sufficient staff and resources to administer a well-run national election: Increase**
The extent to which the professionalism of the IEC contributes to transparent and credible electoral processes.	**The extent to which the professionalism of the IEC contributes to transparent and credible electoral processes 0**	**The extent to which the professionalism of the IEC contributes to transparent and credible electoral processes: 1.62**	**The Extent to which the professionalism of the IEC contributes to transparent and credible electoral process: 2.5 out of 4.**

The support to the IEC is expressed under Specific Objective Two, which looks towards the "enhancing the functioning of the Independent Electoral Commission and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner." Its primary focus is on the strengthening of the electoral management body which correspond to a demonstrated need. Its secondary focus has been on accompanying the electoral management body all along the electoral cycle which is a good practice.

Outcome Two which has a total of four outputs. Of the four indicators under Outcome Two, it would seem that the indicators are well on track to achieve their targets, although indicator two does not seem to have been achieved as the voter turnout was relatively low in the 2020 parliamentary elections (reportedly 29%) due to the impact of the Covid. Nonetheless, it is important to mention that there was no postal vote allowed and the country went back in total lockdown and curfew to curb the spread of the virus the day after the elections.

The evaluation found that the Component managed to deliver quite a number of inputs to support the long-term capacity of the institution as per the financing agreement. As of January 2020, in terms of deliveries, more than 70% of its scheduled activities were implemented. It is however, worth noting that some of the initial activities foreseen in the financial agreement were cancelled and other activities were implemented, upon request of the IEC with the approval of the EUD during the steering committee of the component 2. In terms of procurement, the IEC received from the PMU the network security system and the library system, ICT and media equipment as well as the procurement of some items for the 2017 elections which included on the spot procurement and communication support including the development of a dedicated

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application for the implementation of the door to door voter education activities. The component also supported setting and internal infrastructure of offices. One of our key activities of the component was the design and implementation of quality management system and successful certification of IEC against ISO 54001:2019 – also supporting long term capacity of IEC by giving it tools to continually improve and ensure quality".

Innovative activities were implemented by the component in line with EURECS strategy. As additional support, the action supported the IEC in designing its own Risk Management Plan (RMP) that aims to complement the operational plan and the IEC's electoral calendar whilst also attempting to mitigate potential electoral tensions, as experienced in 2016 and 2017.

ECES demonstrated flexibility by providing support that was not originally foreseen in the DOA upon the request of the IEC by affording invaluable operational support to the IEC and the local election process. In four years, six elections have been held in the country and the EMB has always benefited systematically from ECES technical and operational assistance. This included the municipal and local council elections of 2017 elections, the chambers of Industry elections in November 2018, Chamber of Commerce in 2019 and the central Badia elections.

The Component has a very strong capacity building component, which included the ISO 9001 electoral certification whereby capacity was built across all departments and directorates of the IEC. The IEC was the first Arab EMB to become certified. The IEC confirmed that long-term capacity building is a key institutional priority, however there were a number of requests from IEC which were approved by the EUD which led to an important deviation to the nature of electoral assistance. Upon request of the IEC Chairman for example, 13 local middle level experts have been contracted by ECES to assist various IEC departments and provide additional support for the implementation of activities, in preparation for the 2020 parliamentary elections. This mobilization of human resources, while highly relevant, was not foreseen in the initial design of the Project. In addition, some of the changes were made by the component itself upon request of the IEC and agreed with the EU Delegation at the dedicated steering committee of the component to ensure consistency between the IEC'S Strategic Plan and the work plan of the EU JDID component. The strategic plan was adopted in 2019 by the IEC.

The collaboration and the trust established between ECES and the IEC provided an opportunity for regional EMBs to reinforce their ties, while positioning the IEC Jordan as a leading figure of the Arab EMBs. In addition, the IEC due to the Project support via ECES has been able to take the lead of the regional model of EMBs. The Arab Organization for Electoral Management Bodies was established in 2015 as the first independent Arab non-political organization seeking to expand its scope to include all electoral bodies in the Arab world and its permanent secretariat is now based in Amman, heavily supported by the IEC of Jordan.

The electoral commission expressed its satisfaction with the support provided by ECES which managed to develop good relationships with the Commission at the decision-making level as well as with some of the technical departments which benefited from the capacity building exercises. In September 2019, Dr. Khalid Al-Kalaldeh expressed his satisfaction in writing of working with "ECES based on the fruitful collaboration under the EU JDID, and his willingness to continue building on this professional relationship." Furthermore, the evaluation found that the IEC staff members demonstrated high interest for the Leadership and Electoral Management Skills for Electoral Stakeholders (LEAD) training focusing on IEC leadership and management of electoral processes.

During the period under review, the project has managed to engage into the 4 areas of intervention and produce quite a number of inputs as per the financing agreement.

Specific Objective Two: To enhance the functioning of the IEC and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.			
Output 2.1. IEC´s institutional and human resources capacities are enhanced.			
Verifiable Indicator	Base Line	Current Data	Target 2021
ISO certification obtained	ISO certification obtained: N	ISO certification obtained: Y	ISO certification obtained: Y
Existence of Standard Operating Procedures (specific for each department)	Existence of Standard Operating Procedures (specific for each department) N	Existence of Standard Operating Procedures (specific for each department): Y	Existence of Standard Operating Procedures (specific for each department): Y
Human Resources Plan	Human Resources Plan of IEC updated: N	Human Resources Plan of IEC updated: Y (updated yearly	Human Resources Plan of IEC updated; Y

		according to ISO requirements)	
Terms of References per department and per position	Terms of References per department and per position: N	Terms of References per department and per position: Y (positions and departments)	Terms of References per department and per position: Y
No of EIC staff who have an academic certificate or masters on electoral related fields	No of EIC staff who have an academic certificate or masters on electoral related fields: 0	No of EIC staff who have an academic certificate or masters on electoral related fields: 0	No of EIC staff who have an academic certificate or masters on electoral related fields: 5 staff of whom 2 women and 2 youth (under 40)
No of IEC staff having received LEAD training	No of IEC staff having received LEAD training: 0	No of IEC staff having received LEAD training: 51	No of IEC staff having received LEAD training: 30 people to receive Training of Training and 200 people[11] to receive training on a LEAD module.

IEC 's institutional and human resources capacity enhancement: Good level of effectiveness as per the project document: Among activities which have been realized and completed is the ISO Certification which is completed (activity 2.1.1), the human resource plan which is validated (activity 2.1.2), and the signature of a MOU between the IEC and the University of Santa Anna (activity 2.1.3). Support to the IEC ISO certification process was **one of the cornerstone activities of the component**. One interlocutor stated that "The International Accreditation Certificate (ISO) is a prize for every employee of the IEC and a source of pride for all of you, putting you all facing a real challenge to redouble your efforts in the next phase." Within the framework of ISO certification, ECES supported the development of an Operational Plan ahead of the upcoming 2020 elections to increase consistency between different electoral stages and timeframes. April 2018 the IEC commenced the ISO Standard 9001/17582- 2014' (updated in 2019 to 54001:2019) certification process with the five IEC directorates. The certification was completed in 2019 and the IEC received the accreditation on October 30th for implementing the ISO TS/54001:2019. An external audit will be conducted in November 2020. In terms of capacity building, the interventions that seem to be one of the most prominent for the staff of the beneficiary institution are the trainings related to Quality Management System (QMS) with ISO certification.

Furthermore, the IEC Human Resources plan of the Staff Evaluation System was produced, delivered and approved by the IEC and a MOU was signed between the IEC and the Sant'Anna School of Advanced Studies (SSSA) in Italy to train senior IEC staff on electoral issues. This provides the basis for a long-term collaboration between the IEC and the University.

Specific Objective Two: To enhance the functioning of the IEC and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.			
Output 2.2. Legal, technical and operational capacities of IEC are reinforced			
Verifiable Indicator	**Base Line**	**Current Data**	**Target 2021**
No of roundtable discussions with stakeholders on campaign finance	No of roundtable discussions with stakeholders on campaign finance: N	No of roundtable discussions with stakeholders on campaign finance	No of roundtable discussions with stakeholders on campaign finance
List of recommendations for strengthening the enforcements of electoral campaign regulations (Y/N)	List of recommendations for strengthening the enforcements of electoral campaign regulations (Y/N): N	List of recommendations for strengthening the enforcements of electoral campaign regulations: Y	List of recommendations for strengthening the enforcements of electoral campaign regulations: Y
Existence of IEC Library (Y/N)	Existence of IEC Library to store and archive documents: N	Existence of IEC Library to store and archive documents: Y	Existence of IEC digital library to store and archive documents: Y
Existence of feasibility study on electronic voting (Y/N)	Existence of feasibility study on electronic voting: N	Existence of feasibility study on electronic voting: N	Existence of feasibility study on electronic voting: Y

The reinforcement of the legal, technical and operational capacities of IEC: Several trainings delivered and innovative solutions provided by the project to overcome the constraints of the Covid crisis: Under this area of intervention, the project supported the delivery of various trainings to the IEC technical departments (activity 2.2.1) such a Key Performance

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[11] This figure has been reached

Internal evaluation of the EU-JDID Project November 2020

Indicator trainings (KPI) to reinforce the IEC activity monitoring and trainings were provided on the use of the software on digital library (activity 2.2.4). This tool aims to support the constitution of a digital library of the IEC.

Even if the Covid crisis which started in March 2020 in Jordan affected negatively the project implementation with a total lockdown, and therefore a substantial decrease in the level of trainings delivered, the project deployed efforts to support the IEC social media department to produce 15 videos to provide trainings of trainers (TOT) for the staff of the polling stations remotely (activity 2.2.1).

Legal analysis on electoral campaign regulations, synchronization of executive instructions is an area of intervention which has been canceled by the Project (activity 2.2.2).

The EUEOM recommendations
With regards to the EU EOM recommendations, as per the activities foreseen in the activity 2.2.3 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. Under the activity 2.2.3 lay the assumption that the action would support the promotion of the recommendations as laid out in the electoral observation mission. The main objective for follow up is to ensure that EOM recommendations are considered by national stakeholders and that they remain on the reform agenda.

During the period under review, a regular mechanism of follow up was established to promote the adoption of the EUEOM recommendations in Jordan with the design of a tracking system. A number of meetings to promote dialogue on the subject of the recommendations were facilitated by the component. Some of these meetings also included representatives from the HoR. In addition, ECES adopted a very proactive approach with the IEC board of directors. The IEC was invited to participate to the EDD 2019 forum in Brussels on the topics: "Addressing Inequalities: Building A World Which Leaves No One Behind", brings together world leaders in conflict prevention and democratization. One of the IEC's Commissioners participated to a lab debate in order to exchange experiences, lessons learned and best practices with international peers around the questions of inclusiveness of the electoral process risk management and security and contribution of electoral processes to socio-economic growth and stability.

As well, in January 2020, the project facilitated IEC field visit to the EU HQ in order that the IEC discuss with the relevant EU services about the implementation of the EUEOM recommendation. Very relevant meetings took place from the 12 till the 17 January in Brussels between an IEC delegation headed by the IEC Chairman and the EU relevant services including the Head of Unit EEAS Global - 3 Human rights, global and multilateral issues -Democracy and electoral observation and with the Head of Unit Democracy Support -Election Observation and Follow-up Unit of the Directorate-General for External Policies of the Union of the European Parliament. The objective of these meetings was a policy dialogue between the EU and the Jordanian Government represented by the IEC Chairman in order to promote dialogue on the adoption of the EUEOM recommendations.

The action is on track to implement all of the recommendations under the purview of the IEC. To date only one recommendation pertaining to the work of the IEC has not been implemented. The IEC considers this particular recommendation as out of its scope of intervention.

Lessons learned 1 : The implementation of the EUEOM recommendations can be a highly sensitive issue in countries like Jordan. The follow-up of the recommendations has caused a crisis of confidence.

From a Jordanian perspective, the EU's insistence to push for the adoption of the election observation mission's recommendations was not appropriate in the sensitive context of Jordan. Reforms have been initiated very gradually and Jordanians authorities affirm that "they want to develop their own democracy" without outside interference. The lesson learned is that whilst a project of electoral support can support technical recommendations, it cannot impose external demands from donors to a sovereign institution on some of the more political recommendations. One of the best practices is to respect cultural norms even more that some of the EU EOM recommendations appears to be political by nature and go far beyond the mandate of the technical assistance provided by the Project. In the other hand, it is undeniable that a large number of activities developed by the EU JDID Program aim at supporting the IEC to adopt best practices and standardized norms into the conduct of the electoral process. Therefore, the technical assistance provided has been designed as to be 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. To this regard, providing institutional capacity and equipment is an entry point to support policy dialogue and, alternatively, the adoption of EU recommendations.

Specific Objective Two: To enhance the functioning of the IEC and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.			
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.			
Verifiable Indicator	Base Line	Current Data	Target 2021
IEC communication strategy developed (Y/N)	IEC communication strategy developed: N	IEC communication strategy developed N	IEC communication strategy developed Y
Existence of SOPs guiding the inclusion of people with disabilities in electoral processes (Y/N)	Existence of SOPs guiding the inclusion of people with disabilities in electoral processes: N	Existence of SOPs guiding the inclusion of people with disabilities in electoral processes N	Existence of SOPs guiding the inclusion of people with disabilities in electoral processes Y
No of study tours and peer exchange visits with relevant EMBs	No of study tours and peer exchange visits with relevant EMBs: 0	No of study tours and peer exchange visits with relevant EMBs 11 visits (one additional visit in year 3 to Romania)	No of study tours and peer exchange visits with relevant EMBs (6 visits – 30 persons in total)
% of targeted journalists who feel their understanding of the electoral cycle has improved	% of targeted journalists who feel their understanding of the electoral cycle has improved	% of targeted journalists who feel their understanding of the electoral cycle has improved – figures expected in second half of 2020.	% of targeted journalists who feel their understanding of the electoral cycle has improved: increase
Creation of guide for journalists (Y/N)	Creation of guide for journalists: N	Creation of guide for journalists: Y	Creation of guide for journalists: Y
No of regional conferences with electoral authorities	No of regional conferences with electoral authorities: 0	No of regional conferences with electoral authorities: 2	No of regional conferences with electoral authorities 2 conferences (60 participants per year)
No of trained journalists whose reports 'quality and diversity has improved	No of trained journalists whose reports 'quality and diversity has improved: 0	No of trained journalists whose reports 'quality and diversity has improved: estimate of 90 (further evidence to be collected in Y4)	No of trained journalists whose reports 'quality and diversity has improved: 100

IEC's outreach strategy and relationship with stakeholders (including towards women and youth) are strengthened and the quality of media coverage of electoral processes is improved: Under this area of intervention, the action supported the IEC's external communication, the voter and civic education and the IEC relations with electoral stakeholders toward marginalized groups.

Multi-stakeholder events were organized and with the support of the action, the IEC proceeded to the assessment of Polling Centres (PC) inclusivity for People with Disability (activity 2.3.3). A second phase was implemented from December 2019 to May 2020 (next SC). Several trainings with journalist supported by the action through CFI (Activity 2.3.4) took place about elections media coverage.

The action also supported the linkage between the IEC and the Higher Counsel for the Rights of Persons with Disabilities to incorporate people with disability to support youth, women and PWD participation to the electoral activities. As well, the project had developed innovative civic and voter education tools to ensure good understanding of electoral procedure.

Support to the Arab EMB's network
In the framework of the activity 2.3.5, the first Regional Electoral Conference for Arab EMBs was held the 11 and 12 December 2019 with a total of 82 participants on the theme of "Electoral Knowledge Sharing among Arab Elections Management Bodies (EMB)".Gathering some 11 EMBs' representatives from Arab speaking countries, the conference covered a broad range of issues, such as regional cooperation, voters' accessibility, youth participation in decision making processes, media and the impact of fake news on the elections, among others.

> **Lessons learned 2 :**
>
> The first Regional Electoral Conference of EMBs was able to support exchange expertise, solutions and best practices in the field of electoral management at a regional level in 15 Arab speaking countries. This is quite a performance to gather so many Arab speaking counties to discuss about democratic issues such as regional cooperation, voters' accessibility, youth participation in decision making processes, media and the impact of fake news on the elections, among other topics. This area of intervention is very relevant because it provides an opportunity for future electoral assistance projects to support the development and standardisation of the work of the EMBs in the region.

Specific Objective Two: To enhance the functioning of the IEC and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.			
Output 2.4. Electoral dispute resolution process is reinforced			
Verifiable Indicator	Base Line	Current Data	Target 2021
Presence of risk management plan (Y/N)	Presence of risk management plan: N	Presence of risk management plan N – draft produced	Presence of risk management plan: Y

Electoral dispute resolution process is reinforced: Under the activity 2.4.1, the action delivered 3 trainings on leadership and conflict management skill for Electoral stakeholders (LEAD) and 36 persons received a TOT training. In addition, politically active members of Jordanian political parties were invited to discuss the future of political progress in their country, and the increasing involvement of youth in political participation under during the LEAD training session in July 2019. The activity 2.4.3, aiming at supporting the judges and lawyers on electoral dispute resolution, was canceled.

Risk Management Plan Approved, In August 2019, a technical note for the Risk Management Plan was presented to the IEC. Said plan would be a specific risk management process that reflects the size and structure of an organization, as well as resources, communication patterns and decision-making routines etc. A draft was shared in December 2019 and the approval was somewhat delayed due to the covid-19 pandemic, however subsequent to feedback from the IEC, September 2020 has seen the approval for the risk management plan.

Political party system

Under the EU-JDID program, a total amount of 1.434.316 EURO has been allocated to support the implementation of the Component Three called 'Support the Political Party (PP) System' which contributes to democratic governance and policy making, in particular in the HoR." Component Three 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 capacity-building exercises. The component aims to strengthen the political party system in Jordan.

The MoPPA and the political parties are the main beneficiary of the technical assistance. The MoPPA is responsible for the supervision of the political parties in Jordan. 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.

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Outcome Three: The performance of the political party system and the capacities of political actors are improved.			
Verifiable Indicator	**Base Line**	**Current Data**	**Target 2021**
Number and percentage of political parties that base their political and policy proposals on a distinctive profile.	Number and percentage of political parties that base their political and policy proposals on a distinctive profile. 22.4% (11 out of 49 parties) (baseline December 2017)	Number and percentage of political parties that base their political and policy proposals on a distinctive profile. 27% (13 out of 47 parties)	Number and percentage of political parties that base their political and policy proposals on a distinctive profile: increased values
Percentage of political parties who indicate that collaborate with other civic actors.	Percentage of political parties who indicate that collaborate with other civic actors per week/month (41% (20 out of 41 parties) (baseline December 2017)	Percentage of political parties who indicate that collaborate with other civic actors per week/month: 66%. (31 out of 47 parties)	Percentage of political parties who indicate that collaborate with other civic actors: increased value
Percentage of political parties that experience an enabling environment to compete in elections and exert influence on policy making.	Percentage of political parties that experience an enabling environment to compete in elections and exert influence on policy making. 45% of respondents (18 out of 40 parties)	Percentage of political parties that experience an enabling environment to compete in elections and exert influence on policy making. 49% (23 out of 47 parties)	Percentage of political parties that experience an enabling environment to compete in elections and exert influence on policy making: increased value

The component was marked by the following elements during the last past 2 years: The provision of a large number of trainings, workshops, roundtables, knowledge, inter party dialogues, coaching to support the long-term capacity of MoPPA and political parties. To date, all software was provided by the action. The archiving system, and the parliamentary workflow have been installed for MoPPA and the ICT equipment has been delivered. This software and the ICT equipment contribute to the modernization of the MoPPA. The component also ensured that an important focus was placed on women and youth in political parties. Currently, MoPPA is conducting a huge social media campaign to increase civic participation in the upcoming elections focusing on women and youth. Furthermore, the relation between the local project team working with MoPPA has been reinforced due to different factors, including the recruitment of local Head of Component, the recruitment of a new youth expert to support the mobilization of the youth before November elections and the better communication level and the flexibility of the C3's team in adapting to MoPPA's priorities to achieve the outcomes and objectives of the project. NIMD continues to train the political parties in preparation for the 2020 elections. Trainings will take place in October 2020. It is of note that the capacity building activities delivered for the political parties were held in various locations. This is relevant because the action is trying to generate a change in the political parties at the grass root level.

Whereas Jordan is trying to revive the role of political parties which are facing numerous challenges after 30 years of banishment, the support provided by the action remains highly relevant, and has managed to overcome most of the

difficulties encountered during the first 2 years of implementation. Activities have been organized throughout the Kingdom with the participation of different participants from the 12 governorates and despite the sensitive nature of the component, the activities carried out were most of the time highly visible. The implementing partner has adapted well to the context.

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Output 3.1. Capacities of young political and civic actors to engage in the political process are enhanced.			
Verifiable Indicator	**Base Line**	**Current Data**	**Target 2021**
% of targeted youth involved in politics that feel that they are able to take part in the political process	% of targeted youth involved in politics that feel that they are able to take part in the political process 60% (baseline June 2018)	% of targeted youth involved in politics that feel that they are able to take part in the political process. 63%	% of targeted youth involved in politics that feel that they are able to take part in the political process
Number of training programmes targeting political parties or political party members	Number of training programmes targeting political parties or political party members. 0	Number of training programmes targeting political parties or political party members 18 thematic sessions organized and delivered (9 first cycle, 8 second cycle, 1 third cycle)	Number of training programmes targeting political parties or political party members: 3 training sessions organized and delivered.
Number of technical assistance materials available for advocacy initiatives	Number of technical assistance materials available for advocacy initiatives. 0	Number of technical assistance materials available for advocacy initiatives: 1 set of training materials available with 8 different toolkits on different topics	Number of technical assistance materials available for advocacy initiative: 1 set of training materials customised and available
Number of advocacy initiatives organised by participants.	Number of advocacy initiatives organised by participants. 0	Number of advocacy initiatives organised by participants. 1	Number of advocacy initiatives organised by participants: up to 3

Capacities of young political and civic actors to engage in political processes are enhanced: The Component has been very active to deliver various trainings for the youth in Jordan, in line with the Jordan Government priorities. These activities have been targeting youth from all over the kingdom including political party members or political activities.

Among activities which have been supported by the component are the 2nd Annual class for young political and civic actors in which 60 participants received many intensive training workshops including the theory of democracy, political parties' and Human Rights in January 2019; civil society and Political parties in February 2019; electoral systems and political parties in March 2019; citizenship and political parties in April 2019; Women in politics in May 2019; a two day workshop on the noble art of campaigning by international Dutch expert in June 2019 including the basics of campaigning and the tools used to run electoral campaigns, and using social media and modern technology to communicate with the public in July 2019. Furthermore, a conference for young members of political parties has been arranged in February in cooperation between the Ministry of Political and Parliamentary Affairs and the Ministry of Youth; in which they have discussed the youth involvement in politics and the challenges faced by young members of political parties in Jordan. In addition, a dialogue session for youth members of political parties and activists was held with the support of the project in cooperation with MoPPA with the objective to share knowledge about the role of Community Security Department in countering extremism.

In July 2019, the component conducted the last training session of the second round of young political and civic actors. On the other hand, the application of the 3rd Annual class for young political and civic actor has been launched in September 2019. Candidates have been filtered and interviewed to select the participants of the 3rd round. 46 participants have been chosen by a committee consisted of the C3 team and MoPPA relevant team. The new participants of the YCPA have received intensive two-day five trainings that includes theory of democracy in March 2020, the role of Parliament, Political parties and Media in monitoring in May 2020, electoral campaigning in June 2020, political analysis in July 2020 and the last training workshop on political leadership skills in August 2020. In sept 2020 the project launched a call for proposal to enroll the opening of the fourth round of the "Strengthening the capacities of young members of political parties and civil society actors (YPCA)".

In addition, the project supported knowledge production hub and civic education toolkit that aims to spread awareness among Jordanian youth encouraging them to engage with political parties. In total, eight toolkits are produced and designed on a) theory of Democracy, b) Constitution, Legislation and Rule of Law, c) Political Parties d) Electoral Systems e) The Parliament f) Human Rights g) Dialogue h) Citizenship and civic education. The toolkit targets youth aged between (18-30 years old) who are members of PP and CSOs. The topics were developed in close cooperation with MoPPA with the support of assigned researchers, and academic experts in different fields.

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Output 3.2. Capacities of political parties to produce sound programmes and policy positions are enhanced.			
Verifiable Indicator	Base Line	Current Data	Target 2021
No of political party manifestos	No of political party manifestos. 0	No of political party manifestos: 6	No of political party manifestos: up to 10
No of political party strategic plans	No of political party strategic plans. 0	No of political party strategic plans: 4	No of political party strategic plans: Up to 10
% of party programmes and manifestos with distinctive party messages	% of party programmes and manifestos with distinctive party messages. 22.4%	% of party programmes and manifestos with distinctive party messages: updated when activities start	% of party programmes and manifestos with distinctive party messages: to be determined based on baseline

Capacities of political parties to produce sound programmes and policy positions are enhanced: C1 and C3 have cooperated in strengthening of parliamentary blocs in the Jordanian House of Representatives. The workshop focused on the functions and tasks of parliamentary staff in supporting parliamentary blocs and groups. This was in close cooperation between the departments of parliamentary blocs, civil society institutions and political parties in the Jordanian Parliament and the Departments of Parliamentary Affairs and Political Parties in the Ministry of Political and Parliamentary Affairs to discuss the role, tasks and duties of the officials concerned with parliamentary affairs in promoting the work of parliamentary blocs and present comparative practices in (March 2019). On another point of cooperation between the two components, and to support the development of the parliamentary blocs in Jordan, a delegation of three Moroccan parliamentarians were invited by the project on October 30th and 31st to share experiences and practices from the Moroccan Parliament with colleagues from the Jordanian House of Representatives during a seminar. The delegation has met with the political parties in Jordanian and shared their experience about the role of political parties in Morocco and their role in the parliament, party organization, running in election, relationship between the political party, parliamentary group, and MPs.

One of the main interventions of C3 is the arrangement of discussion platform between political parties and key representatives of MoPPA that aimed to answer or clarify any issues that political parties may have with regards to the new financing bylaw. The action was able to contribute actively to the improvement of the legal framework governing political parties in Jordan. An international expert was hired to draft a Jordanian Bylaw on State Subsidies to Political Parties and the Bylaw was adopted by the cabinet with no major amendment. This is a milestone that reflects the level of trust that exists between the MOPPA and NIMD. This level of relationship presents an opportunity for NIMD to continue to promote reforms of the political party system.

C3 has launched a new process that concerns the institutional development interventions for political parties. The interventions aim to increase, and in some cases build the institutional capacity of a selected number of political parties. It was called DAPPP (Direct Assistance Program for Political Parties). The topics included manifesto development (ToT for consultants was arranged in June 2019), strategic planning (ToT for consultants in September 2019), campaign management (ToT for consultants in January 2020). These consultants were trained in order to coach the process for 9 political parties participating in the process which have been selected based on an assessment conducted by NIMD. The DAPPP came as a new way of providing support for political parties, where each party had an assigned consultant to aid in the process of developing the party's capacity as well as documents on the aforementioned topics. The process has officially started in January 2019 with the development of the "Effective Political Parties Assessment Tool" and ended in February 2020. At the end of the process 6 political parties out of 9 have either reviewed their manifestos or produced a totally new one for the coming elections and 4 political parties have produced their strategic plans. Due to the following factors, this process has been extended for all political parties:

- The Parliamentary elections was supposed to take place in September according to the constitutional periods and then delayed to November
- The dire need of extending the work to all political parties instead of focusing on small number of them in order to enhance their capacities, educate them about the financial by-law for political parties and open a dialogue channel with them.

For these reasons, the program has been reoriented to cover all political parties. Therefore, three guides have been produced on manifesto preparation, electoral campaigns and strategic plans in order to help the political parties to enhance their capacities in these areas. Guides were produced in August 2020 and trainings will take place in October 2020.

In November 2019, C3 in cooperation with MoPPA launched the Inter-Party Dialogue Platform and conducted the first Inter-Party Dialogue session with the attendance of a Tunisian expert to share their experience that has materialized since 2011. Political parties agreed to be part of this discussion platform for each month. The process has been stopped and revised. Yet, it was relaunched again in September 2020.

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Output 3.3. Capacities of female politicians to influence decision making are reinforced			
Verifiable Indicator	Base Line	Current Data	Target 2021
No of dialogue meetings	No of dialogue meetings. 0	No of dialogue meetings: (1Y2, 2 Y3)	No of dialogue meetings: Up to 8
No of female politicians coached	No of female politicians coached. 0	No of female politicians coached: 0	No of female politicians coached: At least 10
% of targeted women in politics that feel that they are able to take part in decision making processes	% of targeted women in politics that feel that they are able to take part in decision making processes. Baseline when programming starts	% of targeted women in politics that feel that they are able to take part in decision making processes. When programme starts	% of targeted women in politics that feel that they are able to take part in decision making processes.

A conference entitled "The Reality of Women's Political Participation: Opportunities and Challenges" has been conducted in August 2019. It included a number of high-level representative as well as prominent women leaders. Women´s political participation and representation in public life were discussed. The conference consisted of different sessions discussing the Reality of Women's Participation in the Three Powers and the Civil Society, media and women's political participation, women and political parties, legislations and women's political participation, and future prospects for Women's political participation locally and regionally.

A two-day workshop on women in politics also took place by the participation of international experts (trainers) which enabled the women to build their capacities on a) Promoting women's participation in political parties b) The role of women in political parties c) Best practices used by parties to promote women's participation and inclusion in political parties and d) Women members of political parties and elections (National & Local Elections). The workshop also included on how to support integration of gender aspects into internal political party decision making processes and structure.

The design for a coaching programme was also initiated which would focus on: a) Each female participant to position herself as one to watch and learn from a leader; b) Build a high-powered network filled with people who provide advice and guidance. The women coaching programme is organised during the period June 2020-November 2020, and addressed a total of 15 women leaders. These women are coached by a number of 3 high skilled mentors, and will be equipped with knowledge and skills that are necessary for effective political engagement and to help them to overcome the common barriers and advance in their political career. Participants will have a designated mentor who will work with them based on each mentee's motivation to be better able to compete in the upcoming parliamentary, local or party elections and beyond. The coaching programme targets women members of political parties between 25-40 years old aiming to run for leadership position inside the party or planning to run for elected positions (local, parliamentary and union elections).

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Output 3.4. Dialogue and relationships between political actors and between political and civic actors are strengthened			
Verifiable Indicator	Base Line	Current Data	Target 2021
% of political parties and blocs represented in dialogue platform who indicate that they regularly work together with other political parties and blocs	% of political parties and blocs represented in dialogue platform who indicate that they regularly work together with other political parties and blocs: 76% or 16 out of 21 parties (baseline June 2020=	% of political parties and blocs represented in dialogue platform who indicate that they regularly work together with other political parties and blocs: 16 parties or 76%	% of political parties and blocs represented in dialogue platform who indicate that they regularly work together with other political parties and blocs
No of multiparty dialogue meetings	No of formal multiparty dialogue meetings: 0	No of multiparty dialogue meetings: 1	No of multiparty dialogue meetings: Up to 32 formal multiparty dialogue meetings held
No of Joint statements	No of Joint statements: 0	No of Joint statements: 3 (youth, women, by-laws)	No of Joint statements: 4
No of policy initiatives	No of policy initiatives: 0	No of policy initiatives: 0	No of policy initiatives: 4

In March 2019, a dialogue session for women members of political parties were organized by the Project under the title 'Women in Jordanian Political Parties: Challenges and Future Vision.

Specific Objective Three: To support the political system in contributing to democratic governance and policy making, in particular in the Parliament			
Output 3.5. Capacities of the MoPPA are reinforced			
Verifiable Indicator	Base Line	Current Data	Target 2021
No of MoPPA staff trained	No of MoPPA staff trained: 0	No of MoPPA staff trained 70 (22 people in Y3 through multiple training sessions)	No of MoPPA staff trained: Up to 20
No of peer exchange visits	No of peer exchange visits: 0	No of peer exchange visits: 1 (The Hague, Oct 2019)	No of peer exchange visits: (the Hague)
No of workshops on political finance	No of workshops on political finance: 0	No of workshops on political finance: 4	No of workshops on political finance: 1
No of workshops on strategic planning	No of workshops on strategic planning: 0	No of workshops on strategic planning: 3	No of workshops on strategic planning: 1

Capacities of Ministry of Political and Parliamentary Affairs (MoPPA) are reinforced: On a daily basis, the MOPPA benefited from technical advises and recommendations of the C3 staff and the international experts especially for the financial by-law for the political parties as well as benefited from all activities organized by the C3 that were implemented in partnership with the MOPPA. Specific trainings were provided for MoPPA staff on English Communication Skills, and auditing of political parties' budgets. The archiving system and the parliamentary workflow system were installed for MoPPA to facilitate MoPPA's work and enhance their capacities as well as ICT equipment were delivered to MoPPA including servers, photocopiers and printers, and TVs.

A Study visit was organized for the political parties committee and MoPPA staff from 14th-18th October 2019 to the Hague. During the visit the Jordanian delegation, headed by H.E. Dr. Ali Khawaldeh Secretary General of MoPPA, met with MP's from Democrats 66 (D66) and Freedom & Democracy (VVD) parties and discussed the reform process in The Netherlands, especially related to political parties. They also met with academics such as Dr. Farid Boussaid from the University of Amsterdam and Dr. Henk Van Der Kolk from the University of Twente to discuss the reform process in the Middle East and reform examples from democratically advanced countries. They have also been exposed to the reform process of the financing political parties' law in the Netherlands as well as received some comments on the current Jordanian by-law.

C3 has supported MoPPA through producing a knowledge hub and publishing 2 different studies which MoPPA requested to further their work in enhancing the political parties' work in the political scene and to help MoPPA in making informed decisions. This includes the production of two research papers on "Jordanian Political Parties' Budget Analysis" and

"Internal Democracy in Jordanian Political Parties". At the time being, C3 in cooperation with MoPPA conducts a study on "Gender Auditing in political parties". The study aims to pilot research in this area and create a baseline for the status of women and gender in general in Jordanian political parties, and provide practical recommendations for them which will pave the way for establishing model political parties. In this context, C3 through the EU-JDID project assigned a local consultant to conduct and publish a "Gender Audit" (GA) of selected political parties and examine the extent to which parties are gender-balanced and gender-sensitive institutions in Jordan, and identify priority needs and areas for technical support to be provided through NIMD and the EU-JDID project. This study targets 6 registered political parties in Jordan.

CROSS CUTTING THEMES - MEDIA

Under the EU-JDID program, a total amount of EUR 913,500.00 (7,135,00 Euros from ECES and its partners and 200 000 Euros contribution of CFI) have been allocated to support the implementation of the media. The action is implemented by CFI, which is a public sector operator funded primarily by the French Ministry of Europe and Foreign Affairs.

Media coverage is designed in the action as one of the cross-cutting themes, aiming to support journalists and media to cover political life effectively and independently. The media segment of EU-JDID, implemented by CFI, includes training political journalists and also raising the awareness of elected representatives to the need to communicate with the media. More specifically, following the program operation structure in 3 components, the media segment actions to develop the media sector are embedded with the activities of the HOR (component 1) and in connection with the activities of the IEC (Component 2). Unfortunately, no activity was foreseen directly with the component 3.

> **Lessons learned 3: No intervention foreseen with political parties into the current design of the project**
>
> While the support to the media is very relevant in the Jordanian context and that the media plays a decisive and important role in the democratization process as a vector of transparency and citizen information, the project design did not foresee any intervention with regard to component 3.

The period of evaluation has been marked by an acceleration of the action's activities with the HOR and the IEC. A local senior consultant with significant expertise in the country was recruited by the action in March 2018 and in few weeks, she managed to gain the confidence of the beneficiary institutions. The initial delays caused by the lack of understanding of the implementing partners on CFI´s role have dissipated and the last two years have enabled the building of trust between CFI and the implementing partners, leading to a direct support provided to the beneficiary institutions and an acceleration of activities within the parliament and the electoral commission.

> **Lessons learned 4: Building confidence in the project through the provision of local expertise.**
>
> The cultural constraints of the country and the sensitive environment have complicated relations with local beneficiary institutions while the hiring of local expertise facilitated the establishment of trust. Therefore, for this area of intervention, the smooth implementation of the activities is closely linked to the individual leadership of the project experts.

The action continued engaging with the HOR to tighten the relationships between the Media and the HOR without any specific challenge. Activities under component 1 have included Seminars providing information about the Jordanian political system and journalism training courses in how to cover political and parliamentary news; A two days conference on social media and politics (January 2019); support to the update and development of an application linking citizens to their MPs, "Entikhabate", including training MPs to use the app and respond to citizen's questions; and production of "The Parliament" an independent podcast covering Jordan political life through interviews of MPs and field reports.

> **Lessons learned 5: Media as a cross cutting intervention**
> At the beginning of the project, one of the major difficulties that delayed the implementation of the activities, was the fact that each Head of component and his consortium had to validate the activities recommended by CFI. Therefore, the relations between CFI and the HOR and the IEC had to be endorsed by the beneficiary institutions and also by the implementing partners. These constraints delayed the implementation of activities.

Trust was further built with the electoral commission which has inevitably led to a number of outputs being supported by CFI. This is a very positive development compared to the first two years of implementation. It should be noted CFI has not been able to implement the activities directly with the communication department of the electoral commission due to the sensitivities in the country. To this end, all decisions at the IEC which concern the Media need to be authorized by the Commission board of director (Chairman of the IEC & Commissioners) because it is considered as a sensitive activity. Activities included training in the coverage of electoral news, on the election cycle and law in governorates, and on tracking fake-news.

Furthermore, IEC does not entirely understand that CFI is not a service provider, but a partner of the consortium with a very specific task and with specific objectives to be achieved. Notwithstanding, the action was able to support the capacities of the Media in a politically sensitive context marked by restrictions of freedom for the media, the circulation of fake news, and the imprisonment of media directors. To this end, some of the trainings were very relevant in the context of Jordan as journalists were explained how to avoid self-censorship, and censorship by editors. Very limited activities were conducted by CFI with the component 3.

Key Conclusion Six: The effectiveness of the action is rated as very satisfactory. Improvements have been seen on the majority of the indicators, and the main outputs are on target for 2021.

Key Conclusion Seven: The action has positively contributed to strengthening of the functioning of the House of Representatives by introducing a number of key procedures and tools which have contributed to further transparency and professionalism in the approach that the HOR has towards its work. Notwithstanding while a number of systems have been introduced, there are still a number of steps prior to ensuring more accountability. It is important to note, that the action has contributed to recognising women's important role in the parliament and this has prompted more activities to be focussed on women for the future.

Key Conclusion Eight: Overall IEC: The action has positively contributed to almost all of the EU EOM recommendations being carried out. It should be noted that the action under Component Two positively contributed to the 2017 elections however, the support to the operations and Election day 2020 has been more limited due to the design of the project and the limitation in resources subsequent to supporting the local elections 2017-2019. Many of the established targets have already been achieved. At the time of writing, the changing context amidst the COVID-19 pandemic will need to be considered when looking at the remaining targets, however the 2020 elections should illustrate the extent to which the professionalism of the IEC is perceived as positive and contributes to more transparent and credible electoral process.

EFFICIENCY

GOVERNANCE STRUCTURES

The agreement was drafted based on specific conditions and general conditions of the signed projects contract, provision from the PRAG (Procedures and Practical Guides from the European Commission) and the Project Management proposal shared by ECES and the various interactions and meetings with representatives of the EU delegation.

According to the general conditions of the Grant the Consortium Coordinator is the main applicant and ultimately responsible for the key tasks and financial management of the action including but not limited to:

- Design and ensure proper implementation of project strategy
- Maintain high level relations with EU and relevant institutions via PMU with support of EPD and members of Consortium
- Internal evaluation of activities
- Conduct internal verification of procurement and expenses processes
- Approve official reports of the PMU
- Overall project coordination
- Inform regularly other consortium members on project's progress

The consortium members are tasked with participating to the Consortium Committee Meetings in Europe as well as coordinating with the Project Coordinator and planning and reviewing the work strategy with the beneficiary institutions. All of the tasks are outlined in the consortium agreement.

The three components were each to be headed by one consortium member with the Project Director/Coordinator overseeing the PMU as well as EPD, whose role is to support the consortium leader, ECES, in monitoring and evaluation, convening consortium committee meetings and foster the consortium as a whole and project's visibility.

The Consortium committee which consists of each consortium members and is scheduled to meet at least two times a year has met on a regular basis. All meetings have taken place as scheduled with an average of three meetings taking place a year: the last meeting took place in 27 November 2020, with another meeting scheduled subsequent to the elections in January. According to the consortium members, these meetings were very beneficial to address some of the project challenges.

PROJECT MANAGEMENT UNIT

The Project Management Unit (PMU) which is based in Amman, is responsible for management and implementation of the project in Jordan – led by project director\coordination and a financial manager, who reports to the consortium coordinator (ECES) – and implements the principles lied down in the contract signed by ECES with the EU and the consortium agreement.

The context in Jordan is very complex, however the PMU has managed to support the action in order to deliver the results as illustrated under Effectiveness. In terms of implementation the action delivered all key products, and beneficiaries across all components stated that they were satisfied with the results. This is reflected by the fact that almost all of the targets will be achieved by the end of the action and the action to enable due diligence in financial management so far according to EU procedures.

The consortium agreement highlights "Communication as key" and the importance of a "transparent" approach. Throughout the action, the PMU has been always provided monthly narrative and financial reports and, there are regular meetings where the PC participates and/or between components and PMU members (PC, FAM, Logistics, Monitoring) with recorded minutes. Consortium meetings have taken place on a regular basis where the partners have openly discussed and referenced their disagreements on some issues of management. Furthermore, ECES has made efforts to open lines of transparency by conducting a retreat and conducting an internal review prior to the midterm evaluation.

Notwithstanding, the PMU has endured a heavy workload, , whereby the preparation of technical specifications was often handled by PMU experts, exceeding its originally foreseen responsibility to just provide feedback on these documents. The frequent turnover of key staff in the PMU and a structure which was not deemed to be the most appropriate by the consortium members, has contributed to the negative perception by the consortium partners of the overall functioning of the PMU under ECES. Consortium members did however express their appreciation of the efforts undertaken by the PMU staff, reference was also made to the limited mandate of the PMU whereby it was noted that the final decision making rested with ECES HQ, as per their SOPs, and this was perceived to create untimely delays to some of the decisions.

Given these limitations and the important weight ECES HQ understandably played in the decision making in the context of their project management approach the overall effective management of the action has been called into question by consortium partners, noting that beneficiaries have expressed their satisfaction with the support provided by the action. There is a perception from consortium partners of non-transparency in the decision process whereby one interlocutor felt that they "were subcontractors rather than partners" and another partner referred to the PMU as a "gatekeeper", and stated that it was perceived "as creating delays in the implementation rather than serving the purpose of facilitating the activities." Components One and Three relayed that they perceived the PMU catering more to the needs of Component Two and it was sometimes perceived as an extension of ECES HQ rather than the programme management unit of the entire action.

ECES and the PMU from their side, also expressed an extremely profound frustration with regards to not always receiving timely and required information and documentation (as per the SOPs and PRAG) when requesting payments/services etc. The extension of these tasks sometimes created unforeseen delays as the SOPs needed to be followed in order to be in accordance with EU procedures and due diligence including in financial management. [12]

As per the PRAG, the rules for each type of procurement process differs depending on the type of service, supply or works to be procured, the final amounted budget, the timeframe of implementation and potential exemptions to be requested. An internal review revealed that Components One and Three stated that most of the "respondents being contracted as technical experts within the project expect greater engagement of PMU, being responsible to follow the procedures and providing clear instructions to the components". A recommendation was made to either have a seminar or training on the SOPs. Instead of a formal training, the PMU has related that they informally guided the components on the required documents and instructions- and informed components of any missing documentation/procedural steps specific to each case.

Discussions on these topics have been held since the launch of the project and during the evaluation process both ECES and consortium partners have agreed to share some of the responsibility. The consortium partners concurred that there was little joint decision making on important decisions such as staffing, structure and budgets and the communication approach adopted by ECES and to a certain extent the project as a whole was not conducive to establishing good relations in order to build trust and motivation amongst the consortium members. ECES refutes this and considers that it has made every effort to being transparent and promoted the holding of frequent meetings with recorded and agreed minutes at different levels between the PMU, components, the HQs of consortium members and also with the EUD in order for the action to discuss these issues openly.

Notwithstanding, communication between ECES HQ and PMU on one side and the other partners on another side have broken down. It is of note, that as a result of a number of mutual disagreements in the last three years between ECES and the other members of the EPD network (of which all other EU JDID partners are part), it was jointly decided in May 2020 to terminate the collaboration between ECES and EPD. This followed a request by EPD partners to disassociate themselves from the jointly subscribed EURECS approach for the submission of the tender for EU JDID based on their view that the approach was not used transparently by ECES. The date for the end of ECES' membership was set for 11 May 2020 in view of the decision of the EPD network and ECES to participate in different consortia for an EU call for tenders for support to EU electoral observation missions (Framework contract LOT 2). ECES perceives that much of the distrust on the

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[12] The consortium agreement clearly outlines that the procurement process will be managed by ECES with the support of the Expert in Procurement, in close collaboration with the relevant component´s team for technical aspects.

performance of the PMU by the other consortium members is rooted in a perceived conflict of interest and competition between ECES and the implementing partners for contracts outside of EU JDID, including an EU funded project in Ethiopia.

The consortium partners refute this and view it as irrelevant to the project itself. Consortium partners do feel that trust has been eroded over time **and the perceived weak performance of the PMU** (including consistent changes in personnel without sufficient consultation on replacements), a perception of lack of transparency and accountability from ECES has further contributed to this **impasse**; they note that the LOT 2 opportunity arose long after the relationship had already broken down. ECES responded that the official request of the consortium partners and EPD to disassociate from EURECS is directly related to the Ethiopia project (EURECS in Ethiopia) and from that moment onward the partners have expressed even more important criticisms to the PMU and ECES HQ regardless of the activities implemented and results of evaluations, a system audit and verification of expenditures.

The breakdown in communication has accentuated the distancing of the Components One and Three from ECES and there has been no time and very little motivation to rebuild relationships and to interact with ECES and ECES to the partners. To this end, there seems to be a misalignment with regards to expectations and how the consortium should have worked despite the signed consortium agreement outlining the established SOPs and guides which would dominate the action. , In essence the design of the consortium should have resulted in more efficiency, but while all three components "have reached a working arrangement" it would appear that component one and three and CFI have taken on more relative autonomous approach towards their respective components even though all expenditures of the projects were processed by PMU and ECES HQ as per the consortium agreement.

MANAGEMENT OF RESOURCES

The total amount awarded to the action was 12 million euros. The financing agreement signed by the EU and Jordan distributed 7,826,880 EUR between the three components. To date the action has received an overall amount of 8,633,658.51 EUR.[13] The next pre-financing to be requested will be for the amount of 2, 166,341.49 EUR. In order to ensure sufficient funds and adequate implementation of the action, ECES has advanced the amount so far of 1,033,042.63 EUR and CFI has co-contributed the amount of 146,557.37 EUR while the co-contributions of WFD, NIMD and EPD is being processed. ECES, in accordance with the Grant Contract will have to advance the 10% of the overall amount contributed by the EU (1,2 million EURO) in order to implement the last part of activities. These funds will be reimbursed by the EU in the case that the final verification of expenditures confirms all expenses to be eligible.

As outlined under relevance, there has been some contention as to the division of funds. Notably the support to MoPPA implemented by NIMD under the Component 3 was awarded by the EU and Jordanian relevant authorities the lowest proportion of funds, and while in agreement that the lowest portion should go to Component 3, the MoPPA felt some frustration as to the actual amount which they deemed too low. In order to overcome this challenge NIMD has stated that it was required to adapt to the needs of the MoPPA. Concerted efforts were taken to build on the relation of trust with the MoPPA. This has inevitably improved the communications and has been positive for the implementation of the outputs during the period under evaluation.

By August 2020, the action had disbursed a total of EUR 9.363.733.00 which accounts for 78% of the overall awarded amount.

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[13] *5,607,391.00 EUR received as 1st refinancing upon signature of the contract (April 2017) and*
3,026,267.51 EUR received in January 2019

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Budget vs Actual Disbursement August 2020
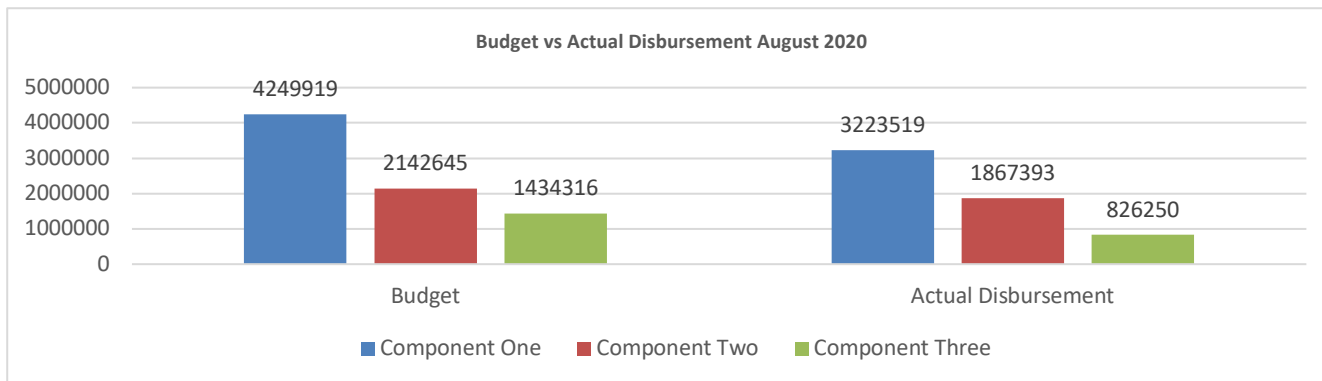
To date Component 1 has spent 83% of its overall budget, Component two has spent EUR 1,847,803 (87% disbursement rate) and Component 3 shows a disbursement rate of 58% with an amount of EUR 826,250,00. ECES has manifested availability for a no cost extension in case all funds will not be spent and if the EU Delegation and beneficiaries support this scenario. This issue was discussed at the last consortium meeting on the 27th of November; if all funds will not be spent discussion among partners will take place in order to propose to the EU Delegation an eventual budget to be executed

RATE OF DELIVERY

The action did not report any delays in the issuance of the tranches to the PMU. The PMU afforded support to all three components, as well as providing backstopping to two of the most prominent procurement processes of the action. This included the E-Voting System which is heralded as a key success of the action. The PMU provided support in the groundwork for the E-Voting System as of June 2017 and the drafting of the technical specifications. WFD later contracted a short-term expert to design a holistic road map to achieving an E-Parliament. Technical specifications, with the support of the PMU, were finalized and the tender process was initiated. The first tender procedure was launched in December 2017, however due to a number of failings, the tender was cancelled twice and resulted in a third successful attempt to launch the tender in June 2018 in time for its installation in the House of Representatives.

Notwithstanding, as reiterated above Components 1 and 3 stated that they suffered a number of delays in obtaining approval for funds from the PMU and it was therefore difficult to implement certain activities. According to these components, these delays would not only delay activities but impacted on the relationship that the Components had with their direct beneficiaries, sometimes having to explain away the delays. When speaking to one of the direct beneficiaries, although he/she acknowledged that some of the activities experienced a number of delays, overall, they were very satisfied with the results. Notwithstanding, as a result, both Components expressed disappointment at the structure of the action. On the side of the PMU, while acknowledging that there were sometimes delays, it stated that some of the delays were warranted as the required documentation as per SOPs were not always transmitted in a timely manner or procedures followed.

PROJECT OVERSIGHT

As reiterated above, the design of the log frame was very thorough with clear baselines, indicators and targets. Monitoring of the results and collection of data was led by the reporting officer from the PMU recruited by ECES and fed the information into the monitoring framework overseen in conjunction with EPD. The PMU stated that at times they did have difficulty in extracting all the information from the components, however it was collected on a monthly basis and enabled the action to continually track progress of the results as illustrated in the log frame. Concerted efforts were made in order to ensure that the log frame was regularly updated with the latest figures and that annual reports were drafted to a high quality led by ECES HQ.

As well as monitoring the established targets for the indicators expressed under the log frame, parts of the action also use Outcome Progress Matrices (or an Outcome Matrix) to follow progress on outcome level change for Component 1 and

Component 2. The Outcome Matrix has 'challenge statements' along 4 levels per indicator at outcome level- what the project *needs* to see, *expects* to see, would *like* to see and what it would *love* to see. Each level is then broken down into the progress markers meaning that each indicator contains around 15-20 progress markers. The target is to meet the 'like to see' progress markers, and anything above that is a bonus for the project. The Outcome Matrices were first compiled by Component 1 for all outcome level change with the support of WFD. This was carried out over the course of several online and in-person sessions aiming to capture the key markers during the inception period of the project. The exercise was then taken up to capture one key indicator for Component 2 as well. As was reiterated under effectiveness, the majority of the indicators are on track, and there is no real hindrances to the majority of the targets being met. Nonetheless the possible repercussions of COVID together with the political climate may well impact on a number of those indicators including the possibility that voter turnout may decrease as a direct result of the pandemic.

STAFF TURNOVER

Staff turnover did not have an important impact on the implementation of the activities. Component 1 and Component 3 suffered of delays in recruitment while the PMU and Component 2 and 3 suffered turnover of staff. Under the current structure, the Head of the PMU also doubles up as Head of Component Two, while this is cost effective Components One and Three interlocutors relayed that this represented a conflict of interest and in fact reduced efficiency as the role of PMU – Project Manager and Component Head were each considered to be full time jobs.[14] Former PMU managers also spoke of this challenge in relation to the workload. During the lifetime of the action, the role of Project director/Coordinator was filled by four different persons (Said Sanakidi, Jose Manuel Pinto Teixeira (part time given his position as Vice President of ECES), Gorka Gamarra, Mario Orru while Aous Quitaishat served briefly as head of component two and Acting Coordinator in the absence of Jose Manuel Pinto Teixeira), this impacted on the efficiency of the action as well as the relations with each of the component heads.

The evaluation was not able to speak with Said Sanakidi, and therefore it is difficult to pinpoint the key factors for the frequent loss of staff, however it should be noted that two of these persons were reportedly removed at the request of the EU Delegation. On some occasions, senior members of staff at the PMU level were at loggerheads (and on occasion with the acting Programme Manager of the EU Delegation), and misunderstandings and dissatisfaction at the overall responsibilities assigned to the members of the PMU has allegedly led to some of this internal negative discourse.

> **Lessons learned** 6 : Staff turnover in component 2
>
> While cost effective and competitive during the tender process, given the complexity of the relationships that developed between the implementing partners and ECES, combining the position of Head of Component and the position of Project Coordinator not only puts an untenable pressure with regards to workload on the position holder, but holding both positions was sometimes perceived by WFD, NIMD, EPD and CFI as a conflict of interest. Furthermore, this type of institutional set-up within could give the impression to the project beneficiary that the coordinator is too overburdened with administrative tasks to devote himself/herself fully to the project component.

Under Component One, there was an approximate 5-month delay to the Head of Component starting his activities as he was still needed in another country. The EUD of both Lebanon and Jordan negotiated his release, and to this end, he started with a five-month delay after the action had commenced. The Head of Component made a number of visits in country prior to the start of his full tenure. During this time, WFD's[15] country representative maintained relations with the HoR. The Head of Component One is the only Component Head who has been constant for the duration of the action to date. Component One did not experience any other turnover of staff.

Component Three also had a number of problems, including important delays to fill the post of Head of Component which impacted on the relationship with MoPPA which resulted in the first two years of implementation being deemed quite

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[14] Subsequent to the mid term review and ROM ECES with a retroactive look agreed onto obtain an increase of funds from the contingency to recruit another person's as head of component two. An official request was made to the EU Delegation that ultimately was not accepted.
[15] Lubna Mahadeen

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weak. The PMU provided support where it could however MoPPA's dissatisfaction was attributed by the delays to deliver the equipment's and the difficulties of the action to assign to the component an expert who would fill the eligible criteria as per the Terms of References. The position was filled in 2018, however the MoPPA was dissatisfied with the candidate, largely due to the sensitivities of his nationality and he was released from his duties. Thereafter, the position remained vacant henceforth (since April 2018), and faced turnover due to the highly sensitive context of the component. The position of Head of component was finally filled after a competitive process in 10 July 2019, and a Jordanian expert was hired as per the MoPPA initial requirement. MoPPA is now much more satisfied as the mutual confidence has increased during the period under review and this factor facilitated the increase of the output delivery which had been very notable after the nomination of the Head of component.

> **Lessons Learned 7 :** The recruitment process took time because one of the requirements of the MoPPA was to work with a local Head of Component who would have a strong expertise in the area of political parties. The position was filled by a young candidate who did not fit, in terms of years of expertise, the initial criteria, but who was a quick learner and fully satisfied the MOPPA. The lesson learned is that it is very difficult for this type of highly sensitive project to satisfy the beneficiary institution with the provision of expertise that is not from the country or sub-region.

ADAPTING TO EVOLVING NEEDS AND CONTEXT

The action was able to adapt to the needs and the context, and all three components encountered the need to sometimes change direction given the needs and the requirements of each of the beneficiary institutions. One clear example is under Component Two, whereby the action was asked to support the 2017 local elections, while this is very much appreciated, this has meant that the funds available for the 2020 process are almost exhausted.

CHALLENGES OF COVID 19

At the height of the pandemic in April 2020,[16] the Government of Jordan issued martial law and stated a nationwide lockdown policy. This inevitably impacted on a number of activities and resulted in a number of activities either being postponed or cancelled. Notwithstanding the action has found alternative and innovative ways of working and many of the activities have either been rescheduled or turned into online events. Each of the components made use of the time and ensured that although the action may have slowed down in some respects, the action did not come to a grinding halt and activities continued.

Under Component One for example, many members of the team and staffers remained connected by computer, and a number of activities were changed to online trainings/workshops. Other alternatives were also found such as creating a series of podcasts for parliament and in order to finalize the gender audit, 82 questionnaires were also collected by using electronic instruments.

Under Component Two, the pandemic has posed a number of challenges to the IEC who is in the midst of preparing for the elections in the latter part of the year (November 2020) The component showed adaptiveness to circumstances and engaged in remote trainings and support to the IEC staff members which is quite challenging in a country such as Jordan. Under Component Three, workshops/trainings/Seminars could no longer take place and online modalities were being prepared. It will be seen, given the culture of the country, whether remote trainings will produce the same level of results.

Key conclusion nine: the overall efficiency of the action is satisfactory. There has been a substantial turnover of staff in the PMU, mainly the PMU manager and the Finance and Administrative Manager which has contributed to a disconnect

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[16] At the time of writing this report, a number of countries are going through a second wave.

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in the overall management of the action. Notwithstanding, the action was able to deliver the key products according to the specifications and needs of each beneficiary, albeit with some delays, and with positive verification of expenditures.

Key conclusion Ten: The Components have expressed dissatisfaction with the PMU and related that a number of delays have been experienced especially in the procurement of goods and services. While delays may have occurred, the SOPs agreed to under the consortium agreement are in line with standard EU practices and are there to promote due diligence and transparency targeting zero ineligibles. Nonetheless, there is still some contention as to the role of the PMU to facilitate the action and the extent to which implementing partners should be knowledgeable of the PRAG and EU rules and on SOPs established by ECES in order to manage the action.

Key Conclusion Eleven: Despite efforts by the current PMU to address concerns through regular meetings with recorded decisions in approved minutes, there is still an overall perception by the other two components that neutrality and transparency of the PMU is compromised as the overall remit falls under ECES. This perceived lack of neutrality has fractured confidence and trust in the overall management of the PMU by ECES by the other two components and has contributed to difficulties in communication between the two implementing entities of Component One and Three with ECES HQ.

Key Conclusion Twelve: The monitoring and reporting of the action is deemed as very satisfactory. Reports are of a good standard and there is consistent and tracked monitoring of all indicators at all levels.

Key Conclusion Thirteen: While COVID 19 has had some influence over the implementation of certain activities, alternatives have been found, and all three components have been able to adapt to the pandemic and ensure the continuation of activities to encourage the achievement of the outcomes established.

IMPACT

Impact is defined as the long-term change to which the action will contribute at country, regional or sector level. It is important to highlight that the evaluation will examine contribution to these indicators rather than attribution. Notwithstanding, it is always difficult to assess the impact of an action, especially when the action has not yet finalised. One of the pivotal moments of the action is indeed the parliamentary elections, which are yet to take place, therefore to this end, it is not all together evident that the current values will be the same towards to the end of the action when the general elections take place

Overall Objective: 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.			
Verifiable Indicator	**Base Line**	**Current Data**	**Target 2021**
V-Dem Data (Disaggregated)	*V-dem data (2016)*: - Clean Elections (To what extent are elections free and fair?): 0.544 (ordinal) - Party Institutionalization (To what extent are political parties institutionalized?): 0.505 (score) - Legislative party cohesion (Is it normal for members of the legislature to vote with other members of their party on important bills?): 2 (ordinal) - Women political empowerment index: 0.591	V-dem data (2019): - Clean Elections (To what extent are elections free and fair?): 0.54 - Party Institutionalization (To what extent are political parties institutionalized?): 0.49 - Legislative party cohesion (Is it normal for members of the legislature to vote with other members of their party on important bills?): 1.6 - Women political empowerment index: 0.65	Increase in Jordan´s ranking on the relevant indices
Transformation Index BTI	*Transformation Index BTI 2016:* - Performance of democratic institutions: 2	Transformation Index BTI 2020: - Performance of democratic institutions: 2	

	- Commitment to democratic institutions: 2	- Commitment to democratic institutions: 3	
Transparency International Corruption Perceptions Source	*Transparency International (2016)* - How many of the following people do you think are involved in corruption? Parliament 36%; Government officials 34%	Transparency International (2019) - How many of the following people do you think are involved in corruption? Parliament 45%; Government officials 36%	
Worls Values Survey Data on specific questions	*World Values Survey (2014) in Jordan* How democratically is this country being governed today? Not at all	World Values Survey (2014) in Jordan - How democratically is this country being governed today? Not at all	
OGP Third Action Plan´s (2016-2018) commitments			

Furthermore, as was reiterated above, it is unclear as to whether there is clear link between all of the expected results and the proposed indicators, especially given the fact for example, under Component One, the issue of corruption was not tackled. To this end, when one examines the log frame and the indicators utilised to determine the contribution to the overall objective, while there have been a some mild improvements in for example the women political empowerment index by a few points and the commitment to democratic institutions, the perception on the political parties has gone down and the perception on how corrupt the parliament and the government have increased. Furthermore, in 2019, according to the World Values Survey, when asked how democratically the country is being governed today, there is no change in the answer, with the overall perception being "not at all." Furthermore, a number of these indicators subsequent to the 2020 elections and as a probable direct result of the Covid pandemic look as though they may decrease. Preliminary results from the 2020 elections indicated that although the number of women who submitted their names for candidature dramatically increased, the number of women who were actually elected reduced by 5, which means that only 15 women (as opposed to 20) make up the new parliament meaning that no seats were awarded outside of the mandatory quoted seats. The transformation index and transparency international are yet to pronounce their figures subsequent to the parliamentary elections 2020, however, initial data from national observers seem to indicate that "Jordan was able to keep to the path of democracy by ensuring the sustainability of achieving the constitutional requirement"[17] Notwithstanding some international media outlets have deemed the 2020 electoral process as "one of the least democratic elections in Jordan´s recent history."[18]

When examining some of the concrete impacts, under Component One the procurement and introduction of the E-Voting System implemented by WFD is worth referring to. "It is a milestone for the House of Representatives on its way to become a full electronic Parliament," The HoR Speaker Tarawneh emphasized that "the EU-JDID project has marked a true partnership, which we really appreciate, and where we felt from the first stages of the project the big impact it brought on the parliamentary work, such as easy voting, distributing agendas to MPs electronically, and even before that, providing the House with electronic tablets." "These efforts contributed generally to strengthening the transparency of the Parliament and promoting the desired governance. We hope that the project will contribute with more impact on the high-quality work of the House in the remaining years," he added.

As well, under Component 2, the project supported and accompanied the IEC in the ISO 9001 certification process for their quality management. The introduction of the ISO certification is a key milestone and means that the IEC in Jordan has become the first Electoral Management Body (EMB) outside the Americas to hold the ISO certificate on Quality Management Systems (QMS).

As a result, EMB's staff capacity was enhanced in quality management of key electoral operations. This includes voter registration, registration of parties and candidates, electoral logistic, vote casting, vote counting and tabulation of the results, voter education, oversight of campaign financing, resolution of electoral disputes. Indeed, key interlocutors from

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[17] RASED Preliminary findings
[18] https://www.washingtonpost.com/politics/2020/11/20/pandemic-compromised-jordans-parliamentary-elections/.

the IEC acknowledged that the Electoral Commission has increased its capacity to deliver elections as a result of the training provided by the action.

Therefore, it is assumed that the human resources of the commission whose experience to conducting elections was limited to just under a decade of expertise, has gained a sufficient level of confidence on how to adopt best practices into the conduct of electoral operations. There is no doubt that quality management in electoral operations is a crucial element that is increasing the overall transparency and credibility of the electoral process.

Furthermore, the IEC has adopted a number of the EU EOM recommendations to date, which inevitably should have a positive impact on both the electoral administration and the electoral process.

In addition, while provisions established to support women, PWD and youth to participate in the electoral process are heralded as amongst the best practices acquired, these do not seem to have reaped the rewards expected. These development trainings were expected to increase political participation for a more inclusive electoral process in society. However as stated above, women's political participation remains a cultural challenge, and despite the dramatic increase in the number of females to present their candidature in the elections 2020 only 20 women out of 130 won seats at the last 2016 parliamentary elections and five women reportedly less in 2020.[19] There is also a growing tension between the government and Young Jordanians who call for further political reform and protest poor life chances. The parliament is now only made up of reportedly 15 per cent of parliamentarians who are under 40. [20]Currently, almost two-thirds of the Jordanian population is under the age of thirty, offering enormous potential for the country to benefit from a "demographic dividend" but at the same time recognising that there are still limited opportunities for political engagement. To this regard, interlocutors heralded the LEAD program "as overwhelmingly positive for the youth participants." While these initiatives were expected to increase youth interest and participation in the 2020 electoral process, more still needs to be done to ensure that youth and women are targeted in similar types of activities.

When examining Component Three, donors and implementing partners need to acknowledge that political parties were banned for almost 30 years from Jordan public life and this fact will impact the political landscape for years. Currently, Jordan has 48 registered parties, but apart from the Muslim Brotherhood, these political parties are presented as lacking ideological foundation and mass support, unable to provide political leadership or make effective political demands ddespite political structures. The general perception is that political parties remain often dominated by personalities rather than policies.

There is evidence that the support provided by the project gradually contributed to the development of the capacity of the parties, empowering them and providing crucial skills in strategic planning, policy and manifesto development, public outreach and internal management and organisation. These instruments are expected to have strengthened their capacity to run for elections and eventually win seats in parliament. As well, the efforts deployed by the component to support the participation of women and youth in political life in general are expected to contribute to create awareness and build the capacity of young and women potential supporters and aspirants. Notwithstanding the potential impact of COVID and the confusion as to whether the elections were going to be postponed, inevitably impacted on the candidate's ability to campaign and fully participate in the electoral process. Furthermore, as a result of COVID and the limitations, according to some reports candidates began promoting themselves as individual candidates and as a result the preliminary results indicate that less than 10 of the 130 members are from political parties. [21]

Therefore, while the outcome of the elections should have provided one of the measurable indicators as to how the action has contributed to strengthening the capacities of the MoPPA and political parties and subsequently impacted on the political environment for parties, a less clearer picture is evident and an assessment especially in the midst of the pandemic would shed some light on what lessons could be learned.. With regards to the impact on women and youth, the level of

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[19] It should be noted that while less women were awarded seats, a record 360 women submitted their candidature for the 2020 legislative elections.
[20] Source – Washington Post
[21] https://www.washingtonpost.com/politics/2020/11/20/pandemic-compromised-jordans-parliamentary-elections/

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mobilization of women and youth in the parties for the legislative elections have also been high, however the overall impact on the elections seems quite weak given the preliminary results.

Lastly, it is important to recognized that CFI's actions have had a significant impact on the media dealing with the sector of democratic governance in a highly sensitive environment. Several journalists were trained to report information accurately, they were trained on code of ethics and deontological rules and also, one of the major milestones, they were trained on how to deliver accurate information in a context of censorship to avoid it. Furthermore, an important level of awareness was created among democratic institutions such as the HOR and the IEC on the importance of external communication and public outreach.

Key Conclusion fourteen: The overall impact of the action is reasonably positive, and definite changes have been noted in each of the three beneficiary institutions, nevertheless the preliminary election results may affect the overall success of the tenure in terms of some of the indicators established, especially under Component Two and Three. It would be important to understand to what extent covid has impacted on these results.

Key conclusion fifteen – The overall impact on the HoR has been largely positive especially with regards to women. Notwithstanding, the indicator from Transparency International and the World Values Survey have decreased and/or stayed the same. This is nevertheless not attributable to the action, as corruption was not addressed in the design.

Key conclusion sixteen – There has most definitely been progress in the support afforded to the IEC, the endorsing and subsequent implementation of some of the EU EOM recommendations is admirable, and while many of the recommendations would have required a more political approach, many of them have been achieved. The 2020 electoral results will reveal the extent to which the IEC is viewed as an independent and professional organization and is able to ensure elections that are transparent.

Key conclusion seventeen: The overall indicators at the outcome level have in fact decreased for component three, however this is more an impact of the current crisis and external influencing factors and is by no means a reflection of the action on political parties. The overall impact on political parties and the extent to which they have contributed to inclusiveness of national policy and decision-making processes still remains to be see, especially given the preliminary election results 2020.

SUSTAINABILITY

The ownership of the majority of the results are strong, this is a result of the adaptability and flexibility of the action to ensure that the needs and requirements of each beneficiary institution is listened to and where feasible addressed.

The parliament is well satisfied with Component One and despite having worked with a number of different organisations, one interlocutor from the Parliament stated that its "one of the best projects that I have worked with, it has signified a huge jump for us in Parliament." The building of relationships is key, especially to work in the HOR and to this end, one of the interlocutors stated that the "majority of the needs are covered with the requests that we present from our side – even the new suggestions and recommendations that are put forward, we always listen as partners and discuss whether it is feasible or not." "We ensure that these new practices will fit into our context, somehow they are different from European Culture, so we need to adjust and modify."

The ownership of the results appeared to be very strong in the Parliament, this to some extent was a result of the relationships built over the years and care that was taken to ensure that the parliament's needs were "listened to". Consulting with various members of the Secretariat it was very clear that many of the guidelines, gender audit for example, and new procedures were very much forged into the working of the parliament and therefore the sustainability of the results appeared to be assured. The fact that the key outputs were as a result of mutual discussion, agreement and negotiation made for a better parliament and results which will endure. One such example is the Electronic voting, which involved over a thousand hours of work by nearly 50 individuals, and the training of 129 MPs on the new system and operating procedures. The success of the new system culminated in it being chosen in the Rules of Procedure as the

preferred method for votes taking place in the House of Representatives, a testament to its impact and the sustainability of the result.

Under Component Two, evidence suggests that a lot of trainings, trainings of trainers (TOT), advice, and equipment were provided to the electoral commission which will be used after the current life of the action. They are sustainable elements as long as the beneficiary institution demonstrate ownership and recognize the added value of these instruments provided, which is currently the case. It is important to take a long-term view of this capacity development process in order to verify whether the efforts that have been made by ECES to design and build a quality management system prevent human errors and gave the IEC tools to continually identify improvement opportunities, and build on lessons learned across all processes"

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Lessons learned 8 : Impacts of a demand driven approach on the nature of an electoral project aligned with an electoral cycle approach

To a certain extent, the implementation of the project all along the electoral cycle with a strong demand-driven approach can deviate partially the nature of the electoral assistance. Indeed, operational support was provided to the IEC, although the current project had a very strong capacity building component. Currently, the Project has limited resources to support the upcoming elections whereas the commission expressed its need of operational support. It is quite clear that this assistance for the 2020 elections was not foreseen in the original design of the current Project that will be closed in April 2021. To overcome this challenge, ECES has been trying to integrate the lack of resources with the submission of another technical proposal that would support the IEC for post-electoral activities of 2020 elections and preparations for local elections 2021 as per the Electoral Commission request. Elections are complex by nature and election management bodies (EMBs) face numerous risks in their organization. There is still a room for improvement linked to the legal, operational, technical, communication, political, security, among other aspects of electoral processes which still can benefit from external support.

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The basic assumption in the design of EU-JDID is that the action would strengthen the institutional capacity of MoPPA and political parties and that the knowledge transferred by the project would last beyond the tenure of the action. As the implementation of the component has been shown to have a very strong capacity building approach, it is expected that this assumption will be confirmed over time.

While it can be confirmed that there are most definitely sustainable elements from each of the components, the overall impact on the results and the impact of Covid need to be unpacked in order to ascertain to what extent capacity building and activities under the action have penetrated at institutional level in order to understand how they will impact on future processes. To this end, continued support to each of the institutions is essential to maintain the trust and confidence in the relations built over the tenure of the action. Furthermore, support is particularly pertinent in all of the institutions. The HOR will require particular support given that an important percentage of MPs are new 98/130 and only 18 per cent of the new parliament is made up of political parties. In addition, the IEC will require additional support to ensure compliance with its ISO 54001 2019 and to strengthen the Arab Network of EMBs. Furthermore, women and youth while having important support under the three components, their successful participation in the process has somewhat weakened in the face of Covid Crisis and the electoral results, and it will be important to continue to strengthen these groups through to the next electoral cycle.

Key Conclusions eighteen: The majority of the outputs and their respective results are owned by the individual institutions, nonetheless there may be a need for reinforcing some of the results subsequent to the publishing of the final results and taken on board any possible changes of leadership or changes impacted by the elections on each of the beneficiary institutions as well as the impact of COVID over the overall results.

Key Conclusions Nineteen: The institutions are on track to achieve the established targets and outcomes however it is important to ensure the consolidation of key results by the provision of continued support to all three institutions with a particular emphasis on gender, youth and other vulnerable groups.

RECOMMENDATIONS

The following outlines the key recommendations of the action in relation to the direct implementation of the action and a number of key recommendations concerning the key institutions. For a full list of recommendations pertaining to the individual beneficiary institutions, please see annex IV.

Criterion	Key Recommendation	Linked to Conclusion/Lesson Learned
Coherence	**Promotion of more synergies**: A more strategic approach could be considered to ensure that key synergies are tapped into. Consideration could also be given to include a dedicated budget attributed to key joint activities. Future logframes could consider a number of indicators to ensure that appropriate activities are developed in order to ensure a strategic approach to promoting synergies.	**Linked to Key Conclusion Five**
Effectiveness	**Support to the Arab network:** During the Regional Electoral Conference, the current Chairman of the Arab EMBs, Dr. Khalid Al-Kalaldeh, highlighted the network's current priority as being the consolidation of its institutionalization, sustainability and self-sufficiency. In line with this identified priority, ECES could consider to find resources to support the implementation of the Project in Support of the Arab Network of Electoral Management Bodies (Arab EMBs). This project is an entry point to broader democratic reforms in the Arab world.	**Linked to Lessons Learned three**
Effectiveness	**EUEOM Recommendations:** The complexity of the selected approach for the implementation of the EUEOM recommendations has been the opportunity for ECES to reflect on mechanisms that would facilitate the adoption of recommendations in a national framework, for the implementation of the EU-JDID project but especially in a regional framework through the Arab EMB's platform.	**Linked to Lessons Learned two**
Effectiveness	**Development of the Media as standalone component** Due to the importance of the media in the democratic life of the country and the huge needs of capacity development in this sector, consideration could be taken to design this activity as a standalone component to avoid lack of autonomy of the implementing partner and unnecessary delays for the validation of the activities with the partners working with the institutions of the country.	**Linked to Lessons learned four**
Effectiveness	**Media – The recruitment of legitimate local expertise to facilitate the beneficiary ownership**As CFI has had only one senior expert on the project, and had a very positive feedback on the profile and legitimacy of the expert, it is recommended that project implementers should target local senior expertise in such a context;	**Linked to lessons learned four**
Effectiveness	**Incorporating the support to the political parties into the design of the project.** To increase the relevance of a future project, with this kind of set up, consideration could be given to include into the design of the project interventions with the Component 3 – support to the political parties' system.	**Linked to lessons learned five**
Efficiency	**Promotion of local staff**: Young aspirants should be considered for recruitment for any future project and learn from their peers in order	**Linked to Lessons Learned eight**

	to become part of the database of Jordanian experts qualified to work with political parties.	
Efficiency	**Division of roles for the PMU and the Head of Component:** 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 not advisable 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).	**Linked to Lessons Learned seven and Key Conclusions eleven and twelve**
Efficiency	**In ensuring efficient and effective oversight of the action under the consortium leader, the establishment of the PMU should at all costs avoid ambiguity and perceived bias towards any one of the three components.** To this end, PMU managers must be able to oversee an action of this genre, which requires an understanding of the context, PRAG and EU Rules, internal functioning of the consortium leader but also of each component and what they aim to achieve.	**Linked to Key Conclusion eleven**
Efficiency	**Specific focal points and significant training on the procurement process** as well as procedures /SOPs should be standard practice at the beginning of any action in order to avoid any possible delays in the area of procurement or request for goods or services.	**Linked to Key Conclusion ten**
Efficiency	**Lessons learned exercise:** Given the breakdown in communication, prior to the finalization of the action, the components head should conduct a lesson learned exercise facilitated by an external consultant in order to identify lessons learned and possible recommendations to address the identified weaknesses in this report in order for all of the implementing partners to learn lessons for future endeavours.	**Linked to Key Conclusion eleven**
Efficiency	**Use of Outcome Matrices:** Consideration could be given to adopt the outcome matrix across all three components in a future project in order to enable effective and detailed monitoring of such a complex project with very sensitive indicators.	**Linked to Key Conclusion twelve**
Impact	**Lessons Learned exercise of the results of the action and impact of COVID:** Given some of the preliminary results emanating from the 2020 electoral process, it would be very important for each of the components to conduct a lessons learned exercise and taking stock exercise together in order to ascertain how the three components results have impacted on each of the beneficiary institutions and to what extent lessons could be learned especially in the context of COVID and the numerous challenges it presented to the process as a whole.	**Linked to Key Conclusions 14 - 18**
Gender & Human Rights	**Taking Stock Exercise:** An overall assessment of the impact of covid and electoral process on gender, youth and vulnerable groups needs to be undertaken with each component taking stock of the results obtained under the action and to what extent the covid pandemic has impacted on these results. Women and youth are even less represented than they were prior to the action, therefore it is essential to identify the challenges and possible lessons learned to improve on this in the future.	**Linked to Key Conclusions 14-18**
Sustainability	**Follow up on results:** Tracking of the ownership of the key results subsequent to the elections should be carried out, and possible solutions put forward to ensure the maintaining of ownership of the results beyond the tenure of the action and whether any of these results have changed trajectory	**Linked to Key Conclusion eighteen**

Sustainability	**Updating the technical proposal** Some of the activities in this technical proposal are no longer relevant in the short term because the elections will take place in a few weeks, but the development of these activities and the tools that will be made available to the electoral commission will support the organization of the local elections to be held in 2021. In addition, the post electoral period is very critical to gather the lessons learned from the electoral process because any future electoral assistance project will be informed by the lessons learned. It is advisable for ECES to update the technical proposal with the IEC and submit it to potential donors. This will help to consolidate the gains made and strengthen the EMB to prepare the local elections scheduled in 2021. This would be consistent with the electoral commission's desire to be assisted by ECES in the upcoming local elections.	**Linked to Lessons Learned Nine**
Sustainability	**Follow up support to the parliament.** While key gains have been made during the course of the action, to ensure sustainability key activities commenced under this action should be followed upon. These includes the recommendations emanating from the Gender Audit and outreach activities for young citizens. Continuation of coaching on budgetary oversight and monitoring and evaluation of the Strategic Plan and further building capacity in the human resources area and assistance for the full implementation of the e-parliament. A new project should also consider how the key results gained under the project may be affected due to the fact that 100 of the Members are allegedly new and have very little experience in parliamentary matters.	**Linked to Conclusion fourteen and fifteen and eighteen**
Sustainability	**Follow up support to the political parties:** The Component needs to assess the impact of the electoral results on the future of parliamentary parties given that so many of the new MPs are officially deemed as independent. Support to women and youth should be particularly examined in order to pinpoint why so few women and youth are now in the parliament, despite the important gains made with respect to these two groups in capacity building and awareness raising.	**Linked to conclusions fourteen and seventeen and eighteen**

Internal evaluation of the EU-JDID Project November 2020

TERMS OF REFERENCE

Evaluation of the project EU Support to Jordanian Democratic Institutions & Development

EU JDID

ENI/2017/385-539

1. BACKGROUND

1.1 Relevant country / region / sector background

This project has been crafted to comply with the EU's priorities and methodology for democracy and electoral support[22], and is based on the **European Response to Electoral Cycle Support Strategy** (EURESC)[23] designed by the European Centre for Electoral Support (**ECES**).

The project is construed to deliver support to implement the recommendations of the EU Election Observation Missions (**EUEOM**) to Jordan, and draws on the lessons learned from project funded by the EU and EU-members states implemented in Jordan by members of the EPD Consortium[24], notably the Westminster Foundation for Democracy (**WFD**), the Netherlands Institute for Multiparty Democracy (**NIMD**) and the French Agency for Media Cooperation (**CFI**). Moreover, this project is informed by the lessons learned and accumulated experience of the EPD Consortium from having delivered more than 200 democracy and electoral support projects in 150 countries.

The consortium assembled a joint scoping team composed of national, regional and international experts and conducted three needs assessment (NAM) and formulation missions to Jordan, coupled with thorough research, to this proposal in the requests of key beneficiary groups and the priorities of the contracting authority. The NAMs employed a participatory methodology whereby key informant interviews (Kii) and focus groups were central means of data collection, and they documented key stakeholders' priorities, in terms of content and preferred delivery mechanism of activities. The mission further identified entry points to operate in an effective, accepted and sustainable manner. This preparation phase allowed the partners to craft a truly tailored methodology for the project, conceived with and for Jordanian beneficiaries. All other electoral and democracy assistance providers present in Jordan have been consulted in order to avoid activity duplication, seek synergies and establish reciprocal and cordial working relationships.

1.2 The Action to be evaluated

Title of the Action to be evaluated	• **EU Support to Jordanian Democratic Institutions & Development) – EU JDID**

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[22] EU Action Plan on Human Rights and Democracy 2015-2019, Single Support Framework (SFF) for EU support to Jordan 2014-2017

[23] EURECS is an innovative delivery mechanism for electoral and democracy assistance, conceived following the experience of the 13 members from 11 countries from the EPD. 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 is built to help prevent, mitigate and manage electoral related conflicts, in line with international standards and obligations. http://www.eces.eu/en/posts/eurecs ; https://www.youtube.com/watch?v=V40gaByHnPI&t=5s

[24] NIMD (Mapping of PP conducted by the Identity Center for Human Development – 2013, Desk analysis of the political developments - 2016), CFI (Support to Journalism Education in Jordan -2016, Ebticar project in Jordan: development and consolidation of online media 2013-2016; 4M "Transition to online for Arabic-language newspapers" ; 4M Mashreq in Jordan-Improving the viability, pluralism and quality of 10 online media 2013-2014) and WfD (Establishment of HoR Research Centre, Support to the women's caucus of parliamentarians; youth leadership programme and Parliament's first ever induction programme 2012-2015; Consolidation of the HoR Research Centre, support women MP and Parliament's consultative mechanisms 2015-2018)

Budget of the Action to be evaluated	• EUR 12,737,995
CRIS number of the Action to be evaluated	ENI/2017/385-539
Dates of the Action to be evaluated	• Start: 25/10/2018 • End: 31/08/2020

1.3 Stakeholders of the Action

The main beneficiaries of the project are identified as the House of Representatives (**HoR**), the Independent Electoral Commission (**IEC**), the Ministry of Political and Parliamentary Affairs (**MoPPA**), **political parties**, **women** and **young** in leadership positions and media houses and their owners/journalists involved in political reporting. The final beneficiaries will be Jordanian citizens in general, with emphasis on women, youth at policy level.

1.4 Description of the action

The project EU-JDID aims to support reform process in Jordan, by consolidating democracy and promoting inclusiveness of national policy and decision-making process. This 4-years project support partners institutions and relevant stakeholders in the democratic reform process including: The House of Representatives; the Independent Electoral Commission; Political Parties; the Ministry of Political and Parliamentary Affairs (MoPPA); Women and Youth; and Media and Journalists.

The project is structured around three core pillars in order to weld together a coordinated and coherent response: 1) Parliamentary support; 2) Electoral assistance; 3) Support to political party system.

The project is implemented along the lines of the European Response to Electoral Cycle Support Strategy (EURECS). EURECS is an innovative delivery mechanism copyrighted by ECES 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.

1.5 Objectives of the action

With the aim of supporting Jordan's reform process towards consolidating democracy and promoting the inclusiveness in national policy and decision-making processes, the objectives of EU-JDID are to:
- Strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner;
- Enhance the functioning of the Independent Election Commission (IEC) and other key stakeholders, contributing to elections conducted in a professional, transparent and credible manner;
- Support the Political Party (PP) System in contributing to democratic governance and policy making, in particular in the HoR.

1.6   Expected results

The project built on thorough analysis of key beneficiaries' needs and national priorities, which are meant to achieve:

- Increased political awareness amongst the population, including women and youth, reflected foremost in an increase in political participation;
- Intensified efforts amongst elected institutions in public outreach for more inclusive decision-making processes;
- Increasingly informed service delivery by public demands and subsequently more geared to cater the needs/will of the people.

The overall objective of the project is to 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. In particular, with regards to the project activities, the main expected results are:

- The HoR is reinforced in exercising its core parliamentary functions in a professional, accountable and transparent manner;
- The IEC and other key stakeholders' capacities to contribute in professional, transparent and credible electoral processes are strengthened;
- The political party system's role to contribute to democratic governance and policy-making, in particular through the Parliament, is enhanced;

2. DESCRIPTION OF THE EVALUATION ASSIGNMENT

Type of evaluation	FINAL ECES EVALUATION
Coverage	Action until 31/08/20
Geographic scope	The Hashemite kingdom of Jordan
Period to be evaluated	25/10/2018 to 31/08/2020

2.1 Purpose of the evaluation

In view of the general elections in Jordan scheduled for 10 November 2020, ECES and the European Union delegation agreed to carry out this evaluation of the EU-JDID programme as foreseen in the budget of the project - which is under the European Neighborhood Instrument (ENI) - taking into account that the final external evaluation will be contracted and carried out by the EU Delegation at the end of the project which is planned for April 2021.

As a Mid-term evaluation, covering the period going from April 25th 2017 to October 25th 2018, have been carried out, the present evaluation exercise will focus on approximately 22 months of implementation (25 October 2018 – 31 August 2020) of the programme EU-JDID.

Systematic and timely evaluation of Project and activities is an established priority of the European Commission[25]. The focus of evaluation is on the assessment of achievements, the quality and the results of Actions in the context of an evolving cooperation policy with an increasing emphasis on result-oriented approaches[26].

From this perspective, evaluation should look for evidence of why, whether or how these results are linked to the EU intervention and seek to identify the factors driving or hindering progress. The present evaluation can also build upon a previous Results Oriented Monitoring (ROM) mission, as commissioned by the Delegation of the European Union in Jordan, whose report was published in April 2019.

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[25] COM(2013) 686 final "Strengthening the foundations of Smart Regulation - improving evaluation" - http://sc.eurooa.eu/smart-regulation/docs/com 2013 686 en.pdf ; EU Financial regulation (art 27); Regulation (EC) No 1905/200; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008

SEC (2007)213 "Responding to Strategic Needs: Reinforcing the use of evaluation", http://ec.europa.eu/smart-regulation/evaluation/docs/eval comm sec 2007 213 en.pdf ; SWD (2015)111 "Better Regulation Guidelines", httP://ec.euroPa.eu/smart- reQulation/su.idelines/docs/swd br guidelines en.pdf

[26] Reference is made to the entire results chain, covering outputs, outcomes and impacts. Cfr. Regulation (EU) No 236/2014 "Laying down common rules and procedures for the implementation of the Union's instruments for financing externalaction, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2014/236-2014_cir.pdf

COM (2011) 637 final "Increasing the impact of EU Development Policy: an Agenda for Change" - http://www.europarl.europa.eu/meetdocs/2009_2014/documents/acp/dv/communication_/communication_en.pdf

Internal evaluation of the EU-JDID Project November 2020

Evaluation should provide an understanding of the cause and effects links between inputs and activities, and outputs, outcomes and impacts. Evaluation should serve accountability, decision making, learning and management purposes.

The main objectives of this evaluation are to provide the relevant services of the European Union, ECES (representing the consortium), the interested stakeholders and the wider public with:

- An overall independent assessment of the performance of the Project 'EU Support to Jordanian Democratic Institutions and Development', paying particular attention to its results measured against its objectives and expected results before elections 2020 are taken place;
- An overall independent assessment of the added values and comparative advantages the implementing methodology "A European Response to Electoral Cycle Approach — EURECS", in particular with regards to cost effectiveness (funds dedicate to activities compared to human resource/management costs) focusing also on activities that can be implemented to support the ongoing electoral process including looking at the EUEOMs recommendations that have been implemented.

In particular, this evaluation will serve to present lessons learned and best practices that may inform future similar activities and future actions in the field of electoral and democratic development support.

The main users of this evaluation will be ECES representing the EU JDID consortium members, the European Union Delegation to the Hashemite Kingdom of Jordan as well as the partner institutions and relevant stakeholders (eg. The Independent Election Commission, the Ministry of Political and Parliamentary Affairs, the House of Representatives etc.). The evaluation will be seen as a public document and should therefore reach a quality standard that allows for a possible publication of the report.

2.2 Requested Services

2.2.1 Scope of the evaluation

The evaluation will assess the Action using the five standard DAC evaluation criteria, namely: relevance, effectiveness, efficiency, impact and sustainability.

The evaluator(s) shall furthermore consider whether the following cross-cutting issues: environmental sustainability, good governance, and human rights as taken into account in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Action and its monitoring. In particular, the evaluator(s) will assess gender mainstream throughout the action and synergies between the different components of the EU- JDID Programme.

In addition, increasing expectations from EU Member States to maintain development projects to support the democratic governance sector in the European Neighbourhood countries, with increasing budget constraints, puts a spotlight on the notion of value for money (VFM). Therefore, the EU and its partners of implementation are strongly committed to making aid more effective.

To some extent, the evaluation is expected to provide analysis on whether the monetary investment and other resources in the interventions conducted by ECES represents sensible value for money, in comparison with previous EU- funded projects in support to democratic process in Jordan.

The issue to be studied as formulated below is indicative. Based on them and following initial consultations and documental analysis, the evaluator(s) will propose in the Inception Report a complete and finalised set of Evaluation Questions with indication of specific Judgement Criteria and Indicators, as well as the relevant data collection sources and tools.

Once agreed with the approval of the Inception Report, the Evaluation Questions will become contractually binding.

2.2.2 Issues to be addressed

The issues to be addressed as formulated below are indicative. Based on the latter and following initial consultations and document analysis, the evaluation team will discuss them with the Evaluation Manager[27] and propose in their Inception Report a complete and finalised set of Evaluation Questions with indication of specific Judgement Criteria and Indicators, as well as the relevant data collection sources and tools.

Once agreed through the approval of the Inception Report, the issues to be addressed will become contractually binding.

The issues to be addressed will include but not limited to the following;

- Relevance of the action -The matching of the needs of national and local partners.

- The materialisation of the expected results and their facilitating and contrasting factors.

- Staff allocation to the Action.

- Internal implementation procedures, capacity and skills, internal mechanisms for coordination.

- Collaboration between the projects, strength and weakness of individual projects and how this contributes or detracts from the achievement of programme goals and objectives.

- Reporting relations and the performance of the management and its ability to monitor, as well as the capacity to adapt to changing conditions.

- The governing mechanisms of the Action.

2.2.4 Phases of the evaluation and required deliverables

The evaluation process will be carried out in three phases: An Inception Phase, a Remote Phase (to substitute for a field phase that cannot be conducted at the moment as per limitations related with the COVID 19 situation), and a Synthesis Phase (consolidation of findings).

2.2.5 Synoptic table

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 expert, including the key meetings with the Contracting Authority (ECES). The main content of each deliverable is described after the table.

Phases of the evaluation	Key activities	Deliverables and meetings	Working days

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[27] The Evaluation Manager is the staff of the Contracting Authority managing the evaluation contract. In most cases this person will be the Operational manager of the Action(s) under evaluation.

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Inception Phase	• 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, incl. objectives, specific features and target beneficiaries	• Inception note (5 pages maximum) • *Remote Meetings with ECES/EU-JDID representatives*	2 days
Remote Phase	• Remote interviews at country level with consortium members and key stakeholders • Gathering of primary evidence with the use of the most appropriate techniques • Data collection and analysis	• Field Note (key findings in bullet points) • Slide Presentation • Remote debriefing with ECES/EU-JDID representatives	8 working days
Synthesis phase	• Final analysis of findings (with focus on the Evaluation Questions) • Formulation of the overall assessment, conclusions and recommendations	• Draft Final Report • Slide presentation	3 working days

2.2.6 Inception Phase

This phase aims at structuring the evaluation and clarifying its key issues.

The phase will start with initial background study, to be conducted by the evaluator(s) from home. It will then continue with a kick-off session via teleconference between the ECES (representing the consortium members), the Project (EU-JDID) and the evaluator(s)s. Half-day presence of experts is required. The meeting has the purpose to arrive at a clear and shared understanding of the scope of the evaluation, its limitations and feasibility. In the Inception phase, the relevant documents will be reviewed.

During this phase, the evaluator(s)s will review the political, institutional and/or technical/cooperation framework of EU support to the Hashemite Kingdom of Jordan in the area of electoral reform and governance (including past EU-funded projects).

During the inception phase, the expert(s) will reconstruct the Intervention Logic of the Action to be evaluated. The evaluator(s) will finalise the evaluation methodology, the Evaluation Questions, the definition of judgement criteria and indicators, the selection of data collection tools and sources, and the planning of the following phases. The evaluation approach will be also summarised in an Evaluation Design Matrix, which will be included in the Inception Report. The

methodology of the evaluation should be gender sensitive, **contemplate the use of sex- and age-disaggregated data and demonstrate how actions have contributed to progress on gender equality**.

The limitations faced or to be faced during the evaluation exercise will be discussed and mitigation measures defined. Finally, the work plan for the overall evaluation process will be presented and agreed in this phase; this work plan shall be in line with that proposed in the present ToR. Any modifications shall be justified and agreed with ECES Executive Director and/or ECES focal point. On the basis of the information collected, the evaluation team should prepare an Inception Report. The evaluation expert will then present the Inception Report to ECES (representing the consortium).

2.2.7   Remote Phase

The Remote Phase would replace the Field Phase that normally occurs at this stage of the evaluation. The constraints that governments' measures linked to the COVID-19 have imposed on traveling do not allow for a field visit to conduct meetings and interviews. In lieu of field activities, a number of remote meetings and discussions will be conducted.

The Remote phase starts after approval of the Inception report by ECES (representing the consortium). The Remote Phase aims at collecting evidence to the evaluation questions developed during the inception phase. If any significant deviation from the agreed work plan or schedule is perceived as creating a risk for the quality of the evaluation, these elements are to be immediately discussed with ECES Executive Director or ECES focal point.

In the first days of the remote phase, the evaluator(s) shall hold a briefing meeting with ECES (representing the consortium), the project management (EU-JDID), the Delegation and relevant stakeholders. During this phase, the evaluator(s) shall ensure adequate contact and consultation with, and involvement of the consortium members and different stakeholders; with the relevant government include local authorities as relevant authorities and agencies. Throughout the mission, the evaluator(s) shall use the most reliable and appropriate sources of information, respect the rights of individuals to provide information in confidence, and be sensitive to the beliefs and customs of local social and cultural environments.

At the end of this phase, the evaluator(s) shall summarise its work, analyse the reliability and coverage of data collection, and present preliminary findings in a remote meeting with ECES (representing the consortium). At the end of the Remote Phase, a field note will be provided by the expert with the key findings.

2.2.8   Synthesis Phase

This phase is devoted to the preparation of the Final Report and entails the analysis of the data collected during the field phase to finalise the answers to the Evaluation Questions and prepare the overall assessment, conclusions and recommendations of the evaluation.

The evaluation expert(s) will present in a single Report plus Annexes the findings, conclusions and recommendations in accordance with the agreed structure (see Annex II for reference); a separate Executive Summary will be produced as well.

The evaluation expert(s) will make sure that:

- the assessment is objective and balanced, statements are accurate and evidence- based, and recommendations realistic.
- When drafting the report, he/she will acknowledge clearly where changes in the desired direction are known to be already taking place.

The evaluator(s) will deliver and then present the Draft Final Report to ECES (representing the consortium) to discuss the draft findings, conclusions and recommendations.

ECES focal point consolidates the comments expressed by ECES (representing the consortium / and in liaison with the EUD and the main beneficiaries of the activities and sends them to the evaluator(s) for revision, together with a first version of the Quality Assessment Grid assessing the quality of the Draft Final Report. The content of the Quality Assessment Grid will be discussed with the evaluator(s) to verify if further improvements are required.

The evaluator(s) will then finalise the Final Report and prepare the Executive Summary by addressing the relevant comments. While potential quality issues, factual errors or methodological problems should be corrected, comments linked to diverging judgements may be either accepted or rejected. In the latter instance, the evaluator(s) should explain the reasons in writing.

2.3   Management of the evaluation

2.3.1   At ECES level

The evaluation is managed by ECES in representation of the consortium in close collaboration with the EU-JDID partners and EU-JDID Monitoring and Evaluation team. ECES and EU-JDID Monitoring and Evaluation team, in collaboration with the EU Delegation, is expected to oversee the quality of the process, the evaluation design, the inputs and the deliverables of the evaluation. In particular, it shall:

- • Facilitate contacts between the evaluator(s), the EU services and external stakeholders.
- • Ensure that the evaluator(s) has/have access to and has/have consulted all relevant information sources and documents related to the Action.
- • Define and validate the Evaluation Questions.
- • Provide backstopping and quality control of the evaluator(s) work throughout the assignment.
- • Validate the agreed deliverables in consultation and agreement with the EU Delegation.

2.3.2. At the EU level

ECES, in representation of the Consortium, will inform the EUD of the progress of the evaluation. The EUD will, as applicable, provide support on the following:

- • Feedback, if any, on the Evaluation Questions.
- • To facilitate contacts between the evaluation team and the EU services and external stakeholders.
- • To discuss and comment on notes and reports delivered by the evaluation team.
- • To assist in feedback on the findings, conclusions, lessons and recommendations from the evaluation.

2.3.3   Language of the specific contract

The language of the specific contract is to be English.

3. EXPERTISE REQUIRED AND ORGANISATION AND METHODOLOGY

3.1 Expertise required

The table below indicates the minimum number of evaluators and the minimum number of working days (overall and in the field), per category of experts to be foreseen by the Contractor.

Category of experts	Minimum number of evaluators	Total minimum number of working days (total)	(Out of which) minimum number of working days on mission
Expert 1	1	13	0
Expert 2	1	13	0

The expert possesses a demonstrable senior evaluation expertise coherent with the requirements of this assignment and not provide less than 10 working days.

Minimum requirements of the experts:

Key Expert 1 and 2, Category I, Total 13 man/days each expert

- University degree: Advanced university degree in law, political science, international development or related field
- Professional experience in the field of elections and/or good governance, evaluation and capacity development. The expert shall have at least 12 years of proven experience in electoral assistance and/or participatory decision-making at different levels of responsibility;
- Specific experience in the field of evaluation: at least 4 previous experience in conducting evaluation of electoral assistance projects.
- Language skills: Excellent command of both written and spoken English.

Previous relevant experience in Jordan or the region.

Other skills:

- Experience in the identification, formulation, implementation of programmes funded by international donors in the region is an asset;
- Experience in working on electoral assistance or good governance (participatory decision-making processes) issues in the region;
- Experience in EU policies and procedures for internal and external actions will be considered as a strong asset;
- Experience in UN and/or OECD-DAC development agency in the region will be considered an asset.

3.2 Presence of management team for briefing and/or debriefing

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The presence/availability of member(s) of the ECES representatives and EU-JDID PMU is required for briefing or debriefing purposes.

3.3 Specific Organisation and Methodology

Upon the approval by ECES, who will liaise with EU Delegation, the identified expert(s) is should to provide the following:

- Comments on the terms of reference for the successful execution of the assignment as well as regarding the indicative evaluation questions.
- An outline of the approach and methodology proposed to conduct the assignment.
- Comments on the timing, sequence and duration of the proposed tasks.
- Identification, if relevant, of risks and assumptions that may affect the execution of the assignment.

4 LOCATION AND DURATION

4.1 Starting and End period

Provisional start and end of the assignment: 10th September till the 9th October of for the final report approved and submitted to the EU Delegation.

Maximum duration of the assignment: 13 working days per expert (including time for finalising the final report). It is assumed that the consultants will work on the basis of a five-day week.

4.2 Foreseen duration of the assignment in calendar days

Maximum duration of the assignment: 30 calendar days.

This overall duration includes working days, week-ends, periods foreseen for comments, for review of draft versions, debriefing sessions, and distribution of outputs.

4.3 Planning, including the period for notification for placement of the staff

The contractor(s) must submit in a timetable based on the provisions in this ToR, including section 2.2.5. The 'Indicative dates' are not to be formulated as fixed dates but rather as days (or weeks, or months) from the beginning of the assignment (to be referenced as '0').

Sufficient forward planning is to be taken into account in order to ensure the active participation and consultation with government representatives, national / local or other stakeholders.

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4.4   Location(s) of assignment

The assignment will entail home-base work and remote interviews given the current travel limitations linked to COVID-19 crisis.

5. REPORTING

5.1   Content, timing and submission

The reports must match quality standards. The text of the report should be illustrated, as appropriate, with maps, graphs and tables; a map of the area(s) of Action is required (to be attached as Annex).

The evaluation team will submit the following reports:

	Number of Pages *(excluding annexes)*	Main Content	Timing for submission
Inception Report	5 pages maximum (the Evaluation Design Matrix is presented in Annex 1)	• Intervention logic incl. a reconstruction of the intervention logic and spelling out the theory of change • Methodology for the evaluation • Evaluation Questions, judgement criteria and indicators • Evaluation Matrix • Data analysis and collection methods • Work plan • Stakeholder map • Analysis of risks and of mitigating measures • Workplan	End of Inception Phase
Draft Final Report	20/25 pages maximum (plus annexes)	• Executive Summary • Introduction • Answered questions / Findings • Overall assessment *(optional)* • Conclusions and Recommendations • Annexes to the report	End of Synthesis Phase
Executive Summary	3/5 pages	Short, no more than 3/5 pages. It should focus on the key purposes or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons to be learned and specific recommendations. • Same specifications as of the Draft Final Report, incorporating any comments received from the concerned parties on the draft report	1 week after having received comments to the Draft Final report

		that have been accepted	
Final report	25/30 pages maximum (plus annexes		1 week after having delivered comments to the Draft Final report

5.2   Comments

For each report, ECES, in liaison with the other members of the consortium, and the EU Delegation focal points will submit comments within 5 calendar days. The revised reports incorporating comments received from the ECES and other consortium partners shall be submitted within 5 calendar days from the date of receipt of the comments. The evaluator(s) should provide a separate document (a comments sheet) explaining how and where comments have been integrated or the reason for non-integration of certain comments.

5.3   Assessment of the quality of the Final Report and of the Executive Summary

The quality of the draft versions of the Final Report and of the Executive Summary will be assessed by the Consortium leader ECES and all partners – the EUD will be given the possibility to comment on the assessments formulated by ECES.

5.4   Language

All reports shall be submitted in English.

5.5   Number of copies

The final version of the Final Report will be provided in 4 paper copies and in electronic version in PDF and MS WORD format.

5.7   Formatting of reports

All reports will be produced using Font Arial minimum 11, single spacing. The draft report will use consecutive numbers for the paragraphs for easier commenting. These will be removed in the final draft of the report.

Annex I: Specific Technical Evaluation Criteria

SPECIFIC TECHNICAL EVALUATION CRITERIA

1. TECHNICAL EVALUATION CRITERIA

Technical quality is evaluated on the basis of the following grid:

Criteria	Maximum
• Educational Background	10
• Experience in Electoral Assistance/Democracy	30
• Experience in Evaluation	30
• Previous Experience in Jordan or the region	15
• Previous Experience with EU funded projects	15
OVERALL TOTAL SCORE	*100*

2. TECHNICAL THRESHOLD

Any offer falling short of the technical threshold of 75 out of 100 points, is automatically rejected.

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Annex II: Information that will be provided to the evaluation team

- Legal texts and political commitments pertaining to the Action(s) 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
- Guidance for Gender sensitive evaluations
- Calendar and minutes of all the meeting of the Steering Committee of the Action(s)
- Mid Term and ROM reports and external system audit
- Any other relevant document

Note: The evaluation team has to identify and obtain any other document worth analysing, through independent research and during interviews with relevant informed parties and stakeholders of the Action.

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CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
Element	Judgement Criteria	Including baseline and targets where	Documentation Review	Data collection methods /
RELEVANCE	**EQ1: To what extent did the action address the critical needs of the beneficiaries to enhance its capacity to support Jordan´s reform process towards consolidation of deep democracy and promotion of inclusiveness of national policy and decision-making processes?**			
Rationale	Extent to how well the strategy of the action has been aligned with the objectives and priorities of the Government of Jordan in the field of democratic governance after the 2016 elections?	Beneficiaries critical needs clearly identified in formulation studies.	Identification/formulation report Project documents EU EOM REPORT	Review of project documentation Review of past EOM reports KII with EUD, ECES, and key beneficiaries as well as the project identification team
	Extent to which the design of the project aligned with the existing work, priorities of the stakeholders strategic priorities ? (HOR, IEC, MoPPA)	Level of involvement of beneficiaries in action design Consistency of action design with beneficiaries needs Integration into the action's intervention logic of needs as expressed beneficiaries and in internal needs assessment.	Project documents	Review of project documentation Review of ECES policy documents and strategic priorities KII with ECES, EUD and, key beneficiaries (HOR, IEC and MoPPA)
	Relevance of the action to EU policy and strategic priorities in support to democratic governance	Consistency of the action intervention logic with EU policy and strategic objectives in support to the democratic governance in Jordan	Project documents EU policy documents	Review of project documentation and EU policy documents
Design	Extent to which the intervention logic responded to identified needs and key factors in the area of democratic governance	TOC / Intervention Logic addressed key beneficiaries' critical needs TOC / Intervention Logic addressed key factors affecting democratic governance	Identification/formulation report Project documents internal needs assessment/EU EOM Baseline surveys (if they	Review of project documentation and identification/formulation reports KII with EUD, ECES , key CSOS, Key beneficiaries

			exist)	
	Robustness of the action's Intervention Logic.	• Causal links foreseen between inputs, activities, expected results and objectives proved realistic through delivery. • The scope and complementarity of the action's component were commensurate with expected outcomes. • Indicators were adequate to measure progress (S.M.A.R.T.)	Intervention Logic (initial) Intervention Logic (revised) Project reporting Monitoring and evaluation reports	Review of project documentation KII with EUD, ECES and project identification team
	Validity of assumptions and risks as initially identified	• Initial assumptions realised • Adequacy between risk identification including planned mitigation measures and actual obstacles in delivery.	Intervention Logic (Project reporting Monitoring and evaluation reports	Review of project documentation KII with EUD, ECES and project identification team
	Consideration given to Human Rights and Gender Equality issues through all components of the action.	• The Intervention Logic promotes a right-based observation • Gender Equality is mainstreamed in the Intervention Logic • Indicators are gender disaggregated where relevant.	Project documents, Formulation Monitoring and evaluation framework	Review of project documentation? KII with EUD, ECES and key stakeholders as well as project identification team

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
COHERENCE	**To what extent did intervention demonstrate coherence and synergies between the components ?**			
Internal Coherence	Coherence between the different components	Number of synergies found and cooperation between components taking place Frequency of coordination through delivery	Project documents Documentation on other actions Project Reporting	Documentation review KII with EUD, ECES
External Coherence	Coherence of the action design with existing, related interventions by member State and other development partners with other support to democratic governance	Project design took account of existing interventions	Project formulation reports Project documents Documentation on other interventions	Review of project documentation and identification/formulation reports KII with EUD, ECES, UNDP, UN Women, IFES, NDI and other actors providing support to the relevant institutions
	Extent to which there is evidence of synergies and complementarities being created at institutional/Sector level within the other components of the governance project	Existence of coordination mechanisms/forums Effectiveness of coordination mechanisms/forums Frequency of coordination through delivery	Project documents Project Reports	

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
EFFECTIVENESS	**To what extent have project objectives and results been achieved? What were the key challenges and enabling factors? In which area was the project most successful in increasing capacity of the key beneficiaries to promote inclusiveness of national policy and decision-making processes?**			
	Extent to which the interventions of the project supporting the development of the capacities of the House of Representatives are (HoR) in the exercise of its core parliamentary functions?	Evidence that the project is supporting the development of the capacity of the House of Representative in its core parliamentary functions.	Desk review, Project Documents, Media Articles	KIIs with HoR, NIMD, review of narrative reports
	Extent to which the interventions of ECES group supporting the development of the capacities of the Independent Electoral Commission to deliver its Constitutional mandate?	Evidence that the project is supporting the development of the capacity of the Electoral Commission of Jordan to perform its duties along the electoral cycle.		Kiis with ECCES, IEC, review of narrative reprots
	Extent to which the interventions of the project are supporting the development of the Political party system?	Evidence that the project is supporting the development of the Political Party System.		KIIs with MOPPA, review of narrative reports
	extent the interventions of the project in the three components are addressing the needs of the vulnerable groups (women, youth and disabled person).	Evidence that the interventions of the project in the three components are addressing the needs of vulnerable groups.		KII with IPs, CSOs, Nrrative reports
	What were the key challenges and enabling factors?	(assessment derives from the above)		
	In which area was the action most successful in contributing to foster credibility of the electoral process	(assessment derives from the above)		

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
EFFICIENCY	**EQ4: To what extent have resources been allocated strategically and were they managed effectively?**			
Use of Resources	Extent to which the resources are mobilized to support the development of the activities of the program are contributing to an optimization of the resources	Sufficient number of staff allocated to the project on a full time basis Quality of the staff and the experience No staff turnover effecting implementation	Financial and narrative reports Original budget Other similar interventions approaches	Robust desk review of the project documentation including financial reports and Terms of Reference KIIs with the project staff (present and former) and EUD KII with ECES and other implementing partners
	Extent to which the rate of delivery and issuance of the budget were timely and sufficiently effective to achieve the planned results.	Expenditure of the overall budget each year is in line with scale and scope of expected results Number of Delays in activities due to be delayed spending of budget	Financial and narrative reports Annual Work Plans	Robust desk review of the project documentation including financial reports and narrative reports KIIs with project staff KIIs with the ECES/other implementing partners and EUD

	• Extent to which bottlenecks or challenges existed and hindered resources being used appropriately.	The budget and workplans were approved on a regular basis and in line with the workplans Established work plans are delivered on time and implemented	Annual work Plans Narrative Reports	Robust desk review of the project documentation KIIs with Project staff, ECES and EUD, other implementing partners
Organisational efficiency	• Extent to which the management/governance mechanisms established were sufficient to oversee the programmatic and financial management of the intervention.	• Governance/management mechanism established and adhered to • Efficient oversight of project • Budget within established parameters	Steering Committee Meetings Narrative Reports Financial Reports	Robust desk review of the project documentation KIIS with project staff, EUD and ECES/IPs and steering committee members
	Extent to which are workplans realistic and are they delivered in a timely manner.	• Feasible workplans are developed and implemented • Workplans are considered realistic and relevant • Workplans are developed and approved on time	Financial and Narrative Reports Training Reports Annual Workplans	Desk review of the ProJet documentation KIIs with project staff, EUD, ECES and IPs
Monitoring Efficiency	• Extent to which the log frame was utilised to guide implementation and as a monitoring tool.	• Baselines, indicators and targets were established • Results based management reporting was utilised	Narrative reports Log Frame	Desk review including Log frame, desk review of narrative reports KIIs with ECES, EUD, and IOS
	Extent to which the monitoring of the results was conducted in an effective and efficient way?	• Key results were described in the narrative reports • The existence of a monitoring and evaluation framework	Narrative reports Log Frame	Robust desk review of the project documentation, log frame KIIs with ECES and EUD
	• Extent to which the action was able to adapt to evolving needs and context.	• Implementation of a risk management strategy • Challenges were referred to in reports and steering committee meetings.	Narrative reports Steering committee reports Log frame	Robust desk review of the project documentation, log frame KIIs with ECES and EUD and key beneficiaries

	Extent to which the project management put in place mechanisms to monitor the impact of the intervention on women and other groups.	• Evidence of disaggregated reporting on results • Reference to gender and the progress made in the narrative reports	Intervention Logic Narrative Reports	Robust desk review of the project documentation, log frame KIIs with project staff, ECES and EUD and IPs
	. The extent which the reporting on the implementation of donor assistance was adequate.	• Adherence to the templates established at the beginning of the mission	Narrative reports Templates	Project documentation, log frame KIIs with project staff, EUD and ECES

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
IMPACT	**EQ5 : What impact did the work of the action have on the beneficiaries to promote inclusiveness of national policy and decision-making processes leading to a stronger democratic and tolerant political culture?**			
Long term Impact	Extent to which the action contributed to supporting Jordan´s reform process towards consolidating democracy and promoting inclusiveness in national policy and decision making processes	Increased decision making in the key institutions	Narrative Reports Project Documentation	Data from desk review of project documentation/narrative reports KIIs with the ECES and donor, IPs and other key beneficiaries
Medium Term Impact	Extent to which the actions conducted through the project are contributing to increase the positive perception of key stakeholders of the electoral process because of the management systems	Evidence that the support provided to the IEC is contributing to increase the positive perception of the key stakeholders of the electoral process because of the management system.		
	Extent to which the actions conducted to strengthen the capacities of the MOPPA are leading to an improved environment for political parties?	Evidence that the support provided to the MOPA is leading to an improving environment for political parties.		
	Extent to which the Project contributing to improve professionalism and transparency of the House of Representative.	Evidence that the support provided to the House of representatives is contributing to improve the professionalism and transparency of the institution.		
	Extent to which the Project is contributing to the organization of free, fair transparent and inclusive elections?[28]	Evidence that the support provided to IEC is contributing to the organisation for free and fair elections.		
	Extent to which the Project resources are	Evidence that the support provided to the		

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[28] As per the impact of the overall objective of the project.

	contributing to the institutionalisation of political parties?	MOPPA is contributing to the institutionalisation of political parties.		
	Extent to which the intervention impacted on vulnerable groups, included women, persons with disabilities and minority groups	Women and other groups are better able to participate in decision making	Narrative reports Articles	Desk review of programme document KIIs
	Extent to which the intervention had any unforeseen positive/negative effects.	Unforeseen events impacted negatively/positively on the results	Narrative Reports Articles Political updates	Desk review of programme document KIIs

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
SUSTAINABILTIY	**6. To what extent did the beneficiaries take ownership of the project? Will they be able to sustain the results of the action (programmatically , politically and financially)?**			
	Extent to which the beneficiaries have endorsed the results of the intervention.	The results are accepted and promoted by the key beneficiaries	Narrative Reports Former evaluations of the action	KIIS with ECES, and key beneficiaries as well as external actors Desk review of relevant documentation
	Extent to which the action supports specific sectors or activities that are sustainable such as processes, guidelines, manuals etc [29]	Evidence that the technical assistance hired for the project is able to transfer knowledge and skills to the beneficiary's institutions in a sustainable approach.	Narrative Reports	KIIS ECES, and IPs

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[29] 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)? Which factors are facilitating or hindering the transfer of capacity ?

CRITERIA	EVALUATION QUESTION	INDICATORS	SOURCE OF EVIDENCE	METHODOLOGY
GENDER AND HUMAN RIGHTS	**EQ7. How well has the action addressed the issues of human rights concerns, gender inclusion, women´s equality and empowerment across all aspects of the intervention´s design, development, implementation and its management?**			
	Extent to which the action has ensured that gender issues and participation of vulnerable/disadvantaged groups are mainstreamed?	Space allocated to gender and vulnerable/disadvantage groups participation under each of the component's activities	Narrative Reports Training Reports	LEAD training reports KIIS with key stakeholders
	Extent to which the intervention considered climate change and the protection of environment?	Number of steps taken to ensure protection of the environment and actions which do not impact on climate change/environment	DOA Narrative Reports	Desk review to ascertain if reference has been made KIIs with ECES and EUD
	Extent to which the rights-based approach has been followed in the identification/formulation documents?	Five principles of the RBA have been applied	DOA Narrative reports	Desk review to ascertain if reference has been made KIIs with ECES, NIMD ; WFD,EPD and CFI
	Extent of the impact the intervention has on the permanent and real attitudinal and behavioural change conducive to HR and GE by the beneficiaries of the action?	The extent to which gender and other issues are covered in the activities and key outputs of the action	Narrative Reports	Desk review of documentation including EOM reports KIIs with ECES, UN Women, CSOs, Women's Groups

Title of the Action	EU Support to Jordanian Institutions and Development
Location(s) of the action:	The Hashemite Kindgom of Jordan
CRIS Number	ENI/2017/385-539
Overall Amount	EUR 12,737,995
Time Period (present Evaluation)	25/10/2018 31/08/2020
Objectives of the action	Overall objective(s) Aim of supporting Jordan's reform process towards consolidating democracy and promoting the inclusiveness in national policy and decision-making processes Specific objective(s) 1. Strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner; 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; 3. Support the Political Party (PP) System in contributing to democratic governance and policy making, in particular in the HoR.
Target group(s)[30]	The House of Representatives (**HoR**), the Independent Electoral Commission (**IEC**), the Ministry of Political and Parliamentary Affairs (**MoPPA**), **political parties**, **women** and **young** in leadership positions and media houses and their owners/journalists involved in political reporting.
Final beneficiaries[31]	Jordanian citizens in general, with emphasis on women, youth at policy level.

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[30] **Target groups** are groups/entities who will directly benefit from the action at the action purpose level.

[31] **Final beneficiaries** are those who will benefit from the action in the long term at the level of the society or sector at large.

House of Representatives	Independent Election Commission	MoPPA and Political Parties
Implementation **of the recommendations of the Gender Audit**	**Conducting of a lessons learned exercise** examining the impact of Covid and how it affected the overall electoral process	Women Political empowerment: more individual coaching for women who are interested in running for municipal and decentralization elections in fields of governance and local development
Further outreach activities **of the Parliament for young citizens, based on the results of the youth workshops all over Jordan**	**Support a study** on voter turnout and how it could be improved (in possible synergy with MoPPA)	A fast track development capacity program targeting political parties where PPs are split into categories in terms of their organizational maturity and a medium-term development plan is given to each pp. This needs to be agreed with Moppa in advance to ensure it takes place.
Continuation of support **for Post Legislative Scrutiny, focusing on more concrete case studies, aiming at creating a more permanent practice.**	**Conducting of a gender and vulnerable group audit** of the IEC and how the issues gender and other groups could be better mainstreamed within the work of the IEC.	Support MOPPA as an enabler (enhance the political system) through provide support for **Legislation revision** assistance for elections law and decentralization laws.
Coaching **for committee staffers on standardizing the rules for committee management (preparing committee meetings, minutes, reporting, transparency)**	Compiling a list of all the recommendations from EOMs/EEMs (national and international from both the 2017/8 and 2020 process and conduct workshops to discuss how best to address them	a **capacity building** program for youth and women in PPs alone in politics and democratic principles

House of Representatives	Independent Election Commission	MoPPA and Political Parties
Continuation of coaching on budgetary oversight, **in particular on mid-term annual budget reviews. This should become a standard practice**	**Monitoring and evaluation** of the implementation of the SOPs guiding inclusion of persons with disabilities in electoral processes.	a **Capacity building** program for politically active and motivated youth infields of advocacy for legislative reforms and rule of law
Monitoring and evaluation **of the implementation of the strategic development plan**	**Support** to ensure further cascading of **the LEAD** training	A wide range **awareness programs** for women around women political rights and needs for assertive roles by women.
Capacity building **in the Human Resources area**	**Support** to further enhance the strengthening of enforcements of electoral **campaign regulations**	**Capacity building** programs for CSOs working in thematic areas especially now the governorates in areas of advocacy for legislative reforms.
Assistance **for full implementation of the e-parliament, using e-parliament for oversight, submission and circulation of documents, switch to email correspondence as the main means of communication, voting using the system, etc.**	**Monitoring and evaluation** of the implementation of the SOPs guiding inclusion of persons with disabilities in electoral processes.	**Dialogue and trust building** between PPs, government, and society at large to educate on the importance for Party politics
Establishment of the Annual Survey **of MPs as a standard practice for measuring the performance of the secretariat, to be conducted in March, and finalized in April every year.**		A tracer study for youth and women inclusion into political parties over the coming four years
Continuation of support **for parliamentary questions, particularly with regard to follow-up to unanswered questions**		