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**STRENGTHENING THE CAPACITIES
OF CIVIL SOCIETY
ORGANIZATIONS IN ZARQA
GOVERNORATE (JORDAN) TO
ADVOCATE ON HUMAN RIGHTS
AND DEMOCRATIC REFORM,
THROUGH THE BUILDING OF A
NETWORK OF LOCAL CBOS THAT
ENGAGE IN AN
INSTITUTIONALIZED DIALOGUE
FRAMEWORK WITH
GOVERNMENTAL AND LOCAL
AUTHORITIES**

just

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LIST OF ACRONYMS

AECID	Spanish Agency for international Cooperation and Development
CBO	Community Based Organization
CSO	Civil Society Organization
CDC	Community Development Committee
EC	European Commission
EU	European Union
MoU	Memorandum of Understanding
MPDL	Movement for Peace
OECD	Organization for Economic Cooperation and Development
PCM	Project Cycle Management
PM	Project Manager
PTC	Project Technical Coordinator
PTD	Project Technical Director
PWD	Persons with Disabilities
TNA	Training Needs Assessment

EIDHR/2011/280-500-Final Evaluation

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PROJECT DESCRIPTION

Movement for Peace (MPDL) implemented a twenty-five month long project to strengthen the role of civil society in the Governorate of Zarqa, Jordan. This was accomplished by enhancing civil society through the creation and empowerment of a network of CBOs. This allowed them to become real representatives of the local community in terms of advocating human rights and democratic reform that was accomplished in a framework of institutionalized dialogue with governmental and local authorities.

The project was financed by the European Union under the European Instrument for Democracy and Human Rights and co-funded by the Spanish Agency for International Cooperation and Development (AECID). Its overall objective was to contribute to enhanced respect for human rights and democratic reform in Zarqa Governorate through the consolidation of political participation and representation of civil society stakeholders. However, the specific objective of the project was to strength the capacities and role of Civil Society Organizations to promote human rights and democratic reform.

The program results chain (Figure 1) is as followed:

R1 | Enhanced technical and managerial capacities of CBOs

R2 | Creation of a network and related strategic plan

R3 | Dialogue and cooperation of the Municipality of Zarqa

R4 | Collaboration with other Civil Society's representatives
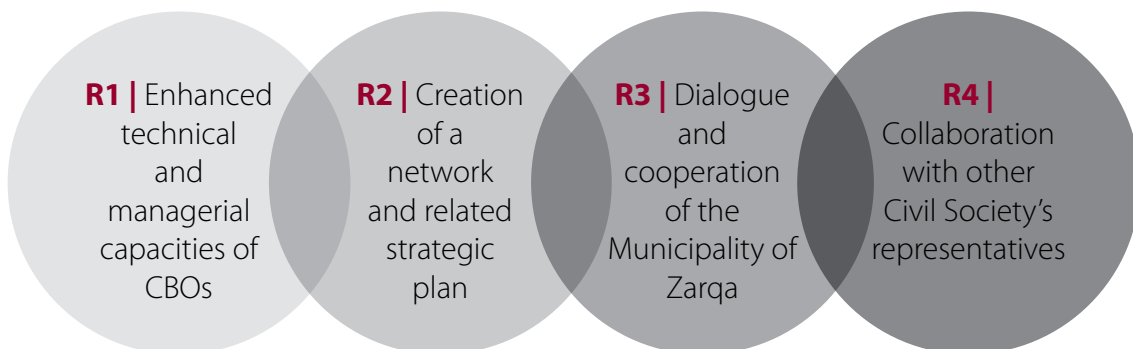
Figure1. *Program Results Chain*

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METHODOLOGY

In the Final Evaluation, the research consisted of three phases.

- **Desk Study:** Review of relevant project and policy documents, finalization of the evaluation framework; in addition to defining and validating a final draft of the evaluation plan with the project staff.

- **Country Visits:** Interviews/Meetings with key stakeholders and focus groups with end users.

- **Report Drafting Phase:** Analysis of data, reporting, and sharing.

Focus was mostly on the process followed by the project to achieve the expected outputs and determine impact. Discussions focused on the level of participation of various stakeholders in the design, planning of project activities, utilization of project tools, and changes generated at different levels.

Data collection was designed to triangulate information from individual organizational and institutional perspectives in line with the logics of the project. Twelve interviews involving thirty-two persons were conducted during the evaluation study. One focus group with coalition members was organized and a debriefing session with the main stakeholders implemented.

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FINDINGS

RELEVANCE

The project relevance examines if problems and needs in the target areas have been adequately integrated into the project design. It also investigates its alignment with key national and international development policies and strategic documents. From the log frame analysis on the basis of project documentation, European Commission monitoring missions, and feedback from the project management staff and beneficiaries. The intervention logic of the project was sound and highly consistent with target area needs in addition to being uniform to both the EC's and Jordanian Government's strategies and policies.

This project was developed as part of the EU's Thematic Instrument (EIDHR). It is also part of a wider EU strategy integrating the promotion of democracy and human rights into all of its external policies and linked to the Millennium Development Goals in addition to other internationally agreed targets.

The project promotes human rights and democratic reform with specific context to the Zarqa Governorate, one of the poverty pockets of the country.

In the past twenty years Jordan has taken important steps to reform its economy; however, the push for economic reform has not been matched with the same enthusiasm as political reforms. Within this framework, Jordanian civil society showed many difficulties to fully and actively participate in the support of freedom and democratic reforms. Legal, institutional, and practical restrictions on freedom of association have also prevented the support for change from being internalized and expressed by civic groups. Moreover, CBOs suffer from internal structural weaknesses that need be addressed to make them more effective advocates for democracy and human rights.

Hence, this project not only parallels EU strategic and national developmental policies, but also addresses important and specific structural weaknesses of the Jordanian CBOs. It is therefore considered highly relevant to the needs of the target area.

EFFICIENCY

Efficiency was measured based on the extent to what implementation mechanisms and available resources were employed to attain project objectives. Due to variables such as budget design, time frame, human resource allocation, and implementation modalities, the project was not completely effective at meeting the desired objectives

Time frame: Two no cost extensions were agreed upon with the EU extending the overall duration of the project from 18 to 25 months.

Nevertheless, the timeframe of the project proved to be a challenge in the achievement of the expected outcomes. Seven additional months were used to catch up with the delay of the first nine but were not sufficient to allow some processes to mature completely: the duration of some core activities were reduced and some other activities were not implemented.

Management structure: During the first nine months of implementation there was high management turnover for both partners leading MPDL's and Community Development Committee's (CDC's) senior management to take over project management responsibilities. This managerial decision impacted the monitoring and follow up of project's activities as it left the project without coordinators fully dedicated to the daily implementation of activities. The project's staffing structure did not include a Project Officer fluent in Arabic to support management with translating. This created a language barrier between MPDL and the project which posed many limitations to MPDL's role and its capacity to provide tailored technical support to some aspects of intervention.

Steering committee: A steering committee composed of CBOs and representatives of local institutions was established at the beginning of the project that was later substituted by the Coalition Committee after the first year of implementation. Though not strategic, the role of the committee was to enhance transparent communication between stakeholders, obtain approval from authorities, and coordinate operations.

Budget implementation: Funding allocated to the project was sufficient and rationally distributed with few exceptions. This was due primarily to costs analyses not being updated regularly.

EFFICIENCY / RECOMMENDATIONS

DURATION

1. Design a realistic work plan based on context analysis.

2. Involve stakeholders in the design of the work plan.

MANAGEMENT STRUCTURE

1. Consolidate inclusive coordination mechanism (Steering Committee).

2. Establish a project M&E committee & related tools.

HUMAN RESOURCES

1. Include full time management staff.

2. Include monitoring project officers.

3. Include Arabic speaking project officers/managers.

BUDGET

1. Conduct periodical cost analysis reviews.

EFFECTIVENESS

This section analyses the extent to which the expected objectives and outcomes were achieved.

EXPECTED RESULT 1. ENHANCED TECHNICAL AND INSTITUTIONAL CAPACITIES OF CIVIL SOCIETY ORGANIZATION TO FULFIL THEIR ROLE AS COMMUNITY REPRESENTATIVES AND SERVICE PROVIDERS.

In order to enhance the technical capacities of target CBOs, a comprehensive capacity building package has been delivered with the scope of generating a behavioural change among target organizations both in terms of management and community representation.

Stakeholders gave positive feedback with regards to the content of the trainings and reported that their capacities have increased. The capacity building package was effective in terms of transfer of knowledge/skills at individual level, but did not strongly impact the modus operandi of the organization. This was mainly due to:

I.   Capacity building package not being always tailored on the specific organizational needs of each stakeholder.

II.   Low involvement of senior management resulting in low impact at organizational level.

III.   The follow up was done for the preliminary phases of the management cycle (i.e. proposal/strategy/manual writing), but did not take the shape of on the job training as it did not include the actual implementation phase.

EXPECTED RESULT 2. ENHANCED LEVELS OF SECTORIAL INTER-INSTITUTIONAL COORDINATION AMONG ZARQA'S CSOS

A coalition of CBOs was established with the aim of representing local community needs. Representatives of CBOs and local institutions recognised the potential of such a forum and agreed that it did respond to salient needs of the target area especially in terms of coordination and networking among CBOs, and dialogue between the civil society and institutions.

Members were trained on human rights, community empowerment, advocacy, communication, and shadow reporting. A strategic plan consisting of three human rights campaigns was designed by the members under the technical supervision of an external consultant. At the time of the evaluation the plan was not implemented due to the shortage of time, resources, and lack of legal coverage. The coalition did not obtain the required registration at the Ministry of pertinence yet and therefore did not have a legal status to become operational according to the Jordanian law.

Resultantly, the coalition did not have the chance to mature and develop into a self-sufficient body with a common vision, shared by its members.

EXPECTED RESULT 3. INCREASED LEVELS OF COORDINATION BETWEEN ZARQA'S CSOS AND LOCAL AUTHORITIES IN TERMS JOINT WORK TO PROMOTE HUMAN RIGHTS AND DEMOCRATIC REFORMS.

Steps were taken to initiate dialogue between civil society organizations (CSOs) and local institutions through joint trainings and conferences. In a context where representation mechanisms were not in place and dialogue between the civil society and institutions practically non-existent; this represented a good foundation on which building a structured relationship.

Meetings between the coalition and local counterparts were not held regularly and coordination remained more at operational level than strategic. There were no common work plans drafted for monitoring public policies or for enhancing social accountability. With dialogue between the civil society and institutions still in its nascent stages, coordination for the moment remains relatively unstructured.

EXPECTED RESULT 4. ESTABLISH COMMON COMMUNICATION AND WORK SPACES FOR ZARQA'S CSO AND OTHER KEY CIVIL SOCIETY STAKEHOLDERS TO DEVELOP JOINT ACTIONS IN TERMS OF PROMOTING HUMAN RIGHTS AND DEMOCRATIC REFORM.

A set of six seminars were organized with the scope on enhancing civil society participation in public debates. Civil Society coalition members such as CSOs, unions, political parties, and professional bar associations attended these public events and addressed important topics such as political participation of youth, challenges of PWDs, gender equality, and women empowerment issues. A structured dialogue between CSOs did not occur and therefore programmatic documents that could have been otherwise shared with other civil society representatives were not drafted. Nevertheless, the seminars and media campaigns represented preliminary steps to initiate a dialogue among stakeholders. A table demonstrating how effectiveness can be enhanced has been outlined in Table 1.

RESULT 1	RESULT 2	RESULT 3	RESULT 4
MAIN RECOMMENDATIONS			
Strengthening capacity building by:	Mature coalition's identity and scope of work.	Render the coordination between the coalition and local institutions more strategic	Render coordination between the coalition and civil society representatives more strategic by
SPECIFIC RECOMMENDATIONS			
Enhancing vParticipation: 1.Stakeholders to implement TNA for their respective organisation 2. Involve senior management	Building a **common vision** among members defining strategic objectiv es	Establishing a **structured coordination** mechanism between the coalition and the Municipality of Zarqa	Holding **regular meetings** between the coalition and local counterparts
Strengthening **follow up**: Include implementation phase i.e. projects and management tools	Defining representation and **management mechanisms**	Drafting **common work plans** for monitoring public policies and for enhancing social accountability	Drafting a **common agenda**
Adapting **approach**: Consider a peer to peer approach enhancing skills transfer and thus engagement of stake-holders	Drafting **financial** and **communication plans**		
Strengthening **monitoring**: Ensure accessibility of strategic document to MPDL for its technical input			

Table 1. *Recommendations for enhancing effectiveness*

IMPACT

Project impact was examined at three different levels: individual, organizational, and institutional.

Individual. The project was impactful in terms of both transfer of knowledge to the stakeholders and in enhancing their role as representatives of in their respective communities. Stakeholders improved their knowledge of human rights issues and technical skill. The project also provided CBO members the occasion to represent their communities during public events, which is an important milestone.

Organizational. The management structure of target CBOs was not strongly impacted by the project and therefore change at this level was not fully tangible. Notably, knowledge and skills were transferred to individuals directly involved with project activities. This information however was not entirely applied at the organizational level thereby preventing structural change at strategic and managerial levels.

Institutional. The dialogue between civil society representatives and institutions did not reach a strategic level, therefore impact at this level was less discernible. However, a foundation was laid and preliminary steps taken towards initiating collaboration.

CROSS-CUTTING ISSUES

The project takes into account principles promoted by the human rights based approach through incorporating a general respect for the international human rights framework and a non-discrimination and prioritisation of vulnerable groups' policy.

Gender equality. Gender representation in the target group and particularly the targeted CBOs is balanced as it includes women, men, girls and boys. Notably, among the selected CBOs, three work for women's empowerment issues.

Under-represented/vulnerable groups. The project proved effective at ensuring inclusiveness of under-represented and vulnerable groups through the engagement of targeted CBOs; one represented the interests and the needs of persons with disabilities (PwDs), and another two worked for Palestine refugees.

Good governance. The process towards good governance occurred both internally and externally. The first level meant to strengthen internal accountability, transparency and well-functioning of the single CBOs targeted by the project. At the external level, the CBOs have the important role of representing the voices of their constituencies and finding ways of bringing their needs to the policy process.

The project has only initiated the latter. Increased efforts are needed to develop more effective strategies and durable democratic mechanisms.

SUSTAINIBILITY

The sustainability strategy consisted of three levels: organizational, social and institutional.

Organizational. Knowledge was transferred and practical tools developed in the form of technical manuals which were provided. Contrastingly, as detailed in the previous sections of this report, the project did not succeed in generating a strong impact at the organizational level. This was mostly due to the fact that conditions did not permit CBOs to integrate acquired competences into their management structures.

Social. The establishment of the coalition and the design of an annual strategic plan represented steps towards sustainability. Nevertheless, the evaluation study found these elements to be in need of further development in order to render the network autonomous and operational. Establishing representation and management mechanisms, in addition to designing financial and communication plans will certainly enhance the autonomy of the coalition. Obtaining a recognized legal status represents a core step in this process as well.

Institutional. The project succeeded in engaging civil society and institutions by facilitating participation in joint public events. It also succeeded in laying the foundation for a dialogue and cooperation between the different stakeholders. Nonetheless, the process did not meet initial expectations. Cooperation remained mostly ad hoc, as work plans were not formalized or a shared agenda defined.

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LESSONS LEARNT AND CONCLUSIONS

The evaluation recommends the continuation of the project into a second phase as the project is relevant to the needs of the target community and as the twenty five months phase allowed the initiation and the early roll-out of the project's logics as proposed by MPDL. A second phase is essential to further improve approaches, consolidate results, and follow up with the previous work.

It is important that potential next phase builds upon the achieved results in the following ways:

- Consolidate the intervention at the individual level in terms of knowledge building and behavioural change in the long run.

- Increase follow up efforts towards the implementation of given tools for both CBOs and the coalition in order to generate a behavioural change at organizational level.

- Provide the relationship between civil society representatives and institutions the opportunity to mature and develop towards a strategic level.

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RECOMMENDATIONS

STRENGTHEN THE PROJECT FRAMEWORK by setting up a project structure that can support the implementation of the activities efficiently, i.e. adequate staffing structure, realistic time framework, structured follow up and monitoring systems. In this regard it is advisable to develop and utilize resources to identify gaps and track changes. Particularly, it will be relevant to conduct both baseline and end line studies to gauge the level of knowledge on human rights and democratic principles among stakeholders (CBOs, institutions, and community members) in order to measure change produced by the project and to map incidences of deterrents preventing representation mechanisms within the target area. The mapping exercise should be anchored in an accurate and updated context analysis so that it responds to local needs and it identifies risks preventing the achievement of project's objectives.

CONSOLIDATE THE CAPACITIES OF THE CBOS AND INSTITUTIONS. Efforts were made towards the engagement of civil society and institutions project objectives. It is recommended that the project reinforces these efforts by (i) enlarging the spectrum of the actors involved; (ii) seeking a structured engagement of institutions such as the Municipality of Zarqa; and, (iii) adopting a peer to peer approach enhancing the skills transfer process among stakeholders.

ENHANCE THE LEVEL OF ENGAGEMENT OF STAKEHOLDERS in the decision making process throughout all phases of the project management cycle to increase buy-in and ownership. More focus should be given to stakeholder involvement at programmatic level, and facilitating their transformation from "attendees" to "participants/subjects". It is recommended that CBOs should be considered more as partners rather than beneficiaries; and an inclusive bottom–up management approach adopted.

FURTHER OUTLINE THE ROLE AND STATUS OF THE COALITION by (i) developing a common vision about making change among the coalition's members, (ii) determining priorities within the strategic plan, and (iii) clarifying mutual responsibilities towards the achievement of the coalition's goals. There is a potential for the coalition to play a role at the policy and advocacy level. It is therefore advisable to design and implement an advocacy strategy based on measurable, achievable, and realistic objectives. In case of a second phase, it is advisable that financial resources are allocated for coalition building and the implementation of advocacy initiatives lead by the coalition itself.

DEFINE A SUSTAINABILITY PLAN AND AN EXIT STRATEGY to ensure the transition of the project assets to the local actors. The evaluation has found evidence at the local level that resources could be used to enhance sustainable mechanisms through the availability and the interest of local authorities. It is recommended that these opportunities are further explored and taken into account.

II. INTRODUCTION

OBJECTIVES OF THE EVALUATION AND APPROACH

Financed by the European Union under the European Instrument for Democracy and Human Rights and co-funded by the Spanish Agency for International Cooperation and Development (AECID), Movement for Peace (MPDL) has implemented a twenty-five month project with a general objective of strengthening the role of civil society in the Jordanian Zarqa Governorate. By creating and empowering a network of community based organizations (CBOs) that are capable of establishing and maintaining dialogue with government institutions at all levels of governance, they can serve as local advocates for human rights and democratic reform.

The Terms of Reference (ToR) for the project's Final Evaluation should enable MPDL and its partners to review the project process, evaluate its results, and document lessons learned in order to improve the quality of future projects.

The evaluation specifically sought to achieve the following:

- Assess progress made towards the achievement of results.

- Assess the reasonability of the relationship between project costs and results (efficiency).

- Assess performance in terms of the relevance of results, sustainability, appropriateness of design, resource allocation, and undertaken with timely action.

- Identify lessons learned and provide recommendations.

After considering these requirements, a strategy based on a participatory evaluation approach was developed to meet the following objectives:

- Gain insight on the implementation of the activities from beneficiaries, staff and end-users perspectives.

- Develop sustainability by linking end-users to the evaluation planning cycle.

- Increase ownership and responsibility for the success or shortcomings of the project through participation.

An ex-post design was used in this study, which included the formulation of evaluation questions pertaining to project objectives and outcomes. These aspects have been analyzed to measure progress based on key evaluation criteria such as relevance,

equity, efficiency, effectiveness, impact, and sustainability. To the extent possible, stakeholder involvement was ascertained by examining three major groups:

- **Those *involved* in programme operations:** management and technical program staff and key partners.

- **Those *served* or affected by the programme:** beneficiaries of activities, service providers, communities at large, and related organizations working on similar issues.

- **Those who are intended *users* of the evaluation findings**: persons in a position to make decisions about the programme, such as partners and funding agencies.

Input from end-users, project staff, and other stakeholders was used as much as possible during the findings assessment. The data processing was functional to convert data into findings to be used in the final conclusions and recommendations.

Coded and aggregated on a thematic basis, the data were analyzed and validated the exploratory and confirmation stages of the study. Supported by factual evidence and witness testimony, the findings have been presented using a descriptive approach. The evaluation team comprised of a leading consultant, technical advisor, and a translator/data entry clerk supporting the consultants throughout the field visits and the analysis phases of the project.

STRUCTURE OF THE REPORT

The first section of this **final report** summarizes the project under evaluation. It then presents the **framework** and **findings** analyzing various aspects of the projects such as **policy**, **approach**, and **implementation**. Every aspect is linked to relevant criteria ranging from relevance to efficiency and from effectiveness to impact, including sustainability and crosscutting issues. Finally, conclusions and a set of **observations /recommendations** on the way forward for the project are provided. The annex section provides an overview of the methodology and the tools used during data collection. The content overview is provided in the **executive summary**.

PROJECT DESCRIPTION

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The following table (Table 1*) summarizes the main features of the project:*

Overall Objectives:

To contribute to enhanced respect for human rights and democratic reform in Zarqa Governorate through the consolidation of political participation and representation of civil society stakeholders.

Specific Objective/ Purpose:

Strengthened capacities and role of Civil Society Organizations in the Governorate of Zarqa to promote human rights and democratic reform.

Expected Results:

- **R1.** Enhanced technical and institutional capacities of civil society organizations to fulfill their role as community representatives and service providers.

- **R2.** Enhanced levels of sectorial coordination among Zarqa's CSO to collectively design and implement an agenda of activities to promote human rights and democratic reform.

- **R3.** Increased levels of coordination between Zarqa's CSO and local authorities in terms of joint work to promote human rights and democratic reforms Lawyer syndicates and bar associations attend awareness raising sessions

- **R4.** Established common communication and work spaces for Zarqa´s CSO and other key civil society stakeholders to develop joint actions in terms of promoting human rights and democratic reform.

Main Activities:

- **R1.** Design and implementation of a capacity building package for the target CBOs including technical and managerial skills.

- **R2.** Establishment of a network of CBOs; conduct capacity building programme on the networks operative capacities, and design an action plan.

- **R3.** Design and implement joint action with the Municipality of Zarqa to follow up on public policies in terms of human rights, good governance, and local development.

- **R4.** Design and implement a strategy document on alliances and actions to be developed with other key civil society stakeholders.

Table 1. *Main project features outlined and defined.*

The following diagram outlines the main result chain of the program, showing how the results are strictly interlinked and how they follow a linear logic (Figure 1).

R1. Enhanced technical and managerial capacities of CBOS

R2. Creation of a network and related strategic plan

R3. Dialogue and cooperation of Municipality of Zarqa

R4. Collaboration with other Civil Society's representatives

Figure 1. *Diagram outlining the programmatic chain linkages.*

III. METHOD AND EVALUATION FRAMEWORK

EVALUATION ISSUES

ASSESSING THE IMPACT

Measuring changes is a challenging task that involves varying levels of complexity. Characteristics such as social change and empowerment are fraught with problems of how to objectively define verifiable indicators. Measuring change may depend on the extent to which indicators can be quantified and exist for independent inspection.

Ascertaining the magnitude of change is also difficult. A before and after measurement of an event is desirable; however, unless subjects were known beforehand to establish a baseline, the best estimate of change has to be established by either statistical inferences before the event, or memory recall. Data may need to be collected for several years to demonstrate statistically significant change. In order to attribute any change to the direct effects of a project, it was necessary to compare the experiences of those participating in the project with others who did not, but were living under similar circumstances and experienced secular changes common to the participants.

This more robust evaluation model relies on quantitative data collected from project participants before and after project activity through a combination of quantitative questionnaires, qualitative focus groups, and individual interviews. Combining self-evaluation approaches with participatory tools that promote triangulation is widely accepted as a practical approach to project evaluation that was supported by secondary data when available at the project level. This resulted in quantifiable responses to participants' own perceptions of the benefits they have gained which were relatively quick to enumerate.

2

METHODOLOGY

In agreement with the terms of reference of the Final Evaluation, the research consisted of three different phases.

DESK STUDY

The majority of the work during the desk study was to review available information concerning both the project and the country's policies and strategies regarding human rights and participation to the democratic dialogue. Moreover, it was during this phase that the framework for the evaluation and methodological framework were finalized. Milestones for this phase were:

- Review of relevant project and policy documents.
- Finalization of the evaluation framework following the analysis of the project documentation.
- Defining and validating a final draft of the evaluation plan with the project staff.
- Coordinating meetings and interviews with key project informants prior to the country visits. Interviews with MPDL and partner staff formed an important part of the desk study methodology. Some interviews were done on an ad hoc basis to pursue specific lines of enquiry about policies, strategies, and projects. There were also a variety of structured meetings to explore specific topics.

COUNTRY VISITS

The main objective of the field/country visit was to validate and enrich the desk review phase and to confirm or refute the conclusions and the hypothesis formulated during the desk study. The visits were planned according to the timeframe of the evaluation exercise and also the availability of the actors involved in the project. Both quantitative and qualitative methods were used to collect data.

The following tools have been designed:

- **Interviews/Meetings** with key stakeholders. A briefing/orientation meeting, which was the first step of the mission was held with stakeholders to share evaluation goals, methodologies and to finalize the work plans. Moreover, face-

to-face interviews actively engaged representatives of primary target groups such as CBOs, Union of Voluntary Societies, and Institutions to get feedback on project implementation and effectiveness. When conditions permitted, pictures were taken at every meeting/interview.

- **Focus groups** were formed to obtain additional and qualitative information from the beneficiaries.

To increase stakeholder participation in the evaluation process, a **blog** was created to summarize daily activities, collect additional feedback. The blog has been shared with MPDL, CDC, target CBOs and other relevant stakeholders. The link is: http:// strengtheningcbos.wordpress.com/

These techniques supported the data gathering process as well as provided information related to various crucial aspects of the evaluation. This included an awareness and satisfaction of the beneficiaries with respect to an improved knowledge base, training satisfaction of both staff and beneficiaries, degree of participation, and ownership.

REPORT DRAFTING PHASE

The aim of this phase is to analyse the data collected in order to formulate then articulate the answers to the evaluation questions, and lastly, reporting and sharing. A debriefing meeting was then conducted by the lead consultant to brief stakeholders on the initial findings.

3

EVALUATION CRITERIA

Evaluation Criteria (Table 2): The study used a well-established evaluation criteria outlined in the table below. The definitions given are derived from those adopted by the organization for Economic Cooperation and Development (OECD)riteria to ensure analysis compatibility. The ways in which the criteria are applied to different key areas of intervention and the related means of verification are set out in the evaluation grid (Annex 1).

CRITERIA	DEFINITION COMBINING OEDC-DAC PRINCIPLES AND AD HOC EVALUATION REQUIREMENTS RELATING TO THE PROJECT
Impact	Changes in political participation and representation of civil society stakeholders as they and their partners perceive them at the time of the evaluation for which the project has contributed, in addition to the likely sustainability of changes.
Relevance	A measure of the extent to which objectives are consistent with (i) the perceived needs of the target group, their potential, and aspirations; (ii) the socio-economic and policy environment; (iii) MPDL strategic framework and policies at the time of design; (iv) MPDL's regional strategies; and if any, (v) MPDLs current country strategy.
Effectiveness	Extent to which major objectives were achieved.
Efficiency	To what degree and how cost effectively were inputs converted into results.
Sustainability	The probability of continued, long-term benefits derived from the implementation of the project.

**Table 2.** *Outline of evaluation criteria and their definitions.*

PARTICIPATION IN THE FINAL EVALUATION STUDY

PROFILES OF RESPONDENTS

In order to ensure the collection of qualitative information in support of the evaluation analysis, a set of meetings, interviews and focus group discussions with the main stakeholders were carried out. These activities focused mostly on the process followed by the project in order to get the expected outputs on the one side, and determine its impact to stakeholders on the other. Discussions focused on the level of participation of various stakeholders in the design, the planning of project activities, the utilization of project tools, and changes generated at different levels.

The data collection was designed to triangulate information from individual **(Figure 2)**, organizational **(Figure 3)**, and institutional perspectives **(Figure 4)** in line with the logics of the project. The following diagrams link the profiles of respondents with the related levels.

INDIVIDUAL

Participants to trainings
Participants to follow up/on the job activities
Coalition members
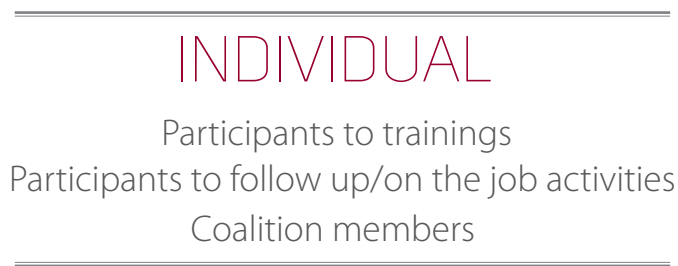
Figure 2. *Outline of the individual data collection model.*

ORGANIZATIONAL

Management of target CBOs
General Union of Voluntary Associations
Coalition's representatives

Figure 3. *Outline of the organizational data collection model.*

INSTITUTIONAL

Municipality of Zarqa
General Union of Voluntary Associations
Governorate of Zarqa

Figure 4. *Outline of components used in the institutional evaluation model.*

Twelve interviews involving thirty-two persons were carried out during the evaluation study. One focus group with the coalition members was organized and a debriefing session with the main stakeholders implemented. It is worth mentioning that seventy-five percent of respondents were members of CBOs, sixteen percent representatives of institutional counterparts, and nine percent were managerial/technical staff of partner groups. **Table 3** shows details the profile of respondents by organization and gender.

ORGANISATION	FEMALE	PERCENT FEMALE	MALE	PERCENT MALE	TOTAL
MPDL	1	100%	-	-	1
CDC	1	100%	-	-	1
6 CBOS	21	87,5%	3	12,5%	24
GENERAL UNION OF VOLUNTARY ASSOCIATIONS	1	33,3%	2	66,6%	3
GOVERNORATE OF ZARQA	-	-	1	100%	1
MUNICIPALITY OF ZARQA	-	-	1	100%	1
MINISTRY OF SOCIAL DEVELOPMENT	-	-	-	-	-
EUROPEAN UNION	-	-	-	-	-
TRAINERS/ CONSULTANTS	-	-	1	100%	1
TOTAL	24	75%	8	25%	32

Table 3. *Profile of respondents by organization and gender.*

Gender distribution varied between CBOs and institutions; 87,5% of respondents representing CBOs were women, yet only twenty percent of participants representing institutions were female, suggesting that this variability reflected the social structure of the target area.

IV. FINDINGS

RELEVANCE

TO WHAT EXTENT IS THE PROJECT DESIGN AND ITS INTERVENTION LOGIC CONSISTENT WITH THE TARGET AREAS' NEEDS?

The project relevance examines if problems and needs in the target areas have been adequately integrated into the design of the project. It also investigates its alignment with key national and international development policies and strategic documents. From the log frame analysis on the basis of project documentation, EC monitoring missions (ROM), and feedback from the project management staff and beneficiaries. It seems that the intervention logic of the project is sound and highly consistent with target area needs in addition to the EC and Jordanian Government strategies and policies.

This project was developed as part of the EU's Thematic Instrument EIDHR (*The European Instrument for Democracy and Human rights*). It was designed to support the financial actions relating to *"the development and consolidation of democracy and the rule of law, and respect for human rights and fundamental freedoms".*[1] " It is also part of a wider EU strategy integrating the promotion of democracy and human rights into all of its external policies.[2] The rationale behind this decision is that human rights and democracy are pivotal to effective work on poverty alleviation, conflict prevention, and resolution, which are also directly linked to the Millennium Development Goals and other internationally agreed targets. The project therefore directly contributes to and aligns with the aforementioned policies and also with the objectives, set out in the call for proposal with respect to strengthening the role of civil society. It promotes human rights and democratic reform with specific context

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1   This wider strategy also include the "EU response to the Arab Spring: the SPRING programme" which aims at supporting transition to democracy of Southern Countries and their pressing socio-economics challenges. The programme also aims at supporting on going actions under other EU initiatives (such as EIDHR) and country to country funded projects.

2   From the UNDP report: "*The Governorate of Zarqa is the most densely populated and polluted area of Jordan. From 1997 to 2008 poverty decreased from 16% to 11.2%. Four of the 20 poverty pockets identified in Jordan are located in Zarqa. Poverty rates in these pockets range from 29% to 52.2%, induced by low levels of education, high fertility and dependency rates, exacerbated by low wages, inadequate social protection schemes, and severe environmental deterioration*". http://www.jo.undp.org/content/jordan/en/home/operations/projects/poverty_reduction/MDGs.html

to the Zarqa Governorate, a highly underdeveloped area in Jordan and one of the poverty pockets of the country[3]. The action is also in line with national development policies that identifies Zarqa as being in need of more focus on development planning and social policy[4] and on more general terms with a number of international human rights conventions ratified by the Jordanian government[5].

In the past twenty years Jordan has taken important steps to reform its economy, particularly through efforts to encourage foreign investments, reduce bureaucracy and streamline start-ups. The push for economic reform however has not been matched with the same enthusiasm for the political ones. The political inertia of the past few decades is also linked to the difficulties showed by the Jordanian civil society to fully and actively participate in the support of freedom and democratic reforms. Legal, institutional, and practical restrictions on freedom of association have also prevented the support for change from being internalized and expressed by civic groups[6].

More recently, after the Arab Spring, civil society activism has been often associated to electoral processes and street riots contributing to a stereotyped image that opened the way to more restrictions. Such was the new law on public gathering released in 2012 that requires government approval on the formation of civil society organizations, political parties and trade unions. The government also retains control over their agendas and the Registrar Office at the Ministry of Social Development has applied a new compulsory form for annual reporting in which each organization has to choose one major objective to classify their NGO in order to define their future eligibility for funding[7]. Moreover, civil society organizations and specifically CBOs suffer from internal structural weaknesses that need to be addressed to make them more effective advocates for democracy and human rights. According to a 2011 Civicus report, civil society organizations in Jordan assessed themselves as having a strong impact on supporting the poor and marginalized people, but the impact is very limited when it comes to influencing democratization[8].

Another important aspect to highlight is that there was little direct collaboration towards shared agendas and competition among organizations rivaling for scarce resources impedes coordination between potential partners working on similar initiatives.

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3   UNDP, "Jordan Poverty Reduction Strategy", 2013, page 80.

4   UNDP, "Jordan Poverty Reduction Strategy", 2013, page 80.

5   Jordan has ratified the International Covenant on Economic social and Cultural Rights and the International Covenant on Civil and Political Rights in 1975.

6   *"Freedom of Association under threat in the Middle East and Nord Africa"*- Report on Social Justice – Solidar, 2013, page 3

7   *"Civil Society Profiles: Jordan"*, 2001, Civicus, page 214, available at: http://socs.civicus.org/CountryCivilSocietyProfiles/Jordan.pdf

8   *"Jordan: New Opportunities for Civil Society development"*, Anna Lindh Reports 2014, available at: http://www.annalindhfoundation.org/report/jordan-new-opportunities-civil-society-development

There was also a geographical issue as small CBOs outside Amman are often out of reach from coordination meetings with bigger players and training to become more structured and effective.

Hence, this project was in line with EU strategic and national developmental policies which is reflected in the formulation of the overall objective and choice of target area. Moreover, it addresses important and specific structural weaknesses of the beneficiaries (Jordanian CBOs) through capacity building, and network development in support of fostering dialogue and cooperation between organizations and the local institutions towards addressing democratic reforms and respect for human rights.

In conclusion, the project is highly relevant in terms of the needs of the target country/area and alignment to national and international policies.

2

EFFICIENCY

TO WHAT EXTENT IMPLEMENTATION MECHANISMS AND USE OF AVAILABLE RESOURCES FACILITATED THE ATTAINMENT OF THE PROJECT OBJECTIVES?

Due to variables such as budget design, time frame, human resource allocation, and implementation modalities, the project was not completely effective at meeting the desired objectives. This section examines these functions to determine programmatic efficacy, and provides recommendations on how in the future, weak points in these areas may be improved.

Timeframe: The duration of the project was supposed to cover the period from January 2012 to June 2013 (18 months). However, due to a set of internal challenges, such as high turnover of the management staff, difficulties in identifying partner CBOs, and hiring consultants to manage capacity building activities, some major delays were registered in the first nine months of implementation. In line with the recommendations of the EU monitoring mission carried out in October 2012, a request for a six month no cost extension was agreed upon with the EU extending the duration of the project to December 2013.

On December 8, 2013 a request for an extra one-month no cost extension was submitted in order to ensure the participation of a representative in the Ministry of Social Development in some project activities. The overall duration of the project was thereby extended from 18 to 25 months.

Nevertheless the timeframe of the project proved to be a primary challenge in the achievement of the expected outcomes as stated by the interviewed stakeholders. Particularly, it was an important factor in determining the level of achievement of some of the expected results.

This is partly explained by the fact that seven additional months were used to catch up with the delay of the first nine, but the time was insufficient to allow some processes to mature. As a result, the duration of some core activities were reduced. Such was the case of the trainings where the time frame was shortened from five to two months. CBO follow up was reduced from ten to four months. If insufficient time did not im-

pact the performance of the capacity building component, it had consequences in terms of the quality of the process and thereby effectiveness and impact. Conversely, the other expected results (i.e., creation of the CBOs network and collaboration with municipal and civil society representatives) were strongly influenced by the tight work plan of the project. Activities such as evaluating public policies in collaboration with the municipality (R3), and implementation of the joint action plan with the civil society representatives (R4), were not implemented given to lack of time. Only five months were available to establish the CBO network, to draft related strategic documents,policies and, work plans; to design project proposals with the aim of fundraising, to implement joint trainings, and working sessions with the municipality, to design a strategy document and related work plan on alliances and actions to be developed with other key civil society stakeholders. Even with the extra seven months, the time frame proved unrealistic in a context like Zarqa where civil society development is in its initial phases. More time was required for its representatives to become fully reactive to absorbing structural changes and inputs.

Geography played a role in project coverage as well. Stakeholders were not able to meet regularly enough to establish the level of communication and cooperation expected by the project. The consequences of this in terms of effectiveness and impact are outlined in latter portions of this document.

Both the quantitative and qualitative analysis (i.e. project work plan analysis and feedback/perception of stakeholders) converge and show how the project time frame was not fully rational or adapted to the specific context. The main recommendation considers all contextual elements which might contribute to project development while designing and revising the work plan; particularly those involving a variegated spectrum of stakeholders in a context like Zarqa's.

Management structure: The project was implemented by MPDL in partnership with Community Development Committee (CDC). A management structure was designed by both partners to detail roles and responsibilities. The proposed framework included three managerial tiers: the first was supposed to manage the day to day technical management of the project; the second one focused on general project management; and the responsibility of the third, was to supervise the fulfilment of all the technical and administrative requirements. **Table 4** below summarizes the management structure with an update on its implementation at the time of the evaluation study.

During the first nine months of implementation there was high management turnover of both partners. MPDL cycled four Project Technical Directors (PTDs), whereas CDC changed two project managers (PM) mainly because of low performance. This is mainly due to the fact that he salary package, based on a salary grid which was designed in 2011, did not evolve with the job market and was not competitive for hiring senior staff. Based on this finding, both partners agreed to adopt the strategy of not hiring any PTCs or PMs and to have MPDL's head of mission and

CDC's General Coordinator take over their responsibilities. As a short-term fix, the approach may have been practical as a temporary solution. However, when the activities outpaced consistent delays, it became inefficient over the long term as this managerial decision left the project without technical coordinators to be fully dedicated to the daily implementation of activities. It also removed a layer of internal monitoring between layers one and two and therefore the monitoring system as designed in the MoU between partners was not completely applied, resulting in reliance on ad hoc monitoring mechanisms.

LEVEL	POSITION	ORGANIZATION	ROLE	COMMENTS
1	Project Technical Director (PTD)	MPDL	Responsible for technical management of the action.	Not operational
	Project Manager (PM)	CDC		Not operational
	Project Accountant	MPDL		Operational
	Administrative Officer	CDC		Operational
2	Project Supervisor	MPDL Head of Mission	Responsible for supervision of actions taken by general management.	Acting as PTD
	Project Supervisor	CDC- General Coordinator		Acting as PTD
3	Technical Desk Officer	MPDL HQs	Responsible for the supervision and fulfilment of all technical and administrative requirements.	Operational
	Administrative Desk Officer	MPDL HQs		Operational

Table 4. *Summary of the management structure with an update on its implementation at the time of evaluation.*

The follow up of activities such as field visits also suffered as a result of not hiring enough full time staff as well as the number of field visits carried out by the management was very limited. Further action might be taken to strengthen the staffing structure with additional resources employed to ensure better performance. For instance, it is advisable that monitoring and evaluation staff and liaison officers be integrated into future projects to regularly follow up on the field work. Native fluent Arabic speaking staff should also be incorporated within MPDL's project team.

MPDL's PTC is an expatriate position that was listed by its job description as not necessitating Arabic fluency. Neither did the project's staffing structure include a Project Officer fluent in Arabic to support management with translating. The lan-

guage barrier posed many limitations to the role of MPDL and its capacity to provide tailored technical support to some aspects of the project. For instance, many core documents produced throughout the project, including CBO network strategy, training plans, reports, technical manuals etc. which had been entirely written in Arabic were not accessible to MPDL. Additionally, MPDL could meet bilaterally with the stakeholders of the project other than its implementing partner, depending on CDC presence and support.

Steering committee. A steering committee composed of seven CBOs, the General Union of Voluntary Associations, the Municipality of Zarqa, and the Governorate of Zarqa was established at the beginning of the project with the objective of enhancing transparent communication among all stakeholders, obtaining approval from authorities on planned activities, and coordinating operational and logistics issues. The committee did not play a strategic role in terms of design of activities, or in terms of budget implementation. The Steering Committee was substituted by the Coalition Committee after the first year of implementation, and its scope remained limited to network activities. Representatives of institutional counterparts were not included in the latter forum due to the nature of the committee itself. As a result, the level of engagement of the institutions towards the project's activities and the opportunities of a regular dialogue between CBOs and the institutions were impacted, as their interaction remained on ad hoc basis and did not evolved into a structured and strategic cooperation. Interviewed participants in the evaluation appreciated the idea of a steering committee as it represents an opportunity to enhance transparent communication between members. Nevertheless, they have expressed the wish for the committee to have been more actively involved in the decision making process rather than at the operational level only. It is a common perception among respondents that decisions were made solely by the management of MPDL and CDC, and that the committee was a forum where decisions and plans were shared but not designed in a participatory manner.

Budget implementation. A budget revision was proposed and approved in June 2013. No substantial changes were made to the original document with exception of a few line items related to equipment and local transportation fees which required updates according to changes in market prices. At the time of the evaluation study, a final financial report was not available. Therefore, the analysis of the financial plan is based on qualitative information provided by the project management only. With respect to the budget, respondents considered that the funding allocated to the project sufficient and rationally distributed with few exceptions. Resources allocated for the media campaign seem not have been sufficient for implementing the full package of planned activities, which had to be reduced accordingly. The applied salary grid designed in 2011 was not updated resulting in a non-competitive salary package that did not evolve with the job market since the arrival of significant numbers of international humanitarian organizations dealing with the Syrian crisis in Jordan.

All the preceding elements came together in defining a project structure which was only partially effective in supporting the achievement of expected results and objectives. **Table 5** summarizes recommendations for future actions to be considered.

DURATION	1. Design a realistic work plan based on context analysis. 2. Involve stakeholders in the design of the work plan.
MANAGEMENT STRUCTURE	1. Consolidate inclusive coordination mechanism (Steering Committee). 2. Establish a project M&E committee & related tools.
HUMAN RESOURCES	1. Include full time management staff. 2. Include monitoring project officers. 3. Include Arabic speaking project officers/managers.
BUDGET	1. Conduct periodical cost analysis reviews.

Table 5. *Summary of recommendations for future actions.*

3

EFFECTIVENESS

TO WHAT EXTENT HAVE THE EXPECTED OBJECTIVES AND OUT-COMES BEEN ACHIEVED?

This section analyses the extent to which the project succeeded in achieving the expected outcomes and objectives, which elements have proved to be good practices, and what others did not play a supportive role in obtaining the expected results. The analysis follows the structure of the logical framework and is organised by expected results and related evaluation questions and indicators.

EXPECTED RESULT 1. ENHANCED TECHNICAL AND INSTITUTIONAL CAPACITIES OF CIVIL SOCIETY ORGANIZATIONS TO FULFIL THEIR ROLE AS COMMUNITY REPRESENTATIVES AND SERVICES PROVIDERS.

To enhance the technical capacities of target CBOs, a comprehensive capacity building package has been delivered. The package consisted of two complementary phases: a preliminary set of theoretical trainings and a follow up. This approach aims at ensuring that contents of the trainings are put into practice with the expectation that the project would not only increase the level of knowledge of participants. It also facilitates tangible changes in the management practices of target CBOs. The logic behind it is that of generating a behavioural change among target organizations both in terms of management and representation of their communities.

The first component of the capacity building package, the in-classroom trainings, was completed as per reviewed timeframe. Two months were fully dedicated to training representatives of selected CBOs on a set of topics which were chosen by both partners. Table 6 shows the list of implemented trainings divided by expected results, being the capacity building a cross cutting activities in the project.

Result 1	Result 2	Result 3
R1.A2.1. Conduct training on project management cycle following rights based approach *(10 days)*.	R2.A3.1. Conduct training on human rights, good governance and rule of law *(3 days)*.	R3.A1. Conduct of training on Institutional communication and collective negotiation *(5 days)*.
R1.A2.2. Conduct training on strategic management and planning *(5 days)*.	R2.A3.2. Conduct training on advocacy and policy influencing: planning and implementation of campaigns *(5 days)*.	
R1.A2.3. Conduct training on gender and cultural diversity mainstreaming in CBOs work *(5 days)*.	R2.A3.3. Conduct training on communication strategies, new technologies and social media tools *(5 days)*.	
R1.A2.4. Conduct training on fundraising *(5 days)*.	R2.A3.4. Conduct training on development and community empowerment discourses in terms of rights based approaches *(3 days)*.	
R1.A3.1. Conduct training on community representation: social accountability, leadership and community mobilization *(2 days)*.	R2.A3.5. Conduct training on women empowerment and gender based equality *(5 days)*.	
R1.A3.2. Conduct training on Institutional relationships strengthening and networking *(5 days)*.	R2.A3.6. Conduct training on shadow reporting and public opinions measures: monitoring local situations and public causes *(2 days)*.	
R1.A3.3. Conduct training on advocacy and policy influencing: concepts, strategies *(5 days)*.		
R1.A3.4. Conduct training on democratic governance and civic engagement *(5 days)*.		

At the time of the evaluation, trainings reports and related evaluation tools (i.e. pre and post questionnaires, attendance list, evaluation reports etc.) were not made available to the evaluation team. Therefore the analysis of the level of improved knowledge of participants relied on qualitative data provided by the interview/focus group only.

When asked about the level of training satisfaction, most participants gave **positive feedback** with regards to content and the profiles/working modalities of the trainers. Topics covered were evaluated to be relevant by most participants. When asked to share examples of what they learned from the trainings, most respondents mentioned skills related to proposal writing. Others mentioned having acquired a better knowledge of human rights issues such as the rights of persons with disabilities (PWDs). Others cited an improved understanding of advocacy, democratic governance, and community representation. It is a common perception that the time dedicated to the trainings was too limited, resulting in overlapped schedules in some cases. Trainings were attended by target CBOs, gubernatorial representatives, and in some cases the General Union of Voluntary Associations.

I KNOW MY RIGHTS. I USED TO EXPECT THE MUNICIPALITY TO DO THINGS FOR ME. NOW I KNOW THAT I HAVE THE RIGHT TO DEMAND SOMETHING TO THEM – A MEMBER OF A CBO MENTIONED AFTER ATTENDING A TRAINING ON CIVIC ENGAGEMENT

The senior management of different stakeholders shared the feeling that not all trainings were in line with their specific organisational needs and suggested that the training needs assessment (TNA) which was implemented during the identification phase in the first quarter of 2011 be refreshed in order to ensure a tailored capacity building . This suggestion seems particularly relevant considering that the selected CBOs had very different profiles in terms of experience, number of staff and projects, management structure, budget etc. In such a variegated structure, proposing a standard training package to all stakeholders was not the most effective approach, as it resulted in reduced participation and limited impact. While small scale or newly established CBOs sent the senior management to the trainings for instance, more experienced organizations were represented at the trainings by field officers and volunteers who do not play a strategic role within the organization itself which had the following impact:

I.   Relationships and synergies which were created among participants during the trainings -such as referrals, coordination of small scale activities- remained at operational/field level, but were not consolidated at strategic level, as the senior management of most CBOs was involved.

II.   The skills and tools provided by the trainings in some cases were applied by individual participants, but in most cases were not shared with the management.

When asked about the use of the resource management package, six out of seven CBO managerial representatives reported that they were not aware of the contents related to the three technical manuals. Only one organization actually used the financial administration manual. We will analyse how this activity was implemented

further in this section. What it is worth mentioning at this point is that **customizing the capacity building process** to the different profiles of the stakeholders could have increased activity effectiveness. A model where CBOs with a stronger background coach smaller organizations or where those with a technical expertise coach those with more generic backgrounds for instance, might have been more effective in creating a more inclusive and participatory working group and in enhancing the exchange of skills among peers. This model could have been applied in the follow up phase specifically that would have complemented the technical follow up provided by the external consultants.

The capacity building package included a follow up aiming an ensuring the that target CBOs apply the skills acquired during the training phase. The follow up consisted of two trainings: the project management and the strategic management.

FOLLOW UP OF THE TRAINING ON PROJECT MANAGEMENT. The follow up consisted of a set of working sessions whose main outcome was the design of a project proposal for each organization, under the technical supervision of an external consultant. Most of the CBOs found this activity relevant and useful for their work and report that their skills have significantly improved. Six out of seven completed the exercise by designing a project proposal. By examining the available project proposals through a comparative analysis it is possible to note that: (i) the level of the products is satisfactory and in line with consolidated project development standards; (ii) the CBOs with the support of the external consultant managed to customize this exercise bringing their inputs and experience; (iii) in some cases the CBOs would have necessitate increased and focused guidance on rendering their project ideas workable and in line with socio-economic priorities

At the time of the evaluation one CBO out of seven submitted the proposal for funding, none of the designed projects were yet implemented. The common perception among respondents is that *the follow up did not fully represent the occasion to shift from theory to practice*. Indeed the training on project management addressed all the steps of the project management cycle, but the follow up phase could have been more consistent with the training programme in accompanying participants throughout key phases such as fundraising and implementation. Considering the expectations of the stakeholders and the need of the target CBOs to enhance their project management skills. It would have been advisable to **coach CBOs on all the different phases of the PCM** with further potential action might be taken for completing the process in this regards.

FOLLOW UP OF TRAINING ON STRATEGIC MANAGEMENT. This activity consists of: 1. Designing an annual strategy for each organization, and 2. Design of a resource management package.

Annual strategies. Five strategies were designed as two organizations devised their own strategic plans. At the time of evaluation none of the target organizations implemented either a strategy or related work plan. This was due primarily to CBO management not participating in the drafting of the strategic plans and once strategies had been drafted, they were not briefed about their contents nor advised on how to implement them. The management of the project confirmed that this was not possible mainly due to lack of time.

Focus groups revealed that stakeholders were not clear about the relationship that should exist between the proposals they designed and organizational strategies. The rationale being that as the two exercises were introduced they were perceived to be separate and noncomplementary modules. As a result the CBO project proposals were not necessarily in line with their respective strategic plans in terms of objectives or financial coverage.

Resource management package. Three technical manuals were designed by an external consultant and distributed among participants. Six out of seven CBOs were handed manuals with one actually having applied the relative tools and procedures.

A majority of respondents could not recall the main topics addressed by the management package as they had not been neither trained on the specific procedures outlined in the manuals or on the use of the related tools due to lack of time. On the other hand, one of the main reasons for the resource management package not being implemented was that it did not involve stakeholder in the needs assessment in terms of organizational management in addition to identifying both existing good practices and gaps. Some target CBOs relied on effective internal procedures which they did not feel necessitated change and could be introduced as good practices to other organizations. At the same time, the same organizations might have gaps which needed to be filled in. As suggested at the beginning of the section, the capacity building package could have adopted a peer to peer approach according to which CBOs could have mutually exchanged ideas on existing good practices to enhance the skill transfer process among participants.

The data confirms that the capacity building package as a whole was effective in terms of transfer of knowledge/skills at individual level, but did not succeeded in impacting the modus operandi of the organizations, thus generating a behavioural change. This was mainly due to:

I.   A low level of participation in the identification of needs and design phases, resulting in some trainings/follow up not being relevant for all stakeholders

II. Low involvement of senior management resulting in low impact at organizational level

III. The follow up was done for the preliminary phases of the management cycle (i.e. proposal/strategy/manual writing), but it not take the shape of the on the job training as it did not include the actual implementation phase.

PARTICIPATION	• Stakeholders to implement TNA for their respective organisation. • Involve senior management.
FOLLOW UP	• Include implementation phase i. e. projects and management tools.
APPROACH	• Consider a peer to peer approach enhancing skills transfer and thus engagement of stakeholders.
MONITORING	• Ensure accessibility of strategic document to MPDL for its technical input.

Table 7 *Summary of recommendations for future actions to be considered.*

EXPECTED RESULT 2 . ENHANCED LEVELS OF SECTORIAL INTER INSTITU-
TIONAL COORDINATION AMONG ZARQA'S CSO

EVALUATION QUESTION	INDICATOR 1	INDICATOR 2
Whetever level of inter institutional coordination among Zarqa's CSO to collectively design and implement an agenda of activities to promote human rights and democratic reform have increased	# of representatives of each network's member who have participated regularly in the capacity building program	Level of coordination of CSOs/the Union of Voluntary Societies, # and type of advocacy plans and strategies put in place

Table 8 *Expected result 2: enhanced levels of sectorial inter institutional coordination among Zarqa's CSO*

The project succeeded in introducing the concept of a coalition of CBOs representing the interests of their communities within a context which is not conductive towards the development of the civil society Members and representatives of local institutions recognise the potential of such a forum within the context of Zarqa and agree on the fact that it does respond to deep needs of the target area especially in terms of coordination and networking among CBOs; coordination and dialogue between CBOS and Institutions for building a common voice of civil society taking the shape of a pressure group.

Efforts were made in motivating CBOs to take part to this initiative during the first months of the project and ,as a result, a coalition of CBOs was established. At the time of the evaluation study, it consisted of four members. Two target organizations did not agree to participate, with one having recently withdrawn. The strategy adopted for establishing the coalition was in line with the approach followed in order to enhance the managerial capacities of target CBOs which included: members having undergone a an initial set of trainings followed by being coached later on technical aspects. In both cases stakeholders expressed a good level of satisfaction with the trainings, but have perceived the follow up as incomplete as it did not include the implementation phase.

The training delivered to the coalition members and to the representatives of local authorities focused mainly on human rights, community empowerment, advocacy, communication and shadow reporting. At the time of the evaluation, trainings reports and related evaluation tools were not available to the evaluation team. It was therefore impossible to measure the number of representatives from each CBO who participated regularly in the capacity building program.
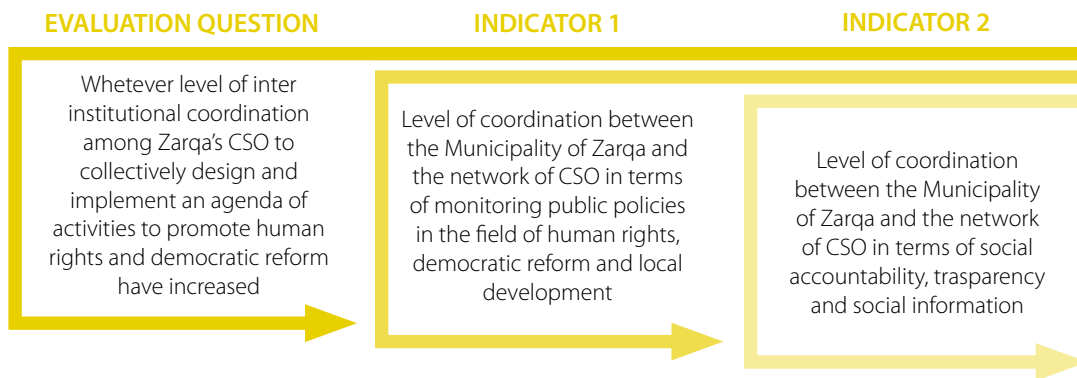
In regards to the level of coordination among CSOs, the coalition succeeded in de-

signing a strategic plan consisting of three human rights campaigns as part of the follow up of the capacity building package. At the time of the evaluation the plan was not implemented yet. This is reported to be due to the shortage of time/resources and to the lack of legal coverage. Indeed the coalition did not obtain the required registration at the Ministry of pertinence yet and therefore did not have a legal status and the related right to become operational, according to the Jordanian domestic law. As a result, the coalition did not have the chance to mature and develop into a self-sufficient and operational body.

Overall objectives, internal management and representation mechanisms communication and fundraising mechanisms continue to remain unclear to the members who share a generic yet immature view of the network scope. This gap represents the focus that must be addressed in the future. The fact that the human rights campaigns were not implemented had an impact on the motivational level of members, but did not impact the overall effectiveness of the coalition itself. What made the approach ineffective was that the coalition did not have time to define its identity and role within the community. In a context like Zarqa's where the civil society did not have the chance to set up representation mechanisms, the idea of creating a coalition of CBOs was revolutionary and the reason why it was welcomed with enthusiasm by the stakeholders. As it represented a pioneering experience, more time should be given in order for members to develop strategic objectives and modus operandi to mature its identity and scope of work.

The project was **effective in introducing the concept of a coalition** and in motivating the stakeholders in being part of it. At the same time, the project did not fully succeed in developing a mature and self-sufficient network of CBOs as it focused more on the ***performance*** levels i.e. designing and implementing a set of activities rather than on a strategic level i.e. develop a common vision among the coalition's members. Given what has been learned from the exercise, it is recommended that the experience and potential of the coalition be advanced by providing both adequate time and tools to define its role within the community.

EXPECTED RESULT 3 . INCREASED LEVELS OF COORDINATION BETWEEN ZARQA'S CSOS AND LOCAL AUTHORITIES IN TERMS OF JOINT WORK TO PROMOTE HUMAN RIGHTS AND DEMOCRATIC REFORMS

EVALUATION QUESTION	INDICATOR 1	INDICATOR 2
Whetever level of inter institutional coordination among Zarqa's CSO to collectively design and implement an agenda of activities to promote human rights and democratic reform have increased	Level of coordination between the Municipality of Zarqa and the network of CSO in terms of monitoring public policies in the field of human rights, democratic reform and local development	Level of coordination between the Municipality of Zarqa and the network of CSO in terms of social accountability, trasparency and social information

Table 9 *Expected result 3: increased levels of coordination between Zarqa's CSOs and local authorities in terms of joint work to promote human rights and democratic reforms*
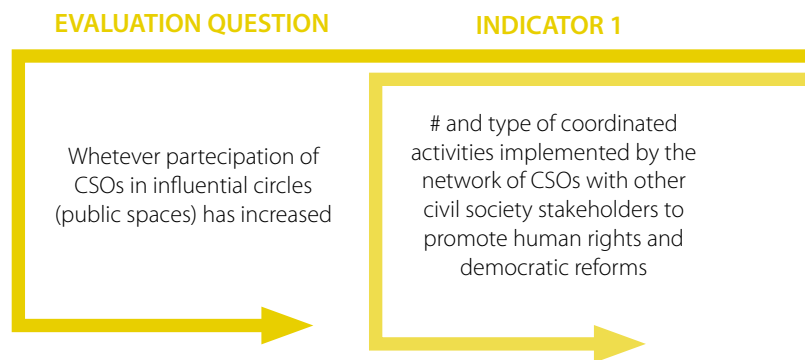
Steps were taken in order to initiate a dialogue between the civil society organizations (CSOs) and local institutions. These included joint training on institutional communication and collective negotiation in addition to conferences with participating CSOs and some local authorities such as the Ministry of Social Development and Municipal ministries. During the conferences both the Municipality and some CBOs chaired some sessions according to their expertise. This exercise represented an important step in initiating dialogue between the civil society and the local authorities. In a context like Zarqa there are very few occasions for CSO representatives to meet with local institutions. As mentioned in the previous sections of this report, representation mechanisms are not in place in Jordan and dialogue between the civil society and institutions is practically non-existent. In such a framework, gathering representatives from both sides and providing space to present their perspectives on different topics represents a significant achievement. Nonetheless, the project was not completely effective in establishing a strategic dialogue with local authorities as there were no common work plans drafted for monitoring public policies or for enhancing social accountability. Meetings between the coalition and local counterparts were not held regularly and coordination remained more at operational level than strategic. Nonetheless the foundation was created even if dialogue is still in its nascent stages and relatively unstructured. As was the case with the establishment of the coalition, the project was not effective in considering the contextual factors influencing the process and set objectives which were not realistic in the given timeframe. Given the interest and accessibility of its management, it is

FOR THE FIRST TIME IN MY LIFE I WAS GIVEN THE CHANCE TO TALK ABOUT THE NEEDS OF MY COMMUNITY IN FRONT OF THE AUTHORITIES AND THIS HAS INCREASED MY SELF-ESTEEM – A MEMBER OF A CBO MENTIONED AFTER CHAIRING A SESSION ON THE RIGHTS OF PWDS

recommended to build on this experience and establish a structured coordination mechanism with the Municipality of Zarqa. This can be done once the coalition itself has clearly defined its identity and goals.

EXPECTED RESULT 4 . ESTABLISH COMMON COMMUNICATION AND WORK SPACES FOR ZARQA´S CSO AND OTHER KEY CIVIL SOCIETY STAKEHOLDERS TO DEVELOP JOINT ACTIONS IN TERMS OF PROMOTING HUMAN RIGHTS AND DEMOCRATIC REFORM

EVALUATION QUESTION

INDICATOR 1

Whetever partecipation of CSOs in influential circles (public spaces) has increased

and type of coordinated activities implemented by the network of CSOs with other civil society stakeholders to promote human rights and democratic reforms

Table 10 *Expected result 4:* **Establish common communication and work spaces for Zarqa´s CSO and other key civil society stakeholders to develop joint actions in terms of promoting human rights and democratic reform**
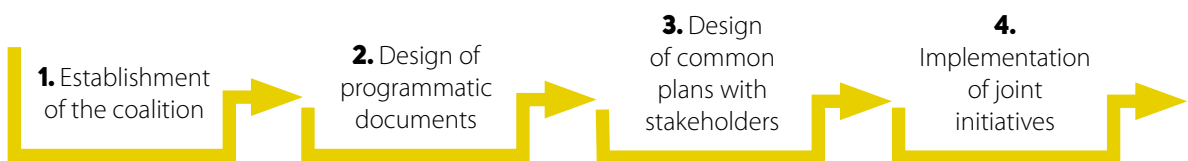
In order to increase civil society participation in public debates, six seminars on human rights such as youth political participation, rights and challenges of PWDs, gender equality and women empowerment, and the role of media etc. were organised by MPDL/CDC. The logic behind the seminars was that of addressing core issues related to human rights with focus on the specific situation in Zarqa. The events were attended by members of the coalition civil society representatives such as CSOs, unions, political parties and professional bar associations. The seminars were not designed or implemented by the coalition itself as a result of consultations with external stakeholders. Therefore, it cannot be considered as an indicator for determine the level of coordination between the network and other representatives of the civil society. Nonetheless, they represented the occasion for different stakeholders to meet and initiate dialogue. Focus groups revealed that the main outcome of these activities was increased visibility which resulted in new networking opportunities. Following the implementation of the seminars few stakeholders including CSOs and unions expressed their interest in joining the coalition and some small scale cooperation among CBOs has started.

Similarly to what happened in the case of the cooperation with the Municipality, a programmatic document shared with other representatives of the civil society was not drafted, as a structured dialogue with other CSOs did not occur. The study revealed that the seminars and media campaigns implemented by the project were not the outcomes of cooperation among representatives of the civil society, but on the contrary represented preliminary steps to initiate a dialogue among stakeholders. This was due to the fact that the activities implemented in the name of the coalition (i.e. conferences or seminars) were designed and managed by MPDL/ CDC and not by the members of the network.

Table 11 represents the logic behind the activities of the coalition, as conceived by the project.

1. Establishment of the coalition → **2.** Design of programmatic documents → **3.** Design of common plans with stakeholders → **4.** Implementation of joint initiatives

Table 11 *Underlying logic behind coalition activities.*

One of the main reasons the project cannot be considered fully effective is that during the implementation phase, the steps 2 and 3 of the result chain were partially or totally skipped. More emphasis was placed on step 4 which was supposed to be the outcome of the process. The reason for this occurring was mostly due to the **efforts being oriented more towards producing the expected *outputs within the given time frame*, rather that implementing the *process*.** As a result, outputs were generated, yet project proposals/strategies/conference/seminars were actually implemented. The processes that were to facilitate the outputs were not implemented with active involvement of stakeholders hence influencing the impact and sustainability of the project. Subsequent sections will detail this aspect further.

4

IMPACT

TO WHAT EXTENT HAS THE PROJECT POSITIVELY CONTRIBUTED TO STRENGTHEN THE ROLE OF CIVIL SOCIETY IN THE GOVERNORATE OF ZARQA TO PROMOTE HUMAN RIGHTS, CIVIC ENGAGEMENT AND DEMOCRATIC REFORMS?

Measuring change is a challenging task that involves varying levels of complexity. In compliance with the logics of the intervention, project impact was analysed at three different levels: Individual, organizational, and institutional.

INDIVIDUAL . The evaluation study revealed that the project had a positive impact at the individual level. Stakeholders improved their knowledge of human rights issues and technical skills. Training attendees, which included members of CBOs and the General Union of Voluntary Associations have already started applying elements of the capacity building exercises into their daily practices. Some reported that as a consequence, their self-confidence has strongly improved. The project also provided CBO members the occasion to represent their communities during public events attended by other civil society representatives and local authorities, which signified an important milestone. In some cases the activity represented a thrilling novelty for the participants; for many of the men and women coming from remote areas of the Governorate of Zarqa on behalf of normally under-represented groups such as women, people living with disabilities and refugees - having a forum to address their community needs in public - had a strong impact. One woman participant in the disability rights seminar stated:

WE FELT LIKE OUR VOICE WAS HEARD.

The evaluation study finding suggests that the project was impactful in terms of both transfer of knowledge to the stakeholders and in enhancing their role as representatives of in their respective communities.

ORGANIZATIONAL. Change at this level was not fully tangible as the management structure of target CBOs was not strongly impacted by the project. Indeed knowl-

edge and skills were transferred to individuals directly involved with project activities, but this information was not entirely applied at the organizational level. There were few examples of CBOs whose management structure had been impacted by the project; however, in the majority of cases changes occurred more at individual level and did not become systemic. The reasons behind this have been examined and outlined throughout this report which includes but are not limited to timeframe and the management structure issues that did not fully permit regular follow up to ensuring the transfer of knowledge from individuals to organizations. Also that CBO senior management was not fully involved in the design of the project strategy, or in its activities played a role in determining the impact at organizational level. Both elements served as mitigating factors that prevented the intended impact to fully occur.

It is recommended that the CBO executives become more involved with strategic discussions held by the project management to ensure sound adherence of the project activities to the organization's needs. Implementation of these practices would facilitate changes that need be absorbed at organizational level.

INSTITUTIONAL. Impact at this level was less discernable as the dialogue between representatives of the civil society and institutions did not reach a strategic level. However, a foundation was laid and preliminary steps taken towards initiating collaboration. Local institutional representatives having actively participated in the seminars and conferences organised by the project represents a significant milestone within the Zarqa context on which build a structured dialogue. This was made possible by institutions welcoming the CBO coalition concept, which actually represented one of the most impactful aspects of the project. The institutional aspect therefore was successful in creating a consensus on the need of creating a collective body to represent all segments of the society.

It is therefore recommended that relevant and necessary actions be taken in order to develop this foundational act into a more structured and systematic collaboration amongst stakeholders.

TO WHAT EXTENT WERE CROSS CUTTING ISSUES SUCH AS GENDER EQUALITY AND INCLUSION OF UNDERREPRESENTED GROUPS CONSIDERED THROUGHOUT THE PROGRAMMING AND IMPLEMENTATION OF THE PROJECT?

The project addresses a number of important cross-cutting issues in line with international definitions and policies. Notably, the project takes into account the principles promoted by the human rights based approach through incorporating a general respect for the international human rights framework that is non-discriminatory and prioritizes policies affecting vulnerable groups through empowerment and participation. It also further advances the human rights and democratic reform by promoting community participation and mobilisation through the empowerment of selected people that have had similar active roles in their communities.

A number of project elements indicate the project's regard to gender equality. The gender representation in the target group and particularly within the targeted CBOs was balanced by the proportional inclusion males and females of varying ages. Notably, among the selected CBOs, three advancing women's empowerment were engaged. Another important aspect was that it included specific modules on women's rights. For example, there was a five day training on gender and cultural diversity mainstreaming, and another five highlighting women empowerment and gender based equality issues.

The project proved effective in ensuring inclusiveness of under-represented and vulnerable groups through the engagement of some targeted CBOs. One represented the interests of people with disabilities (PWDs), and two others addressed the needs of Palestinian refugees. It is important to note that when the disability training took place that there was a module dedicated to the rights of PWDs included within the broader context of the training. However, more of an effort could have been made to ensure disability access to the project activities and community events.

The promotion of good governance was another primary aspect of the project. The extent to which it was achieved has been outlined in the previous sections. However, it is useful to recall that the process towards good governance happened at two levels, internally and externally. The internal function meant to strengthen internal accountability, transparency, and functioning of the single CBO targeted by the project. The capacity development programme contributed by providing tools for the organizational growth, but many aspects concerning internal democratic representation, management, working procedures, financial system will need further work and dedication to ensure satisfactory standards among all engaged CBOs. Externally the CBOs played an important role in representing the voices of their constituencies and finding ways to bring their needs to the policy process and official attention. As observed, the project only initiated the latter process. More effort is required to develop effective strategies and durable democratic mechanisms.

In conclusion, the project covered a number of cross - cutting issues that created value addedness to its design and implementation.

HOW LIKELY ARE THE PROJECT RESULTS TO BE SUSTAINABLE OVER TIME?

The sustainability strategy consisted of three levels: organizational, social and institutional. Enhanced by the capacity building package, sustainability at the organizational level was expected to rely on the technical and institutional skills of CBOs and the Union of Voluntary Societies. The action represented guidance to boost the CBO's capacities in design and implementation activities to promote human rights and democratic reform. In this context, CBOs were granted autonomy in planning and implementing their individual or collective activities.

Knowledge was transferred and practical tools developed in the form of technical manuals which were provided. Contrastingly the project did not succeed in generating a strong impact at the organizational level. This was mostly due to conditions that did not permit CBOs to integrate acquired competences into their management structures. Time constraints, follow up methodology, level of context, and risk analysis contributed to preventing organizations from sufficiently applying the capacity building package and generating structural changes. Considering that relevant preliminary steps were taken (i.e. trainings implemented, tools distributed, and project proposals designed), it is recommended that further action is taken to capitalize on this experience by supporting CBOs in implementing given tools to improve impact and sustainability.

At the **social level**, sustainability was expected to rely on the establishment of a coalition, capitalizing on its activities as a factor for change in terms social accountability, community information, and grass roots participation. Veritably, the establishment of the coalition and the design of an annual strategic plan represented steps towards sustainability. Nonetheless, the evaluation study suggests a need for further development of these elements to render the network autonomous and operational.

Establishing representation and management mechanisms, in addition to designing financial and communication plans will certainly enhance the autonomy of the coalition. Considering the strictness of the Jordanian law in terms of the right of association; obtaining recognized legal status represents a core step in the process as well. It is recommended that external technical support is provided in order to obtain the necessary legal coverage to operate in Jordan.

At the **political and institutional levels**, the project intended to create and institutionalize coordination mechanisms between the coalition, Municipality, and other civil society representatives. As a result, shared work plans were expected to be drafted and joint actions implemented. As detailed in the Effectiveness section, the project succeeded in engaging civil society and institutions by facilitating participation in joint public events. It also succeeded in laying the foundation for a dialogue and cooperation between different stakeholders. Nonetheless, the process did not

meet initial expectations. Cooperation remained mostly ad hoc, as work plans were not formalized, or shared agendas defined. It is also therefore recommended that ad hoc activities be incorporated into the broader strategic vision to capitalize on the developmental potential of the process.

Financial sustainability. The project worked towards financial sustainability by ensuring that the project proposals for the target CBOs and the work plan of the coalition, with budgets were drafted. As outlined in the Effectiveness section of this report, the follow up did not succeed in guaranteeing the implementation of such actions and resultantly drafted plans remained without financial coverage. It is recommended that future projects consider the disbursement of micro grants as part of the follow up phase to complement capacity building with the implementation phase in addition to ensuring process consolidation.

Ownership. The evaluation finds that, despite efforts made to include stakeholders in the implementation of the project's activities, more focus could have been given to enhancing active participation of the target group in the decision making process. Involving stakeholders at the strategic level develops sense of ownership which is essential in ensuring the sustainability of a project.

VII. LESSONS LEARNT AND CONCLUSIONS

The evaluation recommends the continuation of the project into a second phase for the following reasons:

1. The project is relevant to the needs of the target community.

2. The twenty-five month phase allowed the initiation and the early roll-out of the project's logics as proposed by MPDL. A second phase is essential to further improve approaches, consolidate results, and follow up with the previous work.

The evaluation endorses the findings of the ROM mission considering the hierarchy of objectives to be logical and the logical framework to be well structured with a tight interdependency of outputs requiring a strict chronological approach. All three layers (individual, organizational and institutional) can equally contribute to the achievement of the project's objectives.

The results show that change is occurring. With a varying degree of scope at each level, the change observed is more consistent at the individual level where it can only be initiated organizationally and institutionally.

Individual stakeholders were positively impacted by the project in terms of acquired knowledge and representation skills and opportunities. Participants felt empowered and gained more visibility in their community. The project provided **organizations** with tools for developing their technical skills; however, more time and comprehensive follow ups are required for the CBOs to integrate these tools within their management structure to facilitate systematic and durable change.

A foundation for the establishment of a **dialogue** among representatives of the civil society and between a coalition of CBOs and local institutions was laid and preliminary steps leading towards mutual cooperation were taken. Nontheless, dialogue remained ad hoc and could not mature into a systematic and strategic vision. It is important that the reasons determining the range of impact is taken into account and that a potential next phase builds upon achieved results in the following ways:

• Consolidate the intervention at the individual level in terms of knowledge building and behavioral change in the long run.

• Increase follow up efforts towards the implementation of given tools for both CBOs and the coalition in order to generate a behavioral change at organizational level.

• Provide the relationship between the representatives of the civil society and institutions the opportunity to mature and develop towards a strategic level.

VIII RECOMMENDATIONS

STRENGTHEN THE PROJECT FRAMEWORK by setting up a project structure that can support the implementation of the activities efficiently, i.e. adequate staffing structure, realistic time framework, structured follow up and monitoring systems. In this regard it is advisable to develop and utilize resources to identify gaps and track changes. Particularly, it will be relevant to conduct both baseline and end line studies to gauge the level of knowledge on human rights and democratic principles among stakeholders (CBOs, institutions, and community members) in order to measure the change produced by the project and in order to map the incidence of deterrents preventing the representation mechanisms within the target area. The mapping exercise should be anchored in an accurate and updated context analysis so that it responds to local needs and it identify risks preventing the achievement of project's objectives.

CONSOLIDATE THE CAPACITIES OF THE CBOS AND INSTITUTIONS. Efforts were made towards the engagement of civil society and institutions project objectives. It is therefore recommended that the project reinforces these efforts by (i) enlarging the spectrum of the actors involved; (ii) seeking a structured engagement of institutions such as the Municipality of Zarqa; and, (iii) adopting a peer to peer approach enhancing the skills transfer process among stakeholders.

ENHANCE THE LEVEL OF STAKEHOLDER ENGAGEMENT in the decision making process throughout all phases of the project management cycle to increase buy-in and ownership. More focus should be given to involving stakeholders at programmatic level, and facilitating their transformation from "attendees" to "participants/subjects". It is recommended to consider CBOs more as partners rather than beneficiaries, and to adopt an inclusive bottom–up management approach. Senior management representatives should be fully involved.

FURTHER OUTLINE THE ROLE AND STATUS OF THE COALITION by (i) developing a common vision about making change among the coalition's members (ii) determining priorities within the strategic plan, and (iii) clarifying mutual responsibilities towards the achievement of the coalition's goals. There is a potential for the coalition to play a role at the policy and advocacy level. It is therefore advisable to design and implement an advocacy strategy based on measurable, achievable, and realistic objectives. In case of a second phase, it is advisable that financial resources are allocated for coalition building and the implementation of advocacy initiatives lead by the coalition itself.

DEFINE A SUSTAINABILITY PLAN AND AN EXIT STRATEGY in order to ensure the transition of the project assets to the local actors. The evaluation has found evidence of possible resources at the local level that could be used to enhance sustainable mechanisms through the availability and the interest of local authorities. It is recommended that these opportunities are further explored and an exit strategy developed that involves of all stakeholders.

IX. ANNEX I: EVALUATION GRID

EVALUATION QUESTIONS	EVALUATION CRITERIA	JUDGMENT CRITERIA	INDICATORS	SOURCES OF VERIFICATION
1. To which extent are the project design and its intervention logic consistent with the target areas' needs?	Relevance	1.1 Whether the intervention has met the needs and addressed identified problems of the targeted population	Level of integration of the needs of the target population (i.e. beneficiaries and relevant stakeholders) in the intervention logic and in the design of the project	Document review/ interview with staff and partners
			Extent to which the objectives of the project met the real needs in the area of intervention	
			Extent to which the project is complementary to the programs of the EU and national strategy	
			Extent to which preconditions were analyzed and met	
2. To which extent have the expected objectives and outcomes been achieved?	Effectiveness	2.1 Whether the capacities of Zarqa's civil society to become a real representative of the local community and advocate on human rights and democratic reform in the framework of an institutionalized dialogue with governmental and local authorities, has been enhanced	Extent to which managerial capacities of Zarqa´s CSOs to represent their community´s interests have been enhanced	Evaluation report from CSOs representatives Interviews with staff, partners, stakeholders, monitoring tools (pre & post questionnaires)
			Extent to which operative, communicative and advocacy capacities of Zarqa´s CSOs have been strengthened through the establishment of a representation platform	Foundational, strategic and operative documents elaborated by CSOs under the umbrella of a network of CSOs

EVALUATION QUESTIONS	EVALUATION CRITERIA	JUDGMENT CRITERIA	INDICATORS	SOURCES OF VERIFICATION
2. To which extent have the expected objectives and outcomes been achieved?	Effectiveness	2.2 Whether organizations are better positioned and strengthened in human right promotion and democratic process advocacy	# and type of capacity building activities Level of improved knowledge of human rights, democratic process and advocacy skills	Document review/ training reports questionnaires to the staff/ pre and post questionnaire/ training follow ups
			Extent to which CSOs have designed, implemented and used management tools (technical, administrative, institutional) in the regular management of their activities.	
		2.3 Whether levels of sectorial inter institutional coordination among Zarqa's CSO to collectively design and implement an agenda of activities to promote human rights and democratic reform have increased	# of representatives of each network's member who have participated regularly in the capacity building program	Document review: training documents, action plans, reports, visibility material e, advocacy strategy, interview
			Level of coordination of CSOs/ the Union of Voluntary Societies , # and type of advocacy plans and strategies put in place	
		2.4 Whether partnerships have contributed to the advancement of CSOs and dialogue with local authorities	Level of coordination between the Municipality of Zarqa and the network of CSO in terms of monitoring public policies in the field of human rights, democratic reform and local development	Document review/ minutes of meetings Interviews with staff/ interview with partners and stakeholders, visibility materials
			Level of coordination between the Municipality of Zarqa and the network of CSOs in terms of social accountability, transparency and social information	
		2.5 Whether participation of CSOs in influential circles (public spaces) has increased	# and type of coordinated activities implemented by the network of CSOs with other civil society stakeholders to promote human rights and democratic reform	Document review/ Interviews with the staff/ questionnaires to beneficiaries

X. ANNEX II: TERMS OF REFERENCE (TOR)

Terms of Reference (ToR) for
the Final Technical Evaluation of Project:

"Strengthening the capacities of civil society organizations in Zarqa Governorate (Jordan) to advocate on human rights and democratic reform, through the building of a network of local CBOs that engage in an institutionalized dialogue framework with governmental and local authorities"

1. Introduction

This ToR specifies technical details for the final technical evaluation of the above mentioned project implemented by the organisation "Movement for Peace" (MPDL) and its partner "Community Development Committee" (CDC) in the Municipalities of Zarqa Hashmiya, Ruseifa and Dleil (Jordan), and financed by the European Union under the European Instrument for Democracy and Human Rights (EIDHR/131-135/L/ACT/JO).

The evaluation will focus on the assessment of activities implementation (in accordance to the Agreement between the donor and MPDL) and whether the activities lead to the achievement of planned results as well as to project objectives. As a result of this evaluation, recommendations are expected in order to improve the quality of future projects.

Therefore, this evaluation will cover the implementation of the previous mentioned project, including the following activities:

1. Close cooperation with MPDL Head of Mission in Jordan.

2. Clarification of the evaluation questions used by the evaluator and preparation of the evaluation matrix and evaluation methodology.

3. Preparation of the work plan and logistic details for the field mission to the beneficiary country in cooperation with MPDL Head of Mission in Jordan.

4. Participation in briefing meetings with the MPDL office and their team members, the local partner and beneficiaries in Jordan.

5. Drafting/updating of key documents to be produced under this ToR.

6. Further tasks and distribution of responsibilities as agreed by MPDL Head of Mission in Jordan.

2. Background Information

Brief description of the project:

The general objective of the action is to strengthen the role of civil society in the Governorate of Zarqa (Jordan) to promote human rights, civic engagement and democratic reforms. The specific objective is to enhance the capacities of Zarqa's civil

society through the creation and empowerment of a network of CBOs to become a real representative of the local community and advocate on human rights and democratic reform in the framework of an institutionalized dialogue with governmental and local authorities.

With regard to the activities, we can group them in different clusters.

The first one refers to the implementation of a capacity building program to enhance the capacities of the CBOs and Union of Voluntary Societies in terms of community representation, advocacy and networking. Under the framework of this capacity building program, representatives from the target groups were trained in topics such as civic engagement, social accountability, leadership skills and concepts, networking, coalition strategic planning, advocacy, lobby and campaigning, etc.

The second cluster of activities focused on the establishment and consolidation of a coalition of CBOs, through the elaboration of a collective strategic plan, the development of advocacy initiatives in different areas, e.g.: human rights, democracy and political reform, role of law, citizenship rights, good governance, social mobilization, etc. Finally, a third cluster of activities focused on the establishment of dialogue channels between the target CBOs and key stakeholders, at different levels. To this end, a number of activities has been planned to establish communication channels with other relevant stakeholders as CBOs, media, and society in general, like seminars and conferences on human rights and democratic reform topics, media campaigns, production of media materials, among others. .

The final duration of the project was 25 months from January, 1st 2012 to January, 31st 2014.

During the first part of the action it an intense capacity building program was implemented. Subsequently the action would focus on the establishment and consolidation of the CBOs network, before engaging in the process of dialogue with governmental authorities and implementation of outreach activities.

The project has been co-funded by the Spanish Agency for international Cooperation and Development (AECID). The total budget of the project is 181.762,26 euros; European Union funded a total amount of 159.666,78 euros, while the Spanish co-operation funded 22.095,48 euros.

3. Scope and Focus of Evaluation

The Consultant will:

- Assess progress made towards the achievement of results at the outcome and output levels.

- Assess the reasonability of the relationship between project costs and results

(efficiency).

- Assess performance in terms of the relevance of results, sustainability, appropriateness of design, resource allocation, and informed and timely action.

- Identify lessons learned and provide recommendations.

Elaboration on the issues to be addressed (and the questions to be answered) are provided in "8.Proposed evaluation matrix".

More specifically, the evaluation is to focus on, but not be limited to, reporting on progress in achieving results relating to project outputs and outcomes as follows:

- Has the project resulted in organizations being better positioned and strengthened in human right promotion and democratic process advocacy?

- How have these partnerships contributed to the advancement of CSOs and dialogue with local authorities?

- Has there been an increase in the participation of CSOs in influential circles (public spaces)?

- Have stakeholders been actively and meaningfully involved in project design, implementation, redesign and monitoring?

In addition, the independent evaluator will have acess to the following information:

Relevant sources of verification:

- Agreement and pre-Agreement documents.

- Minutes of the meetings and other events relevant to the project implementation.

- Interim Reports and reports.

- Financial reports and input utilization.

- Visibility material.

4. Stakeholders involvement

Stakeholder participation is fundamental to MPDL evaluations. The Consultant is expected to conduct a participatory evaluation providing for meaningful involvement by project partner, beneficiaries and other interested parties. Stakeholder participation is to be an integral component of evaluation design and planning, information collection, the development of findings, evaluation reporting and results dissemination.

5. Methodology of Evaluation and Deliverables

This is the proposed framework of the evaluation, which can be subject to change based on the agreement between the MPDL, which approves the work plan, and

the external evaluator.

Proposed evaluation work plan on the stages of information gathering and analysis:

5.1. DESK RESEARCH

5.1.1. DEVELOPMENT OF THE WORK PLAN (WP)

During the phase I, the Consultant will prepare an evaluation work plan that will operationalize and direct the evaluation. The workplan will describe how the evaluation is to be carried out, bringing refinements, specificity and elaboration to these terms of reference. The evaluation work plan will address the following reporting elements:

- Overview of project.

- Expectations of Evaluation.

- Roles and Responsibilities.

- Evaluation Methodology.

- Evaluation Framework.

- Information Collection and Analysis.

- Reporting.

- Work Scheduling.

5.1.2. INFORMATION GATHERING

- The analysis and review of available documentation obtained by the MPDL field office.

- Interviews with relevant stakeholders, beneficiaries and project partners.

To this end, meetings between the consultant and the MPDL team will be held to agree on the different phases of the proposed technical evaluation. The meetings will be held at the MPDL field office in Jordan, concentrating on the following:

- Discussions on the details of the proposed overall WP.

- Discussions on the proposed evaluation methodology.

- dentification of required information and data, and its availability.

- Identification of potential beneficiates, project partners and stakeholders to participate in the interviews, and their availability.

- Identification of details of field mission and transportation logistics to opti-mise the travelling during field mission.

- Finalisation of the WP based on the above, and preparation of the field mis-

sion and detailed schedule.

5.2. FIELD PHASE – 10 DAYS

The evaluation is to include a site visit to consult with MPDL field personnel and project stakeholders; and to collect information in accordance with the requirements stipulated in the evaluation workplan. This mission is expected to be no longer than 10 days, and it will include:

- Reviewing and analysis of available documentation obtained in the field.
- Interviews with relevant stakeholders, beneficiaries and project partners.
- Visits and monitoring on site where the project activities are being implemented.
- Visits to stakeholders cooperating in the implementation of the Agreement in each intervention field.

5.3. REPORT DRAFTING PHASE – 5 DAYS

- Preparation of evaluation matrices to serve as basis for draft Evaluation Report (ER).
- Preparation of draft ER.
- Review of ER by the MPDL office.
- Adaptations, corrections and amendments if necessary.

5.4. REPORT FINALISATION PHASE – 5 DAYS

The Consultant will prepare an evaluation report that describes the evaluation and puts forward the evaluator's findings, recommendations and lessons learned. The presentation of results is to be intrinsically linked to the evaluation issues, establishing a flow of logic development derived from the information collected.

In particularly this phase includes:

- Preparation of final draft ER.
- Review of ER by project partner and stakeholders, if necessary.
- Inclusion of comments and corrections, if necessary.
- Finalisation of ER.
- Debriefing meetings with implementing partner and stakeholders.
- Debriefing meetings with responsible MPDL representative.

5.5.   DERIVERABLES

The Consultant will prepare: an evaluation work plan and, an evaluation report.

These deliverables are to be:

- Prepared in English only.

- Submitted to MPDL electronically and in hard copy format (3 copies) to MPDL Head of Mission in Jordan.

The evaluation report will be approximately 80-90 pages in length, and it will be structured as follows:

0. Executive summary.

1. Introduction and description.

    a. Evaluation purpose and objectives.

    b. Stakeholders, Intervention logic and constraints. b. Main questions and judgment criteria.

    c. Evaluation team.

2. Methodology.

    a. Introduction.

    b. Tools and techniques.

4. Analysis of the information collected.

5. Results by intervention dimension.

6. Conclusions.

7. Recommendations.

8. Learned lessons.

9. Annexes (list of people interviewed, key documents consulted, data collection instruments…).

6. Mission Duration, Timing and Deadlines

The mission is envisaged to start in June 2014. More specifically, the timing for the specific beneficiary country mission shall be the following:

- First and Second week, will be spent in Jordan to encompass meetings with the MPDL office, local partner and beneficiaries.

- Third week, will be used for the drafting of the technical report.

- Forth week, will be used for the finalisation and fine-tuning of the technical report

as well as quality assurance to be provided by the Head of MPDL office.

Altogether, this ToR covers up to 20 working days (10 days field phase, 5 days drafting phase and 5 days finalisation and quality assurance phase) It is fully the responsibility of the evaluator to use effectively the agreed working days in a way that all the tasks assigned to her– as indicated in the above sections of the ToR - are properly fulfilled. No extension of working days is foreseen.

7. Cost estimation

The projected cost is 7.000 € including professional fees, travel and other expenses, and taxes.

8. Proposed evaluation matrix

EVALUATION QUESTIONS (EQ), JUDGMENT CRITERIA (JC) AND INDICATORS	METHOD
RELEVANCE	
EQ1: To what extent do the projects address the needs and priorities identified by the local partners, beneficiaries and EU?	

Judgement Criteria	Specific Evaluation Questions
JC 1.1 Design addressing needs of country/national stakeholders	- Are ToR objectives to Aid Project objective coherent? - Is the package of activities included in the ToR coherent? - Was the Project designed with sustainability in mind (are appropriate measures for sustainability built in)? - Are there clear outcomes & outputs in the logframe? - Is the Project complementary to the programmes of EU? - Is the Project coherent to the national strategy?
JC 1.2 Involvement of national partners/UE in design	- Are project steering committees functioning and whether the beneficiaries are involved? - Is the absorption capacity of national stakeholders given (re structures, systems, resources)?
JC 1.3 Level of Readiness of beneficiaries to absorb UE (Was sufficient ex-ante preparation done to get started)	- Were pre-conditions met? - Were there sufficient pre-conditions to the assistance?

EFFICIENCY

EQ 2: To what extent were available resources transformed into intended outputs?

Judgement Criteria	Specific Evaluation Questions
JC 2.1 The budget is sufficient to achieve the project aims	
JC 2.2 Value for money (unit costs, management costs)	- Is the procurement and the contracting process efficient? - Are project steering committees working appropriately? - Are implementation structures (MPDL/UE) efficiently supporting the implementation? - Were appropriate remedial solutions taken to address problems /risk management process? - Has length of preparation time reduced implementation period?
JC 2.3 Compliance with the timetable in the PF (is the entire project on schedule?)	- Is inter-project dependency and sequencing taken into account (how it affects delivery of others)?
JC 2.4 Availability of more cost-efficient alternative	- Are some projects more efficient than others?

EFFECTIVENESS

EQ3: To what extent project and programme purposes have been or will be achieved?

Judgement Criteria	Specific Evaluation Questions
JC 3.1 Extent of achievement of project objectives	- Are Objectively Verifiable Indicators from log-frame being achieved (at purpose level)? - What are the risks factors affecting effectiveness? - Late contracting - Short implementation timetable
JC 3.2 Level of improved performance of beneficiaries	
JC 3.3 Level of improved sector performance	- Is inter-project dependency and sequencing taken into account (how it affects delivery of others)?
JC 3.4 Extent of influence of unique political, legal/diplomatic context on efficiency/effectiveness of the programme	- Were risks posed by unique political, legal and diplomatic context appropriately managed by stakeholders?
JC 3.5 Visibility to what extent has visibility of the UE been increased	
Note: For projects not contracted, no rating may be possible, but risk factors should be identified	

IMPACT

EQ4: Contribution of project to achievement of wider objective (as specified in the ToR)?

Judgement Criteria	Specific Evaluation Questions
JC 4.1 Type and quantities of impacts/expected impacts	- What are, or have been, the impacts of the project (immediate, intermediate, wider)? - Unanticipated impacts?
JC 4.2 Contribution of project to EU accession	Is the project: - Overcoming isolation? - Promoting network? - Promoting competitiveness of enterprises?
JC 4.3 Contribution of project to developing capacity to implement the Agreement	- Is awareness of acquits being enhanced as a result of the project?
JC 4.4 Contribution of project to developing capacity to maximize aid impact of development programmes	- Is there emerging capacity for future absorption capacity for UE funding e.g. project preparation capacity, procedures?
JC 4.5 Specific actions that could be taken to enhance impacts	- Specific actions that could be taken to enhance impacts?

SUSTAINABILITY

EQ5: To what extent are impacts and outcomes likely to continue after end of funding?

Judgement Criteria	Specific Evaluation Questions

JC 5.1 Extent to which sustainability has been observed	- Has sustainability been kept in mind during implementation?
	- What factors/issues affect sustainability?
	  • Inter-connected/linked projects
	  • Linkages with other donor assistance
	  • 'Ownership'/operational costs/maintenance of investments
	  • Skills/training etc. to operate facilities/training provided
	  • Change of 'government'

	Is there an evidence of:
JC 5.2 Extent to which the project has sustainability-promoting measures	- Training manuals, toolkits/guidelines; - Strategies/policies/legislation - Mechanisms to ensure after-project continuation - Funding/credit mechanisms - Maintenance plans and funds - Management committees - Contribution strategies for beneficiaries
JC 5.3 Extent to which the interruption of the programme after 2014 affects sustainability	- What would be the impact for the sustainability of your project if funding discontinued? - Would project be completed in total (all parts) for multi- phase projects?
JC 5.4 Necessary activities to improve conditions for sustainability	- How could sustainability be improved?

CROSS-CUTTING ISSUES

EQ6: To what extent were gender/minority issues taken into account during project preparation and implementation?

Judgement Criteria

JC 6.1 Extent of integration of gender aspects in problem analysis or planning documents of projects.

JC 6.2 Implication of women and minorities during projects implementation

JC 6.3 Extent of benefits targeting women and minorities.

EQ7: To what extent were environmental aspects integrated during project planning and implementation (i.e. EIA for infrastructure, environment-friendly technologies etc.)?

Judgement Criteria

JC 7.1 Extent of integration of environmental aspects in problem analysis or planning documents of projects and overall Programme.

JC 7.2 Application of environmental aspects in project implementation (e.g. EIA, environment-friendly technologies etc.).

EQ8: To what extent has there been coherence, complementarity and coordination with other donors during project planning and implementation?

Judgement Criteria

JC 8.1 Extent of coherence, complementarity and coordination with other donors during project planning.

JC 8.2 Application of coherence, complementarity and coordination with other donors in project implementation).

9. Evaluation team

The consultant is expected to be:

- A reliable and effective evaluation manager with extensive experience (at least 4 years) in conducting international cooperation projects evaluations and a proven record delivering professional results.

- Fluent in English and Arabic.

- Experienced in the region.

- Evaluation methods and data-collection skills.

- Analytical skills and frameworks, such as gender analysis.

- Process management skills, such as facilitation skills.

10. How to apply:

Closing date: Saturday 31st May, 2014. Interested candidates are invited to submit their proposal to c.martinez@mpdl.org and jordania@mpdl.org with the subject heading: Final Evaluation EIDHR, MPDL Jordan.

The proposals must at least refer to the following sections:

A) First sheet indicating:

    a. Name of the company and of the evaluating team.

    b. Evaluation Title

B) Working methodology including a preliminary evaluation Matrix (see section 8) as working hypothesis, taking into account the MYP summary and the evaluation questions referred to in this document.

C) Work plan and detailed timescale proposed, breaking down the work performed on the field by

D) Economic offer and budget broken down by evaluation phase. E) Professional profile of the evaluating team and/or company.

    a. Detailed CV of the company (where appropriate).

    b. Detailed CV of the members of the company's evaluating team.

    c. Detailed CV of the individual expert (where appropriate).

    d. Contact Details.

The offers received will be assessed according to the following criteria and scales:

- Technical quality of the proposal (Maximum of 4 points. Minimum of 3 points).

XI. ANNEX III:
GUIDELINES FOCUS GROUPS

GUIDELINES FOCUS GROUPS

Location:

Date:

Participants (m) (f):

1. Introduction

Greetings and introduction of all participants.

Brief explanation on the scope of the final evaluation and of the FG exercise

Brief explanation on the methodology to be adopted

Notes on confidentiality

Q&A

1. Relevance & Participation

1.1 How were the needs of the target group assessed? Who was involved in the exercise?

1.2 How were target CSOs selected?

1.3 Which were the main coordination and management tools adopted among partners?

2. Effectiveness

2.1 Which are the main successes of the project? Why

2.2 Which are the main challenges faced by the project? Why?

2.3 To which extent managerial capacities of Zarqa´s CSOs have been enhanced? How?

2.4 To which extent managerial capacities of target CSOs to represent their community´s interests have been enhanced? Which aspects have improved the most? Which need further development?

2.5 Which tools have proved to be more effective in strengthening the managerial capacities of target CSOs? Why?

2.6 Which tools have proved to be less effective while strengthening the mana-

gerial capacities of target CSOs? Why?

2.7 To which extent the coalition has been effective as a platform for enhancing and expressing the operative, communicative and advocacy capacities of Zarqa´s CSOs? How? Which progress were made? Which aspects still need further improvement?

2.8 How would you consider the level of coordination of CSOs/ the Union of Voluntary Societies? Excellent/Good/ Average/ Poor . Why? Which progress were made? Which aspects still need further improvement?

2.9 How would you consider the level of coordination between the Municipality of Zarqa and the coalition of CSO in terms of monitoring public policies in the field of human rights, democratic reform and local development? Excellent/Good/ Average/Poor. Why? Which progress were made? Which aspects still need further improvement?

2.10 How would you consider the level of coordination between the Municipality of Zarqa and the network of CSO in terms of social accountability, transparency and social information? Excellent/Good/ Average/Poor. Why? Which progress were made? Which aspects still need further improvement?

2.11 How would you consider the coordination of the coalition with other civil society stakeholders to promote human rights and democratic reform? Excellent/Good/Average/Poor. Why? Which progress were made? Which aspects still need further improvement?

3. Impact

3.1 Do you think that the project has brought any changes in the capacities of Zarqa's civil society to become a representative of the local community and advocate on human rights and democratic reform? If yes, how? If not, why?

3.2 Are there any obstacles which have prevented the target group to receive the expected support from the project activities? Which ones?

3.3 Which needs related to the capacity of CSOs to represent the needs of the community in terms of promotion of human rights and good governance remain undressed?

3.4 Did the project brought any new perspective in regards to human rights and democratic reform for you? If yes, how? If not, why?

3.5 According to your knowledge did the project produce any unexpected outcome?

4. Efficiency

4.1 In your opinion, were the work plan and budget adequate for implementing the planned activities and achieving the expected results? Why?

4.2 In your opinion did the project a have adequate organizational tools for implementing the activities and compiling with the financial reporting methods? (Were all the partners sufficiently equipped for managing the project?)

4.3 Did the project face any problems in terms of delay of activities due to lack of resources? How?

4.4 Were budget revision/extensions necessary? Why?

5. Sustainability

5.1 Has a sustainability plan been prepared and implemented? If yes, how? If not, why?

5.2 Will the CSOs/network continue advocating for human rights and democratic process after the completion of the project? If yes, how? If not, why?

5.3 What could be done next?

6. Conclusion

- Q&A
- General remarks
- Notes of thanks