

Overall Report

Enhanced Productivity Programme (EPP) Evaluation Mission

FINAL REPORT

Prepared by

International Solutions Group (ISG)

for the

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and the

Jordan Ministry of Planning and International Cooperation (MOPIC)

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EXECUTIVE SUMMARY

In July 2007, the Jordan Mission of the United Nations Development Program (UNDP) issued a Request for Proposals to assess the Enhanced Productivity Program (EPP) by the Ministry of Planning and International Cooperation (MOPIC). A consortium led by International Solutions Group (ISG), responded to this request as a part of a competitive bidding process in August, 2007 and was subsequently awarded a contract to perform the work.

The EPP, as it exists during this evaluation mission, can be characterized as the result of an intelligently controlled evolution of social programming overseen by a fluid and engaged management structure. Prior to 2002, when the EPP initially began in Jordan, development work in Jordan was viewed differently: activities were implemented on a very small scale and the overall capacity to perform this work was limited. With the entrance of EPP, development in Jordan realized a true paradigm shift towards large-scale, multi-year implementation programming that emphasized international best practice.

Over the course of the last seven years, EPP has established strong partnerships with local NGOs – partaking in and nurturing a process to build their capacity and providing significant funding to implement local development projects. EPP also represents Jordan's first attempt to implement a truly participatory process, where communities have voiced the changes they want and have taken part in the implementation of that change. This support is also seen in the emergence of the Community Based Organization (CBO) sector. EPP has supported CBOs through small grants and capacity building activities and they now play an important role in Jordan's development.

Since, 2005 the Ministry has taken significant steps towards rationalizing EPP's overall programming by focusing the program's components, ensuring project relevance and tightening financial controls. Indeed, EPP is the only program sponsored by the Government of Jordan that has every project pre-audited before funds are released for implementation.

This report, condensed in this Executive Summary, represents the Overall Perspective of the EPP and is the capstone of the assessment mission. To create this report, the evaluation team followed a process that 1) summarized the large amount of information and learning obtained from reports about the mission's project-level field work; 2) selected and condensed the most relevant and impactful analysis of findings, conclusions and lessons learned, 3) distilled the mission's component-level reports and added its own unique interpretive diagnostic; and 4) presents a forward looking spirit that represents the promise of the Enhanced Productivity Program in Jordan for generations to come.

The evaluation of EPP has been synthesized within the seven categories of Management, Design, Relevance, Effectiveness, Efficiency, Impact and Sustainability. The evaluation mission prepared a summary of findings and recommendations in the body of this report for each of the seven EPP component categories. The essence of each of these categories is expressed below:

Program Management

Summary of Findings: EPP relies upon a system that combines clear lines of reporting and oversight with equally clear levels of authority and delegation of tasks. As such, the management of EPP has achieved a variety of successes – the program has successfully provided development assistance to all corners of the Kingdom, individual components have provided beneficiaries with multiple mechanisms for acquiring necessary skills or funding and many funded projects continue to function several years after their initiation.

Within this structure, however, the evaluation mission finds that EPP's management hinges on ensuring that required administrative procedures and outputs are delivered, rather than using management devices to ensure that programmatic outcomes are achieved. As such, EPP is currently missing several essential tools and agreements that are necessary to ensuring the ultimate achievement of EPP's desired outputs and outcomes.

Overall Recommendation: EPP should refocus current and future efforts around internationally recognized and practiced "Results Based Management" techniques. These techniques, when implemented properly, affect the entire program lifecycle (i.e. design, planning, implementation, monitoring, evaluation) and at all levels (i.e. overall, component and project).

Program Design

Summary of Findings: Overall, the evaluation mission found that EPP's projects, components and structure were designed to meet the development challenges that it has set out to address— generating employment and helping the poor. EPP's design provides a variety of outlets for creating employment, be it starting a new business, growing an existing business or the employment opportunities that result from these activities, and improving the living conditions of the poor through infrastructure development and focus on developing the local economies of underprivileged areas.

Overall Recommendation: To ensure the deepest impact, the next phase of design and programming need to primarily focus on capacity building for strengthening the existing EPP achievements and the human resources that are closely linked to the infrastructure and community based projects. Designing the next stages of growth and consolidation of the program will require a decisive focus on 'training of trainers' (TOT) in leadership and village cluster development, capacity building for technical, personal, interpersonal (organizational) and social (community) change, by generating and constructing knowledge, values, attitudes and skills—the four components of a "capacity". EPP should see to apply modern and dynamic interactive training/learning methodologies assisted by state-of-the-art computer technologies and IT, enhance communications between urban and rural stakeholders, ensure intercultural and gender training, and leverage active adult-learning concepts and action research in both quantitative and qualitative formats.

Program Relevance

Summary of findings: Overall, the evaluation mission found that EPP's projects, components and structure is relevant to the development challenges that it has set out to address – generating employment and helping the poor and underprivileged.

Overall Recommendation: To ensure the deepest impact, the PMU and Component managers should focus on creating a logical framework for future programming, publishing documented institutional knowledge, and clearly defining measureable criteria for linkages between projects, within components and with other non-EPP funded programs.

Program Effectiveness

Summary of Findings: By and large most EPP projects have effectively fulfilled their own objectives. The EPP and its seven components has been effective in initiating projects in disadvantaged locations of the Kingdom and has successfully achieved nationwide coverage by supporting projects in all the 12 Governorates. It has been challenging for all parties to engage in and achieve successful organizational practices and establish effective public-private linkages between partners.

Overall Recommendation: To ensure the greatest effectiveness, project operations should become more firmly and formally rooted in regional development of local government in all locations where they operate. Linkages with municipalities and governorates should be strengthened to include regular, consultative and executive committees at the governorate and municipal levels. This involves drawing institutional maps and defining a suitable coordination strategy with local partners. This type of contextual approach should then be calibrated within a national EPP strategy of institutional relations at the local level. Individual components should to develop horizontal linkages with other institutions as well, particularly within EPP as part of the national strategy for institutional relations.

Program Efficiency

Summary of Findings: Generally speaking, EPP projects have been performed in the most cost-effective manner, with semi-regular trade-offs between cost-effectiveness and durability/longevity of the product delivered. EPP performs especially efficiently on projects that are of a physical and technical nature, whose organization and execution are straight forward and set to a very specific time frame. However, when it comes to softer dimensions of development such as capacity building (i.e. professional and organizational), institutional strengthening, market development, and community mobilization and participation, measurement in terms of cost-effectiveness and efficiency becomes more difficult. Components have some tendency to ensure productivity at any cost has sometimes compromised the quality of results and in some cases, cost savings have been favored to such an extent that programmatic outcomes (i.e. employment generation and local economic capacity building) have been missed.

Overall Recommendation: EPP should focus on overall and component-level outcomes when making decisions about cost effectiveness. In most cases, the most affordable solution to a problem will also be the most appropriate. However, in some cases the need for high quality outputs or intensified focus on human resource development justifies greater expenses.

Program Impact

Summary of Findings: In the community survey performed by the evaluation team across all 12 governorates, a majority of respondents believe that aspects of their livelihoods have been improved by the projects related to the EPP. The evaluation mission found that most projects have enhanced the confidence levels of EPP participants to start and manage new projects. Though projects have increased confidence levels of participants to handle business management and operations, they have not changed the ‘hand-out’ dependence of the participants. The experience to date suggests the need for more flexibility in project design to be able to adapt strategies and respond more effectively to local conditions. The EPP program focus on community development and empowerment requires deeper ‘root cause’ analysis of problems and the need to address structural changes that could have systemic implications for positive social and economic development. In addition, greater emphasis needs to be given to the role of leadership and its potential contribution towards individual change, community and institutional learning and capacity building in order to sustain program and project developments.

Overall Recommendation: Social capital is greatly augmented through the discovery, diffusion and application of lessons learned and how the later strengthen stakeholders to catalyze organizational and community linkages for development. This capacity should be systematically developed. Lessons learned from all EPP projects should be viewed as capital investments for change that create a wealth of learning in individuals, institutions and communities. To the extent that the program can capitalize on its successes and capture them as digestible learning events, EPP will influence greatly its future credibility and continued success in leading the program and mobilizing new social forces and initiatives for community empowerment throughout the Kingdom.

Program Sustainability

Summary of Findings: The projects enjoy a reasonable level of political, social and institutional sustainability. The implementing partners demonstrated strong ownership of the projects. They also enjoy the support of the local community and the local municipality, wherever relevant. The members of the implementing partners have a reasonably strong affinity to the institution and are interested in its welfare. Some implementing agencies have received grants from other donor agencies and can potentially attract more grant funds in the future.

Financial sustainability is doubtful in varied projects because of dependence on hand-outs and the lack of financial empowerment. Weak marketing plans have led to losses and also affected sustainability.

The major objective of the EPP community development experience is the creation of empowered civil societies, however, not all IPs adopted fully participative processes in assisting the establishment of local cooperatives, CBO’s, and other local management arrangements, to implement projects. Though projects were often successful in other terms, community empowerment was given a ‘back seat’ role and its sustainability is in doubt.

Overall Recommendation: Develop strong Operations Manuals for the Components: This manual should be prepared defining the institutional framework for the implementation of the different components and outlining the roles and responsibilities of project staff involved in implementation. Some of the areas which should be detailed in this document include:

1. Operations details including the details of the (i) application process (ii) project development process (iii) appraisal process (iv) funding process (v) project-level procurement processes and procedures (vi) project-level financial management;
2. the responsibilities of the different coordinators;
3. incentive structure for the coordinators;
4. audit procedures;
5. management information systems including monitoring and reporting procedures;

6. training and capacity building procedures; and
7. filing and archiving project documents.

Scale-up operation gradually; feasibility studies should plan projects to follow a phased approach to growth and stabilization. Accordingly, the start-up phase should be planned on an experimental scale mainly aimed to stabilize the technology, perfect the operations processes and establish concrete market linkages. The growth stage should follow by enhancing production once the market linkages have been established.

Overall, the above summaries of the findings and recommendations contained in the body of this Overall-level report should serve to facilitate reflection by the PMU and component coordinators on the results of the program, most of which are constructive and encouraging, and be guided to action by the next step analysis provided in the recommendations.

As the most immediate next step, the evaluation mission urges the PMU to initiate a series of workshops or special meetings to distribute and discuss the findings in this report with MOPIC's leadership, component coordinators and implementing partners to begin a fresh and engaged dialog with a goal of collaboratively defining and embarking on the next 3 – 5 years of the Enhanced Productivity Program.

RESEARCH METHODOLOGY

EVALUATION MISSION BACKGROUND

In July 2007, the Jordanian Ministry of Planning and International Cooperation (MOPIC) made a decision to assess the Enhanced Productivity Program (EPP). The objectives of this assessment were:

To assess the extent to which the EPP, as a key national program, has succeeded in meeting its set developmental objectives and its core goal of enabling the poor and empowering individuals and communities to build and sustain businesses and opportunities leading to the improvement of the quality of their life; and

To assess the internal composition of the EPP, its management, components and projects, and to identify whether the current structure of its management has led to effective achievement of its objectives and goals.

To provide independent contract administration, MOPIC entered into an agreement with the Jordan Mission of the United Nations Development Program (UNDP), who subsequently issued a Request for Proposals. A consortium led by International Solutions Group (ISG), responded to this request as a part of a competitive bidding process in August, 2007 and was subsequently awarded a contract to perform the work. After a brief delay, the assessment mission began in earnest in January, 2008.

The assessment team was tasked with producing analysis along three perspectives:

The Project Perspective: Focuses on evaluating specific projects. This includes surveys, field work, and interviews.

The Pillar Perspective: Addresses whether the objectives set for each of the program components have been achieved, and if so, to what extent.

The Overall Perspective: Addresses whether the objectives of the EPP have been achieved, and if so, to what extent and explores the inter-linkages between its seven components.

This document represents the Overall Perspective and is the capstone of the assessment mission.

RESEARCH METHODOLOGY AND TOOLS

To perform the assessment, the ISG consortium followed a multidisciplinary approach, combining the inputs of six international experts and five national experts. The team followed an inductive, empirical methodology, focusing on 59 randomly selected projects within the seven different components of EPP as well as semi-structured and qualitative interviews to collect data on budgeting and on management issues from stakeholders of middle management levels, in operations, M&E and finance and MOPIC. More qualitative interviews were directed towards top level managers, in circles directly involved with EPP or familiar with their functioning, with the objective of these 'expert opinion interviews' to discern more abstract issues of organizational development.

In performing the field work, the assessment team used the following tools:

Participatory Rural Appraisal (PRA): PRA techniques were used to carry out a self-assessment of institutional capacity at the local level. PRA is a qualitative research technique used to assess community members' perceptions according to their own definition of the situation. Because EPP relies on a community development approach to achieve its goals, the question of how community members perceive EPP's outputs and outcomes was studied directly and indirectly through the PRA.

Financial Analysis: The team used budget and financial analysis instruments to collect data from bookkeeping professionals within the CBOs, CSOs, NGOs and governmental organizations (GOs, that is Local Government as well as MOPIC). This data was analyzed according to standard accounting and budgeting principles as applied to private enterprise and public administration.

Sample Survey: The team used a sample survey to collect primary data from 27 locations exposed to EPP intervention (for projects initiated in 2006 and before) and 15 location that have recently initiated activities or yet have to start (2007 or later). From each location 30 beneficiaries were selected (810 in the experimental group and 450 in the control group, 1260 in total). The primary data collected was analyzed using descriptive and multivariate techniques of analysis of non-income poverty. In order to study before-after and with-and-without non-income poverty indicators, comparisons were made based upon data from the 2001 and 2007 Household Income and Expenditure Surveys carried out by the Department of Statistics of the Government of Jordan for the locations represented in the sample survey.

Workshops: Workshops and/or focus groups were held directed towards CBOs, CSOs and GOs. In these focus groups, SWOT and stakeholder analysis were used. In such techniques the data collection and analysis are interwoven, as understanding is generated through the data collection process itself.

THE FIELD RESEARCH EXPERIENCE

Field work lasted over a four month period (February – May, 2008). During this time, each of the 59 projects was visited by one or more ISG team members who observed the activities of the project; in situations where the project was completed or discontinued the team member inquired with the implementers and beneficiaries about the project's history.

A special case was made in the investigation of projects related to the Irada component. Through its Economic Productivity Centers (EPC), the Irada component has completed over 3500 projects. Because it was impossible to physically visit even a minority of these projects within the constraints of the assessment, ISG's team conducted an online survey of projects through the managers of the EPCs.

Throughout the field work, team members were welcomed by implementing partners and beneficiaries – in many cases team members were spontaneously offered local accommodation and hospitality.

SYNTHESIS OF FINDINGS

The EPP assessment took place on three levels: the project, component or pillar, and overall levels. Within the context of ISG's inductive methodology, the data collected from the field has been used to place the projects evaluated in the context of the broader program of its respective Implementing Partner as well as the appropriate EPP component. In order to properly frame the information about any one project, ISG has also acquiring information on the operations and monitoring and evaluation of the implementing partner and the oversight of MOPIC of the activities of the Implementing Partner.

In so doing, ISG's process has carried out a case study of a sample of projects. The raw information collected about these projects has been analyzed and, in combination with data collected about implementing partner operations and MOPIC oversight, an understanding about the management and implementation of components was possible. Finally, this methodology has increased the level of abstraction from the component level to produce the findings contain in this Overall Perspective report.

SUMMARY AND PRIORITIZATION OF RECOMMENDATIONS

Immediate Recommendations (Addressed in the next 1 - 6 months)	
Finding	Recommendation
1.1	EPP should reinstate the independent Impact Assessment and Quality Assurance Unit (IAU).
1.2	EPP should finalize the process of handing over implementation of all components to implementing partner organizations.
1.3	EPP should refocus the overall program and all components and projects within a Results Based Management structure and distribute a detailed logical framework at the overall, component and project levels to all EPP participants.
1.4	The PMU, component coordinators and IAU should develop detailed, systematic M&E plans that are rigorously followed.
2.5	The EPP PMU and component managers should perform detailed opportunity and risk analysis at the component and project levels.
2.7	Baseline or benchmark data should be defined and collected at both the component and project level.
3.6	A strong formulation document should be prepared, clearly defining the goals and objectives of the diverse components in relation to the overall EPP aims.
3.8, 4.8, 5.3	Preparation of a community-led feasibility study should be mandatory to determine the relevance and community felt-needs, prior to the approval of any project. EPP should review the development of feasibility studies and build the capacity of component managers to prepare these analysis tools.
7.2	EPP should create strong operations manuals for the different components.

Urgent Recommendations (Addressed in the next 6 - 12 months)	
Finding	Recommendation
2.2	Future design considerations for EPP should flow from a Results Based Management perspective, with a logical framework prepared for the overall program, for each EPP component and for each project implemented at the community level
2.9	The EPP PMU should publish and regularly update all logical frameworks (see Recommendation 2.2) and other results based management tools associated with EPP.
3.3	A socio-economic audit should be performed in beneficiary communities to benchmark their socio-economic status.
4.9	EPP should require appropriate institutional and environmental assessments for all projects.
6.3	EPP should publish a clearly defined exit-strategy from all project and component level activities.
7.4	Marketing and Social Marketing need to be 'institutionalized' in EPP component and projects.

Desirable Recommendations (Addressed in the next 12-24 months)	
Finding	Recommendation
1.5	Detailed operational documentation for EPP overall and for each component should be prepared and made public.
1.6	EPP's PMU should structure a detailed training and capacity building program for EPP that provides incentives for high performers.
2.1, 3.1, 4.1, 5.1, 6.1, 7.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.

2.3	The multiple services and “suite” of outlets provided by the components of the EPP need to be more widely defused and publicized, their aims and specific characteristics need to be clearly described and distributed in different formats and media throughout the country and their methodologies and success stories need to be known and understood in village clusters and by leaders in underserved areas of poverty.
2.4	The next phase of EPP programming needs to primarily focus on capacity building to strengthen EPP existing achievements and the human resources that are closely linked to infrastructure and community based projects.
2.6	The use of best practices and lessons learned should be formally documented by EPP and its implementing partners.
2.8	The EPP component managers should clearly define opportunities to link EPP programming to other existing programs in the Kingdom and also define linkage goals as a part of each components logical framework (see Recommendation 2.2)
2.10	The EPP PMU should implement regular town-hall style meetings regarding the status, achievements and future of the EPP program.
2.11	EPP should develop a specific agenda to develop internal, external and partner capacity.
2.12	EPP should institutionalize monitoring and evaluation systems and tools across all components and projects.
3.2	EPP internal component documents need to be perused and the individual component reports attached to this final assessment studied and information defused among stakeholders.
3.4	Identify and develop a systematic method of capturing and disseminating lessons learned to ensure that cross fertilization between projects, EPP components and other un-related programs are achieved.
3.5	A strong formulation document should be prepared, clearly defining the goals and objectives of the diverse components in relation to the overall EPP aims, thus justifying the need and relevance of the development initiatives.
3.7, 4.5	Women’s involvement and relevance to social and economic development should be promoted as a cross-cutting theme in all projects.
3.9, 3.12, 4.6	Lessons should be formally captured and institutional memory developed.
3.10	Subject matter specialists should be included in the on-site monitoring process.
3.11	Define relevant risks and assumptions that may have an effect on achieving lending goals.
3.13	A comprehensive community training-for-empowerment program is needed.
3.14	Adequate management training is required of the Ministry’s middle management and program coordinators to improve their direct interventions and communication with project stakeholders on the ground and with IPs.
4.2	EPP should develop an explicit funding policy based on a multi-annual timeframe that includes clear exit strategies that are linked to specific performance indicators
4.3	Compile a comprehensive list of success stories that highlight projects’ abilities to successful achieve their objectives; include factors why success was possible
4.4	EPP should work to develop mechanisms that ensure institutional linkages are created during project inception to support assist growth following MOPIC’s exit
4.7	A phased and/or scaling approach to project development should be institutionalized.
4.10	The EPP PMU should design and develop needs assessments that focus on learning deficits to inform and guide the formulation of learning and performance objectives for specialized technical training.
4.11	Leadership training and capacity building in ‘best practices’ of organizational development in the areas of human relations, learning and leadership styles, intercultural communication and change management should be strengthened at all levels of the program.
5.2	EPP should focus on overall and component-level outcomes when making decisions about cost effectiveness.
5.4	EPP should develop an explicit funding policy based on a multi-annual timeframe that includes clear exit strategies that are linked to specific performance indicators.
5.5	EPP should document areas where linkages and cooperation with other programs has been successfully achieved.
6.2	EPP should publish a clearly stated policy regarding the prioritization of its objectives. In so doing, decisions between cost savings vs. greater employment will have clear answers.
6.4	EPP should systematically develop social capital through the discovery, diffusion and application of lessons learned and how the later can strengthen stakeholders to catalyze organizational and community linkages for development.

6.5	Successful EPP project experiences need to be systematized into ‘learning outcomes’ and shared widely throughout the program.
6.6	EPP should diversify the tools it uses for local implementation of the program.
6.7	EPP should consider broadening the base of available implementing partners.
6.8	EPP should provide specialized training and capacity building, where needed, to implementing partners.
6.9	EPP should explore ways to sustain community empowerment through new initiatives.
6.10, 7.5	EPP should offer leadership development training that focuses on commitment to service and learning concepts and practices for community empowerment.
7.3	Enhance opportunities for the future financial support of successful projects by developing relationships with traditional financial outlets.
7.6	The subject of consortium building and the experiences of the IPs within the context of the EPP need to be carefully examined and their learning outcomes systematized.
7.7	The EPP PMU should undertake a detailed review of cooperative issues, laws and regulations.
7.8	EPP should develop a robust set of qualitative impact and outcome indicators.

ANALYSIS AND FINDINGS

PROGRAM GENESIS AND EVOLUTION

Development efforts within Jordan over the last decade have been diverse and wide ranging. Thus, the analysis of any diverse, complex and multi-year effort such as the EPP requires an understanding of the program's genesis and history.

To understand this evolution, it is important to first look at the programming in place prior to EPP, specifically the Social Productivity Program (SPP). SPP was launched in 1998 as a mechanism to address four specific areas of need regarding the poor and underprivileged throughout the Kingdom of Jordan. These needs included:

1. The provision of training to individuals who were interested in employment, but lacked necessary skills and experience. This need was addressed by the Training and Employment Support (TESP) component of SPP;
2. The provision of economic support to individuals who were unable to properly compete in the Jordanian job market (i.e. disabled, elderly, etc.). This need was address by the National Aid Fund (NAF) component of SPP;
3. The provision of capacity building and seed capital to businesses and start ups that were unable to access traditional funding mechanisms. This need was addressed by the SME Development component of SPP; and
4. The provision of necessary infrastructure, either through new construction or rehabilitation, to ensure that poor communities were able to provide an environment that would support individuals involved in TESP, NAF, and SME Development. This need was addressed by the Community Infrastructure Program (CIP) of SPP.

SPP was a three year program, ending in 2001. Upon the official close of SPP, MOPIC prepared "SPP II" as a continuation and renewal of the initiative. MOPIC also proposed the initiation of other program (i.e. the Governorates Development Program). This suite of programming was endorsed by the Jordanian government. However, 2001 also brought a significant shift in management and oversight at MOPIC. As a part of this shift, SPP II and other programs were cancelled, as it was found they were not adequately meeting the needs of the poor, underprivileged and underemployed in Jordan.

As a comprehensive replacement for SPP II and other programming, MOPIC proposed the establishment of EPP. Endorsed and initiated on January 3, 2002, EPP began with three components:

1. Irada: this component created 22 "Enhanced Productivity Centers" across all 12 governorates of Jordan. Staffed with trained consultants, the EPCs were designed as incubators that provide individuals and businesses with technical support.
2. CIP: as a continuation of the same from SPP, the CIP component was designed to provide necessary infrastructure to ensure poor communities had environments where businesses and individuals could flourish; and
3. Village Clusters (VC): this component (now known as the Rural Community Cluster Development Program (RCCDP)) was designed to identify and capture opportunities focused on creating integrated and complementary economies at the village level across Jordan.

In the latter half of 2002, MOPIC recognized the need to launch a new initiative – Small Grants for Direct Interventions (SG/DI). SG/DI was means to provide funding for community based organizations (CBO) to start and run income generating projects. Because the SG and DI portions of this initiative are managed as separate units, they are considered the fourth and fifth components of EPP, respectively.

In April, 2004 EPP acknowledged that, by and large, Jordanian NGOs and CBOs lacked the capacity to successfully identify, initiate and manage income generating projects. Thus, EPP added a sixth component – Qudorat – to address this sector.

In 2005, another shift in management and program oversight took place at MOPIC. This current management has implemented a variety of changes in the EPP to tighten financial controls, ensure better oversight and follow international best practices. Also at this time, MOPIC was directed to focus efforts to help improve the standard of living in 20 "poverty pockets" that had been identified across the Kingdom. In response, MOPIC initiated a seventh

component to the EPP program – the Poverty Pockets Program (PPP). PPP was designed to raise the living standards of targeted individuals and local communities and improve the quality and delivery of basic services.

FINDINGS AND RECOMMENDATIONS

1. PROGRAM MANAGEMENT

Key questions of analysis from the TOR embedded in the findings and recommendations:

Management	Are the Program Management arrangements at all levels appropriate?
	What is the nature of management and accountability arrangements?
	What are the internal operations, processes, and existing strategies and policies, monitoring and evaluation protocols and quality control procedures used in the implementation of EPP?
	How adequate are they?

Summary of Findings: EPP relies upon a system that combines clear lines of reporting and oversight with equally clear levels of authority and delegation of tasks. As such, the management of EPP has achieved a variety of successes – the program has successfully provided development assistance to all corners of the Kingdom, individual components have provided beneficiaries with multiple mechanisms for acquiring necessary skills or funding and many funded projects continue to function several years after their initiation.

Within this structure, however, the evaluation mission finds that EPP’s management hinges on ensuring that required administrative procedures and outputs are delivered, rather than using management devices to ensure that programmatic outcomes are achieved. As such, EPP is currently missing several essential tools and agreements that are necessary to ensuring the ultimate achievement of EPP’s desired outputs and outcomes.

Overall Recommendation: EPP should refocus current and future efforts around internationally recognized and practiced “Results Based Management” techniques. These techniques, when implemented properly, affect the entire program lifecycle (i.e. planning, implementation, monitoring, evaluation) and at all levels (i.e. overall, component and project).

The evaluation mission produced the following findings and recommendations regarding EPP’s *management* as a development assistance program:

Finding 1.1	<p>The overall structure for the management of EPP is appropriate. The structure has shifted over the life of the program, but this is not unusual for long term government program; ISG considers this part and parcel to the evolution of the project itself. At the time of the evaluation mission, the EPP management structure contains clear lines of authority and delegation of tasks. Likewise, there are clear levels of reporting and oversight (See Organizational Chart in ANNEX A).</p> <p>The nature of management and accountability arrangements in EPP is a relatively horizontal arrangement. The Minister and, subsequently, the Secretary General oversee the EPP at a very high level; they are not involved in day-to-day operations, but are regularly called upon to endorse or decline component and overall-program level decisions (i.e. the creation of a new component within EPP, completed tendering processes).</p> <p>Day-to-day management of EPP resides in the Program Management Unit (PMU). The PMU oversees and supervises all components via component coordinators. The PMU delegates a considerable amount of authority to the component coordinators, who regularly take decisions on the operations within the components under their command.</p> <p>The component coordinators are responsible for the oversight, reporting and supervision of work related to their particular component as it is performed by implementing partners (IP). IPs are authorized to perform work only after competing in a open, transparent and public tendering process. Any IP that is awarded a tender is bound to perform the actions laid out in a contract or agreement issued by EPP.</p>
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	<p>Generally speaking, the IPs operate with a relatively small core staff of generalists. Their own staff consists of operations managers, field managers and sometimes trainers. They make ample use of external professional support to provide expertise in the diverse fields of development in which they are active. These include environmental professionals, lawyers, construction companies, project designers, engineers, and trainers.</p> <p>As originally designed, EPP contained two other structures that contribute to the management of EPP’s programming: a cabinet-level steering committee (SC) and an Impact Assessment and Quality Assurance Unit (IAU). However, at the time of the evaluation mission, these structures were no longer functioning actively within the program. Both of these independent structures could serve valuable functions for EPP to ensure that programming has the most impact possible in the most efficient way.</p>
Recommendation 1.1	EPP should reinstate the independent Impact Assessment and Quality Assurance Unit (IAU)
Implementation Action	IAU: the PMU should work together with the current M&E Unit at MOPIC to establish an independent body that will serve as the IAU for EPP. The IAU’s membership should be recruited from outside of the EPP ranks, if possible. Once established, the IAU should work together with the PMU and component coordinators to establish a structured and systematic program for monitoring, reviewing and assessing the impact and outcomes achieved by the overall program and EPP’s active IPs.
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 1.2	It is generally not considered best practice for a Ministry to engage in direct funding of project activities because where a project fails, it directly implicates the Ministry. At the time of the evaluation mission, EPP has limited portions of components that are directly implemented (i.e. Community Infrastructure Projects, Small Grants and Direct Interventions). EPP has nearly finalized the process of directly implementing components, but this is still a work in progress.
Recommendation 1.2	EPP should finalize the process of handing over implementation of all components to implementing partner organizations.
Implementation Action	Where necessary, EPP should enter into a tendering process to select an implementing partner for component activities that are still directly managed and run by MOPIC. If the component is more suitable or applicable to another public body or institution, EPP should identify such institutions and engage one or more in the implementation of necessary components.
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 1.3	<p>EPP has policies, strategies and structures in place that guide management processes (i.e. project planning, decision making, funding) at various levels (i.e. overall program, component, project). Currently, these essential management tools are not easily accessed, are inadequate for communicating programming expectations and measuring programming results, are missing for some areas of programming and have not been institutionalized in a singular and centralized fashion.</p> <p>Stated simply, the evaluation mission finds that while EPP has policies, strategies, and structures, EPP is currently missing several essential tools and agreements that are necessary to ensuring the ultimate achievement of EPP’s desired outputs and outcomes.</p> <p>These missing pieces have created a situation where both the day-to-day and strategic management of the program is fundamentally guided by the documented achievement of outputs (i.e. trainings held, projects completed, beneficiaries reached), rather than outcomes (i.e. sustained increase in employment levels for a specific targeted area, reduction in levels of poverty for a specific target area).</p>
Recommendation 1.3	EPP should refocus the overall program and all components and projects within a Results Based Management structure and distribute a detailed logical framework at the overall, component and project levels to all EPP participants.
Implementation Action	The EPP PMU should contract an independent expert on Results Based Management to convene a workshop with all EPP component coordinators and the IAU (see Recommendation 1.1). This workshop should result in logical framework documents that include:

	<ol style="list-style-type: none"> 1) A detailed understanding of the activities, outputs, results and outcomes of EPP programming at the overall and component levels; 2) A list of assumptions underlying the categories in #1 above; 3) A detailed list of output and/or outcome indicators – enumerated in SMART format – for each of the categories in #1 above; and 4) A list of the points of verification (i.e. who, how, and when) for collecting data on the outcome indicators and measuring achievements. <p>Subsequently, component coordinators should conduct logical framework documentation exercises with each active implementing partner, relating to any and all contracted work. These exercises should result in output and outcome structures that contribute to the component and overall program frameworks described above.</p> <p>Next, EPP should collect and review all documented frameworks and incorporate them in to a single body of work that is publicly published and distributed.</p> <p>Finally, EPP should require the development of logical frameworks for all future projects or new components that describe programming in a way that aligns with EPP’s overall program goals and the achievement of expected outcomes.</p>
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 1.4	<p>Currently, EPP’s component coordinators are tasked with the monitoring and evaluation of all programming under their management. This process is divided into reporting that records progress against “Implementation” (outputs) and “Impact” (outcomes). While component coordinators report regularly on component outputs, they rarely report on outcomes – which are the true measure of the component’s success.</p> <p>A significant amount of managing a program such as EPP rests on the program’s staff and partners’ ability to understand the true progress of any one project or component. The only way to acquire this understanding is through a detailed and agreed upon plan for monitoring and evaluating. Further, such a plan should be designed to measure the achievement of a specific set of outputs and outcomes, as described in a logical framework or other results based management document.</p> <p>Generally, the evaluation mission found that EPP monitoring and evaluation systems are weak and sometimes ineffective. Component coordinators do not have systematic on-site monitoring schedules and on-site monitoring is poorly documented.</p>
Recommendation 1.4	<p>The PMU, component coordinators and IAU (see Recommendation 1.1) should develop detailed, systematic plans for monitoring program and project progress against the output and outcome indicators enumerated in the logical frameworks developed as a part of Recommendation 1.3.</p> <p>Further, monitoring and reporting requirements should be systematically and rigorously followed. These reports form a crucial portion of the institutional knowledge of EPP.</p>
Implementation Action	<p>This recommendation should take place in conjunction with Recommendation 1.3. At the time that EPP develops a logical framework structure for the program, components and projects, there is a clear opportunity for also developing monitoring and evaluation plans at each level as well.</p> <p>M& E plans should be regularly audited for completeness by the IAU (see Recommendation 1.1) and tied to the performance reviews of component coordinators.</p>
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 1.5	<p>The evaluation mission sometimes found it difficult to locate clear, consistent and precise operational procedures for standard scheduled activities by component coordinators (i.e. project monitoring/visitation schedule, document archiving schedule). In the absence of such documentation, activities by coordinators are sometimes undertaken on an ad-hoc basis, thus preventing optimal project results.</p>
Recommendation 1.5	Detailed operational documentation for EPP overall and for each component should be prepared and made public.
Implementation Action	Component coordinators should develop operations manuals for their respective

	<p>components that detail and standardize:</p> <ul style="list-style-type: none"> (a) operations structure; (b) the responsibilities of the different coordinators; (c) incentive structure of the coordinators; (d) details of the project application, appraisal, approval, funding, monitoring and supervision process; and (e) management information system and filing and archiving the project documentations. <p>These manuals should be published and distributed to all EPP participants.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 months.

Finding 1.6	The management of a program with the size, breadth and depth of EPP requires human resources that are committed and incentivized.
Recommendation 1.6	EPP’s PMU should structure a detailed training and capacity building program for EPP that provides incentives for high performers.
Implementation Action	<p>EPP should partner with an independent organization to identify missing or inadequate skill sets among EPP’s personnel. From this needs assessment a comprehensive training and capacity building program should be instituted.</p> <p>EPP staff who elect to attend trainings and events should do so under agreements that require them to participate in the EPP program for a particular duration. At the same time, participating staff should also realize incentives (i.e. bonuses, greater responsibilities) for bringing their new skills sets to bear on the management of EPP.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

2. PROGRAM DESIGN

Key questions of analysis from the TOR embedded in the findings and recommendations:

Design	To what extent did the design and structure of the program help in achieving its own goals, and how appropriate was its structure in meeting these goals?
	Was the program found relevant to the main issues it was intended to address?
	Were the context, problem, needs and priorities well analyzed while designing the program?
	Were the opportunities and risks well assessed and taken into consideration?
	Were there:
	Clear objectives and strategy? Factor in lessons learned from other areas?
	Clear baselines and/or benchmarks for performance?
	Linkages and integration with other programs / projects? (the inter-linkages between the EPP and other local development programs such as the Municipalities Development Program).

Summary of Findings: Overall, the evaluation mission found that EPP’s projects, components and structure were designed to meet the development challenges that it has set out to address – generating employment and improving the living conditions of the poor. EPP’s design provides a variety of outlets for creating employment, be it starting a new business, growing an existing business or the employment opportunities that result from these activities, and improving the living conditions of the poor through infrastructure development and focus on developing the local economies of underprivileged areas.

Overall Recommendation: To ensure the deepest impact, the next phase of design and programming need to primarily focus on capacity building for strengthening the existing EPP achievements and the human resources that are closely linked to the infrastructure and community based projects. Designing the next stages of growth and consolidation of the program will require a decisive focus on ‘training of trainers’ (TOT) in leadership and village cluster development, capacity building for technical, personal, interpersonal (organizational) and social (community) change, by generating and constructing knowledge, values, attitudes and skills—the four components of a “capacity”. EPP should see to apply modern and dynamic interactive training/learning methodologies assisted by state-of-the-art computer technologies and IT, enhance communications between urban and rural stakeholders, ensure intercultural and gender training, and leverage active adult-learning concepts and action research in both quantitative and qualitative formats.

The evaluation mission produced the following findings and recommendations regarding EPP’s *design* as a development assistance program:

Finding 2.1	The average score of the seven EPP components in regards to program design/relevance is 3.7 (these two categories were grouped together) on a scorecard of 1-5 (1 being very low and 5 being very high). This means that the design category of the EPP program components was valued as medium-high.
Recommendation 2.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, CBOs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 2.2	<p>In a national context, the Government of Jordan has expressed a goal of <i>addressing key social issues across the Kingdom including unemployment and living conditions of the poor in rural and urban areas</i>. Viewed from the Overall Program level, the evolutionary process that has produced the current EPP program has resulted in a design that is focused on achieving this goal. However, current design considerations are not associated with a standardized logical framework that ties achievements and activities to specific outcomes.</p> <p>Specifically, there is an unstated assumption within the design of projects and components that particular actions (i.e. training of beneficiaries in a particular skill) will ultimately result in particular outcomes (i.e. increased employment). And, what is reported at the project and component level is the success or failure of the action (i.e. was the training held, how many participants, etc.). Today, EPP does not have structures in place to measure the effect, positive or negative, of aggregate actions/activities on expected outcomes.</p>
Recommendation 2.2	Future design considerations for EPP should flow from a Results Based Management perspective, with a logical framework prepared for the overall program, for each EPP component and for each project implemented at the community level.
Implementation Action	The PMU should hold a retreat with component coordinators to develop a logical framework for the overall EPP program that includes clearly defined activities, results, purpose and outcomes. This framework should then be endorsed by the Minister of Planning. Subsequently, component coordinators should develop detailed logical frameworks for their respective components in partnership with implementing partners.
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 2.3	<p>As a program designed to help individuals and businesses in poor and underprivileged areas in Jordan “help themselves,” the design of EPP is appropriate. EPP contains seven components with the core elements necessary to provide individuals with tools and resources that create a “hand up” out of situations of poverty. Specifically:</p> <ol style="list-style-type: none"> 1) Irada provides training and support resources; 2) CIP provides infrastructure necessary for success; 3) RCCDP supports business linkages between and within local economies and encourages community participation in decision making; 4) Qudorat helps to build the capacity of local organizations; and 5) PPP provides a variety of services, focused specifically in 22 identified poverty pockets. <p>By providing a “suite” of outlets that individuals and businesses have access to, EPP avoids the potential problem of presenting a single solution to Jordanians in need and provides considerable flexibility in assistance options. Also, this structure allows</p>
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	beneficiaries to access only the help or services that they need – one person may only need a special type of training, while another may need training, seed capital and links to potential consumers.
Recommendation 2.3	The multiple services and “suite” of outlets provided by the components of the EPP need to be more widely defused and publicized, their aims and specific characteristics need to be clearly described and distributed in different formats and media throughout the country and their methodologies and success stories need to be known and understood in village clusters and by leaders in underserved areas of poverty.
Implementation Action	The EPP PMU and component managers should explore innovative approaches to social marketing that will put the services offered by the EPP out in front of development agencies and donors. This includes using different social marketing tools and methods for getting the word out and making known the positive change and services that EPP has to offer.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 2.4	The evolutionary nature of EPP – and its predecessors SPP, SETP, and others – suggests that MOPIC has, over the past decade, continually monitored the greater Jordanian social and economic context so as to be able to measure and judge the relevance of current programming. Unfortunately, Jordan continues to suffer from significant income disparity gaps, high unemployment and a significant portion of the population living in poverty. As these factors continue to persist, EPP is MOPIC’s current initiative to address these issues and the program continues to be adjusted to better meet the needs of poor Jordanians.
Recommendation 2.4	The next phase of EPP programming needs to primarily focus on capacity building to strengthen EPP existing achievements and the human resources that are closely linked to infrastructure and community based projects.
Implementation Action	Designing the next stages of growth and consolidation of the program will require a decisive focus on training of trainers (ToT) in leadership and village cluster SED development, capacity building for technical, personal, interpersonal (organizational) and social (community) change, by generating and constructing knowledge, values, attitudes and skills—the four components of a capacity. Modern and dynamic interactive training/learning methodologies assisted by state-of-the-art computer technologies and IT, enhancing communications between city and country stakeholders, cultural and gender training, and a wide range of tools and active adult-learning concepts and action research will need to be applied in both quantitative and qualitative formats.
Timing	Desirable: This action should be implemented along with other change management processes at EPP over the next 12 months.

Finding 2.5	At the Overall Program level, it is not clear to what extent opportunities and risks were considered in the program design and throughout the evolution of EPP.
Recommendation 2.5	The EPP PMU and component managers should perform detailed opportunity and risk analysis at the component and project levels.
Implementation Action	As stated in Finding 2.11 below, a SWOT investigation or Force Field Analysis is required in order to identify and process the opportunities and risks involved in pre-program/project phases of design and planning and during implementation. In the absence of this kind of contextual analysis to determine opportunities and risks, in addition to strengths and weaknesses of the program, it is likely that management will flounder and ultimately paralyze actions altogether or commit regrettable mistakes. Clear understanding of opportunities and risks, opens the doors to creative initiative and instills confidence in management and stakeholders.
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 2.6	It is evident that a learning process exists with EPP – the program has evolved over its life and program components have changed scope and focus as a result of lessons learned from field experience. In addition, because EPP has been implemented by a wide variety of actors, both public and private, it can be assumed that best practices
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	from other programming implemented by the actors found its way into EPP's programming. However, the depth, breadth and systematic nature of this learning process and the extent to which EPP has been able to factor in lessons learned from other areas is unclear.
Recommendation 2.6	The use of best practices and lessons learned should be formally documented by EPP and its implementing partners.
Implementation Action	MOPIC and the IPs should conduct a series of meetings to document best practices and lessons learned. This documentation should then be made part of the EPP system of program planning, design and implementation.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 2.7	The program was designed from a generally accepted assumption that there are people in need in many parts of Jordan – poor people, people who lack skills to find jobs, and people who have businesses or CBOs – and that the EPP should focus on helping them realize their goals or directly support them. However, at the Overall Program level, EPP does not have community level baselines and/or benchmarks from which program performance can be measured and, hence, strong empirical data based on changes in KAPs (Knowledge, Attitudes, Practices) and qualitative SED (Social & Economic Development) indicators, were not possible to establish.
Recommendation 2.7	Baseline or benchmark data should be defined and collected at both the component and project level.
Implementation Action	Performing Baseline Studies to determine pre-project SED conditions on the ground and establishing benchmarks for assessing KAPs during and at the end of program, are extremely valuable tools to master and apply. The EPP PMU should conduct via component managers and IPs baseline studies that are based on expected results from the logical framework(s) for the EPP (see Recommendation 2.2 in this section)
Timing	Immediate: this action should take place in the next 1-6 months. Immediate: this action should take place in the next 1-6 months.

Finding 2.8	The linkages between EPP and other programs are not sufficiently documented and difficult to discern. The design at the Overall Program level does not explicitly enumerate or require linkages with other programs or projects. However, as with finding 2.8, the breadth and scope of the EPP project and the wide variety of implementing organizations, implies that work on EPP has been linked to other non-EPP funded programming throughout the Kingdom.
Recommendation 2.8	The EPP component managers should clearly define opportunities to link EPP programming to other existing programs in the Kingdom and also define linkage goals as a part of each components logical framework (see Recommendation 2.2)
Implementation Action	The EPP PMU should conduct a series of meetings with the component managers and IPs to take a critical look at the limitations which inhibited greater linkages to be made with the EPP and with other programs. The results of these meetings should be document for future use and analysis.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 2.9	There is a need to institutionalize the design and structure of the EPP components and individual projects across all levels so that all participants – from the EPP PMU to IPs to any single beneficiary – work from the same understanding, definitions and development goals.
Recommendation 2.9	The EPP PMU should publish and regularly update all logical frameworks (see Recommendation 2.2) and other results based management tools associated with EPP.
Implementation Action	It should be a design imperative to include representatives, elected or chosen through consultation with stakeholders, in participative planning endeavors throughout the Kingdom. This, for the purpose of seeking inclusion and agreement from the bottom up, as to the current development priorities and program focus that truly puts the poor and

	marginalized populations at risk, in the forefront of EPP’s new design and planning for change. Consensus building for unity of thought through common understanding, should be the ultimate goal of this exercise.
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 2.10	The EPP PMU and component coordinators have created the space for dialogue with IP and beneficiaries; attempts to engage in have occurred. The design of the EPP could be improved by ensuring ongoing, regular dialogue with IPs, beneficiaries and complementary programs. Its program design would likewise benefit by engaging MOPIC staff and principal stakeholders at all levels in self evaluations, deeper strategic thinking and planning, and SWOT analysis.
Recommendation 2.10	The EPP PMU should implement regular town-hall style meetings regarding the status, achievements and future of the EPP program.
Implementation Action	Dialog between MOPIC staff, IPs and stakeholders based on an agenda that is designed to explore and create a new vision and way forward for action, will endorse learning from program management and field experience—creating a new mentality focused on changing ‘the ways things are for the way things could be’. The EPP experience, if properly facilitated in open dialog and using adult learning techniques for systematizing results, could empower participants to champion the work that remains to be done in Jordan. It is fully possible that the influence and power generated from the EPP experience, wedded to participant’s on the ground familiarity and intrinsic values, will produce high levels of individual and collective motivation and assist all involved in attaining clearer contextual understanding, consensus, shared vision, and commitment to mission.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 2.11	The EPP program is broad and diverse. Accordingly, EPP’s staff and IPs need diverse skills to implement all of the parts of EPP. However, the EPP program is so large that EPP is missing essential HR capacity and resources to develop greater interest, ensure necessary technical assistance for project and provide clear leadership.
Recommendation 2.11	EPP should develop a specific agenda to develop internal, external and partner capacity.
Implementation Action	There is no short term “quick-fix” solution to this complex challenge. Obviously, education and specialized training is needed for MOPIC staff, the IPs and stakeholders in general. Capacity building is, however, the way forward. All the understanding in the world, consensus, vision, commitment and sacrifice will not suffice to bring about change in poverty reduction and contribute significantly to improving conditions on the ground for the vast majority of Jordanian citizens, unless capacity is solidly developed in the people who are the protagonists of their own social and economic development. This is of course a tall order for MOPIC, the IPs and other stakeholders who have the social responsibility to assist in this urgent undertaking.
Timing	Urgent: This action should begin as soon as possible.

Finding 2.12	Designing purpose, goals, objectives, and time bound activities are part of the project design cycle presented in most program/project proposals. Strategic planning informs us of the context, mission, vision and strategies. Strategies are then broken down into narrower lines of action and specific activities. All of the above are necessary for planning program execution and developments. Monitoring and evaluation use specific tools such as the logical framework and learning cycle applied throughout the course of implementation to track progress and make necessary adjustments along the way. Final evaluations are learning opportunities to help us understand what we need to do in the future to improve performance. All of these functions and processes are needed and must be understood clearly by all stakeholders high and low in order to make sense out of what is happening at any given time during a program’s development. We need to know where we are going and what it is we need to do at different stages of a project, to maximize our results. The design of the EPP does not clearly discern between short and long term
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	objectives, nor does it currently measure progress against stated objectives. This affects the ability to understand the true performance of the EPP as proper monitoring and evaluation structures have not been adequately designed.
Recommendation 2.12	EPP should institutionalize monitoring and evaluation systems and tools across all components and projects.
Implementation Action	A training program that is focused on building capacity for stakeholders to think and plan systematically for the short, medium and long term, should be initiated and developed by EPP and supported by the IPs. Curricula content that has proven to be successful in Jordan and similar contexts, together with clear and well conceived methodologies that are relevant and stimulating to adults and are communicated in plain language, should be incorporated into the strategic and operational planning processes of the EPP. Planning is not a mystery and should not be viewed as such, it is a necessity for successful programs and projects at all levels.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

3. PROGRAM RELEVANCE

Key questions of analysis from the TOR embedded in the findings and recommendations:

Relevance	Is the program relevant to the developmental challenges in Jordan?
	Did the program address needed development challenges and priorities on the ground?
	How able was the program to react to external factors during implementation?

Summary of findings: Overall, the evaluation mission found that EPP's projects, components and structure is relevant to the development challenges that it has set out to address – generating employment and helping the poor and underprivileged.

Overall Recommendation: To ensure the deepest impact, the PMU and Component managers should focus on creating a logical framework for future programming, publishing documented institutional knowledge, and clearly defining measurable criteria for linkages between projects, within components and with other non-EPP funded programs.

The evaluation mission produced the following findings and recommendations regarding EPP's relevance as a development assistance program:

Finding 3.1	The average score of the seven EPP components in regards to program relevance is 3.7 on a scale of 1 – 5 (1 being very low and 5 being very high). This means that the relevance category of the EPP program components was valued as medium-high.
Recommendation 3.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.2	The relevance of the EPP components and its projects is fully recognized by the evaluation mission. Without doubt the seven components have responded to and served social and economic development needs and purposes nation-wide.
Recommendation 3.2	EPP internal component documents need to be perused and the individual component reports attached to this final assessment studied and information defused among stakeholders.
Implementation Action	The PMU should publish the findings of the evaluation mission in an easily digestible format. The action will contribute to greater awareness and participation in the EPP program in the future.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.3	A wide range of infrastructure and services has been provided across the country for the benefit of the families and communities concerned. These works contribute to basic conditions that can stimulate social and economic development and thus are considered highly relevant. However, the exact nature, depth and scope of change realized by program beneficiaries remains unknown.
Recommendation 3.3	A socio-economic audit should be performed in beneficiary communities to benchmark their socio-economic status.
Implementation Action	The PMU should work with IPs to perform a full and robust socio-economic audit in all beneficiary communities. The action will establish a clear understanding of the state of socio-economic affairs in benefiting communities allowing the EPP to truly measure its progress towards reducing unemployment and help the poor and underprivileged.
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 3.4	Throughout its implementation a wealth of experience has been accumulated that can be used as learning material to improve the EPP program and its components. EPP needs to be linked and integrated with any and all local and national (and international where appropriate) social and economic development programs. Such linkages will allow for the sharing of lessons learned, materials, and technologies. These linkages will be of benefit to EPP, the programs with which it is linked, and the target beneficiaries.
Recommendation 3.4	Identify and develop a systematic method of capturing and disseminating lessons learned to ensure that cross fertilization between projects, EPP components and other un-related programs are achieved.
Implementation Action	EPP component managers should be tasked with assessing, identifying and capturing opportunities for leveraging EPP's assistance tools and funding internally (across components and project) and externally (by creating working relationships with organizations involved in non-EPP project and municipal development at local, regional, national and international levels).
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.5	The organizational structures of the different components of the EPP are basically adequate, but program performance could be improved with specific achievable changes.
Recommendation 3.5	A strong formulation document should be prepared, clearly defining the goals and objectives of the diverse components in relation to the overall EPP aims, thus justifying the need and relevance of the development initiatives.
Implementation Action	Technical work with the IPs and other external expertise could develop the following to improve organizational relevance: <ul style="list-style-type: none"> • A project plan using pre-project implementation analysis and logical framework, describing clear and measurable goals and objectives, as well as containing detailed activities, indicators, timelines, human resources, and budget allocations. • A monitoring plan used during project implementation ensuring that program goals and objectives are being effectively and efficiently achieved and generating periodic monitoring reports. • An evaluation plan used mid- and post-project implementation assessing outputs and impacts and generating a final report with lessons learned.
Timing	Urgent: this action will better define and focus programming in EPP and should be undertaken immediately.

Finding 3.6	Projects are relevant for future involvement of financial institutions and development agencies: Considering the relatively high risk involved in the EPP projects, it is natural for banks and other financial institutions to initially distance themselves from supporting initiatives found throughout EPP. However, the nature of the projects are such that, based on their success, they have the potential to attract financial support from formal
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	financial institutions to support their growth in the future. For example, though the Poultry Farm Project in Shobak was initially too risky for any bank, but if it succeeds and posts profits, then financial institutions can willingly extend support. Similarly, based on the success of diverse projects, other development organizations can also associate with the implementing partners for supporting other development projects through them. For example, the Tractor Project helped JCC and CARE to convince the Taal Borma Cooperative to cultivate Clover instead of regular vegetable crops. Subsequently, the project has also led Mercy Corps to provide drip irrigation systems to the Cooperative.
Recommendation 3.6	A strong formulation document should be prepared, clearly defining the goals and objectives of the diverse components in relation to the overall EPP aims.
Implementation Action	<p>The PMU and Component managers should develop clear “graduation” criteria for projects funded through EPP in coordination with local banks and other financial institutions. In so doing, EPP will identify benchmark criteria that project implementer need to meet in order to be attractive to traditional financial institutions.</p> <p>The contexts of the target groups and the mechanisms through which different components should reach them, should be clearly stated. How projects should link with one another, how they should correspond with other EPP interventions and the scope for collaborations with different external entities for technical, operational and financial support should, be clearly outlined.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.7	Projects are partly relevant to women’s income generation needs: The EPP Component Coordinators are conscious of the need to support income generation projects for women. However, in the absence of specific criteria for ensuring women’s involvement as a cross cutting priority across all the components and projects, women’s involvement has been attempted through specific women-oriented projects. For example, the Mushroom Project and the Productive Tailoring Project specifically supported women’s organizations. Women’s involvement in other projects has been very low. However, the ESARSV supported projects are mainly run by former military men with almost no women involvement. Thus, EPP projects are only somewhat relevant to women’s income generation needs.
Recommendation 3.7	Women’s involvement and relevance to social and economic development should be promoted as a cross-cutting theme in all projects.
Implementation Action	Gender considerations need to be given greater weight explicitly in program design, particularly in the CBO selection process criteria. The PMU should review and revise criteria for selection of counterparts in order to avoid the potential for risk minimization and return on capital to reinforce tendencies toward social and economic exclusion of the vulnerable.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.8	Projects have been partly relevant to the development needs on the ground: Though the projects are compatible to the employment and income generating needs in relatively remote locations, the choice of individual projects was not based on a systematic, prioritized needs assessment of the community. Thus, these interventions appear to be random initiatives, occasionally matching the ground level priority needs but often falling short. Further, EPP’s projects are partly-relevant to the skills of the people and the existing enabling conditions in the communities. Though in theory the previous experiences of the promoters in handling similar projects is a criteria for funding EPP projects, in practice this criteria is not strictly followed.
Recommendation 3.8	Preparation of a community-led feasibility study should be mandatory to determine the relevance and community felt-needs, prior to the approval of any project.
Implementation Action	The PMU should develop a standardized, community-led project study template that is used to determine the feasibility of new project, create a clear understanding of how the project will benefit the community and the potential for ultimate sustainability. This study should include field work in addition to desk research. Also, environmental impact studies need to be performed as part of the feasibility study process. An appropriate institutional and environmental assessment should be done to determine (a) the

	strengths and weaknesses of the implementing partner and how these should be addressed during the project implementation (b) the implementation strategy to address the opportunities and threats (c) the linkages needed with other public, private institutions and other development projects to enable the project to start a development spot in a remote area, should be prior determined (d) the exit plan for MOPIC once the project is mature.
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 3.9	Projects are relevant to overall development challenges and were worth doing: By focusing on employment and income generation activities, often in relatively remote areas of the Kingdom, the EPP projects have been well aligned to the developmental priorities in Jordan.
Recommendation 3.9	Lessons should be formally captured and institutional memory developed.
Implementation Action	A comprehensive list of the lessons learnt from all completed and ongoing projects should be prepared and updated quarterly and shared with the top management. Policy and procedure changes and future project designs should be based on these lessons and analysis should look at the relevance of these experiences in relation to the needs, development challenges and priorities on the ground. This would best be accomplished via an online database or similar system.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.10	The self-adjusting capacity of the projects has been relatively low, making them slow to react to unforeseen challenges, ultimately reducing their performance and social relevance. Though the MOPIC coordinators provide business and technical advice to the projects as a part of their monitoring and follow-up responsibilities, these are not specialized inputs and have limited value. Further, given the limited capabilities of the implementing partners, problems experienced by beneficiaries (and subsequently solutions) are often not noticed in time. For example, in the case of the Date Palm Cultivation Project the reasons for less production has not been thoroughly investigated and the Poultry Farm’s losses are far more than the management estimates.
Recommendation 3.10	Subject matter specialists should be included in the on-site monitoring process.
Implementation Action	Subject matter specialists should be a standard part of on-site monitoring and evaluation teams. This will enable projects to benefit from expert guidance on specific and relevant technical and operational issues in relation to the development priorities in-situ. The following steps could empower capacity development and improve performance of projects: <ol style="list-style-type: none"> 1. Furthering participatory planning arrangements between IPs and component coordinators; 2. Defining policies and strategy documents covering 3-5 years as a collaborative effort between EPP and the IPs; 3. Reviving the Impact Assessment Unit within EPP and Steering Committee; and Ensuring that poverty targeting is at the heart of all components in the EPP as reflected in policy and strategy.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.11	Lending procedures within EPP were assessed to be excellent, with good application, payment and follow-up routines in place. The overall loan portfolio within EPP could therefore have been larger in order to increase the benefit from this positive project element. Notwithstanding recognition of its relevance in terms of income and employment, the projects could have been more targeted toward the poor and underprivileged.
Recommendation 3.11	Define relevant risks and assumptions that may have an effect on achieving lending goals.
Implementation Action	Within components that have a lending program, each should develop and maintain internal systems, structures and procedures that are commensurate with requirements of EPP as a whole. Each should also formulate clear lending objectives along with

	realistic targets and ascertain the long- term dimension of the program with a reasonable timeframe (3-5 years).
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.12	Most of the EPP projects which were experimental had some innovative elements and are relevant for future replications in other parts of the Kingdom. They also have the potential for successful replication amongst other communities provided their achievements are successfully publicized. For example, the Poultry Farm is the first of its kind in Shobak and can inspire other entrepreneurs to replicate it in the future. Similarly, the Dates Palm Cultivation project can lead to future replications by other communities and the Productive Sewing Project can encourage other NGOs to adopt similar projects. Such replications can address poverty eradication through income generation for the poor.
Recommendation 3.12	Lessons learned should be formally captured and institutional memory developed.
Implementation Action	<p>Policy and procedure changes and future project designs should be based on these lessons and analysis should look at the relevance of these experiences in relation to the needs, development challenges and priorities on the ground. The above should be systematized and socialized by stakeholders at all levels. However, those who are closest to the projects can promote them more effectively and become the true ‘champions’ for the projects, in as much as these agents have been directly influenced and changed by their own successful efforts to bring about changes on the ground in their own communities.</p> <p>The PMU should have Component managers prepare a comprehensive and detailed study of all experimental projects. In cases where these projects were successful, factors contributing to success should be identified and recorded in a format that can be easily distributed to other, future implementers (i.e. brochures, whitepapers, presentations)</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.13	On the smaller, project-level scale, in all cases visited by the evaluation team, the relevance of projects to the overall EPP objectives was undisputed. These project initiatives have successfully addressed the priority development needs on the ground. However, sometimes the immediate needs of the beneficiaries failed to get adequate attention.
Recommendation 3.13	A comprehensive community training-for-empowerment program is needed.
Implementation Action	This should be more than just another competency-based training course or series of disjointed technical assistance workshops. Successful projects, and the people that have contributed to them, need to now advance to the next level of capacity building, which could be described as the strengthening and maintenance of best practices that produced their project successes and replication of the same. Leadership training for development is needed to effectively empower communities to ‘learn how to learn’ and to change traditional mentalities of dominance, mistrust and excessive control into new mentalities and cutting edge social/conceptual frameworks of participative leadership, trust, good management, women’s inclusion, i.e., capacity building for sustainable community development.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 3.14	The diverse project initiatives of the components were partially-to-highly relevant to the background and the prior experiences of the implementing partners (IPs). The implementing partners chosen to work with the projects also had partially-to-highly relevant experience and expertise in the implementation of similar projects in the past.
Recommendation 3.14	Adequate management training is required of the Ministry’s middle management and program coordinators to improve their direct interventions and communication with project stakeholders on the ground and with IPs.
Implementation Action	<p>MOPIC should design and implement:</p> <ol style="list-style-type: none"> 1. community empowerment training, coaching, mentoring program based on

	<p>universally accepted concepts and practices in human development, capacity building for managing change and learning</p> <p>2. leadership development training that focuses on commitment to service and learning concepts and practices for personal, organizational and community development.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

4. PROGRAM EFFECTIVENESS

Key questions of analysis from the TOR embedded in the findings and recommendations:

Effectiveness	Did the project achieve its short-term and medium term development objectives?
	To what extent were outcomes and outputs achieved?
	What might have been done better or differently?
	Were there any lessons, failures/lost opportunities?
	Were there any unintended outcomes of the actions?
	What effect did any intended outcomes have on overall effectiveness?

Summary of Findings: By and large most EPP projects have effectively fulfilled their own objectives. The EPP and its seven components has been effective in initiating projects in disadvantaged locations of the Kingdom and has successfully achieved nationwide coverage by supporting projects in all the 12 Governorates. It has been challenging for all parties to engage in and achieve successful organizational practices and establish effective public-private linkages between partners.

Overall Recommendation: To ensure the greatest effectiveness, project operations should become more firmly and formally rooted in regional development of local government in all locations where they operate. Linkages with municipalities and governorates should be strengthened to include regular, consultative and executive committees at the governorate and municipal levels. This involves drawing institutional maps and defining a suitable coordination strategy with local partners. This type of contextual approach should then be calibrated within a national EPP strategy of institutional relations at the local level. Individual components should to develop horizontal linkages with other institutions as well, particularly within EPP as part of the national strategy for institutional relations.

The evaluation mission produced the following findings and recommendations regarding EPP’s *effectiveness* as a development assistance program:

Finding 4.1	The average score of the seven EPP components in regards to effectiveness is 3.3 on a scorecard of 1-5 (1 being very low and 5 being very high); this means that generally speaking the envisaged immediate results of the program have been achieved to a large extent (65-70 percent); hence, the effectiveness category of the EPP program components was valued as above medium.
Recommendation 4.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, CBOs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.2	EPP funding for programs and projects is limited by a legal requirement that all funding mechanisms be limited to two years or less. The EPP has, in many cases, found it necessary to find “work-arounds” to this problem. Despite good intentions, such practice inhibits the longer-term objectives of creating program and component linkages, institutional capacities, and lasting, locally based structures.
Recommendation 4.2	EPP should develop an explicit funding policy based on a multi-annual timeframe that includes clear exit strategies that are linked to specific performance indicators.

Implementation Action	The PMU and component managers should review programming objectives through a “multi-year” strategy lens. This review will result in policies and programming strategies that can then be put into practice for future EPP funding allocations. The review will also help EPP to identify clear stages where EPP assistance should expect to exit, or be finalized for a project. These expectations should be made clear for all new projects.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.3	By and large most EPP projects have effectively fulfilled their own objectives. The EPP and its seven components has been effective in initiating projects in disadvantaged locations of the Kingdom through achieving a Nationwide Coverage mandate by supporting projects in all the 12 Governorates. Further, successful projects were found across all EPP components that triggered positive, but unintended, benefits.
Recommendation 4.3	Compile a comprehensive list of success stories that highlight projects’ abilities to successfully achieve their objectives; include factors why success was possible.
Implementation Action	EPP component coordinators should review all projects to develop a comprehensive list of success stories and positive benefits. This list should then be shared with stakeholders in meetings organized with skillful facilitators. The meetings should result in distributed learning and prepare EPP and partners for new levels of opportunities and complexities.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.4	Self-reliance and reducing dependence on grants are not immediate objectives that are stressed in the program. Even successful projects have not grown to their potential because instead of re-investing the business profits or approaching formal financial institutions for supporting their growth and diversification, the implementing partners have preferred to wait for additional grants. The ‘hand-out’ attitude and ‘aid services’ approach of the implementing partners should evolve.
Recommendation 4.4	EPP should work to develop mechanisms that ensure institutional linkages are created during project inception to support assist growth following MOPIC’s exit.
Implementation Action	EPP component managers should be tasked with ensuring clear local institutional support is possible for all projects; in cases where this support is not currently available, steps should be identified – within the project or within other EPP components – to ensure it will come into being.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.5	While EPP works to empower all marginalized sectors, there is no component or subcomponent that focuses specifically on women. Further, while EPP’s Implementing partners recognize gender issues within their core missions, a clearly articulated objective, at the overall program level, to ensure women’s inclusion as a cross-cutting theme is needed. To date, women’s involvement has mainly been restricted to special projects implemented through women’s associations and has reduced the overall effectiveness of this issue throughout the different components and projects of the program.
Recommendation 4.5	Women’s involvement and relevance to social and economic development should be promoted as a cross-cutting theme in all projects.
Implementation Action	Gender considerations need to be given greater weight explicitly in program design, particularly in the CBO selection process criteria. The PMU should review and revise criteria for selection of counterparts in order to avoid the potential for risk minimization and return on capital to reinforce tendencies toward social and economic exclusion of the vulnerable.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.6	There has been limited learning from the projects for improving the effectiveness of future
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	projects. There is little documentation about the successes and constraints which were faced by the projects and the causes of good performance, underperformance and failure. Therefore, the opportunity to formally learn from past successes and mistakes in order to apply maintenance and corrective steps to future projects has not been fully realized. Unless steps are taken immediately, many of the gaps, either caused by successes or failures will decrease the effectiveness of the components.
Recommendation 4.6	Lessons should be formally captured and institutional memory developed.
Implementation Action	A comprehensive list of the lessons learnt from all completed and ongoing projects should be prepared and updated quarterly by component coordinators and shared with the EPP PMU. Policy and procedure changes and future project designs should be based on these lessons and analysis should look at the effectiveness of these experiences in relation to the needs, development challenges and priorities on the ground. This would best be accomplished via an online database or similar system.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.7	The nature and design of many EPP projects do not fully support EPP's development aims. The desired priorities of the components have not always been reflected clearly in the immediate objectives of the projects supported. This is primarily due to shortfalls encountered in the feasibility studies. Moreover, the projects have mixed experiences generating employment. Though most projects have generated employment, typically it is less than what was planned in the feasibility studies.
Recommendation 4.7	A phased and/or scaling approach to project development should be institutionalized.
Implementation Action	Component coordinators should be tasked with ensuring that projects are build to scale-up gradually over their expected life. This process can flow from feasibility studies which should be able to articulate plans to follow phased approaches to growth that will ultimately result in stabilization and sustainability. Accordingly, the start-up phase should be planned on an experimental scale mainly aimed to stabilize the technology, perfect the operations processes and establish concrete market linkages. The growth stage should follow by enhancing production once the market linkages have been established.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 4.8	To date, many of EPPs feasibility studies tend to assess how feasible any one project is, rather than whether it is feasible in the first place. In reality, once a project idea is selected, the study is prepared with the underlying assumption that the project idea is already feasible; the analysis is conducted in a way that matches the underlying assumptions through positive figures. This has made the feasibility analysis very weak, over-optimistic, sometimes misleading and always positive. Rather than serving as a basis for selecting projects, these studies serve as a project cost tool for determining the volume of funding needed. Further, weak feasibility studies have prevented the projects from achieving the best results. Studies are not prepared based on concrete data through field and market surveys. Most feasibility studies are based on secondary data and not on primary findings through actual institutional and environmental surveys for identifying the strengths, weaknesses, opportunities and risks related to the project. Sometimes the implementing partner supplies the data needed, but these are not verified, thus leading to vital gaps. As a result, the financial estimates in the feasibility studies have very weak foundations. Moreover, the conditions presented in the feasibility studies are sometimes very different from the actual conditions in which the projects operate, leading to adverse challenges in the implementation process. The main purpose of a feasibility study should be to determine whether the project is feasible, so that the decision on whether to fund it should be taken.
Recommendation 4.8	EPP should review the development of feasibility studies and build the capacity of component managers to prepare these analysis tools.
Implementation Action	Strong feasibility studies should be mandatory, regardless of the idea's origin. The feasibility studies should be based on concrete market survey data of the project potential.

	<p>The EPP PMU and component managers should contract independent technical experts to conduct capacity building workshops at EPP for all staff involved in the preparation of such studies.</p> <p>In cases where such studies are outsourced to independent firms, reviews of said firms should be conducted to ensure personnel who conduct the feasibility studies are qualified, not only in the study technique, but also in the area of expertise related to the proposed project.</p>
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 4.9	Overall, EPP project initiatives appear to lack systematic action and require clear future development plans or connections to appropriate economic, financial, political, technical and social agencies in their areas for initiating further development and sustainability based on the successes of the project.
Recommendation 4.9	EPP should require appropriate institutional and environmental assessments for all projects.
Implementation Action	<p>EPP component managers should be very familiar with the local institutions and environment for the projects within their portfolio. To ensure this, EPP should:</p> <ol style="list-style-type: none"> 1) Require mandatory field time for each component coordinator with consistent networking benchmarks; and 2) Perform regular “town hall” style meetings in each governorate on an ongoing and rolling basis to allow all local stakeholders to come together to discuss current events related to EPP. <p>Also, institutional and environmental assessments should be mandatory for each project. These should determine, (a) the strengths and weaknesses of the implementing partner and how these should be addressed during the project implementation (b) the implementation strategy to address the opportunities and threats (c) the connections needed with other public/private institutions and other development projects to enable initial project implementation in remote areas (d) the exit plan for MOPIC once the project is established.</p>
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 4.10	The human resources running the EPP components at all levels and implementing the local projects, are in need of facilitating greater productivity and income generation through several themes such as creating conducive business environments, enhancing knowledge and skills and establishing appropriate linkages. Their aims are high as they attempt to support projects related to the establishment of markets, studies relating to policy changes for enhancing employment generation, providing vocational training and activities related to market strengthening and the establishment of market linkages. However, lack of technical know-how and capacity ‘in the rough’ has hindered their efforts at realizing these crucial program objectives.
Recommendation 4.10	The EPP PMU should design and develop needs assessments that focus on learning deficits to inform and guide the formulation of learning and performance objectives for specialized technical training.
Implementation Action	<p>Develop a strong operations manual for the different components. An operations plan should be prepared defining the institutional framework for the implementation of the components and outlining the roles and responsibilities of staff involved in implementation. Some of the areas which should be detailed in this document are:</p> <p>Operations details: the details of the (a) application process (b) project concept development process (c) appraisal process (d) funding process (e) project level procurement processes and procedures (f) project level financial management; the responsibilities of the different coordinators; incentive structure of the coordinators; audit procedures; management information systems including monitoring and reporting procedures; training and capacity building procedures; filing and archiving project documents.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

<p>Finding 4.11</p>	<p><i>Governance</i> is a broader concept than <i>government</i> and is defined as the formulation and execution of collective action at different levels. Thus, it encompasses the direct and indirect roles of formal institutions of government and government hierarchies, as well as the roles of informal norms, networks, community organizations, and neighborhood associations in the pursuit of development objectives. Good (local) governance is not just about providing a range of local services but also about preserving the life and liberty of residents, creating space for democratic participation and civic dialogue, supporting market-led and environmentally sustainable local development, and facilitating outcomes that enrich the quality of life of residents.</p> <p>It has been challenging for all parties to engage in and achieve successful organizational practices and establish effective public-private linkages between partners at the local level (i.e. between local governments, private sector and civil society organizations) or at the regional/governorate level, or at the central level. For example, the role of local or municipal governments has been marginal. Municipalities have served as recipients of funds that are earmarked for the provision of certain facilities or services; there is no indication however that funds have been spent on developing skills and/or organizational capacities of local entities, be it public or non-public.</p>
<p>Recommendation 4.11</p>	<p>Leadership training and capacity building in ‘best practices’ of organizational development in the areas of human relations, learning and leadership styles, intercultural communication and change management should be strengthened at all levels of the program.</p>
<p>Implementation Action</p>	<p>Local governance capacity building should be initiated and based on participative local institutional and community assessments. Governance and management of the implementing partners should be strengthened: The board members should be trained on their duties, responsibilities, and the basics of good governance. A manual highlighting the roles and responsibilities of the board members should also be developed. The management should be exposed to a needs assessment, based on which they should be trained on a range of aspects such as business strategies, performance analysis, cash flows and control systems.</p>
<p>Timing</p>	<p>Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.</p>

5. PROGRAM EFFICIENCY

Key questions of analysis from the TOR embedded in the findings and recommendations:

<p>Efficiency</p>	<p>Did the program succeed in utilizing the least costly resources possible in order to achieve the desired results?</p>
	<p>Were the outputs achieved on-time?</p>
	<p>Were the project(s) implemented in the most efficient way compared to alternatives?</p>

Summary of Findings: Generally speaking, EPP projects have been performed in the most cost-effective manner, with semi-regular trade-offs between cost-effectiveness and durability/longevity of the product delivered. EPP performs especially efficiently on projects that are of a physical and technical nature, whose organization and execution are straight forward and set to a very specific time frame. However, when it comes to softer dimensions of development such as capacity building (i.e. professional and organizational), institutional strengthening, market development, and community mobilization and participation, measurement in terms of cost-effectiveness and efficiency becomes more difficult. Components have some tendency to ensure productivity at any cost has sometimes compromised the quality of results and in some cases, cost savings have been favored to such an extent that programmatic outcomes (i.e. employment generation and local economic capacity building) have been missed.

Overall Recommendation: EPP should focus on overall and component-level outcomes when making decisions about cost effectiveness. In most cases, the most affordable solution to a problem will also be the most appropriate. However, in some cases the need for high quality outputs or intensified focus on human resource development justifies greater expenses.

The evaluation mission produced the following findings and recommendations regarding EPP's *efficiency* as a development assistance program:

Finding 5.1	The average score of the seven EPP components in regards to program efficiency is 3.1 on a scale of 1 – 5 (1 being very low and 5 being very high). This means that the relevance category of the EPP program components was valued as above medium.
Recommendation 5.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 5.2	<p>Generally speaking, projects have been performed in the most cost-effective manner, whereas in reality there has been a trade-off between cost-effectiveness and durability/longevity of the product delivered.</p> <p>EPP performs efficiently on projects that are of a physical and technical nature, whose organization and execution are straight forward and set to a very specific time frame. However, when it comes to softer dimensions of development such as capacity building (i.e. professional and organizational), institutional strengthening, market development, and community mobilization and participation, measurement in terms of cost-effectiveness and efficiency becomes more difficult.</p> <p>Components have some tendency to ensure productivity at any cost has sometimes compromised the quality of results. There are times when projects have sacrificed the quality of machinery or necessary inputs, in the name of cost-savings. Unfortunately, this sometimes resulted in sub- or non-performance by projects because of incorrect specifications or poor quality.</p> <p>In other cases, EPP favored cost savings to such an extent that the larger goal of employment generation and local economic capacity building was missed.</p>
Recommendation 5.2	EPP should focus on overall and component-level outcomes when making decisions about cost effectiveness.
Implementation Action	The EPP PMU and component managers should work with implementing partners to ensure financial decisions related to programming reflect a focus on project and component-level results as enumerated in logical frameworks (See Recommendation 1.3). Consideration should be given to the fact that the development of physical assets (i.e. machinery, buildings) requires different expectations, modalities and expertise than the development of human assets (i.e. skill sets, social structures)
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 5.3	<p>The feasibility study portion within some of EPP components have been theoretical in nature, derived by considering the best case scenario in a risk free environment. As a result, output numbers within these studies are often overoptimistic and cannot be achieved under true field conditions.</p> <p>Most projects of a technical nature have functioned at moderate levels of productivity indicated by the gap between their planned and actual output. In some cases, weak technical designing and planning has affected outputs. Flawed business strategy has been one of the main causes for reduction in project efficiency.</p> <p>In the worst cases, for some components within EPP, project delays appear to have been common, with occurrences of an implementing partner starting one project, canceling it, and then starting another project – sometimes on multiple occasions.</p>
Recommendation 5.3	EPP should review the development of feasibility studies and build the capacity of component managers to prepare these analysis tools.
Implementation Action	The EPP PMU and component managers should contract independent technical experts

	to conduct capacity building workshops at EPP for all staff involved in the preparation of such studies. In cases where such studies are outsourced to independent firms, reviews of said firms should be conducted to ensure personnel who conduct the feasibility studies are qualified, not only in the study technique, but also in the area of expertise related to the proposed project.
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 5.4	EPP has successfully supported urgently needed projects where the turnaround time is usually short. Through this process EPP has been fairly open in approving project extensions and additional funding, used mainly to provide for additional structures and equipment not foreseen at the planning stage. While it is commendable that EPP has provided this flexibility, it creates inefficiencies because implementers and EPP staff are required to spend scarce resources on administrative issues (i.e. new funding requests, reworking of plans) rather than focusing on project implementation.
Recommendation 5.4	EPP should develop an explicit funding policy based on a multi-annual timeframe that includes clear exit strategies that are linked to specific performance indicators.
Implementation Action	The PMU and component managers should review programming objectives through a “multi-year” strategy lens. This review will result in policies and programming strategies that can then be put into practice for future EPP funding allocations. The review will also help EPP to identify clear stages where EPP assistance should expect to exit, or be finalized for a project. These expectations should be made clear for all new projects.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 5.5	In some cases EPP has facilitated in-kind contribution to a project from other donors.
Recommendation 5.5	EPP should document areas where linkages and cooperation with other programs has been successfully achieved.
Implementation Action	A comprehensive list of the lessons learnt from all completed and ongoing projects should be prepared and updated quarterly by component coordinators and shared with the EPP PMU. Policy and procedure changes and future project designs should be based on these lessons and analysis should look at the effectiveness of these experiences in relation to the needs, development challenges and priorities on the ground. This would best be accomplished via an online database or similar system.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

6. PROGRAM IMPACT

Key questions of analysis from the TOR embedded in the findings and recommendations:

Impact	What was the Impact on the community?
	How were local development indicators for the community improved?
	Did the levels of participation increase?
	Were the communities empowered to collectively overcome development constraints by their own means?
	Did the project impact men and women differently?

Summary of Findings: In the community survey performed by the evaluation team across all 12 governorates, a majority of respondents believe that aspects of their livelihoods have been improved by the projects related to the EPP. The evaluation mission found that most projects have enhanced the confidence levels of EPP participants to start and manage new projects. Though projects have increased confidence levels of participants to handle business management and operations, they have not changed the ‘hand-out’ dependence of the participants. The experience to date suggests the need for more flexibility in project design to be able to adapt strategies and respond more effectively to local conditions. The EPP program focus on community development and empowerment requires deeper ‘root cause’ analysis of problems and the need to address structural changes that could have systemic implications for positive social and economic development. In addition, greater emphasis needs to be given to the role of leadership

and its potential contribution towards individual change, community and institutional learning and capacity building in order to sustain program and project developments.

Overall Recommendation: Social capital is greatly augmented through the discovery, diffusion and application of lessons learned and how the latter strengthens stakeholders to catalyze organizational and community linkages for development. This capacity should be systematically developed. Lessons learned from all EPP projects should be viewed as capital investments for change that create a wealth of learning in individuals, institutions and communities. To the extent that the program can capitalize on its successes and capture them as digestible learning events, EPP will influence greatly its future credibility and continued success in leading the program and mobilizing new social forces and initiatives for community empowerment throughout the Kingdom.

The evaluation mission produced the following findings and recommendations regarding EPP's *impact* as a development assistance program:

Finding 6.1	The average score of the seven EPP components in regards to program impact is 3.0 on a scorecard of 1-5 (1 being very low and 5 being very high). This means that the impact category of the EPP program components was valued as medium.
Recommendation 6.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, CBOs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.2	In most cases, projects have provided additional income to employees. The continuity of additional income has varied based on the success of the project. Some projects typically tried to save costs by employing less people than was planned in the feasibility studies, and in these cases the benefit of additional income has reached fewer people than planned.
Recommendation 6.2	EPP should publish a clearly stated policy regarding the prioritization of its objectives. In so doing, decisions between cost savings vs. greater employment will have clear answers.
Implementation Action	This is a situation that needs to be analyzed and the consequences need to be weighed. It is hard to know how to treat this issue unless clear data is available in regards to potential and lost opportunities or declines in quality as a result of investing less in personnel to save on project costs and produce additional income. This analysis should include EPP, IPs and CBOs.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.3	Most projects have enhanced the confidence levels of participants to start and manage new projects. Though projects have increased confidence levels of participants to handle business management and operations, they have not changed the 'hand-out' dependence of the members. Thus, in spite of a good capital base and high liquidation levels, some successful implementing partners are still waiting for further grants to support their growth and new business start-ups. They are reluctant to invest their own money or to attract debt/equity funding to support their business. In spite of having the opportunity to expand and diversify, the absence of working capital and start-up funds have restricted future growth.
Recommendation 6.3	EPP should publish a clearly defined exit-strategy from all project and component level activities.
Implementation Action	This situation should be seriously addressed and determined what extent this continues to challenge EPP. This should involve self-assessments on behalf of EPP, the IPs and CBOs. This is a situation that can be resolved but it needs to be resolved in a way that will produce "win-win" results for all parties in the program.
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 6.4	The projects have been reasonably successful in enhancing living standards of Jordanians through new assets. The projects have been reasonably successful in
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	providing higher education for children. Earlier the children of the Taal Borma Cooperative members used to stop their education at the secondary level. However, now some families can afford university education for their children. The projects have been reasonably successful in preventing out-migration from remote areas. The manager of the poultry farm, who earlier wanted to leave Shobak for employment in another big city, has now decided to remain in Shobak. Similarly, four to five migrant families have now settled in Taal Borma village. The projects have had a reasonable impact on better agricultural practices and environment management. For example, the tractor project helped change the agricultural practices of the members by growing vegetables, cultivating a high return, hardy, fodder crop with high local demand. Similarly, the Date Palm Cultivation Project has enabled the establishment of an agricultural farm in a wasteland.
Recommendation 6.4	EPP should systematically develop social capital through the discovery, diffusion and application of lessons learned and how the later can strengthen stakeholders to catalyze organizational and community linkages for development.
Implementation Action	Lessons learned from all EPP projects should be viewed as capital investments for change that create a wealth of learning in individuals, institutions and communities. To the extent that the program can capitalize on its successes and capture them as digestible learning events, EPP will influence greatly its future credibility and continued success in leading the program and mobilizing new social forces and initiatives for community empowerment throughout the Kingdom.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.5	EPP projects have been fairly successful in bonding members as a team. For example, at the start of the project, the Taal Borma Cooperative suffered from management problems. Its financial position was also very weak. However, enhanced financial returns from the Tractor Project over the last three years have encouraged members to solve their differences and bond together as a unit for greater economic gains. On the other hand, project failures have increased differences between the management committee members, resulting in demoralization. For example, the Al Mastaba Women's Cooperative, which was keen on trying new ideas in the past, has not attempted new projects after the failure of the Mushroom Cultivation Project in 2004.
Recommendation 6.5	Successful EPP project experiences need to be systematized into 'learning outcomes' and shared widely throughout the program.
Implementation Action	EPP component managers should hold special meetings to discuss learning outcomes along with other program/project related issues. These meetings should be organized to reflect, with IPs and participants, on what is working and what needs to change in order to work better within EPP.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.6	The experience to date suggests a need for more flexibility in project design to be able to adapt strategies and respond more effectively to local conditions. For example, in most of the projects visited by the evaluation team, cooperative membership was at a very low level. Although uncertainty is a factor, large entry fees and minimum share purchase can dissuade entry. For this and other reasons, cooperatives seemed to be the main source of the leadership/management challenges of the projects in village clusters.
Recommendation 6.6	EPP should diversify the tools it uses for local implementation of the program.
Implementation Action	Different models of institutional arrangements and management have greater impact and effectiveness, than with cooperative associations alone. This should also include public-private sector agreements. Variations should be permitted in the agreements signed by EPP and IPs to allow alternative approaches under certain circumstances. For example, if there is a strong existing cooperative in a region with extensive local membership who have an interest in undertaking an income generating project and are willing to open and extend their membership to newcomers, the IP could be allowed to work directly with the cooperative in setting up the new project without the necessity of going through setting up village level and cluster level associations. At the same time active work should be undertaken to promote community participation in the cooperative through membership and to encourage newcomers to take part in its administration.
Timing	Desirable: this action should take place within the greater change management process

	of EPP over the next 12 – 24 months.
Finding 6.7	EPP could have greater impact if a consortium of intermediate NGOs were able to develop projects at a smaller scale with the same available funds, and to allow each village to participate in an individual project within their boundaries or to create incentives for them to be involved with other villages in slightly larger projects. It might be possible to introduce some competition among village CBOs and associations to identify projects and apply for grants. This approach will help to better embed the participative process within each village. This does not imply that projects serving a cluster of villages should be neglected as there are important inter-community benefits to be realized in a tribal society. But these take longer to implement and “ownership” of village associations may be diluted.
Recommendation 6.7	EPP should consider broadening the base of available implementing partners.
Implementation Action	EPP could consider implementing a small grants approach to the RCCDP and other program components. This would work best after establishing a ‘renewed’ consortium of NGOs. It would make good sense to build upon the learning already gained in the EPP, particularly by the IPs, to strengthen a positive ‘learning attitude’ in regards to all that has happened in the program in regards to consortium building and which can be captured as valuable lessons learned for the future. It would be also useful to introduce a role for the private sector and foster partnerships with local communities in order to benefit from the business skills and knowledge of the private sector. The private sector could be asked to set up projects on a Build- Own-Transfer basis with equity participation by the community. This option needs to be explored and if viable could represent an alternative strategy for successful public-private coalitions to build capacity for more effective management, efficiency and impact on future projects.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.8	The IPs often found it difficult to deal with income-generating projects, the cooperatives, and their community leadership as well as cope with continual management and financial issues arising in the associations that needed close supervision and outside technical assistance. For example, even today, cooperatives managing and implementing RCCDP projects express concern that they do not have the technical know-how in business, marketing and management to effectively run the projects. Several cooperatives are opting out and considering outsourcing or renting their projects to professional businesses and marketing firms.
Recommendation 6.8	EPP should provide specialized training and capacity building, where needed, to implementing partners.
Implementation Action	Training opportunities should be created throughout the program for the IPs, NGOs, small business enterprises, cooperative associations, boards of directors, women’s associations, youth organizations, and other CBOs in business skills training, writing-up business plans, basic marketing, basic financial management, logistics, project administration, basic accounting, cost-benefit analysis, budgeting, etc.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.9	Project implementation by the cooperatives was both a challenging and learning experience for them with all the assistance from the supporting NGOs. This is to be expected, as after all, the village and cluster committee members had no previous experience in preparing project feasibility studies, preparing tenders, calling for bids, selecting contractors, signing agreements and supervising their work. Problems which delayed project implementation include securing suitable land, obtaining water and power connections, establishing coops, and hiring managers. Under Phase II EPP financed land purchases, which was a good idea as projects were better located and delays reduced. It is also important to ensure that the NGOs undertake effective measures to ensure sound professional management of the new ventures and attention to the marketing of the products which is typically a major problem. There is a need for continuing support to the village and cluster communities as has been
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	suggested elsewhere to maintain the momentum of community empowerment.
Recommendation 6.9	EPP should explore ways to sustain community empowerment through new initiatives.
Implementation Action	Community empowerment needs to be viewed as a long term process and there are no short cuts. A major motivation for the village level participation appears to be that the community will have an ownership stake in the venture. Consequently, the NGOs need to make continuing efforts to work with the cooperative administration in enlarging the membership to all villagers. There is also a need to reduce cooperative membership fees and equity share values as these can be significant barriers to membership enlargement.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 6.10	<p>The EPP program focus on community development and empowerment requires deeper ‘root cause’ analysis of problems and the need to address structural changes that could have systemic implications for positive social and economic development.</p> <p>In addition, greater emphasis needs to be given to the role of leadership and its potential contribution toward individual change, community and institutional learning and capacity building in order to sustain program and project developments.</p> <p>Consensus building lacks vision and ability to connect the mission of the EPP to the values of social actors and institutions and thus achieve intrinsic motivation and strong commitment to the program’s aims and goals.</p> <p>Community leadership and development need to be redefined in concept and in practice incorporating a new orientation of service to the social good; placing high value on personal and collective learning and transformation; based on the independent investigation of truth--of realities that are both contingent and future; recognizing the essential nobility of human beings; and, fully committed to capacity development as the most effective means of bringing about social and economic change in the community.</p>
Recommendation 6.10	EPP should offer leadership development training that focuses on commitment to service and learning concepts and practices for community empowerment.
Implementation Action	<p>A comprehensive empowerment program that is more than just another competency-based training course or series of disjointed courses is needed if leadership development is to effectively empower communities to ‘learn how to learn’ and to change traditional mentalities of dominance and control for new and cutting edge conceptual frameworks of inclusive participation and capacity building for sustainable community development.</p> <p>A Training program focused on the following Technical Areas of Community and Organizational Development: Project Cycle, Project Design (includes log-frame), Participative Community Research (includes PRA and baseline surveys), Change Management, Project Administration & Basic Accounting, Strategic Planning, Teamwork Building, Proposal Writing, Social Capital, Good Governance, Transparency, and others.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

7. PROGRAM SUSTAINABILITY

Key questions of analysis from the TOR embedded in the findings and recommendations:

Sustainability	Were the actions and results owned by the users and/or beneficiaries?
	Was capacity (people, organization, systems, and institutions) built through the actions of the program?
	Is there a clear exit strategy designed at the outset of this program? Is it designed to sustain the impact of the program?

Summary of Findings: The projects enjoy a reasonable level of political, social and institutional sustainability. The implementing partners demonstrated strong ownership of the projects. They also enjoy the support of the local community and the local municipality, wherever relevant. The members of the implementing partners have a reasonably strong affinity to the institution and are interested in its welfare. Some implementing agencies have received grants from other donor agencies and can potentially attract more grant funds in the future.

Financial sustainability is doubtful in varied projects because of dependence on hand-outs and the lack of financial empowerment. Weak marketing plans have led to losses and also affected sustainability.

The major objective of the EPP community development experience is the creation of empowered civil societies, however, not all IPs adopted fully participative processes in assisting the establishment of local cooperatives, CBO's, and other village cluster management arrangements, to implement projects. Though projects were often successful in other terms, community empowerment was given a 'back seat' role and its sustainability is in doubt.

Overall Recommendation: Develop strong Operations Manuals for the Components: This manual should be prepared defining the institutional framework for the implementation of the different components and outlining the roles and responsibilities of project staff involved in implementation. Some of the areas which should be detailed in this document include:

1. Operations details including the details of the (i) application process (ii) project development process (iii) appraisal process (iv) funding process (v) project-level procurement processes and procedures (vi) project-level financial management;
2. the responsibilities of the different coordinators;
3. incentive structure for the coordinators;
4. audit procedures;
5. management information systems including monitoring and reporting procedures;
6. training and capacity building procedures; and
7. filing and archiving project documents.

Scale-up operation gradually: Feasibility studies should plan projects to follow a phased approach to growth and stabilization. Accordingly, the start-up phase should be planned on an experimental scale mainly aimed to stabilize the technology, perfect the operations processes and establish concrete market linkages. The growth stage should follow by enhancing production once the market linkages have been established.

The evaluation mission produced the following findings and recommendations regarding EPP's *sustainability* as a development assistance program:

Finding 7.1	The average score of the seven EPP components in regards to program sustainability is 3.0 on a scorecard of 1-5 (1 being very low and 5 being very high). This means that the sustainability category of the EPP program components was valued as medium.
Recommendation 7.1	The Scorecards for the projects related to each of the EPP components should be studied, internalized, consolidated and socialized by stakeholders at the different levels of the program and defused widely.
Implementation Action	The PMU should organize a series of workshops with relevant stakeholders (component managers, IPs, CBOs, beneficiaries, etc.) to discuss the Scorecards and project reports. Minutes and decisions taken from these workshops should be made public.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 7.2	<p>The projects enjoy a reasonable level of political, social and institutional sustainability. The implementing partners demonstrated strong ownership of the projects. They also enjoy the support of the local community and the local municipality, wherever relevant. The members of the implementing partners have a reasonably strong affinity to the institution and are interested in its welfare. Some implementing agencies have received grants from other donor agencies and can potentially attract more grant funds in the future.</p> <p>Affiliations to the ESARSV and the GFJW have provided many of the relevant implementing partners with strong institutional support during a crisis. Some implementing agencies, such as the Damya Club, have received grants from other donor agencies and can potentially attract more grant funds in the future. Therefore, projects from most of the components enjoy a reasonable level of political, social and institutional sustainability.</p> <p>A major factor in sustaining the momentum of the EPP project development process is the availability of resources. A key assumption behind the design of various EPP components was the establishment of a profitable commercial project which would generate sufficient resources to allow the financing of subsequent income generating or social infrastructure projects for the communities. Thus, profitable operation of the</p>
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	<p>income generating projects is a vital link in the sustainability of the program.</p> <p>Viable operations of the income generating projects that have been established depend on many factors starting with sound project design and efficient implementation. Given these preconditions, efficient operation of the projects is the key to their sustainability. Although these projects have been established on a highly subsidized basis with EPP covering 70% of the investment, there nevertheless are significant operational risks. For example, the competence of the cooperative administration committees in the RCCDP projects to oversee operations is a significant risk factor. So is the quality of enterprise managers.</p>
Recommendation 7.2	EPP should create strong operations manuals for the different components.
Implementation Action	<p>An operations plan should be prepared defining the institutional framework for the implementation of each component and outlining the roles and responsibilities of staff involved in implementation. Some of the areas which should be detailed in this document include:</p> <ol style="list-style-type: none"> 1. Operations details including the details of the (i) application process (ii) project development process (iii) appraisal process (iv) funding process (v) project-level procurement processes and procedures (vi) project-level financial management; 2. the responsibilities of the different coordinators; 3. incentive structure for the coordinators; 4. audit procedures; 5. management information systems including monitoring and reporting procedures; 6. training and capacity building procedures; and 7. filing and archiving project documents. <p>An appropriate institutional and environmental assessment should be done to determine (a) the strengths and weaknesses of the implementing partner and how these should be addressed during the project implementation (b) the implementation strategy to address the opportunities and threats (c) the connections needed with other public/private institutions and other development projects to enable initial project implementation in remote areas (d) the exit plan for MOPIC once the project is established.</p>
Timing	Immediate: this action should take place in the next 1-6 months.

Finding 7.3	<p>Financial sustainability is doubtful in varied projects because of dependence on hand-outs and the lack of financial empowerment.</p> <p>This is one of the main factors that threaten the financial sustainability of the projects. Despite being successful and having a healthy cash flow, the Taal Borma Cooperative wants another grant to start their new business. Similarly, the Shobak Military Cooperative is unwilling to approach Banks for working capital loans. The Damya Club prefers additional grants instead of bank loans to start new income generation projects. Such over-dependence on grants has prevented the projects from growing. The limited-scale operations make them vulnerable to failure through unforeseen business shocks.</p> <p>Likewise, the projects did not have a clear exit strategy right from the beginning. This has contributed substantially to projects' lack of financial sustainability. Some additional reasons which have affected financial sustainability are (a) consistent losses and lack of working capital, limiting the ability to grow (b) poor design and faulty strategy leading to losses from high depreciation costs (c) weak marketing plan leading to losses (d) dependence on hand-outs and the lack of financial empowerment.</p>
Recommendation 7.3	Enhance opportunities for the future financial support of successful projects by developing relationships with traditional financial outlets.
Implementation Action	<p>Estimate future funding needs through clear cash flow projections. The feasibility reports should include a detailed cash flow projection and should realistically indicate the potential sources of additional funding in the future.</p> <p>Ensure that implementing partners have funds available to meet their share of project costs: The implementing partners' capacity to contribute working capital funds throughout the project cycle should be thoroughly analyzed by studying the relevant financial statements. A clear mechanism should be devised to ensure that the implementing</p>

	<p>partner actually has the funds available for investing in the project. One option could be to ensure that the implementing partner has opened a separate bank account and deposited their share of the funds upfront before the money is released.</p> <p>Use the EPP grants and IP sub-grants to connect the projects to mainstream funding resources: Given the importance of formal funding sources, adequate and innovative steps should be initiated to encourage the participation of financial institutions (commercial banks, development banks, microfinance institutions and small business investors) to support project growth and expansion.</p> <p>As a part of the feasibility study, the project idea should be discussed with formal financial institutions, to assess their interest in funding the project during its growth stage, based on the results achieved through EPP/IP funding.</p> <p>Based on the merits of the feasibility study, the financial institutions should be encouraged to co-fund the project start-up through debt/equity, along with the grants/sub-grants. As this process will lead the financial institution to conduct its own project feasibility assessment, the project design will also be strengthened.</p> <p>If financial institutions are willing to support the projects in principle but believe the proposals are initially risky business investments, the grants/sub-grants should be placed with financial institutions that guarantee funds, so as to encourage other financial institutions to fund the projects. As the projects successfully proceed, the quantity of the grants guaranteed to the financial institutions should be reduced and the credit risk gradually passed on to the lender.</p> <p>If the EPP/IP grants are used as guaranteed funds to ensure the initial participation of formal financial institutions in the projects, then (a) this will familiarize implementing partners with the benefits of working with formal financial institutions, thereby gradually reducing dependence on hand outs and (b) demonstrate to the formal financial institutions that the EPP projects are good business propositions worthy of greater financial support in the future. Overall, this will serve as an apt exit strategy for the EPP/IPs by mainstreaming the projects and ensuring adequate supply of funds for future growth and expansion.</p> <p>Innovative methods should be attempted to encourage the participation of formal financial institutions in the appropriate component projects.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 7.4	Weak marketing plans have led to losses and affected sustainability. Inadequate market survey, absence of previously established market linkages and orders before commencing full-scale production are common weaknesses that have impacted almost all projects, severely affecting their sustainability. For example, in spite of dealing with a perishable product the Mushroom Cultivation Project started production without assured marketing links and without adequate cold storage capacity. This gap ultimately led to its failure. Similarly, in the case of the Date Palm Cultivation Project, through the estimated production of 15,000 kilograms of dates scheduled to commence in less than a year, the Club is complacent with marketing the produce and has not invested enough time to develop assured market linkages and orders to readily market the produce.
Recommendation 7.4	Marketing and Social Marketing need to be ‘institutionalized’ in EPP component and projects.
Implementation Action	Marketing plans should be mandatory sections in the feasibility studies and market analysis and projections should be made and illustrated in both the latter and in project proposals for funding at the design stage of the project. So important is this point, that marketing should be on the agenda of every meeting in which stakeholders discuss project developments and and/or problems.
Timing	Urgent: This activity should be undertaken in the next 6 – 12 months.

Finding 7.5	The major objective of the EPP community development experience is the creation of empowered civil societies, however, not all IPs adopted fully participative processes in assisting the establishment of local cooperatives, CBO’s, and other village cluster
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	management arrangements, to implement projects. Though projects were often successful in other terms, community empowerment was given a ‘back seat’ role and its sustainability is in doubt.
Recommendation 7.5	EPP should require leadership development training for component coordinators and IPs that focuses on commitment to service and learning concepts and practices for community empowerment.
Implementation Action	<p>A comprehensive empowerment program that is more than just another competency-based training course or series of disjointed courses is needed if leadership development is to effectively empower communities to ‘learn how to learn’ and to change traditional mentalities of dominance and control for new and cutting edge conceptual frameworks of inclusive participation and capacity building for sustainable community development.</p> <p>A Training program focused on the following Technical Areas of Community and Organizational Development: Project Cycle, Project Design (includes log-frame), Participative Community Research (includes PRA and baseline surveys), Change Management, Project Administration & Basic Accounting, Strategic Planning, Teamwork Building, Proposal Writing, Social Capital, Good Governance, Transparency, and others.</p>
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

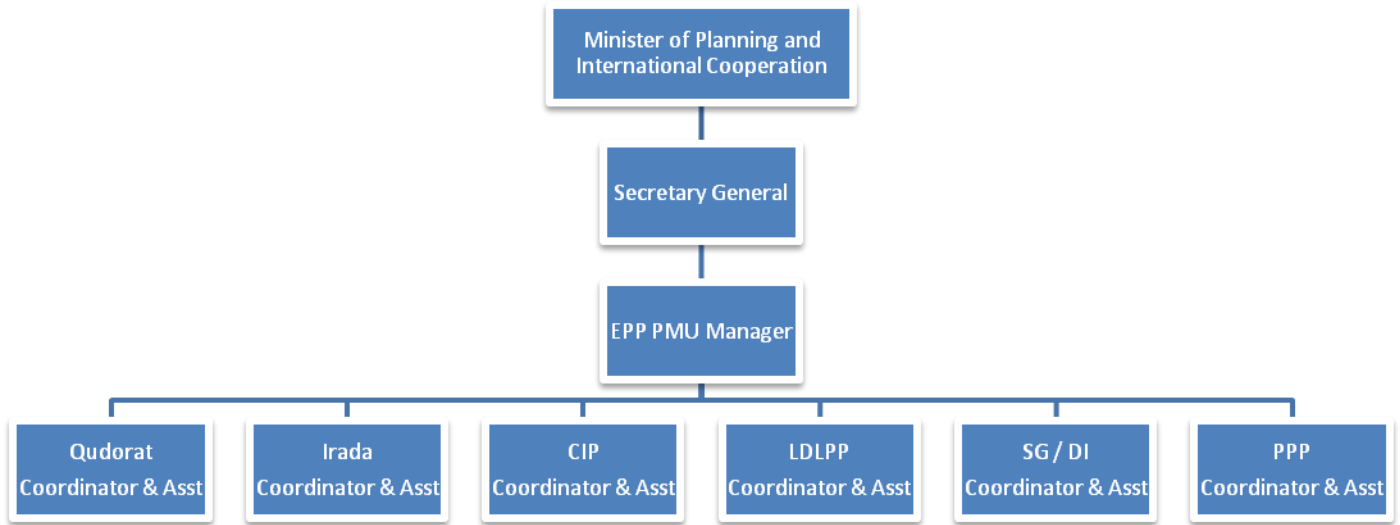
Finding 7.6	Another issue is the sustainability of the institution building process of the implementing partners (NGOs) and the civil society organizations they work with. Considerable capacity building for example, has occurred in both JHUD and JRF. The smaller CCA has built up significant experience in undertaking community development projects over the years. It probably could have benefited more from expertise from the foreign NGO it partnered with in such areas as financial management, financial reporting and grant applications. It will need to work on these aspects. But the experience of forming joint consortia to undertake community development shows that the process is not a smooth one and has to be designed carefully to succeed. Often, the motivation of the two sides differs considerably and the incentives for forming joint ventures are also different. Experience in other countries with similar working arrangements between foreign and local NGOs show a very mixed experience. It should not be assumed <i>a priori</i> that such twinning arrangements will inevitably lead to a “win- win” situation for both NGOs and the intended clients.
Recommendation 7.6	The subject of consortium building and the experiences of the IPs within the context of the EPP need to be carefully examined and their learning outcomes systematized.
Implementation Action	The IPs and MOPIC should organize and convene a workshop for addressing the subject of consortium building for the future developments of the EPP.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 7.7	There is an urgent need to strengthen cooperative laws and regulations as cooperatives seem to be the preferred institutional structure for implementing community owned income generating projects. Without a sound regulatory enforcement body, there is a clear danger of ineffective cooperative managements squandering the assets that have been provided to the community.
Recommendation 7.7	The EPP PMU should undertake a detailed review of cooperative issues, laws and regulations.
Implementation Action	<p>This is an important area for EPP to examine and take appropriate action. Revival of the Cooperative Finance Bank or some variant also needs urgent attention. Micro-finance institutions may not have the ability to lend to cooperatives and commercial banks may be unwilling because of the high risks. A study of these issues should be initiated as soon as possible.</p> <p>EPP should monitor how the surpluses generated by the income generating projects are utilized and distributed for the benefit of members and communities. It should ensure that financial accounts are prepared by the cooperatives and audited by independent and qualified auditors. In this regard, the Jordan Cooperative Corporation should either be strengthened to carry out this task or JCC should delegate this task to independent auditors. Cooperatives throughout the developing world have acquired a bad reputation because of poor financial management practices. It is extremely important to address this</p>

	issue through sound audits.
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

Finding 7.8	<p>The EPP is a bold experiment in individual, organizational and community empowerment to foster social and economic development. The process that has been started can lead to very high expectations which if not satisfied can lead to cynicism and frustrations. Thus it is very important that it achieves its intended objectives. Much has been achieved in a short span of time but much more remains to be accomplished and sustainability is far from assured. It is crucial to learn from the implementation of the project and respond quickly to systemic problems. The project involves a complex process which normally takes considerable time to make an impact on rural communities.</p> <p>Traditional communities are slow to change and they need to be provided with constant support. The NGOs have signed ten year agreements with EPP to provide continued support to the village and cluster associations which is a positive development. EPP however needs to monitor this support to ensure that it is producing the desired outcome. The village level associations need nurturing and support if they are to play the catalytic role envisaged for them as agents of community development. They need to have a purpose to function. As suggested, small grants to benefit the community can provide that purpose. There is a great need for new ideas for leadership development particularly with regard to youth of both genders. Supporting youth leaders who can act as social change agents to bring about community development is a powerful approach to this problem and has been a best practice adopted by internationally renowned NGOs such as ASHOKA. It is recommended that Jordanian NGOs explore these approaches.</p> <p>The village level and cluster associations can play a powerful role in strengthening the democratic process in the communities and foster decentralized governments. Such civil society organizations can ensure that qualified candidates are supported for local government elections which would help to improve governance. MOPIC can play a useful role in supporting links between such community organizations, municipal and district governments and the private sector in developing new social and economic development initiatives.</p>
Recommendation 7.8	EPP should develop a robust set of qualitative impact and outcome indicators.
Implementation Action	The scope for integration of indicators into the monitoring of current and future interventions should focus primarily on qualitative human development results. There are no simple quantitative indicators for monitoring the effectiveness of participative processes of community empowerment. This would require periodic reviews to assess how the civic organizations are functioning and what influence they have on the communities
Timing	Desirable: this action should take place within the greater change management process of EPP over the next 12 – 24 months.

ANNEX A – EPP ORGANIZATIONAL CHART



ANNEX B – PROGRAM AND PROJECT MONITORING AND EVALUATION

When originally designed, EPP was created with a mandate for to establish an Impact Assessment and Quality Assurance Unit (IAU). This unit was expected to perform its work independent of the Program Management Unit (PMU). Unfortunately, the IAU was never fully realized and is defunct in today's iteration of the EPP.

Monitoring: Project monitoring activities are undertaken at the project, IP and component coordinator levels. As described in tendering documents and subsequent award contracts, Implementing Partners are required to perform regular, period monitoring of project performance and report on this performance to the appropriate coordinator at EPP. In most cases, this is realized through the production of monthly reports.

Component coordinators also perform project monitoring. This activity includes field visits to projects, ongoing dialogue with IPs, and communication with other component coordinators and the PMU. These activities are semi-regular in nature. In June, 2008 the PMU instated a policy whereby all projects are to maintain a current monthly report that can be immediately accessed by MOPIC leadership.

Evaluation: the EPP has undergone a previous, overall evaluation in 2005. At the component level, evaluation activities are managed by component managers and are essentially synonymous with monitoring activities: as projects are monitored, their success or failure is evaluated by the component manager as understood at the output/activity level.

ANNEX C – EPP FUNDING PROCESS

Programs within EPP are funding along the following procedures:

- 1) A new program/project is created via the EPP planning process, or an existing program is modified;
- 2) During the program/project design phase, an estimated cost for the program/project is developed. This estimated cost is endorsed by the Secretary General and the Minister;
- 3) The EPP Program Management Unit presents the new program/project and estimated budget to the Funding Allocation Committee (FAC). This independent committee consists of five members from MOPIC, the Ministry of Finance, and the Audit Bureau;
- 4) Upon endorsement of the FAC, the Ministry of Finance reserves the money;
- 5) The EPP PMU issues a tender, or a request for proposals, to the Jordanian and international community at large via standard public channels (i.e. newspapers, internet). Among other details, the RFP details the background of the program/project, the nature of the work, the timeframe of the program/project and the specific objectives the program/project seeks to achieve. The RFP also enumerates any and all specific submission requirements and deadlines;
- 6) The tendering process results in the selection of one or more awards for Implementing Partners (IP). IPs are issued Cooperative Agreement contracts after any necessary negotiation about budget and specific project design;
- 7) During implementation, the IPs provide invoices along with supporting technical documents to MOPIC at regularly scheduled intervals or at specific milestones related to project progress. These invoices are reviewed by the EPP component coordinator, PMU financial coordinator and PMU director. If they are found to be in order, they are endorsed;
- 8) The EPP PMU submits the invoice and technical documents to the Financial department of MOPIC, where they are audited;
- 9) The documents are then passed to the Internal Auditing Department of MOPIC for a 2nd audit;
- 10) The documents are then passed to a representative of Ministry of Finance for a 3rd audit;
- 11) The documents are passed to a representative of the Audit Bureau for a 4th and final audit;
- 12) The Financial Department issues a check to the IP.