REPORT ON ALIGNMENT OF THE UN DEVELOPMENT ASSISTANCE FRAMEWORK TO THE NATIONAL RESILIENCE PLAN

JULY 2014
Appendix 2.

Contents

Executive Summary .................................................................................................................. 2
Introduction .............................................................................................................................. 5
UNDAF Outcome and Output Level Alignment to the NRP ....................................................... 6
Outcome 1: Enhancing Systemic Reform .............................................................................. 6
1.1 Media & Civil Society ........................................................................................................ 7
1.2 Support to Parliamentarians ........................................................................................... 7
1.3 National & Sub-National Reforms .................................................................................... 8
1.4 Elections ............................................................................................................................ 10
1.5 National & Sub-National Strategies .................................................................................. 10
1.6 Treating Reporting & Human Rights .............................................................................. 10
1.7 Anti-Corruption ............................................................................................................... 11
1.8 Government Leads Aid & Development Co-ordination ...................................................... 11
Outcome 2: Protection, Poverty & Vulnerability Mechanisms ............................................... 13
2.1 Social Protection and Legal Frameworks ....................................................................... 13
2.2 Livelihoods ....................................................................................................................... 14
2.3 Local Economies and the Private Sector ....................................................................... 15
2.4 Child and Gender Sensitive Social Protection Programmes ............................................ 15
Outcome 3: Equitable Social Service Delivery ...................................................................... 17
3.1 Early Childhood Education ............................................................................................. 17
3.2 National Teacher Training .............................................................................................. 17
3.3 Assisting People with Disabilities .................................................................................... 18
3.4 Equitable Health Care ...................................................................................................... 19
Outcome 4: Investing In Young People ................................................................................ 20
4.1 Young People, Civic Engagement and Decision Making ............................................... 20
4.2 Training & Work for Young People ............................................................................... 21
4.3 Healthier Lifestyles for Young People .......................................................................... 21
Outcome 5: Preserving the Environment ............................................................................. 23
5.1 Water & Sanitation ........................................................................................................... 23
5.2 Sustainable Management of Ecosystems, Cultural and Natural Heritage ....................... 24
5.3 Disaster Risk Reduction (DRR) & Climate Change Adaptation (CCA) ......................... 24
5.4 Energy & the Green Economy ....................................................................................... 25
5.5 Solid Waste Management .............................................................................................. 26
Appendix 1. UNDAF Results Matrix Output Indicator Reduction ........................................... 28
Appendix 2. National Resilience Plan –Results Framework (abridged) ................................... 30
Executive Summary


A consultant was engaged to facilitate discussions in May and June with the UN Working Groups (UNWGs) operating in each of the UNDAF four priority areas. The exercise entailed a ‘light’ review and adjustment at the UNDAF output level to bring the UNDAF results matrix more closely into line with the NRP priorities. The work was extended to enable the large number of results indicators contained within the original UNDAF results matrix to be reduced. In the process greater clarity over the responsibilities of UN agencies within each output was added and the resource requirements were also revised. The proposed revised UNDAF results matrix is attached as a separate Appendix to this report.

The initial findings from the exercise were presented to a half day UNCT retreat on 11th June. Following this, a stakeholder consultation event was hosted by the United Nations Country Team on Thursday 26th June to invite comments from core Government Ministries, National Commissions and Civil Society partners on the alignment work. Both events prompted a healthy discussion across a number of issues. The alignment of the UNDAF results matrix to that of the NRP was welcomed by the participants attending the stakeholder consultation.

Table 1 below provides an illustration of the main findings arising out of the alignment exercise. Out of the 23 outputs contained within the revised UNDAF results matrix, 16 can be regarded as aligned to the NRP. A further 1 output is partially aligned and 6 show no real alignment. This demonstrates both the versatility and retained relevance of the UNDAF as a planning tool that is capable of being adjusted to respond to crisis situations. At the same time non-aligned outputs in no way undermines their validity since the NRP is essentially a short term response plan and the UNDAF a framework for medium to longer term development. Further discussion on these dynamics is offered in the body of the report.

Since the above exercise was envisioned as a relatively swift undertaking focussed at the output level there has been little detailed analysis of the implications of UNDAF alignment. What is clear is that the NRP is focussed on short-term reinforcement of a range of core local services most impacted by the crisis, whereas the UNDAF was designed in the pre-crisis era and concentrated on longer-term reform and development objectives. Similarly, the nature of assistance sought within the programmes outlined in the NRP and UNDAF differs greatly. For example, the NRP appeals for infrastructure, equipment, supplies, staffing support and facilities, whereas the UN’s comparative advantage lies in providing technical assistance, policy analysis, capacity building and institutional strengthening. The UN engages in direct service delivery and the provision of infrastructure only usually as a last resort. Notwithstanding these differences the following exercise has sought to harmonize and achieve a closer proximity between the two plans. The programmatic forms of alignment for each outcome area is summarized immediately below.

Outcome 1, concerning ‘National and Sub-National Reforms’, on the whole demonstrates a fairly clear alignment between the UNDAF and NRP. It could be argued that the Syria Crisis has placed greater pressure on local services and hence the imperative now is to accelerate decentralization reforms and empower municipalities with greater capacities and powers to respond more effectively. For example, UNDAF output 1.3 in which decentralization, municipal capacities and affordable housing reside is a significant component part of the NRP. UNDAF output 1.5 is clearly aligned as its supports strengthening of the Government’s strategic planning and policy formulation, including gender
mainstreaming – a cross-cutting issue of the NRP. UNDAF output 1.8 relates to aid co-ordination and the effectiveness of international development assistance – evidently central to NRP business through the Host Communities Support Platform (HCSP), now Syria Crisis Response Platform (SCRP). Other important areas of alignment in this outcome area refer the participation of civil society (UNDAF output 1.1) and human rights treaty reporting (UNDAF output 1.7).

Outcome 2 of the UNDAF is dedicated to Protection, Poverty & Vulnerability Mechanisms. In this regard, both documents have strong human rights underpinnings, which is apparent in their joint conviction to protection and social protection. There is also strong convergence between the UNDAF and NRP on job creation, training, income generation, SME development, all with an increased focus on the most vulnerable, young people, and within the most affected communities. Issues of food security, gender, justice, violence prevention and social cohesion also appear in both documents.

Outcome 3 of the UNDAF is oriented towards strengthening the delivery of core social services, in particular education and health. These two sectors are prominent in the NRP, and as a result there is a good symmetry between the UNDAF and NRP. From a service delivery perspective the education and health sectors have borne the brunt of the impact of the crisis. Significant efforts will continue to be required from the UN to support these core front lines services. UNDAF outputs 3.2 (education) and 3.4 (health) have subsequently been adjusted to align more closely to the NRP priorities.

Outcome 4 of the UNDAF is dedicated to Young People. The UN Working Group (UNWG) has elected to refocus its energies on civic engagement (UNDAF output 4.1) on and enterprise, training, jobs and for young people (UNDAF output 4.2). There is a very strong push within the NRP when it comes to job creation, especially for young men and women. The NRP cites youth unemployment as a brake on the economy, which is exacerbated as a result of the crisis. As a result there are important areas of the NRP linked to employment and livelihoods which particularly target young people. In particular the youth apprenticeship scheme referred to in UNDAF output 4.2 could make a significant contribution to the NRP. The healthy lifestyles and reproductive health component in UNDAF output 4.3 is not as obvious in the NRP.

Outcome 5 is a very important part of the UNDAF/NRP juxtaposition. It contains several major sectors. First among these (UNDAF output 5.1) is the water sector – financially the largest in the NRP. Here the UN has a solid contribution to make. The outcome also includes Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR) (combined under revised UNDAF output 5.2). The NRP views risks from climate change and disasters virtually as a cross-cutting issue, which, from a national resilience perspective, makes perfect sense. A further critical area of convergence between the UNDAF and the NRP is the UNDAF energy output 5.4, which has been strengthened to align more closely to the stand-alone energy chapter within the NRP. Finally, UNDAF output 5.5 is a completely new output predicated on the requirement to bring forward an objective to support municipalities cope, recover and sustain a response to the challenges outlined in the NRP concerning the solid waste management service delivery sector.

Therefore, taken as a whole, and with a number of the UNDAF outputs strengthened to align more closely, there is a fairly robust alignment between the UNDAF and NRP at the strategic and operational levels.
1.4 Elections.
1.5 National & Sub-Nat. Evidence Based Gender Sensitive Strategies & Policies
1.6 Treaty Reporting & Human Rights.
1.8 Anti-Corruption.
1.7 Gov’t Leads Aid & Development Co-ordination.

**Outcome 2: Protection, Poverty & Vulnerability Mechanisms**

2.1 Legal Protection, VAC, GBV, Family, Schools & Community Progs, Child Labour, Social Cohesion.
2.2 Vulnerable H/Hs and Communities, Training, Livelihoods, Food Assistance, Assets, Farmers.
2.3 LED, SME, Micro-Finance focussing on Marginalised or Impacted Areas.
2.4 Child and Gender Sensitive Protection.

**Outcome 3: Equitable Social Services Delivery**

3.1 Childhood Education.
3.2 Teacher Training.
3.3 Disabilities.
3.4 Healthcare Programmes.

**Outcome 4: Young People’s Participation in Society**

4.1 Young People Engaged in Civic Activities and Decisions.
4.2 Youth skills, Training and Employment.
4.3 Healthy lifestyles for YP.

**Outcome 5: Preserving the Environment**

5.1 WASH. IRWM, Quality, Management, Re-use & Treatment.
5.2 Management of Ecosystems, Cultural and Natural Heritage.
5.3 DRR & CCA Integrated Into Nat & Sub-National Strategies.
5.4 Green Economy & Energy Efficiency.
5.5 SWM Service Delivery, Participatory Planning, Equipment, PPPs.

<table>
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<tr>
<th>Strongly Aligned</th>
<th>Partially Aligned</th>
<th>Weak Alignment</th>
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The overall affect of this alignment has considerable financial implications. The original pre-Syrian Crisis UNDAF (2013-2017) was presented with an overall financial envelop in the region of US$ 82m. The NRP aligned UNDAF results matrix presents the outline of a programme presently in the region of US$ 195m. These figures require a second round of careful close scrutiny by UN agencies before they are released for consultation since they are significantly different than that contained in the original UNDAF.
Introduction

In January 2014 the United Nations Country Team (UNCT) decided to undertake an exercise to ensure alignment of the UNDAF Results Matrix with the Government’s emergent National Resilience Plan (NRP). The UNCT considered that since the priority areas and outcomes set out in the original UNDAF 2013 – 2017 were sufficiently broad and capable of general alignment with the NRP the attention of the current exercise should focus at the output level.

An Inter-Agency Working Group (IAWG) was established to oversee the process consisting of the Heads of eight UN agencies\(^1\). Terms of Reference were drawn up and a consultant was recruited at the end of April. A work plan was submitted by the consultant and subsequently approved by the IAWG to guide the process from the beginning of May until the end of June. To conclude the exercise it is envisioned that the UNDAF Steering Committee will be convened in early July to present the product of this exercise, along with the Annual Review of Results for 2013 for consideration and approval.

The UN Working Group (UNWG) structure was utilized. This consists of four thematic groups each with responsibility for a priority area of the UNDAF. Two two rounds of consultation took place. During the first round in early May the UNWGs played an important role in determining how to achieve greater alignment with the NRP within the five outcome areas, by adjusting their outputs and output indicators (the NRP results framework is summarized as Appendix 2 for reference).

At the request of the IAWG the second round consultations in early June sought to considerably reduce the number of output indicators (see Appendix 1) and at the same time to strengthen the accountability framework of the UNDAF results matrix by designating lead and support responsibilities of UN agencies at the output level. In the process agencies were requested to revisit their indicative financing per output in light of the adjustments.

The following section provides an analysis through each of the five respective UNDAF outcomes and twenty four output areas through which to gauge the extent of alignment between the UNDAF and the NRP. In the process the UNWGs have re-considered their budget allocations to the revised UNDAF results matrix.

The initial findings of this exercise were presented to a UNCT half-day retreat on 11 June and subsequently to a ‘stakeholder consultation’ event with Government Ministries, National Commissions and Civil Society Organisations on 26 June. The main discussion points arising out of the stakeholder consultation have been included within the relevant sections below. The final UNDAF/NRP alignment report will be presented to the UNDAF Steering Committee Meeting in mid-July.

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\(^1\) Heads of Agencies from UNDP, UNESCO, UNICEF, OCHA, UNHCR, UN Women, UNOPS and WFP
UNDAF Outcome and Output Level Alignment to the NRP

Outcome 1: Enhancing Systemic Reform

“Jordan has undertaken political and institutional reform at national and sub-national levels in a participatory, transparent and accountable manner”.

Overview of UNDAF/NRP Alignment in Outcome 1

STRONG UNDAF ALIGNMENT TO THE NRP

The overall status at the outcome level is that there is a strong alignment between the UNDAF and the NRP². Several of the outputs below make a strategic and substantive contribution to the NRP. In particular output 1.3 concerning national and sub-national reforms, since this includes the critically important decentralization, municipal capacity building, local development planning and budgeting work. Not least, it also includes the restructuring of the Housing & Urban Development Corporation (HUDC) and the provision of affordable housing. These are areas central to the NRP. There is further significant alignment around output 1.5 in relation to strengthening Government’s strategic planning and policy formulation, including gender equality. Finally, output 1.8 in relation to aid co-ordination mechanisms is at the heart of the new Syria Crisis Response Platform (SCRP) that the UN helped to bring into being (formerly the Host Communities Support Platform). Other important areas of alignment in this outcome relate to promotion of partnerships with, and participation of, civil society (see output 1.1 immediately below). Human rights and standards treaty reporting (output 1.7) which has a cross-cutting dimension within the NRP (although not formally expressed as such) also features prominently in the Social Protection and Employment & Livelihoods work of both the UNDAF and NRP.

The following comments were made at the stakeholder consultation event concerning the UNDAF/NRP alignment and its implications for this sector. Firstly, partners commented on the linkages between the reform agenda at the local level and the new NRP aligned solid waste management intervention now included under output 5.5. There are a good consensus that through the decentralization reforms and opportunity existed to accelerate progress on capacity building the local service delivery departments, in particular solid waste management. Consultations also highlighted the increased competition between Jordanian’s and Syrian’s in a variety of social and economic areas which continued to contribute to heightened levels of social tension. Over the longer-term participants pointed out that the new integrated framework for Jordan was under preparation (also referred to as the new National Agenda), and that the UN would be requested to support that document in the fullness of time. Along similar lines to comments made at the UNCT retreat, participants gathered at the stakeholder consultation reminded the UN of the importance of retaining the longer term perspective of the UNDAF whilst in the meantime accelerating some of its programmes towards the NRP priorities. Finally, the UN was encouraged to capitalise further on the anti-corruption portal platform that had been recently achieved, even though this was not an NRP priority area.

² The consultant has used the 17th April version of the NRP for all comparisons.
1.1 Media & Civil Society.

Output 1.1: “Media and Civil Society are better able to participate in national and local level democratic processes”.

STRONG UNDAF ALIGNMENT TO THE NRP

UNDAF Alignment to the NRP:

There is a strong linkage between the UNDAF and the NRP with respect to the participation of civil society. Much less so in regard to the media. Whilst it might be stretching the interpretation of the full output statement above to suggest that the NAR and NRP have been part of the ‘democratic process’, nevertheless through the lens of a ‘participatory democracy’ in which civil society have been engaged in consultation on national plans and strategy formulation, there is definitely scope for the UN to continue to support the expansion of the participation of civil society in the NRP process.

It is apparent that the Government has tried to foster an ‘enabling environment of partnership’ between the entire range of actors in the international community, consisting of the UN, donors and NGOs in the NAR and NRP formulation process. This has entailed the deliberate reaching out and inclusion of NGO representatives in the NAR and NRP process as members of the respective Task Forces & References Groups. The NAR drew upon a considerable bank of data made available from the research teams of a number of key NGOs (national and international) and the final NAR Report was validated by NGOs attending the workshop hosted by MOPIC on 19th November 2013. An INGO/donor consultation meeting took place on the overall NRP aims and objectives during its preparation process on 10th December 2013 and similarly INGOs were invited to the draft NRP review workshop on 5th January 2014 hosted by MOPIC. Furthermore, the Government expects NGOs to be involved as implementing partners of the NRP alongside its own institutions, the UN and the private sector. In the same manner in which NGOs have been engaged in the national and sectoral planning processes, it is intended that they continue to support similar consultative processes at the sub-national level. Hence the engagement of NGOs, past, present and future, is considered integral to both the UNDAF and the NRP at all levels.

Other Observations Regarding Output 1.1

Further internal alignment of the UNDAF Results Matrix may be needed. The outcome indicator refers to “# of national and sub-national consultation processes engaging civil society and youth”, however, and whilst the output above also relates to civil society, the output indicators only point to measures of the media.

1.2 Support to Parliamentarians.

Output 1.2: “Members of parliament are better able to exercise their functions in an inclusive manner”.

3 P. 17 NRP
4 P. 26 NRP
5 P. 14 NRP
6 P. 15 NRP
7 P. 29 NRP
UNDAF Alignment to the NRP

There are no directly corresponding objectives between what is stated as the purpose of this output in the UNDAF and the NRP. Notwithstanding this, there will no doubt be a healthy ongoing formal and informal discussion among Parliamentarians and relevant parliamentary sub-committees concerning the impact of the Syria Crisis on all aspects of the Kingdom’s affairs and the Government’s response, including the NRP.

Other Observations Regarding Output 1.2

Although programmatic support to the parliament appears to be dominated by strong bilateral interests, chiefly those of the EU and US, there may be scope for beginning to cultivate a position for a more neutral and impartial joint programme of UN support to the parliament and to parliamentarians, perhaps linked to core UN agenda items, treaty reporting, human rights, gender and youth, decentralization and capacity building of sub-national governance and participatory approaches. On the latter, there is an important cross-reference and synergy to be made with output 1.3 immediately below.

1.3 National & Sub-National Reforms (including Decentralization, Municipal Capacities, Development Planning & Budgeting, Housing & Urban Development Corporation Restructuring & Affordable housing).

STRONG UNDAF ALIGNMENT TO THE NRP

Output 1.3\(^8\): “Government is better able to undertake reform and decentralisation at national and sub-national levels, in a gender sensitive manner”.

UNDAF Alignment to the NRP

Output 1.3 above contains a series of strong inter-connected initiatives that lend considerable support to the aims of the NRP, chiefly in connection with the NRP Priority Investment Programmes for ‘Local Governance and Municipal Services’ and ‘Housing’ sectors. The primary components supported by the UN within this output include:

I. the critically important decentralization and municipalities law.
II. a fully developed sub-national strategic development planning and budgeting system (TANMIA).
III. a comprehensive package of capacity development for sub-national authorities (Governorates and Municipalities), including development/land use planning (incorporating social, economic, environmental, energy-efficiency), resource-management and local participatory approaches.
IV. Advocacy and communications plans for all stakeholders on decentralization.

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\(^8\) Previously output 1.4
V. A Housing & Urban Development Corporation (HUDC) Restructuring Plan capable of rapidly delivering affordable housing solutions in the most heavily impacted host communities.

The Local Governance and Municipal Services Chapter of the NRP very clearly outlines the multiple capacity deficiencies and financial challenges confronting Jordanian Municipalities\(^9\). Stress is compounded by the overwhelming pressures that have been placed on Municipalities’ service delivery capacities, being systemically weak before the crisis struck and now massively impacted by it. Municipality capacity deficiency may represent the weakest point of ‘resilience’ necessitating concentrated and sustained financial and technical assistance from the UN. The NRP applies the coping, recovering, sustaining resilience-based development approach to outlining a succession of investment that are systematically required in three strategic areas:

I. Municipal Service Delivery performance (SWM and Non-SWM) Improved in Host Communities.

II. Local development priorities, projects and processes reflect and respond to socio-economic changes induced by the arrival of the refugees.

III. Local governance systems and core functions become more resilient to the crisis over the long-term, within a more enabling legal and fiscal framework\(^10\).

No doubt this last objective is indicative of advances anticipated within the decentralisation and municipalities legislative, fiscal and regulatory framework which is also central to the UNDAF work being pursued.

The Government expresses the housing sector of the NRP as a ‘strategic entry point’ that must ‘integrate humanitarian and development responses’\(^11\). In its problem definition for the sector, the NRP also states that ‘lack of affordable housing has emerged as one of the two primary causes of social tension between Syrian refugees and Jordanian host communities’\(^12\). The NRP goes onto state that if properly supported the housing sector can contribute to a range of positive outcomes, including physical security, reduced social tension (social cohesion being a cross-cutting theme of the NRP), skills training, employment, economic growth and increased tax revenue for cash-deprived local authorities\(^13\). In order to effect the rapid delivery of a volume of affordable housing the HUDC has engaged the private sector (also a cross-cutting theme of the NRP)\(^14\). The provision of affordable housing could address two cross-cutting concerns of the NRP\(^15\) and potentially strike at two of the main triggers of community tension. Since this appears to be such a critical area of work it is surprising therefore that the Draft 2013 UN Annual Report of Progress records that there is still ‘no baseline established’ and ‘no results’ have yet been reported. If the UN is serious about engaging in this sector, which clearly has multiplier effects, it must gear up more effectively.

Finally in this sub-sector, one specific component of the local governance and municipal services is that of Solid Waste Management (SWM) where some of the greatest demands have been placed. In response, the UN has now created a new dedicated output 5.5 of Outcome 5 to this area (see below).

**Other Observations Regarding Output 1.3**

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\(^9\) P. 12 and P. 63 of the NRP

\(^10\) P. 69 NRP.

\(^11\) P. 55 NRP.

\(^12\) P. 49 NRP, citing the Care Jordan report (see NRP). Competition for jobs is second.

\(^13\) P. 23 & P. 54 – the latter regarding the potential PPP in the housing sector to deliver affordable housing solutions.

\(^14\) P. 24 & P. 52 NRP

\(^15\) P. 23 NRP
There is a strategic/synergistic Joint Programme opportunity here for affordable housing led by UN-HABITAT. Its housing sector know-how and housing finance expertise could work well with ILO for training and employment related programmes in the housing, vocational skills and construction sector. Young people could be the subject of the training. UNDP could be brought in for the links into sub-national governance and development planning capacity building. There may be other private housing builders, consortia or CSOs with expertise in community self-build. The area may gain inspiration from similar south-south initiatives in the region.

1.4 Elections.
Output 1.4: “Jordan has improved capacities to run and manage elections at national and sub national levels”.

UNDAF Alignment to the NRP
There are no direct links between the UNDAF objective to support electoral processes, systems and institutions and the NRP.

1.5 National & Sub-National Strategies (including Evidence-Based, Gender-Sensitive, Policies)

Output 1.5: “Targeted national institutions have the necessary capacities for evidence based decision making based on sex disaggregated data”.

UNDAF Alignment to the NRP
Output 1.5 of the UNDAF is in full alignment to the NRP. There is strategic alignment in this area to a very great extent since the thrust of output 1.5 provides an enabling level of assistance to the NRP. The output is geared towards supporting the Government in number of ways to enhance its capabilities in the policy life cycle of data collection analysis, generation of policy options, knowledge products, plan and strategy formulation, monitoring & evaluation, data and database management, incorporating all aspects of gender-sensitive approaches, budgets and sex disaggregated data.

The UN has made a large contribution to the NAR and NRP as important national strategic planning documents. This will no doubt continue to be offered to the Government as it advances in its national policy and plan making processes.

1.6 Treating Reporting & Human Rights.

MEDIUM STRENGTH OF UNDAF ALIGNMENT TO THE NRP
Output 1.6: “National institutions are better able to incorporate the ratified treaty obligations on human rights and international labour standards into institutional strategies and policies”.

UNDAF Alignment to the NRP

The intention of the UN through this output is to strengthen the capacity of the National Commission of Human Rights to report to treaty bodies, including the Universal Periodic Review (UPR), the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), and International Labour Standards (ILS). For monitoring and reporting on the situation of children, an observatory for child rights was proposed, see output 2.1 below. Whilst treaty reporting itself may not be an object of the NRP, the role that these treaties and reports to them play in upholding human rights is critical, since the content of them is what is important, and human rights reporting requires particular attention during times of conflict and crisis.

In specific areas of the NRP important references to human rights, conditions, standards and protection is made. A number of them occur under the Livelihoods and Employment chapter. For example, workers being hired below minimum wages and more worrisome, an increase in child labour, labour exploitation and deteriorating working conditions, all of which disproportionally impacts the most vulnerable\textsuperscript{16}. These concerns are echoed and deepened in the analysis that informs the Social Protection chapter of the NRP. Here the discussion leads quickly into the survivors of violence, SGBV, children deprived of parental care, children in conflict and people with disabilities\textsuperscript{17}. Whilst there is no explicit statement of formal human rights as a cross-cutting feature of the NRP, clearly an attempt has been made to remain faithful to core human rights principles. The National Centre for Human Rights is a key partner listed within the Social Protection response\textsuperscript{18}. Not least, gender equality is a cross cutting concern of the NRP\textsuperscript{19}.

1.7 Anti-Corruption.

Output 1.7: “National monitoring bodies are able to integrate treaty obligations on anti-corruption into strategies and policies”.

| WEAK UNDAF ALIGNMENT TO THE NRP |

UNDAF Alignment to the NRP

There are no direct links between anti-corruption and the NRP.

| STRONG UNDAF ALIGNMENT TO THE NRP |

1.8 Government Leads Aid & Development Co-ordination.

\textsuperscript{16} P. 58 NRP  
\textsuperscript{17} P. 74 & P. 75 NRP  
\textsuperscript{18} P. 76 NRP  
\textsuperscript{19} P. 23 NRP
Output 1.8: “Government is able to lead aid and development coordination in an effective manner”.

UNDAF Alignment to the NRP:

Linkages between the UNDAF and the NRP are extremely strong in this output. The NRP is the main planning tool for the Government to exert its leadership and direct the priorities and monitor the quality and effectiveness of all development aid\(^{20}\). The NRP was commissioned by and complements the strategic co-ordination function performed by the Syria Crisis Response Platform as the highest level co-ordination mechanism of the Government with its international partners\(^{21}\). Similar to output 1.3 above, in which the UN provides national institutions with a broad range of planning and policy support, output 1.8 is the twin pillar of support to the Government’s aid co-ordination architecture.

The NRP outlines the Government’s future aspiration to achieve greater coherence over all aid. This includes development and humanitarian assistance. In the near future the UN can be expected, as anticipated in the work associated with this output, of being called upon to further assist in this regard. As an indication, for example, the NRP makes reference to the ultimate requirement for a ‘comprehensive framework’\(^{22}\), one that ‘brings humanitarian and development programming under a common resilience-based framework’\(^{23}\). The NRP represents an important strategic part of that framework.

In addition to supporting the overall co-ordinating body and planning framework, the Syria Crisis Response Platform will need additional sustained technical support to enable it to perform its core functions. Alongside existing policy and co-ordination support to MOPIC, technical capacities will be required to support a functioning web-enabled aid information management system, as well as enhanced data management and strengthened monitoring and reporting functions across lead national institutions. A capacity development model that serves to strengthen national institutional processes and systems in all these respects should be the modus operandi.

Other Observations Regarding Output 1.8

Support to Outputs 1.5 and 1.8 above could be provided through a comprehensive and harmonized Joint UN Programme (or Joint Programming) involving relevant UN agencies from both humanitarian and development fields.
Outcome 2: Protection, Poverty & Vulnerability Mechanisms

“Jordan has institutionalised improved social protection and poverty alleviation mechanisms for vulnerable people at national and sub-national levels”.

Overview of UNDAF/NRP Alignment in Outcome 2

Outcome two represents the foundations for protection, vulnerabilities and poverty interventions through both the UNDAF & NRP. The work of the two plans is closely linked. Both documents have strong human rights underpinnings which are reflected and applied most in their similar social Protection aspects. There is also convergence between the two to create jobs, with an increased focus on the most vulnerable, young people, and within the most affected communities. In the recent rounds of UNWG consultations, especial efforts have been made to beef up the livelihoods section to accord even more closely with the NRP. Food security, gender and social protection have also been slightly enhanced, as has a more proactive attempt towards improving social cohesion.

A substantial volume of comments in this sector were generated at the recent stakeholder consultation event concerning the UNDAF/NRP alignment. First and perhaps foremost of those was the suggestion for the UN to assist the Government to strengthening capacities for service delivery through stronger partnerships between line ministries, civil society and the private sector, so that the latter two can become more active in service delivery functions. The UN was encouraged to further work to improve services and partnerships concerning child labour and maintain its momentum in respect to the Social Protection Floor. The preventions of all forms of violence against women and children must remain a top priority. Further emphasis should also be placed on securing women’s economic empowerment within the SME sector within the context of the National Strategy for Jordanian Women (2013 – 17). Improved analysis of vulnerability and poverty should be undertaken, including issues of deprivation, identification of better indicators, with education drop-out rates being monitored especially carefully. Finally, an appeal was made for additional UNIDO support for SME development.

2.1 Social Protection and Legal Frameworks

Output 2.1: “National and sub-national protection systems have improved legal and operational protection frameworks and services to meet the needs of vulnerable groups in line with international standards”.

UNDAF Alignment to the NRP

This UNDAF output sets out a raft of protection systems for the most vulnerable based on the legal frameworks governing domestic violence, family protection, CRC and CEDAW (linking with the human rights based treaty reporting output 1.6 above). It also includes provisions for abused children and children in conflict, arrested and detained women, survivors of violence, targeted support for juveniles and campaigns to promote social cohesion and to prevent violence at all levels.
The NRP is also very clear in this regard, with a sharp focus on vulnerable groups. NRP priority interventions reinforce national protection systems (NRP reference PS 1.1), support children and women’s shelters (PS 1.2), address child labour (PS 1.3) (links here are also observed to the employment and livelihoods section of the NRP), sensitization of security forces in protection, gender and child friendly manners (PS 1.4). It includes community-based protection (PS 1.5), aims at changing social norms on protection (PS 1.6) and proposes to expand the national protection MIS (PS 1.7). In the realm of legal social protection the UNDAF and NRP are virtually mirror images, only the latter has a deliberate focus towards communities most affected by the refugee crisis.

2.2 Livelihoods
Output 2.2: “Local communities are better equipped to engage in processes to improve their livelihoods (create more and better job opportunities for the vulnerable (women and young men)).”

UNDAF Alignment to the NRP

UNDAF Output 2.2 has four dimensions:

I. Targeted training for women and youth (cross-referenced also to UNDAF output 4.2 concerning youth training, skills development and employment).
II. Food assistance.
III. Productive assets restored at the household and community level.
IV. Small-scale farmers supported to increase the quantity and quality of agricultural production.

As in the output above, there is a very strong resonance with the content of the livelihoods and employment chapter of the NRP. The only real difference is that the NRP maintains its focus on the most vulnerable groups within the most impacted communities. For example, the NRP outlines the following priorities:

I. Short-term job creation for vulnerable households.
II. Promotion of an active labour market to support job creation.
III. Improved labour market governance (this is not an UNDAF goal).
IV. Income generation in rural areas for farmsteads.

It is important to note that the emphasis placed on the most vulnerable has been strengthened as part of the exercise to bring the output 2.2 closer to the NRP.

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24 P. 77 NRP
25 P. 57 NRP
26 P. 79 NRP
27 P. 61 & 62 NRP
2.3 Local Economies and the Private Sector

Output 2.3: “Local economies in poor and marginalised areas are revived through support to national and local institutions and private sector”.

**UNDAF Alignment to the NRP**

UNDAF output 2.3 provides support to the private sector, which in turn aims to expand income-generating activities. Efforts here are focussed on household start-ups, micro-credit, support for SMEs and business advisory services. A parallel arm of activity has recently been introduced to strengthen similar opportunities through private sector engagement in the rural livelihoods most impacted by the effects of the crisis. Additionally the UNDAF also contained aspirations to lever some CSR initiatives in line with the Global Compact with the private sector (this was originally listed as output 2.4, however, CSR has now been incorporated into the economic development goals of output 2.3).

The NRP is not greatly different from the UNDAF in seeking to target the vulnerable within the most heavily affected communities with a range of similar measures. The NRP differentiates to a greater extent between micro, small, medium and large scale interventions involving the private sector – but the same level of stress is placed on assisting women and young men and young women gain access to opportunities created\(^\text{28}\). Hereto we have the links from the NRP back to output 4.2 of the UNDAF in support of young people in the jobs market.

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2.4 Child and Gender Sensitive Social Protection Programmes

Output 2.5: “National institutions are able to implement improved child and gender sensitive social protection programmes at the national and sub-national levels in Jordan”.

**UNDAF Alignment to the NRP**

The UNDAF objectives aim at strengthening national and local institutions capabilities to design and implement child and gender sensitive schemes, together with the improved targeting of initiatives. This is allied to the roll out of child rights and gender sensitive approaches to planning and budgeting. A final output indicator in this section has been added to strengthen the linkages to the NRP, which were already good, in order to carry out child and gender studies. This increased further attention at the local level.

As stated above, gender is a cross-cutting theme to the NRP. The Social Protection Chapter of the NRP contains core language concerning the need to strengthen the capacities of national and sub-national institutions responsible for overseeing and implementing protection systems. There are also strong linkages with output 2.1 above concerning the normative framework of social protection

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\(^{28}\) P. 60 & 61 NRP
protocols. Meanwhile, the gender or child budgetary planning systems promoted in the UNDAF do not appear in the NRP. Nevertheless there is a strong degree of resemblance between output 2.5 and the content of the NRP.
Outcome 3: Equitable Social Service Delivery

“Jordan is providing equitable delivery of quality social services for all people”.

Overview of UNDAF/NRP Alignment in Outcome 3

STRONG UNDAF ALIGNMENT TO THE NRP

Outcome three of the UNDAF represents core territory for service delivery so vital for maintaining the medium term focus of protecting the MDGs. There is a very good symmetry between the UNDAF and NRP in this regard. However, in light of the crisis, the front line social services of education and health have borne the brunt of its impact. As a result, although some of the content in both the education and health sections of the UNDAF was more focussed prior to the crisis and advent of the NRP, both sectors of UNDAF results matrix have recently been strengthened in an attempt to be more responsive and aligned to the NRP priorities within their respective sectors.

3.1 Early Childhood Education

Output 3.1: “National institutions have improved regulatory framework for early childhood education and care and is able to provide quality expanded services”.

STRONG UNDAF ALIGNMENT TO THE NRP

UNDAF Alignment to the NRP

UNDAF output 3.1 is directed towards improving and expanding early years’ education and care in accordance with international standards. The ultimate goal appears to support universal coverage in Jordan. This is backed up by the introduction of a monitoring tool at the national level to gauge school readiness and inform decisions on child disparities. In order to stress an NRP priority a further area of work has recently been proposed under this output related to primary aged school girls and boys receiving food assistance.

In relation to early years’ education, the NRP states that ‘it is currently unclear how the crisis has affected already under-served groups, particularly the coverage and quality of pre-school or kindergarten programmes’

Nevertheless, the Education chapter of the NRP does contain a range of six prioritized initiatives, and the enhancement and expansion of the provision of early years’ childhood education within the most vulnerable communities, ranks among those priorities.

3.2 National Teacher Training

Output 3.2: “National teacher training institutions are better able to provide more adequate curricula with adapted teaching methods that enhance inclusive quality education for all children – particularly those living in areas that have been most affected and made more vulnerable by the refugee crisis”.

29 P. 32 NRP
30 P. 35 NRP
UNDAF Alignment to the NRP

Even before the consequences of the Syria Crisis, which has placed an overwhelming demand on schools, infrastructure and teachers within the education sector, there was clearly a national drive to improve the quality of teaching. This the NRP makes clear, was anchored into implementation of the Government of Jordan’s long-term education reform strategy ‘Education Reform for the Knowledge Economy – ERfKE’\(^{31}\). In this regard, output 3.2 of the UNDAF contains two parallel streams of support to the Ministry of Education to attain higher levels of quality teaching. The first through the promulgation of National Policy Standards, including a co-ordination mechanism for teacher training. The second via the adoption of a new curricula with updated teaching methods to enhance inclusive quality education.

As mentioned in output 3.1 above, the NRP contains a series of proposals aimed at underpinning the education system in Jordan, and seeking to enable it cope with well over 200,000 new school age pupils enrolled both in camps and in host communities. Many of the emergency needs are being met through the humanitarian response. However, increasing the absorptive capacity of existing schools, providing teaching training, alternative pathways for out-of-school children, creating violence free schools, and reducing barriers to school attendance are all priorities within the NRP.

UNDAF output 3.2 has recently been adjusted (see the above underlined text), to bring it closer into accord with the focus of the NRP.

3.3 Assisting People with Disabilities

Output 3.3: “Government is better able to develop informed programmes, including for screening and rehabilitation of people with disabilities”.

UNDAF Alignment to the NRP

Output 3.3 aims at assisting the Government to better develop programmes for the screening and rehabilitating of people with disabilities. This includes a national survey alongside a registry for birth defects and disabilities, with clear referral mechanisms operating in the Ministry of Health and at the sub-national level.

The Social Protection Chapter of the NRP outlines the fact that over the next 3 years it plans to support 60,000 disabled persons benefit from community-based rehabilitation\(^{32}\). In addition to its normal caseload, the NRP also contains reference to Ministry of Health reports that acknowledge the considerable pressure on services that have arisen as a result of the increased numbers of ‘war-

\(^{31}\) P. 32 NRP
\(^{32}\) P. 77 NRP
related health conditions, traumas, amputations, bullet wounds and mental disorders’ which have been registered.

3.4 Equitable Health Care

Output 3.4: “National institutions are better able to provide quality and equitable health care programmes to address communicable and non-communicable diseases with focus on areas most affected by the Syrian crisis.”

UNDAF Alignment to the NRP

Output 3.4 is considerable in its scope and covers some major parts of the national healthcare service. For instance, contained within this output of the UNDAF, the following sub-programme of assistance to the Ministry of Health is outlined:

I. culturally sensitive HIV/AIDS guidance
II. guidelines for the basic healthcare package, neo-natal mortality and women’s health updated
III. mental health care
IV. elderly persons services based on the national strategy for the elderly
V. national action plan for infant mortality
VI. mother & child health
VII. immunization for children, young child feeding principles and counselling for pregnant and lactating mothers

The NRP goals of the health sector are straightforward:

I. Direct budget support to help finance the additional cost of treating a larger population cohort, with a different manifestation of diseases and impediments.
II. Filling the human resources gap with qualified and skilled professions.
III. Increase the absorptive capacity of hospitals and health centres.
IV. Provision of critical equipment, assets and vehicles.
V. Strengthening non-communicable disease control.

The final three areas listed on the UNDAF portfolio of support have been recently added to ensure a closer alignment with the Health Chapter of the NRP. More importantly, the overall output has been adjusted to focus greater attention on those communities most affected by the crisis. As a result the alignment between UN assistance and NRP requirements should be high.

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33 P. 42 NRP
Outcome 4: Investing In Young People
“Jordan has institutionalised necessary policies and mechanisms for effective and inclusive participation of young people in social, cultural, economic and political life”.

Overview of UNDAF/NRP Alignment in Outcome 4

The UN Working Group has wisely decided to refocus its energies on outputs 4.1 and 4.2 below on enterprise, training, jobs and civic engagement for young people. There is a stronger consensus with the NRP when it comes to jobs and entrepreneurship over civic engagement. This is possibly because the NRP cites youth unemployment as a brake on the economy, which is exacerbated as a result of the crisis. There are important areas of the NRP linked to employment and livelihoods which particularly target young people. The youth apprenticeship scheme referred to in the details connected with output 4.2 below could make a significant contribution to the NRP. It will be important to identify key programmes and ensure they deliver the promised results for young people. The healthy lifestyles and reproductive health component in output 4.3 below does not appear so conspicuously as a priority within the NRP.

The recent stakeholder consultation on the UNDAF/NRP alignment exercise was well attended by CSO’s with a strong contingent drawing on a sincere interest in the wellbeing of young people. Participants at that event made a strong case for better information and improved co-ordination across the youth sector as a whole. Presently there appeared to be lots of studies reported but insufficient co-ordination at the national level. As a result, participants recommended that the UN should play a greater facilitation and co-ordination role between Government and donors to achieve more coherence in the sector. Furthermore, the UN should give consideration to the appointment of a nominated focal point UN agency to perform the co-ordinator role. In addition to that, a new range of national level indicators for youth should be consulted and adopted, with the NRP being pressed further to generate greater definition on youth through the implementation of its priority programmes. It did no harm to hear participants stating once again that the most critical aspect of the NRP was in relation to job creation for both young men and young women. This mirrors the refocused UNDAF priority for the same purpose. Greater concerted efforts are needed in this area, as a high priority. Finally, it was reported that young people are also calling to become more engaged in the accountability and monitoring structures of both the NRP and UNDAF. The point was well made that the UNDAF is not just accountable to the Government, but also to the nation. This needs to be reflected in the formal accountability mechanisms.

4.1 Young People, Civic Engagement and Decision Making
Output 4.1: “National organisations are able to engage young people in civic engagement and decision making processes.”
The main activities envisioned under UNDAF output 4.1 relate to national institutions providing policies, co-ordination mechanisms and opportunities for young people to be engaged in extracurricular activities, civic engagement and volunteerism. This extends to national youth centres and to Government and UNWRA schools supported to promote student councils engage in school decision-making.

The NRP comes at the issue and youth from a slightly different perspective that relates more to output 4.2 below. In regard to engaging youth in civic engagement and consultation (incorporating linkages to outputs 1.1 and 1.5 above) it remains to be seen as to the extent that young people are formally consulted as part of the NRP processes and plans, or engaged in the implementation in any way of the sector strategies contained within the NRP. The current links between UNDAF output 4.1 and the NRP appear to be weak in the absence of any direct plans in the NRP to promote civic engagement or the participation of young people in decision-making at the national or sub-national level.

Outside of the parameters of the NRP however, there seems to be possible traction for a nationwide youth volunteerism scheme.

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4.2 Training & Work for Young People

*Output 4.2:* “National organisations and institutions are better able to design and implement programmes to develop youth’s life skills and to ensure decent work employment opportunities”.

UNDAF Alignment to the NRP

At its core, output 4.2 of the UNDAF contains three measures aimed at promoting the development and implementation of programmes targeting young peoples’ skills development, entrepreneurship courses for young people at higher education institutions and apprenticeship schemes.

The Livelihoods and Employment Chapter of the NRP states that ‘high youth unemployment rates have become “structural” and a drag on the economy’\(^{34}\). As a result, the first priority listed in this category is to ‘create more and better jobs opportunities for the vulnerable (women and young men and women)’. The second is to ‘revive the local economies of the most-affected areas through support to existing and new micro and small enterprises for vulnerable households (women, and young men and women)’\(^{35}\). Hence there is a strong alignment between UNDAF output 4.2 and the NRP, provided the UNDAF focus is adjusted towards those communities most-affected by the crisis.

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4.3 Healthier Lifestyles for Young People

*Output 4.3:* “National organisations are better equipped to institutionalise healthy lifestyles programmes including reproductive health for young people including most at risk groups”.

\(^{34}\) P. 38 NRP

\(^{35}\) P. 60 & 62.
UNDAF Alignment to the NRP

Output 4.3 of the UNDAF intends to ensure that institutions provide healthy lifestyle, reproductive health programmes and HIV/AIDS prevention programmes to young people.

The Health Chapter of the NRP makes reference to ‘strengthening of existing primary care healthcare programmes, including reproductive health and school health’. However this does not amount to alignment at the current stage.

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36 P. 44 NRP
Outcome 5: Preserving the Environment

“Government and national institutions have operationalised mechanisms to develop and implement strategies and plans targeting key cultural, environmental and disaster risk reduction issues (including a transition to a green economy) at national and sub-national levels”.

Overview of UNDAF/NRP Alignment in Outcome 5

Outcome five is a very important part of the UNDAF/NRP juxtaposition. It contains several major sectors. First among these (UNDAF output 5.1 below) is the water sector – financially the largest in the NRP. Here the UN has a solid contribution to make. Alignment is close at the macro level of programmes and micro level of individual projects. On the other hand, Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR), see output 5.2 below, do not at first sight appear very obvious within the NRP. Upon closer reading, chapter by chapter, however reveal the implications of both in almost every sector. Therefore, both are more like cross-cutting themes within the NRP and deserve particular attention, particularly from a resilience perspective. A further area of convergence between the UNDAF and the NRP is the energy output 5.4, which has been strengthened to align more closely to the stand-alone energy chapter within the NRP. Finally, output 5.5 is a completely new output predicated on the requirement to bring forward an objective to support municipalities cope, recover and sustain a response to the challenges outlined in the NRP concerning the solid waste management service delivery sector.

The recent stakeholder consultation event hosted by the UN with key partners generated the following comments. Firstly, it welcomed the intention of the UNDAF to strengthen its focus on the most affected Jordanian host communities. Secondly, it reiterated an appeal made in Priority Area 2 above to better achieve the integration of the best elements of the private and civil society sectors as implementing partners for service delivery functions. It was maintained that the delivery of sector strategies should not fall just to Government departments, but that these should be complemented by stronger partnerships with civil society and private sector operators at the national and local level. The point was well made that the private sector will be critical if the renewal energy targets are to be met. The UN innovation to create dedicated output 5.5 to help meet the challenges facing the solid waste management sub-sector was well received, in response to a particular priority requirement of the NRP. Finally the energy sector was considered to have a similarly important profile within the NRP as it impacts all sectors – and greatly enhanced efforts will be needed in the areas of awareness, conservation and consumption management over the next few years.

5.1 Water & Sanitation

Output 5.1 “Key stakeholders working in the water sector are able to implement IWRM and sanitation services to support the Government of Jordan to meet the increasing demands”.

UNDAF Alignment to the NRP
Output 5.1 is a strategic one, truly aligned to the NRP. It contains various critical aspects that are essential to the core WASH strategy. Namely, Integrated Water Resource Management (IWRM), upholding policies and standards on drinking water and waste-water reuse, sustainable water conservation and management for communities, and a final measure has recently been added to bring the output into full conformity with the NRP in relation to sewage networks and treatment plants.

The WASH sector is the largest by financial investments required within the NRP. As the NRP reminds us, ‘Jordan is the fourth most water scarce country in the world and the increase in demand from the burgeoning Syrian refugee population has significantly impacted the sector’, which for years had been suffering from under-investment. The NRP has three very clear priorities in the WASH sector which correspond closely to those set out in the UNDAF:

I. Improving the quantity, quality and efficiency of safe drinking water delivery.
II. Expanding and improving sanitation services.
III. Addressing cross-cutting water and sanitation issues.

5.2 Sustainable Management of Ecosystems, Cultural and Natural Heritage
Output 5.2: “National Institutions are better able to Manage Integrated Ecosystems, Cultural and Natural Heritage in a Sustainable and Participatory Manner”.

UNDAF Alignment to the NRP
Output 5.2 relates to various aspect of NRM:

I. rangeland and farmland management;
II. natural, cultural, archaeological and world heritage management;
III. the conservation of bio-diversity and marine coastal areas,

The NRP pursues environmental sustainability as a cross-cutting concern. In addition, there are some oblique linkages between output 5.2 and the NRP rangeland and farmland management, these are related to income generation under the employment and livelihoods chapter, rather than to improved natural resource management. However, outside of these references the only specifically dedicated NRM project in the NRP intervention 3.2 concerning the Badia rangelands of Jordan.

5.3 Disaster Risk Reduction (DRR) & Climate Change Adaptation (CCA)
Output 5.3: “Government and key actors are able to integrate disaster risk reduction and climate change adaptation and mitigation into strategies and operational plans at national and local levels”.

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37 P. 81 NRP
38 P. 60-62 NRP
UNDAF Alignment to the NRP

This is a fascinating area in which to strengthen the linkages between the UNDAF and the NRP. On the one hand, there is no dedicated programme to DRR or CCA in the NRP. On the other, both are absolutely fundamental to the resilience agenda, in order to prevent or mitigate the exposure to future risks, and thereby contribute to building resilience at the household, community and institutional level.

The output area 5.3 envisions UN assistance in both CCA and DRR. In respect to CCA, the UN offered to assist the Government with the delivery of a gender responsive NAPA. It also sought to support the inauguration of a number of CCA pilots in areas such as bio-diversity and desertification implemented by communities and sub-national institutions, as well as with urban plans that are astute to the hazards posed by climate and geology. Within the realm of DRR a risk atlas will be developed for the implementation of the National Disaster Risk Management Strategy.

The NRP incorporates consideration of climate change risk, albeit briefly, within the cross-cutting goal of promoting environmental sustainability. Similarly, the Livelihoods and Employment chapter refers to the ‘challenge of climate change’ and its impact on the agricultural sector. The sub-section ‘Addressing Impacts of Climate Change to the Water Sector’ provides a brief summary of the intersection between the energy and water sectors in this regard. Finally, the energy chapter naturally has as its overall purpose the goal of meeting increased energy demands as a result of the crisis through innovation, renewable energy and efficiency measures.

The integration of DRR plans into all ministries is possible (so far Ministry of Education is known to be pursuing this with UN support), and for municipalities to consider DRR measures in any new round of development planning associated with output 1.3 above.

5.4 Energy & the Green Economy

Output 5.4: “Government is able to operationalise national green economy action plan in a gender sensitive and inclusive manner in order to address increased demands for energy”.

UNDAF Alignment to the NRP

UNDAF output 5.4 was previously much more narrowly focused on promoting standards and labels for energy efficiency in domestic appliances and in supported the provision of advisory services to SMEs in respect to energy efficiency. A further aim of the output is to support the development of the green economy, including eco-tourism.

The NRP has a chapter dedicated to energy, which contains some fairly ambitious targets for offsetting the increased energy demands via renewables and wholesale energy efficiently measures.

39 P. 24 NRP
40 P. 59 NRP
41 P. 86 NRP
42 P. 37-39 NRP
As a result the UNDAF output has been strengthened to incorporate the NRP objective. However, whilst in principle there is now an alignment between the UNDAF and NRP, the UN will need to step up its level of engagement in the energy sector commensurate with the scale of the energy sector challenge outlined in the NRP.

5.5 Solid Waste Management

Output 5.5: “Improved waste management policies and service delivery based on participatory planning, provision of needed equipment and machinery, technological enhancements and new partnerships”.

UNDAF Alignment to the NRP

Output 5.5 is a brand new output fully aligned to the NRP in recognition of the huge challenge confronting municipal services in Solid Waste Management (SWM). The intervention is 100% aligned to the NRP and includes participatory approaches, equipment, machinery, new technology and the potential for new public-private partnerships.

In section 1.2 of the NRP, ‘Overview of the Impact of the Syrian Crisis on Jordan’, the assessment speaks of ‘local services and infrastructure that was previously deficient in quality, or inadequate in capacity, to meet the needs of the local pre-crisis population’.

It further states ‘in particular, solid waste management – the system is unable to keep pace with the increased demands placed upon it’.

Arguably one of the highest priorities of the entire NRP, the Local Governance & Municipal Services section of the NRP prioritizes SWM as one of its chief programmes, requiring nearly US$ 120m over the next three years to remedy. One important dimension to the work of the UN in this sector is the ability to transfer early learning and performance gains in service delivery to other municipal services.

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43 P. 12 NRP
44 P. 12 NRP
45 P. 72 NRP