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Organization of the
United Nations

Evaluation of FAO's contribution to Jordan

2017–2021



Country Programme Evaluation Series

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to Jordan**

2017–2021

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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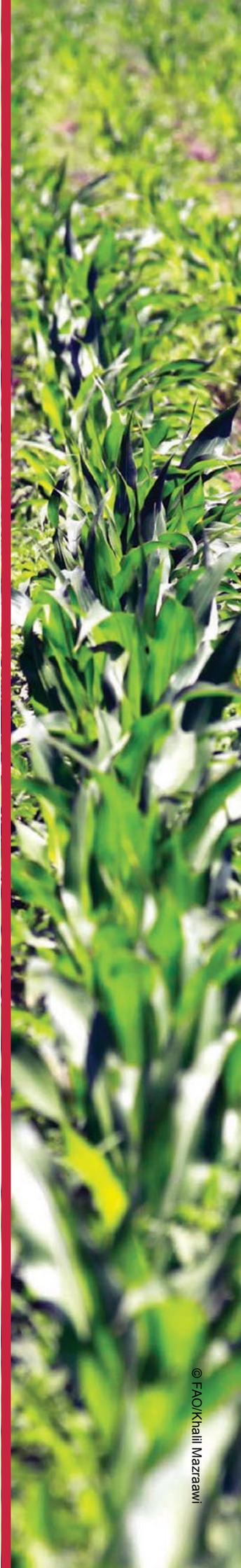
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Abstract

This evaluation reviews the Food and Agriculture Organization of the United Nations (FAO) Country Programme in Jordan during the 2017 to 2021 timeframe. FAO in this period worked in accordance with its comparative advantage and the programme was well aligned with the needs in the country. As a result, it was able to combine humanitarian relief with long-term development programming.

FAO's policy footprint has been significant in areas such as disaster risk response assessment and monitoring. It contributed to institutional capacities in areas such as water productivity and utilization capacity. FAO also played an increasingly important role as a partner and its capacity to bring together sectorial stakeholders has been highly conducive to cooperation.

Yet, operational and administrative factors hindered FAO's work. Also, sustainability of results is often negatively affected by limited capacity for upscaling and lack of clear exit strategies. These factors among others call for enhanced capacity of the country office to improve the coherence of the programme in both size and technical focus with the available human resources and establishment of a robust monitoring and evaluation (M&E) and knowledge management system.



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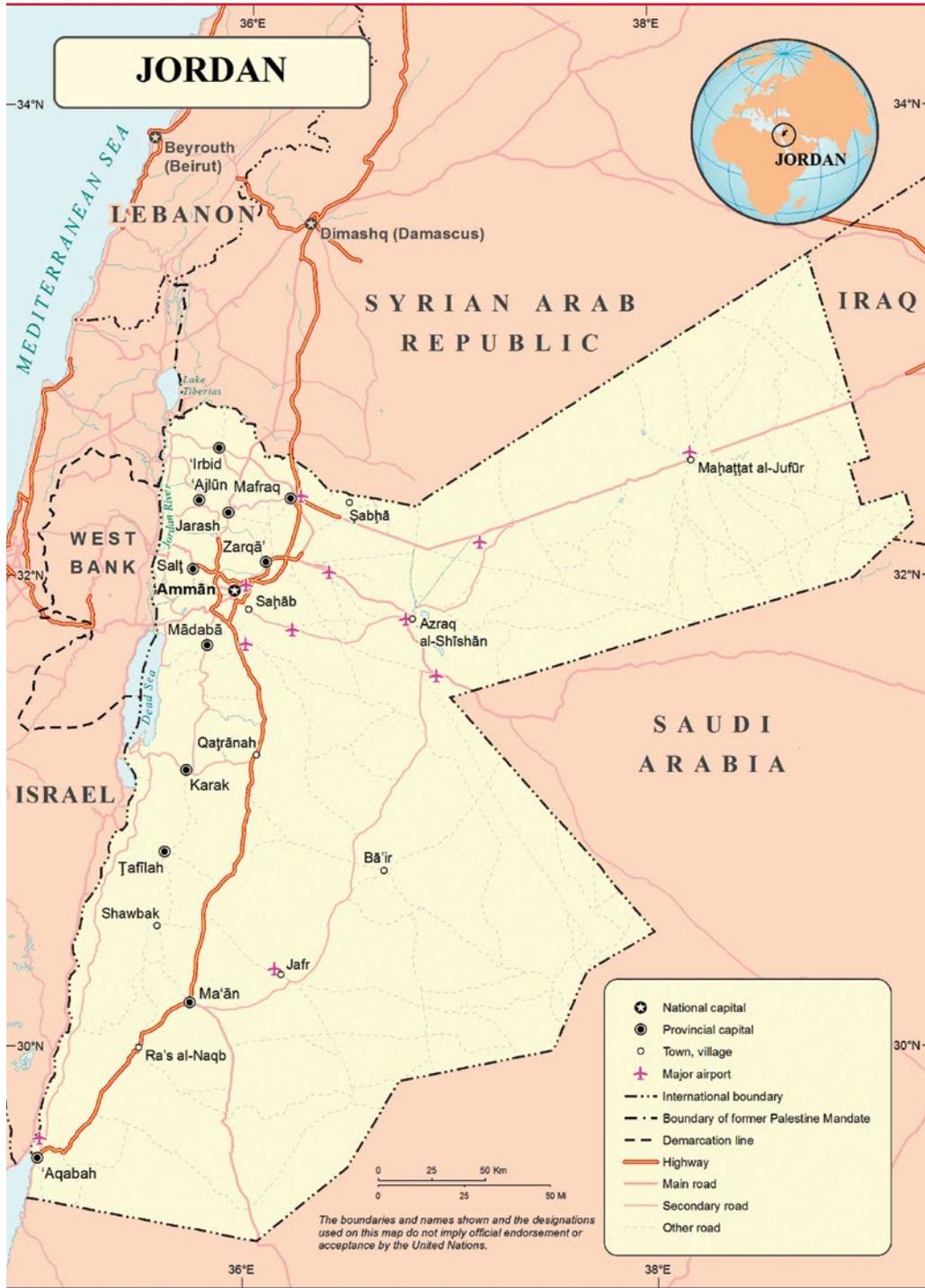




Abbreviations and acronyms

CPF	Country Programming Framework
DRR	disaster risk reduction
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
GFP	gender focal point
IFI	international financial institution
JRP	Jordan Refugee Response Plan
M&E	monitoring and evaluation
NARC	National Agricultural Research Center
NGO	non-governmental organization
RIMA	Resilience Index Measurement and Analysis
RNE	Regional Office for the Near East and North Africa
UNSDCF	United Nations Sustainable Development Cooperation Framework

Map of Jordan



Source: United Nations Geospatial. 2018. Map of Jordan. www.un.org/geospatial/content/jordan



Executive summary

Introduction

- 1 This report presents the results of the independent evaluation of the Food and Agriculture Organization of the United Nations (FAO) country programme in Jordan conducted in 2021. Its purpose is to provide independent feedback, help orient the next country programme framework, and contribute to the FAO Jordan Country Office and the Government of Jordan, as well as to United Nations (UN) joint programming. In response to the set objectives, the following five key evaluation questions were formulated and assessed:
 - i. Key Evaluation Question 1: Strategic positioning: Does FAO's programme respond effectively to Jordan's developments, policies and humanitarian priorities?
 - ii. Key Evaluation Question 2: Programme contribution: What difference has FAO's programme made to the food security and agricultural sector in Jordan?
 - iii. Key Evaluation Question 3: Operational and organizational capacity: What factors contributed to/hindered the intended results of FAO's programme?
 - iv. Key Evaluation Question 4: Partnerships: To what extent has FAO leveraged partnerships with national institutions, the United Nations system, civil society, private sector and other development partners?
 - v. Key Evaluation Question 5: Cross-cutting issues: To what extent has FAO mainstreamed gender and the "leave no one behind" principle at the country level?
- 2 The evaluation focused on assessing FAO's contributions to development results in the priority areas defined in the Country Programming Framework (CPF). The scope of the evaluation covers all FAO activities implemented in Jordan during the 2017 to 2021 period. The assessment of short-listed activities from regional, cross-border and multi-country programmes was limited to their interaction with Jordan.
- 3 The evaluation used a mix of quantitative and qualitative methods while taking into consideration the available resources. The evaluation team, which consisted of an international and a local evaluation consultant, conducted key informant interviews and focus group discussions with 38 individuals including beneficiaries, national and local government representatives, UN agency representatives, funding partners and other key stakeholders.

Main findings

Strategic positioning

- 4 FAO's programme has generally been well aligned with national development priorities and policies. The CPF took into account relevant national priorities as articulated in sectoral strategies. It is also aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF). The Jordan Country Office contributes to UNSDF Outcomes 1 (Strengthened institutions) and 3 (Enhanced opportunities) by supporting the development of national game plans in relevant sectors including food security, and capacity building of the national counterparts including the Ministry of Agriculture and the Department of Statistics. Moreover, the programme was aligned with the needs of target groups and legatees, combining various projects and activities within the humanitarian–development–peace nexus (HDP nexus) through a more top-down approach. Regarding the latter, the CPF aimed to contribute to the Jordan Response Plan for the Syrian Crisis 2017–2019 and the Jordan Compact.
- 5 FAO has been providing technical support for developing a national vision of agriculture in the context of the Sustainable Development Goals (SDGs) and was a key contributor to the Voluntary National Review (VNR), which outlined a plan of action for follow-up. Nevertheless, there is room for enhanced support to mainstreaming of SDGs, monitoring of indicators and promoting their implementation.
- 6 FAO leveraged its comparative advantage in a highly competitive environment by gradually moving towards multi-sectoral projects that were pioneered within the food–water–energy



nexus, i.e. objectives in the agricultural, environment and water sectors, with FAO's core functions relating to poverty reduction and resilience building. FAO has been effectively established intersectoral cooperation and knowledge sharing between water, environment and energy sectors within an agricultural focus.

- 7 Programme contributions: as a knowledge organization, FAO has influence on decisions of national stakeholders and partners in areas within its mandate at institutional levels. FAO's policy footprint during the evaluation period has been significant. A number of policies and strategies supported by FAO were of high quality and highly valued by all stakeholders interviewed. Contribution in this regard relates to development and implementation of national strategic documents and plans in areas such as agriculture, disaster risk reduction (DRR), forestry, aquaculture and climate change.
- 8 FAO has also contributed to building institutional capacities in CPF priority areas. This included strengthening the capacity of national counterparts in policy formulation related to the use of natural resources, including water, soils, rangeland and forests. Substantive inputs were provided regarding, *inter alia*, the preparation of the Government of Jordan's VNR submitted to the High-Level Political Forum 2021 in 2017. While FAO's contribution to rural and peri-urban livelihoods has primarily involved policy level support, the Organization contributed to improving the livelihoods of vulnerable groups such as women. With regard to the latter achievements, FAO contributed to significant improvement in dietary diversity and food consumption levels among rural women.
- 9 In terms of humanitarian work, FAO supported refugees and Jordanian host communities. Achievements in this regard involved, *inter alia*, improved home-based food production and processing. Short-term jobs were created for Syrian refugees in the Zaatari refugee camp and hosting communities in Mafraq Governorate. In line with the Jordan Compact, FAO effectively worked to turn the Syrian refugee crisis into a development opportunity. A noteworthy example is the treatment of bio solids that were recovered from the sewage treatment process in one of the short-listed projects.
- 10 Moreover, FAO contributed to improved domestic/export marketing and trade of Jordanian agricultural products by driving sales of agrifood products via national channels such as festivals and fairs.
- 11 In terms of sustainability, key stakeholders are not always attaining the necessary capacities to ensure the continued flow of benefits/services. Sustainability of results is often negatively affected by limited capacity and resources for upscaling, and a lack of clear exit strategies.

Partnerships

- 12 A more proactive approach of the new Country Office leadership towards partnerships has led FAO to play an increasingly important role as a development partner in Jordan. FAO has increasingly been engaged in partnerships with the Government of Jordan to achieve better results in the country. This partnership has been primarily focused on the Ministry of Agriculture, although this is gradually changing. The Ministry of Agriculture has supported the FAO Office since its establishment and has seconded staff to the Jordan Country Office. This approach is questionable, however, in terms of the long-term independence of the Organization, and is not a sustainable model.
- 13 There are also challenges with regard to establishing a more centralized and transparent approach towards cooperation with public bodies. While there has been a close cooperation with various line ministries, outreach and coordination have been particularly fragmented at the departmental level, which reflects a lack of internal coordination within the Government of Jordan as well as a lack of communication between different line ministries and departments.
- 14 FAO has built partnerships and cooperation with UN agencies and development organizations such as the European Union (EU), Global Climate Fund (GCF), Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), United Nations Development Fund (UNDP), United Nations Children's Fund (UNICEF), Oxfam and working relations with universities and research

institutions, e.g. the Jordan University of Science and Technology and the National Agricultural Research Center (NARC), as well as farmers' organizations and the media.

- 15 FAO has been playing a more important leading role in agriculture sector coordination platforms and working groups. Yet, joint programming with United Nations partners has proved more challenging. Also, interaction with civil society organizations has been generally new and narrow in scope. This particularly results in limited long-term relationships focused on co-creation and burden-sharing. FAO recently started to build partnerships with the private sector, but they have not yet materialized in any concrete joint action.
- 16 FAO's capacity to connect different agencies, transfer academic knowledge to practice, and create necessary multipurpose dialogue has been a strong value-added during the implementation of various projects, such as "Improving Rural Livelihoods and the Environment through the Integral Utilization of Residues of Treated Wastewater and Organic Solid Waste for the Production of Renewable Energy and Compost in Mafrq Governorate of Jordan". In this project, FAO brought different line ministries (with sometimes conflicting mandates) on board around important topics and contributed to the development and transfer of academic knowledge into effective policy dialogue. FAO also set the ground for cooperation on issues that are both challenging and ground-breaking, such as the harmonization of conflicting standards in the use of bio-solids and compost from sludge for agricultural and other purposes.

Operational and organizational capacity

- 17 Gaps within stringent internal administrative systems, resources mobilization strategy and lack of human resources have affected FAO's effectiveness in Jordan. Not having a functioning host country agreement increases pressure on the Jordan Country Office and its ability to attract project staff and technical expertise since means in this regard are also used for financing regular programme staff.

Gender mainstreaming and application of the "leave no one behind" approach

- 18 Although increasingly more attention is paid to gender, FAO's work on mainstreaming gender and human rights is still limited at the programme level. Efforts to mainstream gender in projects improved during the evaluation period. Two-way communication with beneficiaries/communities requires major improvement for a meaningful stakeholder participation and grievance readdress. This mechanism should be set up and operationalized systematically at the country office level.

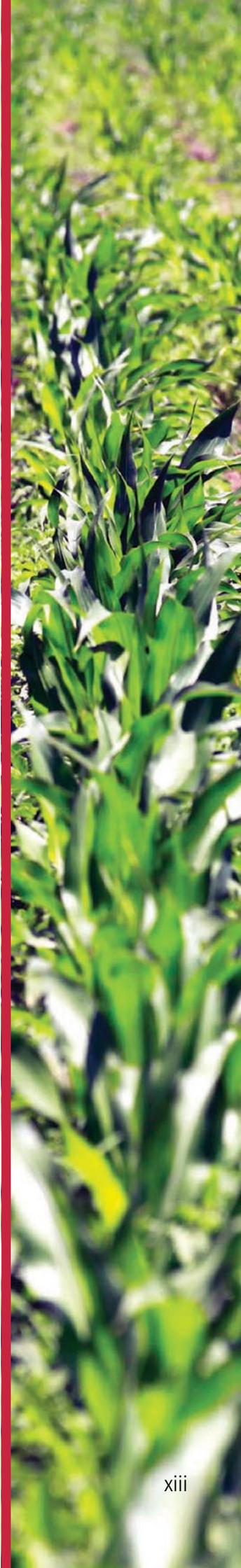
Conclusions

Strategic positioning

Conclusion 1. FAO's programme in Jordan responded to beneficiaries' needs while considering global and country development and humanitarian priorities. There is, nevertheless, room for greater use of context analysis and needs assessments in programme design and implementation.

- 19 The CPF has been aligned with the national priorities and objectives. This required effectively combining sectoral objectives in the agricultural, environment and water sectors for multi-sectoral approach. FAO's programme also constituted to an adequate response and was adapted to the institutional, human capacities and needs of the Government of Jordan and other key stakeholders. Yet, there is room for improvements in terms of the CPF logic and quality. For example, it does not provide a detailed narrative on the theory of change anchoring the programme design. It also does not elaborate on a context analysis, need assessments or strategic national studies with a view to providing a solid basis for strategic prioritization. Agriculture does not receive the highest priority in terms of the SDGs in Jordan, and therefore, supporting of mainstreaming of the SDGs and monitoring indicators should be enhanced and their implementation in the country should be accelerated.

Conclusion 2. FAO is working in accordance with its comparative advantage and is recognized as a trusted source of technical knowledge and advice.



- 
- 20 FAO draws extensively from its comparative advantages where it is particularly well regarded by the Government of Jordan and partners for its corporate ability to bring partners together and deliver technical knowledge and expertise.

Programme contribution

Conclusion 3. FAO in Jordan has carried out actions to: i) influence decision-making, national stakeholders and partners; ii) support and formulate strategies and policies; and iii) build the national capacity.

- 21 FAO has had a considerable contribution to policy formulation. Its input in this regard was found to be highly valuable and appreciated by relevant stakeholders. Implementation of some of the strategic documents has not taken place so far, however, due to internal administrative issues of the Government of Jordan. FAO's knowledge products and the capacity to bring together various sectoral stakeholders have allowed it to realize important breakthroughs. FAO's national capacity building in sectors such as DRR assessment and monitoring enhanced the knowledge base and strategic planning.

Partnerships

Conclusion 4. FAO has played an increasingly important role as a partner.

- 22 Partnerships with civil society organizations were more challenging, but they have developed incrementally. Also, partnerships with the private sector were limited, and FAO has not engaged strategically with international financial institutions (IFIs).

Operational and organizational capacities

Conclusion 5. Various operational and organizational factors hindered the achievement of FAO's programme intended results. FAO's organizational chart in Jordan does not include regular programme staff. This is the direct consequence of not having a functioning host country agreement. This creates more pressure on the Jordan Country Office and its ability to attract project staff and technical expertise, since available means in this regard are also used for financing regular programme staff.

Gender mainstreaming and application of the "leave no one behind" approach

Conclusion 6. FAO Jordan's contribution to gender mainstreaming in its programmes and projects has been limited. However, efforts to mainstream gender in projects improved during the evaluation period.

Recommendations

Recommendation 1. Programme Design: FAO should enhance the quality of its programme design by considering:

- i. Aligning the next CPF (2023–2027) with the Government of Jordan's new economic reform agenda and recovery from the COVID-19 crisis. Ideally, programme design should almost immediately align with the Jordan Response Plan for the Syrian Crisis. Agriculture should be promoted as an important asset in this regard and FAO can play a crucial role in leading the transformation of the sector towards achievement of the SDGs.
- ii. Creating a supporting context analysis, identifying areas where assessments and studies are non-existent and developing a plan for evidence generation.
- iii. Specifying attainable country-level outcomes in CPFs, based on well-defined theories of change, linking the field programme to national objectives in the area of agriculture and climate change. This includes realistic resource mobilization plans.

Recommendation 2. Programme contribution: FAO should support the formulation, uptake and implementation of policy development and advice by:

- i. involving the relevant stakeholders at the outset. Key partners such as civil society organizations should be involved in the process;

- ii. defining the scope with the relevant stakeholders seeking different perspectives to create joint ownership; and
- iii. clearly communicating any policy development to relevant stakeholders and national counterparts.

Recommendation 3. Programme contribution: FAO should strengthen its capacity building efforts to be more effective and sustainable by:

- i. setting a clear plan listing the training sessions that will be conducted during the year;
- ii. identifying the accurate audience that is the most relevant to the topic covered by the trainings. FAO should be clear in defining the profile of the participants (department, positions, etc.) who can attend the training;
- iii. organizing training of trainers: identify key staff in the ministry, train them on the training package so that they can train newcomers in their office; and
- iv. organizing refresher sessions to update the skills and knowledge gained of regular staff, and to allow newcomers to familiarize with the given topic and be well informed.

Recommendation 4. Partnerships: develop a partnership strategy to guide collaboration with various potential partners as well as current partners, public and private sector partners, civil society partners and UN partners.

- 23 This will be an opportunity to identify the right partners and define the parameters of the partnerships. In line with the strategy, develop more effective partnerships with, among others, local non-governmental organizations (NGOs) that focus on long-term relationship building, co-creation and burden-sharing. As a reputable actor and development partner, FAO can be a neutral broker among the government, non-governmental, universities, research institutions and private sector actors. This could be used to create viable public private partnerships that could carry the results of the projects towards upscaling and follow-up investments. FAO should adopt a more centralized and transparent communication and relationship with the Government, particularly the Ministry of Planning and International Cooperation and the Ministry of Agriculture, in order to have a less scattered programming, enhance the impact of capacity-building activities and reduce risk of duplication. The signing of the Host Country Agreement should be accelerated.

Recommendation 5. Operational and organizational capacities: enhance the Country Office's capacity to improve the alignment of the country programme in scope, and according to staff positions, expertise, type of contracts (long/short term), with the available human resources.

- 24 The implementation capacity of the Country Office needs to be enhanced to facilitate implementation of the large projects that are in the pipeline. A capacity assessment and associated development plan would be useful in defining the division of labour, identify and hire appropriate technical staff, and further develop human resources in the country office. Moreover, robust monitoring and evaluation (M&E) and knowledge management system should be established with dedicated human resources to ensure meaningful monitoring of progress at the programme and project level, and the collection and documentation of lessons learned from (pilot) initiatives.

Recommendation 6. Gender and conflict sensitivity mainstreaming: ensure an adequate institutional set-up for gender and conflict sensitivity mainstreaming. This entails: i) informing the next CPF with more robust gender assessment and gender-disaggregated information/data; ii) implementing gender stocktaking exercises; and ii) strengthening of the gender focal point (GFP) network at the regional level.

Recommendation 7. Leave no one behind: develop and apply a standardized project-level grievance redress mechanism that sets out the procedure for receiving and processing grievances and concerns.

- 25 Considering the nature of the FAO programme in Jordan and the diverse beneficiaries (refugees, host country), the goal of this mechanism should be to provide beneficiaries of FAO programmes with a standardized transparent, effective and timely mechanism to offer feedback and voice their concerns. This will allow them to be informed of efforts made to address their concerns.



1. Introduction

- 1 The Office of Evaluation (OED) of the Food and Agriculture Organization of the United Nations (FAO) has been conducting country programme evaluations (CPEs) since 2005 to provide accountability to Member Nations, national governments and development partners while also drawing lessons learned and making recommendations that will be useful for FAO's future engagement in a country. Jordan was selected as one of the countries in which to carry out a CPE in 2019.

1.1 Purpose of the evaluation

- 2 The Country Programming Framework (CPF) is the principal instrument that defines the development priorities for collaboration between FAO and governments. This ensures FAO's accountability to government and non-government partners as well as resource partners in the country, as well as all Member Nations.
- 3 The goal of the Jordan CPE is to provide independent feedback, to strategically orient the next country programme framework, contribute to the Jordan Country Office and the Government of Jordan, as well as the United Nations (UN) system joint programming.
- 4 The specific objectives of the CPE therefore are to:
 - i. assess FAO's strategic positioning and relevance;
 - ii. assess FAO's operational and organizational capacity to achieve intended results;
 - iii. assess FAO's contribution to development changes through the four priority areas defined in the CPF;
 - iv. assess how FAO leveraged partnerships with national institutions, the UN system, civil society, the private sector and other development partners; and
 - v. identify key lessons learned and recommendations to inform the next CPF.
- 5 The evaluation also looks at cross-cutting issues and assesses the extent to which gender and the "leave no one behind" principle were mainstreamed.

1.2 Scope and objective of the evaluation

- 6 This evaluation involves all of the assistance that FAO provided to Jordan, irrespective of the source of funding. This assistance includes activities funded through the regular programme as well as extra-budgetary resources; national, regional and global projects and initiatives; and emergency and development interventions. The evaluation focuses on assessing FAO's contributions to humanitarian and development results in the priority areas defined in the CPF.
- 7 The temporal scope of the evaluation covers all FAO activities in Jordan from 2017 to 2021 (including any project, programme or contract starting in 2020). It should be noted that, for the projects, programmes and contracts that are not yet completed, the evaluation criteria of impact and sustainability are not assessed, since the impact and multiplier effects of such interventions cannot be realized, and their sustainability cannot possibly be tested in the short term.
- 8 The geographic scope of the evaluation involves FAO activities within the territory of Jordan. Short-listed activities of regional, cross-border and multi-country programmes are also evaluated from the point of view of their mutual coherence. Yet, the respective efficiency, effectiveness, impact and sustainability of these interventions are only assessed within the limits of their interaction with Jordan.
- 9 In response to the objectives of the country programme evaluation, the following five key evaluation questions were formulated:
 - i. Key Evaluation Question 1: FAO's strategic positioning: does FAO's programme in Jordan respond to beneficiaries' needs while considering global and country development and humanitarian priorities?

- ii. Key Evaluation Question 2: Programme contribution: what difference has FAO's programme made to the food security and agricultural sector in Jordan?
- iii. Key Evaluation Question 3: FAO's operational and organizational capacity: what are operational and organizational factors that hindered or ensured the achievement of FAO's programme intended results?
- iv. Key Evaluation Question 4: Partnerships: to what extent has FAO leveraged partnerships with national institutions, the UN system, civil society, the private sector and other development partners?
- v. Key Evaluation Question 5: Cross-cutting issues: to what extent has FAO mainstreamed gender and the "leave no one behind" principle in its work at the country level?

1.3 Methodology

- 10 The evaluation design called for a robust data collection strategy that would be sufficiently comprehensive and varied while allowing for in-depth exploratory enquiry and robust evidence gathering, testing and validation. The evaluation therefore used a mix of quantitative and qualitative methods when taking into consideration the resources available. The evaluation matrix (Appendix 2) presents the framework that guided the data collection and assessment.
- 11 Both primary and secondary data were collected for the purpose of the evaluation. To this end, the evaluation capitalized on available data as an initial source of information. Secondary data included all data directly linked to the FAO's overall programmes, including already existing data (e.g. strategic or programmatic documentation, national statistics). Primary data involved the information that needed to be generated by the evaluation (e.g. opinions of persons directly involved in the implementation of FAO's country programme, gathered through interviews, or focus groups. Both primary and secondary data informed indicators to answer the evaluation questions.
- 12 The review of documents during the document review phase involved:
 - i. documents on the general programme portfolio: strategic and programmatic documents such as the CPF, annual country reports, public statements; other FAO documents) and secondary documents (e.g. government statistics and reports of international civil society organizations; publications by international and regional organizations specialized in the areas covered by FAO); and
 - ii. documents on the sampled interventions including financing decisions, contracts, progress and final reports, evaluation reports, programme-generated publications, etc.
- 13 The evaluation sampled a set of interventions, which were both important and representative of the portfolio. The sampled interventions formed the keystone of this evaluation by providing first-hand information on changes that confirm or disprove whether FAO's objectives were achieved in Jordan.
- 14 During the field phase, the following primary data collection methods were used to collect the views of the beneficiaries and other stakeholders:
 - i. semi-structured key informant interviews (KIIs) with beneficiaries, cooperating partner staff, national and local government representatives, UN agency representatives, funding partners and other key stakeholders in the country portfolio sectors;
 - ii. structured focus group discussions (FGDs) with beneficiaries;
 - iii. direct observation of activities (coordination and technical meetings); and
 - iv. an internal debriefing presentation at the end of fieldwork to discuss preliminary findings and the next steps of the evaluation process.
- 15 The list of stakeholder groups consulted in the framework of the evaluation is presented in Table 1. Strategy and policy documents were also analysed based on information obtained during interviews, field visits, and interactions with various stakeholders.

Table 1 - Beneficiaries, stakeholders and information generation methods

S.NO	Beneficiaries/stakeholders	Methods
1.	Individual members of various stakeholders of the Government of Jordan	Key informant interviews (KIIs)
2.	Representatives of project implementing partners	KIIs
3.	Individual stakeholders at the local level from the target regions, including academia, civil society organizations and donors	KIIs
4.	Project relevant professionals from FAO including the FAO Representative in Jordan, project officers, finance officer	KIIs
5.	Beneficiaries, including farmers groups, Syrian refugees and community-based organizations	Focus group discussions

Source: Elaborated by the evaluation team.

16 The evaluation team consisted of two evaluation experts, an international expert/team leader assisted by a local evaluation consultant, who were assigned to conduct the evaluation. The OED team coordinated and directed the evaluation process throughout. The team leader was responsible for all aspects of the evaluation, including design, data collection and the analysis evidence to develop findings, conclusions and recommendations. During the inception phase, the evaluation team, with the support of OED, carried out briefings and discussions with the key staff of FAO to further define the scope of the evaluation; finalize the methodology; and develop the inception Report. The CPE evaluation was conducted at the same time as the final evaluation of project GCP/JOR/017/EC, which aimed evaluate the work of FAO in Zaatari refugee camp. Both evaluation teams met and shared observations as well as useful contacts and other relevant information.

17 During the field phase, the team leader was assisted by the local evaluation consultant with the data collection in Jordan. In the framework of the evaluation, the evaluation team met with 38 individuals, including: FAO personnel at headquarters, the Regional Office for the Near East and North Africa (RNE), country office and project teams, government representatives, development partners, United Nations Country Team (UNCT) representatives, funding partners, civil society and local organizations, and farmers. The list of consulted stakeholders is presented in Appendix 1.

1.4 Limitations

18 There were some difficulties in gathering information. FAO's internal record keeping on project details was limited due to a gap in systematic monitoring and evaluation (M&E) of the FAO country programme, which resulted in limited availability of quantitative data and challenges in obtaining full project information on past projects (2017–2021). The evaluation relied primarily on qualitative sources, such as stakeholder perceptions, observations and programme activity reports. Except for the project evaluation of GCP/JOR/017/EC, there were also very few evaluations of projects undertaken at the country or regional levels that could be used to complement primary data collected by this evaluation.

19 Moreover, due to COVID-19 crisis, the evaluation team had limited freedom to contact stakeholders during the evaluation, meet with key counterparts and conduct face-to-face interviews. This shortcoming was partly compensated for by online interviews.

1.5 Structure of the report

20 Following this introduction, section 2 presents the background and development context of the project. Section 3 focuses on FAO's strategic positioning, while FAO's contributions are presented in section 4. Lastly, conclusions and recommendations are presented in section 5.

21 The report is accompanied by the following appendices:

- i. Appendix 1. People interviewed
- ii. Appendix 2. Evaluation matrix
- iii. Appendix 3. Organizational chart of the FAO Jordan Country Office
- iv. Appendix 4. Relative comparative advantage scores of agrifood products

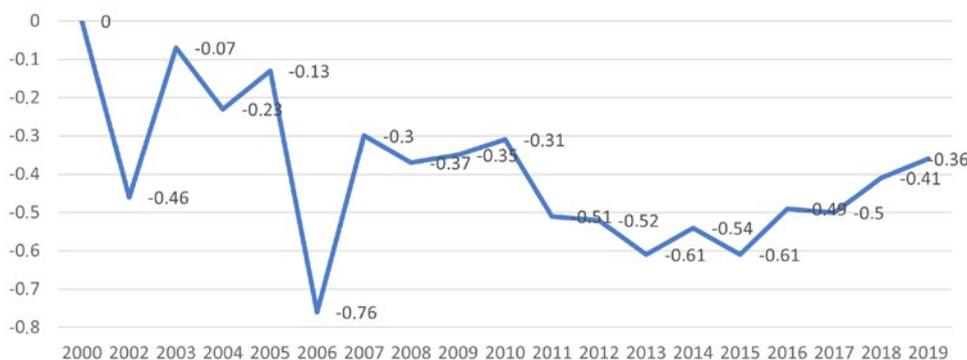


2. Description of the context

2.1 Geopolitical context

- 22 Jordan is a landlocked country in the Near East, with a population of roughly 10.2 million people. It is a constitutional monarchy, in which the legislative function is exercised by the elected parliament. The executive power is vested in the King and is exercised through the Cabinet of Ministers.
- 23 Jordan's strategically distinct geographic location makes it politically unstable. The country has been surrounded by political turmoil and hosted several waves of refugees. The situation has been further aggravated since 2010, with the waves of protests and upheavals that culminated in the Arab Spring and the latest civil war in the Syrian Arab Republic, which created the Syrian refugee crisis, the largest refugee crisis of present times. As a result, Jordan came to host the second highest share of refugees per capita in the world.
- 24 In the 2017–2019 period, Jordan showed an improvement in the World Bank's Political Stability and Absence of Violence/Terrorism index. Consequently, the political stability in the country slightly recovered during this period.¹ Yet, in 2021, Jordan's ranking in the Fragile State Index decreased from 96 in 2011 to 67 in 2021, reflecting the increased fragility, which, *inter alia*, had been related to the waves of protests and upheavals that culminated in the Arab Spring and the civil war in the Syrian Arab Republic (Abu Murad and Alshyab, 2019).

Figure 1 • World Bank's Political Stability and Absence of Violence/Terrorism index



Source: FAO. n.d. FAOSTAT Statistical Database. Rome.

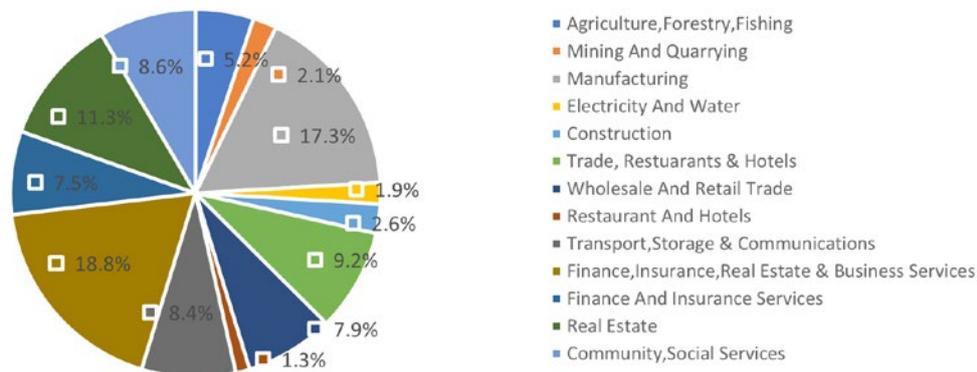
- 25 Jordan has also had one of the largest numbers of cabinet changes in the world (Sweidan, 2016). Since 1970, more than 40 different governments have been formed, and numerous cabinets were reshuffled. There have been six changes of government during the CPF period, and there were major changes in ministerial leadership, posing both challenges for collaboration between the government and FAO. Reshuffles also occurred in important partner line ministries such as the Ministry of Agriculture and the Ministry of Environment.

2.2 Economy

- 26 Jordan remains a service-based economy with trade and services accounting for approximately 64.6 percent of gross domestic product (GDP) in 2020, followed by manufacturing and mining at 19.4 percent, and agriculture at 5.2 percent. According to the Department of Statistics, construction accounted for just 2.6 percent of the GDP in 2020.

¹ The index captures perceptions of the likelihood that the government will be destabilized or overthrown by unconstitutional or violent means, including politically motivated violence and terrorism.

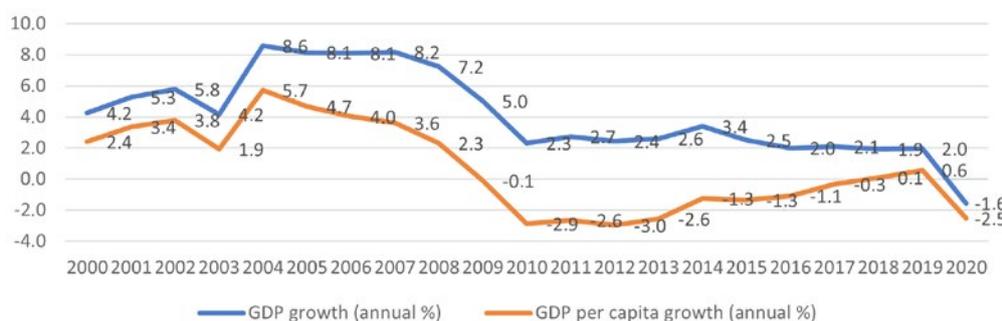
Figure 2 • Share of various sectors in the gross domestic product



Source: Government of Jordan. n.d. *Share of various sectors in the GDP*. Amman, Jordanian Department of Statics.

27 Jordan’s economy has been losing strength as growth slowed down. Since 2004, particularly the per capita GDP has been on a declining trend, exhibiting marginal positive trends since 2009, which again was disrupted in 2020 as a result of the pandemic. In the four years prior to the COVID-19 pandemic, hampered by the Syrian crisis as well as domestic inefficiencies and high costs, the economy grew at a low trajectory of around 2 percent.

Figure 3 • Gross domestic product growth (annual %)



Source: World Bank. n.d. *World Development Indicators*. Washington, DC.

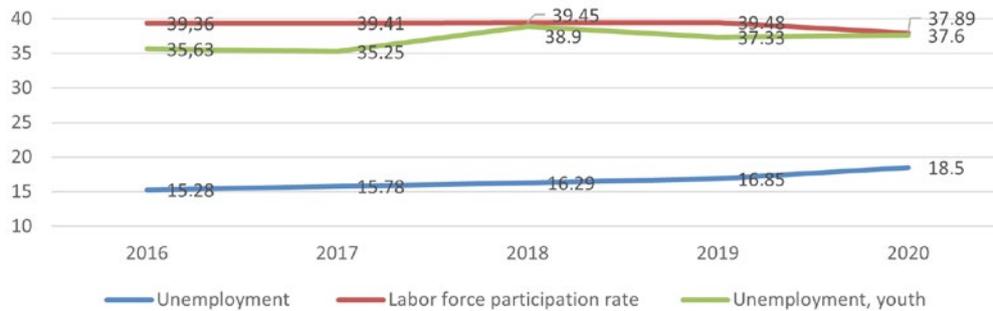
28 The marginal improvements of the GDP per capita during the recent years was however also attributable to a slowdown in population growth rather than an acceleration of economic growth. As a result, over the last decade, economic growth has not been enough to provide sufficient number of jobs for the country’s rapidly growing population or to improve living standards. Real GDP growth was particularly sluggish during the evaluation period due to eroding productivity together with a slowdown in capital accumulation (World Bank, 2021). Agriculture was among the very few economic sectors where the sectoral value added in 2020 increased compared to 2019. It should be highlighted that women in Jordan play an important role in the agricultural sector: they are engaged in agricultural activities such as crop and livestock production. More women who work in the agricultural sector are informally employed (16 percent) than men (5 percent) (UN Women, 2018).

29 Jordan’s growth trajectory was also not sufficient to tackle pressing socioeconomic challenges, such as high unemployment and low labour force participation. Just as general economic development, the labour market outcomes of Jordan slowed down and gradually worsened. Even before the pandemic, Jordan’s labour market had been suffering from structural issues, resulting in steadily rising unemployment. Economic growth did not lead

2. Description of the context

to a reduction in unemployment, in part due to Jordan's rapidly growing population and large influx of refugees and migrants (IFC, n.d). Jordan's unemployment rate increased marginally during the first part of the evaluation period and rose significantly as a result of the economic shock from the pandemic. In 2020, the unemployment rate reached 18.5 percent and youth unemployment rate reached 37.6 percent (Figure 4).

Figure 4 • Labour indicators (annual %)



Source: World Bank. n.d. *World Development Indicators*. Washington, DC.

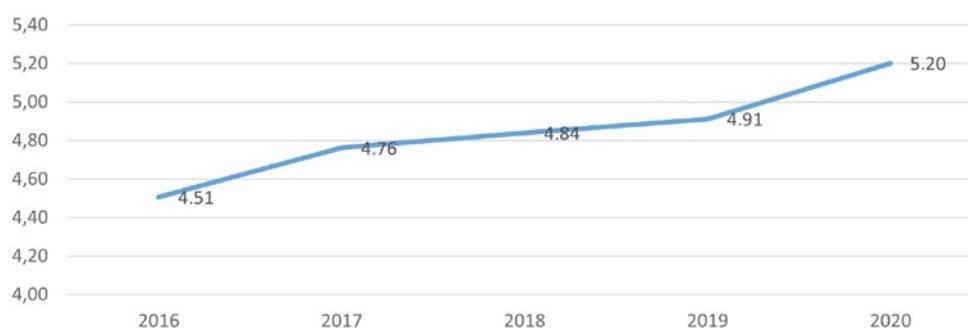
- 30 The country also has one of the lowest levels of labour force participation in the world and a large informal sector. Other structural issues include a shift of employment from high- to low-productivity sectors, which has been driving down overall levels of labour productivity and creating distortions in allocations of resources in the economy.
- 31 The agriculture sector is an important contributor to the livelihoods of poor and vulnerable populations, including refugees. The agricultural labour force in Jordan is dominated by non-Jordanians. In 2019, more than 64 percent of the labour force engaged in crop and livestock production involved non-Jordanians (Jordan Department of Statistics, n.d). There are also gender gaps in the labour market in Jordan; in 2020, it reached 44 percentage points. Indeed, Jordanian women have one of the lowest labour force participation rates in the world. Only 11 percent of women were employed compared to 55 percent of men. During the last decade, this gap was reduced by 4 percentage points. These wide gender gaps are due to traditional beliefs and are culturally enforced by family and community networks; however, a shift attitudes towards gender equality is in progress as a result of recent modernization efforts in the country (DTDA and Confederation of Danish Industry, 2020).
- 32 Poverty alleviation has been challenging. Poverty reduction during the previous decade was stagnant, driven by slow economic growth, a lack of broad-based job creation, and labour market segmentation. In 2017–2018, the poverty rate was 15.7 percent (based on the most recent national socioeconomic household survey). Since this rate only applies to Jordanians, more than 1 million Jordanians live below the poverty line (Jordan Department of Statistics, 2019). The current economic situation, in terms of sluggish economic growth, high unemployment and declining labour market participation, raises concerns about the extent of poverty reduction that can be achieved.
- 33 After a decade of displacement, most Syrian refugees (who account for more than 10 percent of Jordan's population) live in urban areas facing multi-dimensional poverty challenges, including poverty, food insecurity, protection risks and associated concerns regarding their legal status in Jordan. Over 85 percent of them live below the poverty line. According to the United Nations Children's Fund (UNICEF), Syrian refugee families living in host communities in Jordan are increasingly struggling to meet their basic needs, including educating and protecting their children (UNICEF, 2018). The COVID-19 outbreak has further increased these vulnerabilities. Families report not having enough food to eat or enough cash to sustain their family for two weeks. Some had their work disrupted by COVID-19, with women particularly affected (75 percent compared to 27 percent of men) (UNRWA, 2022).

- 34 Jordan also hosts two million Palestinian refugees² who arrived in Jordan during the 1948 Arab-Israeli War, with a second wave coming in the wake of the 1967 war. While most refugees from 1948 have full citizenship rights in Jordan, many who came after the 1967 war do not, and a large percentage lack access to reliable education and healthcare, and live below the national poverty line.
- 35 Jordan's Human Development Index value for 2020 was 0.729, i.e. a drop in ranking to 102 (out of 189 countries) compared with 80 in 2017 (UNDP, 2020). Jordan's ranking on the Gender Inequality Index (GII) also dropped to 109 (out of 162 countries) in 2019 compared with 102 in 2017.

2.3 Agriculture and food security

- 36 Agriculture and food are important for the economy. Although the official share of employment in the sector (outside of Amman) ranges from 0.8 to 5.8 percent, agriculture is the primary source of livelihoods for households in rural areas. The Government of Jordan estimates that 25 percent of poor households rely on agriculture for income (Ministry of the Environment, 2020). The agriculture and food sector contribute to about 25 percent of the GDP when indirect contributions are considered (World Bank, 2018). According to the latest enterprise survey of 2019, 15 percent of the sampled enterprises were engaged in food manufacturing (World Bank, 2022a). During the evaluation period, Jordan experienced an upward trend both in agricultural value added and its share in the country's GDP. The average agricultural value added and its share in GDP during the last five years have increased by 26 percent, reaching USD 2.27 billion in 2020.
- 37 Agricultural production experienced mixed development outcomes as crops production grew in double digits during the past six years, peaking in 2019. Increased labour and land productivity as well as the application of chemical fertilizers have, *inter alia*, been the main contributors to the output growth. In contrast, food production on farms, which suffered in 2020 due to the COVID-19 pandemic, including movement restrictions of farmers and produce, higher transportation costs, and lower labour availability, has seen great improvement.

Figure 5 • Agriculture, forestry and fishing, value added (% of GDP)

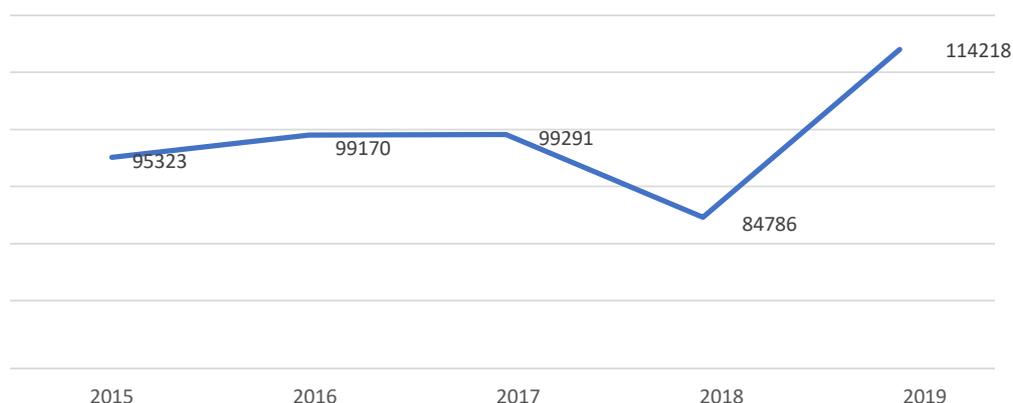


Source: FAO. n.d. FAOSTAT Statistical Database. Rome.

- 38 Yet, whereas crop production experienced significant growth, animal husbandry experienced a fall in average livestock production values. Animal husbandry consists primarily of poultry followed by dairy cattle production, which contributes approximately 60 percent of overall agricultural output and provides a major source of income to 250 000 people (Government of Jordan. n.d). Production values of dairy, eggs and goat products experienced the largest drop, while mohair and wool experienced an increase in production values.

2 Refugees registered with UNRWA.

Figure 6 • Production of crops (tonnes)



Source: Government of Jordan. n.d. *Production of crops*. Amman, Jordanian Department of Statistics.

39 Although the exports of agrifood products during the evaluation period increased by about 5 percent, domestic demand was largely driven by the growth of fruits and vegetables. Food and animal products form the largest products groups with a comparative advantage in Jordan's export basket. The list of agrifood products with a comparative advantage is presented in Appendix 4. In 2020, the largest export product groups were: live sheep and goats and tomatoes, which respectively accounted for 14 and 9.5 percent of the total agrifood exports. Fruit and vegetable production and livestock production both suffered from the deteriorating trade situation with Iraq.

2.4 Natural resources and climate change

40 Although historically, water, energy and agricultural resources have been scarce in Jordan, the current economic, demographic, geopolitical and environmental conditions have been aggravating the situation (Belda González, 2018). Limited access to rural finance, poor agricultural technologies, water use inefficiency and poor-quality standards are some of the major challenges for the overall agricultural and food sector. Capital flow into the agriculture sector of Jordan has been very low compared to capital flows to other sectors and to the Near East and North Africa (NENA) regional average capital flow to the sector. Also, poor harvesting, sorting, grading, packing and labelling practices are still applied in fruit and vegetable production. Inadequate post-harvest management limits the industry's capabilities to meet higher food quality and safety standards, hindering the export competitiveness of horticultural commodities (World Bank, 2018). Nevertheless, both sectors have the potential to make greater contributions to both GDP and employment (Shaddin, Alhajahmad and Lockhart, 2018). There is a large untapped export potential, especially in fruits and vegetables.³

41 Jordan is facing severe climate change-related risks. Aridity and water scarcity render it environmentally sensitive to climate change. As indicated, climate change functions as a threat multiplier aggravating already existing structural problems related to agrifood production in the country. Climate change is expected to increase temperatures and change precipitation patterns, decreasing surface water availability. And adding to other stresses, it is also expected to increase water scarcity in the country. Climate change tends to change or endanger ecosystems, and the many goods and services they provide. Temperature increases influence soil properties and processes, including organic matter decomposition, leaching, and soil water regimes. Air temperatures may affect crop yield. The rapidly widening divide between availability and demand of fresh water, the accelerated depletion of groundwater resources and the degradation of their quality, and the over-imposed impact of climate change are acting as threat multipliers in an already fragile region.

3 The export potential is calculated by the International Trade Center (ITC) based on a decomposition of a country's potential exports. [Link](#)

- 42 Wastewater reuse is gaining support among rural communities and farmers, despite initial reservations. Wastewater treatment plants, such as the As-Samra wastewater treatment plant, have reuse components to redirect treated wastewater toward agricultural applications, and investments have been made to allow transport and reuse of the treated wastewater for agricultural purposes, among others. Wastewater recycling, food import substitution and water efficiency policies could support the reduction of agriculture sector water consumption by up to 30 percent (Ministry of the Environment, 2020).

2.5 Food and nutrition security

- 43 Compared to other regions worldwide, the Jordanian population particularly lack nourishment and food. While the Government of Jordan maintained its efforts to keep the COVID-19 pandemic under control, the pressure on food security increased as the virus's spillover effects have exposed structural challenges in the economy. Food and agriculture import costs are rising, and with Jordan being highly dependent on imports, its food supply encounters continuous instability as new waves of COVID-19 unfold. Moreover, 53 percent of Jordanians are vulnerable to food insecurity, i.e. around 3 million individuals, and around 3 percent of households are food insecure (World Bank, FAO, IFAD and WFP, 2021).
- 44 Although the prevalence of undernourishment (PoU) in Jordan decreased by almost half since 2000 (from 9.7 percent in 2001 to 5.5 percent in 2005) (World Bank, 2022b), fuelled by the start

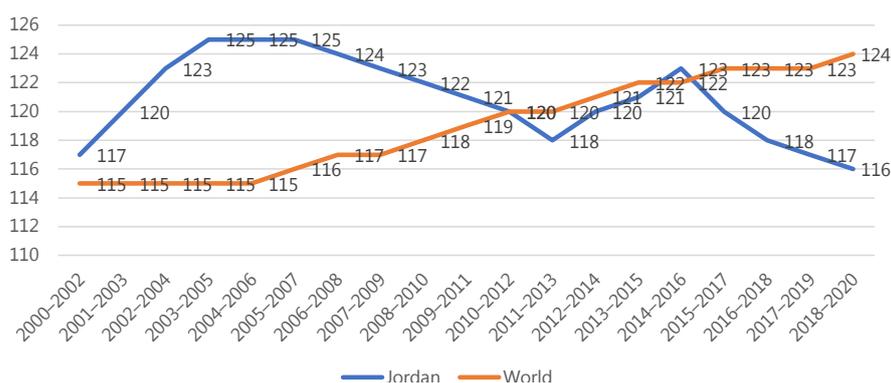


2. Description of the context

of the Syrian crisis, the PoU rose again and reached a similar level as in 2000 (9.5 percent). The food insecurity also extends to the refugee community in Jordan, which is one of the largest in the region. As of August 2020, 21 percent of refugee households in host communities were food-insecure, i.e. 131 613 individuals. These households have extreme food consumption gaps or rely on potentially irreversible coping strategies that may compromise their future productivity. Another 67 percent of households were vulnerable to food insecurity, i.e. 417 293 individuals; a mere 12 percent were food-secure (World Bank, FAO, IFAD and WFP, 2021).

- 45 In terms of food security, 53 percent of Jordanians are vulnerable to food insecurity (around 3 million individuals), and around 3 percent (219 186 Jordanians) of households are food-insecure. This is much worse among refugees, of whom 67 percent are vulnerable to food insecurity and 21 percent are food-insecure. The increased unemployment and rise of commodity prices caused by the COVID-19 pandemic have worsened the situation and forced many, particularly refugees, to adopt harmful coping strategies and economize with food (World Bank, FAO, IFAD and WFP, 2021).
- 46 The adequacy of the food supply of the Jordanian population in terms of calories deteriorated during the evaluation period. The average dietary energy supply adequacy, which expresses the dietary energy supply as a percentage of the average recommended dietary energy requirement, decreased during the evaluation period. In 2014–2016, the dietary energy supply dropped, and in 2018–2020, it sharply dropped below the world average, reaching 116 percent.

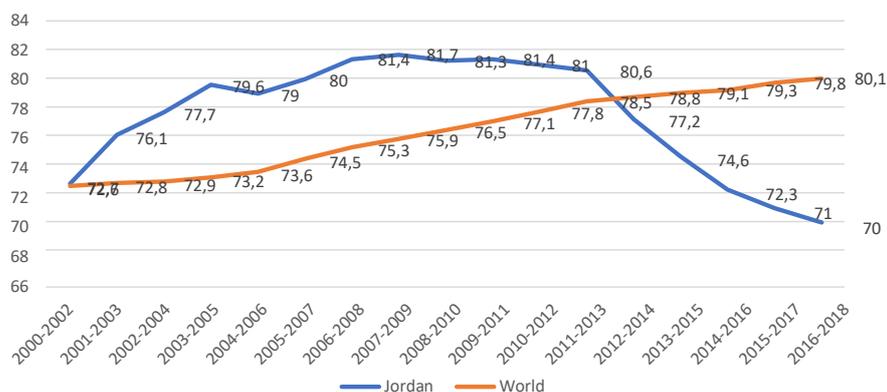
Figure 7 • Average dietary energy supply adequacy (% , three-year average)



Source: FAO. n.d. FAOSTAT Statistical Database. Rome.

- 47 The average supply of protein in the country has also declined sharply, reaching 70 grams per day by the end of 2018. This indicates a drop in the dietary quality in Jordan, while at the same time, the global consumption of protein showed an upward trend, reaching 80 grams.

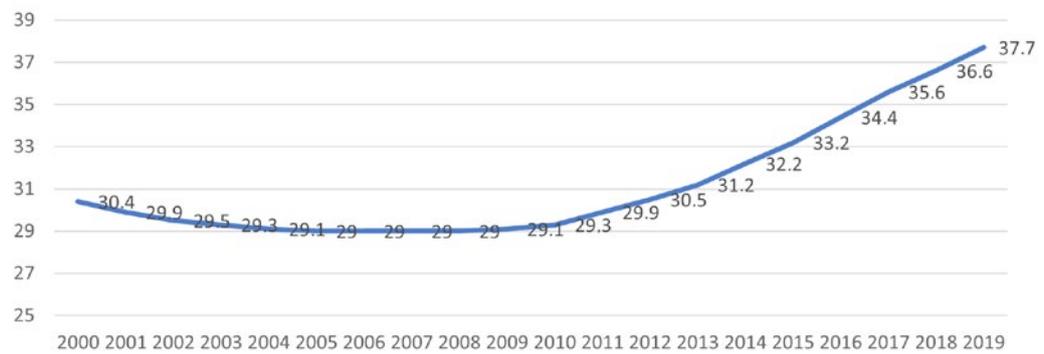
Figure 8 • Average protein supply (g/cap/day, three-year average)



Source: FAO. n.d. FAOSTAT Statistical Database. Rome.

- 48 Similarly, the supply of protein from animal origin foods decreased from 28 grams in 2010–2012 period to 23.3 grams per day by 2018. As a result, the contribution of protein of animal origin to the total protein consumption decreased.
- 49 The country experienced sluggish progress towards its global nutrition targets in terms of maternal, infant and young child nutrition. The PoU in the total population increased from 5.5 percent in 2004–2006 to 9.5 percent in 2018–2020 (1 million people). No progress was made towards the target of reducing anaemia among women of reproductive age, as prevalence of anaemia reached to 37.7 percent of women aged 15–49.

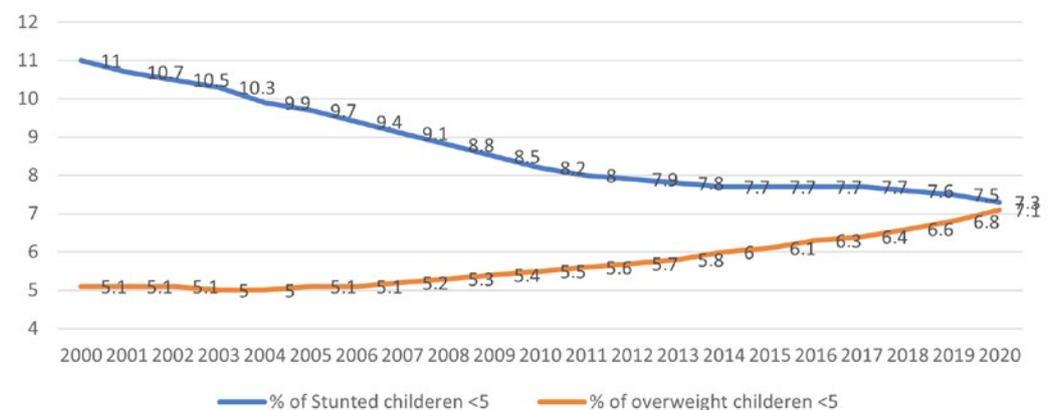
Figure 9 • Prevalence of anaemia among women of reproductive age (15–49 years)



Source: FAO. n.d. FAOSTAT Statistical Database. Rome.

- 50 Undernutrition among children under five declined in the previous two decades. Jordan has made progress towards the target for reducing stunting, but 7.8 percent of children under five are still affected. Recent estimates for stunting showed that the percentage of children under five who are stunted decreased from 11 percent in 2000 to 7.3 percent in 2020.

Figure 10 • Percentage of children under five years of age who are stunted/overweight (%)



Source: FAO. n.d. FAOSTAT Statistical Database. Rome.



- 51 There are insufficient data to assess the progress that Jordan has made towards the target for reducing wasting; however, the latest prevalence data from 2012 show that 2.4 percent of children under five were affected. The prevalence of overweight and obesity increased, reaching 7.1 percent in 2020.
- 52 The Resilience Index Measurement and Analysis (RIMA) carried out by FAO at the household level showed that education is the key driver of resilience capacity to food security in Jordan, followed by productive assets, and safe and stable access to water. Consequently, promoting access to education, productive assets and water services are the three strongest policy avenues for boosting resilience to food security in the country. Moreover, regional disparities were recognized as the most important source of inequality regarding household resilience capacity. In this regard, addressing gaps in access to water services at the regional level could play an important role in diminishing regional inequalities. By encouraging increased access to basic services and education, disparities in resilience capacity between genders could be reduced. Female-headed households are significantly less resilient than male-headed households. This is also the case with regard to inequality between Jordanian- and non-Jordanian-headed households, i.e. Jordanian-headed households are significantly more resilient than non-Jordanian ones. Improving access to public services and transfers can help enhance the resilience capacity of non-Jordanian-headed households. The RIMA also pointed out that food shortages, household illnesses and droughts were the most significant shocks impacting resilience to food insecurity in the country.
- 53 Against the background of the above-described factors such as regional instability and national vulnerabilities, which led to numerous domestic impacts that were experienced in the interconnected political, institutional, economic, social and environmental domains, the Jordan United Nations Common Country Assessment pointed out that the faithful implementation of the “leave no one behind” commitment of the 2030 Agenda for Sustainable Development will be challenging in the country.

2.6 Institutional context

- 54 The Ministry of Agriculture is the lead institution responsible for strategic planning and policy development for the agricultural sector. It is involved in all aspects of the sector, ranging from economic planning, research, extension services (guidance) and policy development, to marketing, forestry and rangelands management, animal production, plant production, natural resource protection and human resource development. Agriculture, fishing, processing and forestry policies are closely interlinked with water and environmental aspects, which engage many actors and stakeholders at various levels, including the Ministry of Water and Irrigation, the Ministry of Environment, farming communities, water user associations and individual farmers.
- 55 Responsibilities and activities in management in these areas are rarely integrated within a single institution. Hence, addressing food security issues effectively requires substantial coordination between the different actors, which can be clearly divided into two major

groups: government authorities and institutions, and other actors. The key sector stakeholder institutions responsible for guiding and implementing agriculture sector priorities are presented in Table 2.

Table 2 • Key institutional stakeholders

Key national stakeholders	Key donors and development partners
<ul style="list-style-type: none"> • Agricultural Credit Corporation • Agricultural Engineers Association • Agriculture Risk Management Fund • Jordan Cooperatives Corporation • Jordan Enterprise Development Corporation • Jordan Exporters and Producers Association • Jordan Farmers Union • Jordan Investment Commission • Jordan Organic Farming Association • Jordan Standards and Metrology Organization • Jordan Valley Authority • Ministry of Environment • Ministry of Finance • Ministry of Industry and Trade and Supply • Ministry of Labour • Ministry of Local Administration • Ministry of Planning and International Cooperation • Ministry of Transportation • Ministry of Water and Irrigation • National Agricultural Research Center • National Center for Research and Development Badia Research Programme • Royal Society for Conservation of Nature • Water Authority of Jordan 	<ul style="list-style-type: none"> • Adaptation Fund • Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) • European Investment Bank • European Union • International Fund for Agricultural Development (IFAD) • International Center for Agricultural Research in the Dry Areas (ICARDA) • International Labour Organization (ILO) • Japan International Cooperation Agency (JICA) • Netherlands Embassy • Swedish International Development Cooperation • United Nations Development Programme (UNDP) • United Nations Industrial Development Organization • United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) • United States Department of Agriculture • World Bank • World Food Programme (WFP)

2.7 FAO Country Programming Framework

56 Jordan became a member of FAO on 23 January 1951. The FAO Representation Office in Jordan was established in May 2002.⁴ Since becoming a Member Country of FAO, Jordan has received FAO's support in implementing various development and emergency projects, aiming at, among others, building the capacity of the country in water and arable land use, improved agricultural productivity and food security. In the context of the Syrian crisis, in June 2016, a second-generation CPF (2017–2021) was prepared for FAO in Jordan. The CPF sets out four priority areas to guide the FAO's partnership with the Government of Jordan. According to the CPF, an estimated USD 49.03 million is required, in the following priority areas:

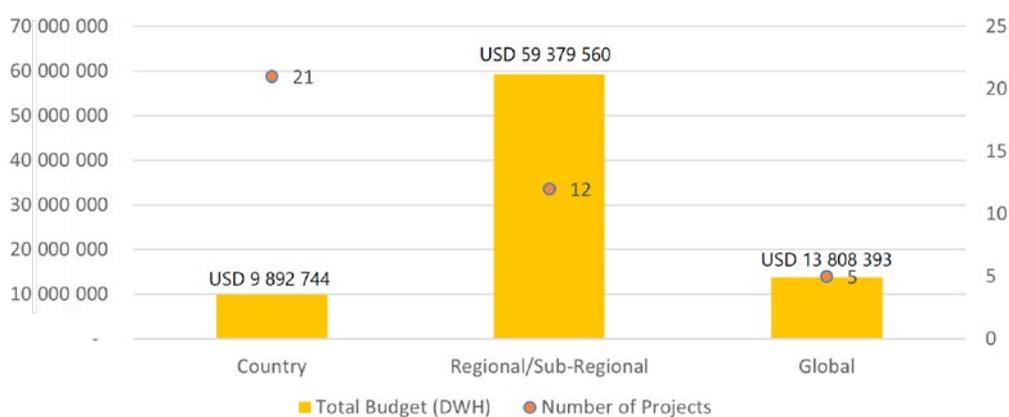
- i. Priority 1: Disaster preparedness and response in the agricultural sector;
- ii. Priority 2: Sustainable development and use of natural resources including water, land, range and forests;
- iii. Priority 3: Resilience of rural and peri-urban livelihoods; and
- iv. Priority 4: Competitiveness of agricultural products in domestic and export markets for inclusive growth and employment.

⁴ FAO Jordan was hosted first by the Ministry of Agriculture and then by FAO Iraq, which provided extensive support in guiding and sharing resources (e.g. human resources and procurement space).

2. Description of the context

- 57 FAO's support in these four areas aimed at promoting the achievement of the Vision 2050 (ANDP, 2015) outcomes on sustainable food and water management, empowerment of the needy, and promotion of livelihoods of the poor and vulnerable.
- 58 FAO supported the Government of Jordan in responding to the Syrian crisis through innovative and sustainable business opportunities for recovering and protecting livelihoods, adopting an integrated value chain development approach that focused on key areas for generating employment, and increasing incomes for host communities and Syrian refugees. Furthermore, FAO assisted the Government of Jordan in monitoring selected Sustainable Development Goals (SDGs) and mainstream them into agriculture, food security and natural resource management-related policies and strategies.
- 59 The evaluation covered 38 closed/ongoing projects (at the country, regional and global levels), with the total budget (data warehouse, or DHW) amounting to USD 3 390 917 (USD 9 892 744 dedicated to Jordan through country projects). Among the 38 projects, two have been follow-up projects that work on a follow-up phase of a previous project. As shown in Figure 11, 12 (sub)regional projects have had the largest share of resources, amounting to USD 59.4 million. Although there are more projects at the country level (21 projects), the total budget is much less amounting to– only USD 9.9 million. Only five global projects have involved Jordan in the past four biennia, with a total budget of USD 13.8 million.

Figure 11 • Total budget (DWH) and number of projects by type of geographical coverage



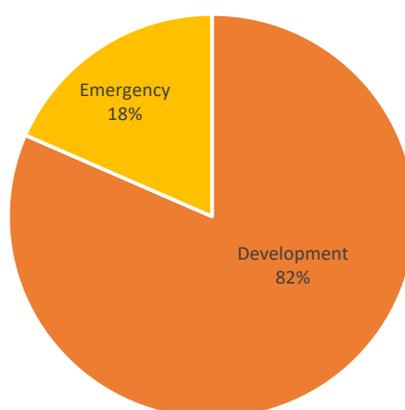
Source: Evaluation team portfolio analysis taken from FPMIS.
DWH=data warehouse

- 60 A decrease was observed in the volume of projects in the first half of the 2020–2021 biennium,⁵ when the number of regional projects declined from six (in 2018–2019) to one (in 2020). This may have been due to the lack of a major emergency crisis in the country (except for COVID-19), donor fatigue, many other competing needs, and the shift of donors' and the government's interest away from humanitarian assistance with changes in the political set-up of the Syrian crisis.⁶ The worldwide outbreaks of COVID-19 could have also contributed to reduced development aid budget. Finally, the Jordan Country Office faced severe challenges in delivery due to the limited office staffing and procurement process, which also indirectly affects the partnerships with donors.

5 The biennium 2020–2021 is not completed since data are only available up to March 2020.

6 The Government of the Syrian Arab Republic has been taken over by south Syria from the opposition groups, and some refugees (albeit very few) returned back to the Syrian Arab Republic. The Jordan Response Plan (JRP) 2019–2021, formulated in the last quarter of 2018, has a greater focus on resilience than on humanitarian work in view of significant changes of the Syrian crisis.

Figure 12 • Number of projects by type of emergency and development



Source: Evaluation team portfolio analysis taken from FPMIS.

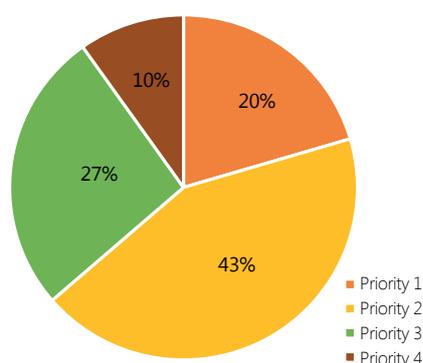
Table 3 • Total budget and number of projects at the country level, by emergency and development

Type	Number of projects	Total budget (DWH)	Average budget per project
Development	18	7 987 414	443 745
Emergency	3	1 905 330	635 110
TOTAL	21	9 892 744	471 083
Type	Number of projects	Total budget (DWH)	Average budget per project
Development	18	7 987 414	443 745

Source: Evaluation team portfolio analysis taken from FPMIS.

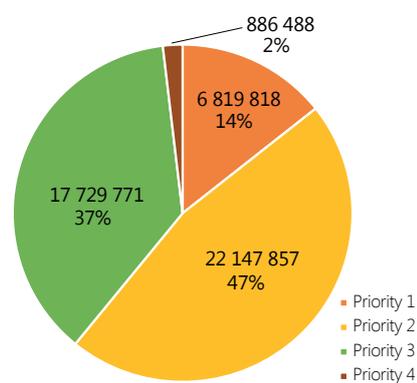
61 Figures 4 and 5 show the percentage of total projects in each priority programming area, and the percentage of total budget allocation of projects for each priority area.⁷

Figure 13 • Percentage of total projects by CPF priority area



Source: Evaluation team portfolio analysis taken from FPMIS.

Figure 14 • Percentage of total budget (of actual projects) by priority area



Source: Evaluation team portfolio analysis taken from FPMIS.

⁷ The alignment to CPF priorities is usually indicated in project documents, e.g. for most Technical Cooperation Programme (TCP) projects). However, it is found that many projects do not include this information. Some projects are aligned with the old CPF (2012–2016), and some have weak or inaccurate alignment to CPF priorities. In these cases, project documents are reviewed case by case to fill in the blanks and minimize the inaccuracy to the greatest extent possible. However, limitations of the author's review should be noted: below classification of projects (into different CPF priorities) is made based on a brief review of project objectives and main outcomes stated in the documents, which has not been validated.

62 Priority Area 2 has been the main focus of FAO programming, with the largest number of projects and the highest budget allocation of USD 22.23 million,⁸ followed by Priority Area 3, with a total budget of USD 18.02 million. Priority Areas 1 and 4, with 30 percent of total number of projects, only account for 16 percent of the total budget. It is worth noting that Priority 4, estimated to be allocated 15 percent of total programming resources in the CPF, only constitutes 2 percent of resources in current portfolio.⁹

2.8 Office structure and capacities

63 The FAO Jordan Country Office currently employs 28 people, of whom 13 work in the Administrative Unit and 11 are engaged in the Programme Implementation Unit. The FAO regional resilience and emergency hub is also based in Amman. The organizational chart of the Jordan Country Office is presented in Appendix 3.

8 Regional and global projects are all included by default in this section.

9 The percentage is calculated based on Field Programme Management Information System information and the author's review, which may be slightly inaccurate.

3. Main findings

3.1 FAO's strategic relevance

Finding 1. FAO's programme and its contributions towards development results in Jordan are well aligned with the national and local development priorities, policies and programmes in sectors relevant to FAO's mandate in the country. The CPF took into account, and was based on, relevant national priorities as defined in sectoral strategies.

- 64 In the context of the Syrian crisis, in June 2016, a second-generation CPF (2017–2021) was prepared for FAO in Jordan. The CPF is linked with the Government of Jordan's priorities and FAO's Regional initiatives (particularly, the Water Scarcity, Building Resilience for Food Security and Nutrition and Small-Scale Family Farming Initiatives) and the Strategic Framework. It set out to support the Jordan's Vision 2025 for food and agriculture, and deliver an immediate development response to the Syrian crisis. Four government priority areas were identified in the CPF to guide FAO's partnership with and support to the Government of Jordan. They were aligned with the development priorities and desired outcomes of the Jordan 2025 vision and involved:
- i. sustainable, long-term management of food, energy and water requirements;
 - ii. protection and empowerment of those in need by providing a decent life; and
 - iii. decent and rewarding jobs for all Jordanians.
- 65 The CPF was also aligned with and supported the achievement of the objectives of the relevant sectoral strategies and strategic policy documents, such as the National Strategy for Agricultural Development (NSAD) 2016–2025 and the National Water Strategy 2016–2025 as well as other related sectoral plans and strategies. The CPF was relevant to NSAD objectives related to: sustainable development and use of natural resources; increased investment in agriculture; improved production and post-harvest technologies and practices; empowerment of rural communities, especially women and youth; improved marketing and trade; and strengthened data, information, policy, research, extension, and related capacities among government and non-government decision-makers and service providers.
- 66 The National Water Strategy, in contrast, focused on building a resilient water sector based on a unified and comprehensive social, economic and environmentally viable approach. The CPF set out to contribute directly to two key priority areas of the National Water Strategy, namely: i) integrated water resources management; and ii) sector information management and monitoring.
- 67 The CPF was also in line with the Draft National Food Security Strategy (2014), which aimed at enhancing the production and marketing of local agricultural produce, improving family access to healthy and nutritious food, improving food monitoring systems, and supporting community economic and social security networks.
- 68 FAO supported the Ministry of Agriculture in developing a national strategy and action plan for drought management, which was also taken into account during CPF preparation. The CPF was also based on FAO's previous efforts in support of the Forestry Directorate in the formulation of the forestry development policy, with the related strategy for sustainable forest management and biodiversity conservation.
- 69 Other relevant plans, policies and strategies, which guided the development of the CPF, included the National Strategy and Action Plan to Combat Desertification (2006), the National Biodiversity Strategy and Action Plan (2015–2020), the National Climate Change Policy (2013–2020), The National Rangeland Strategy (2002), and the National Poverty

Reduction Strategy (2013–2020), which emphasized improved and integrated ecosystem management and restoration. Moreover, the Jordan Refugee Response Plan (JRP) and the Regional Refugee and Resilience Plan (3RP) are key strategic documents that guide the Syrian crisis in Jordan.

- 70 The SDGs also guided the CPF preparation, and FAO's support was linked to meeting the strategic commitments to achieving the 2030 Agenda. FAO linked the CPF particularly to the 21 SDG indicators, of which FAO is proposed as a custodian United Nations agency.
- 71 The sampled interventions were in line with both the Government of Jordan's development goals and humanitarian priorities of the international community. This was achieved by effectively combining sectoral strategic objectives in the agricultural, environment and water sectors in the sampled interventions. Accordingly, the Madad Fund-funded project, "Improving rural livelihoods and the environment through the integral utilization of residues of treated wastewater and organic solid waste for the production of renewable energy and compost in Mafraq Governorate of Jordan", addressed the Government of Jordan's long-term development goals and shorter-term humanitarian priorities relating to the Syrian refugees (FAO, 2021). The project was also in line with, and contributed to, the objectives of the National Strategy for Solid Waste Management to upgrade and advance solid waste management systems as well as to improve fiscal management and technical operations in order to optimize the use of the available resources by reducing costs and improving the quality of services.
- 72 The "Reduce Vulnerability in Jordan in the Context of Water Scarcity and Increasing Food/Energy Demand" project, for example, contributed to the achievement of the national water strategy, which highlights the need to reduce the overexploitation of groundwater, while the agricultural policy emphasized the importance of introducing high-value crops to improve water productivity as one of the strategic objectives (FAO, 2022). This was achieved by piloting a three-pronged, community-based approach, combining water harvesting, conjunctive use of groundwater, and solar power for lifting irrigation water. They introduced solar energy for water pumping, which also directly corresponded to the objective of decreasing energy consumption.
- 73 In accordance with the CPF guidelines, the CPF was prepared following extensive consultations with government decision-makers and national stakeholders including the Ministry of Agriculture and other line ministries, non-governmental organizations (NGOs), United Nations agencies, and international development partners. The discussion with line ministries and stakeholders within the Government of Jordan highlighted strong coordination with line ministries and FAO where the national priorities are shared and regularly discussed, and generally taken into account in FAO's interventions.
- 74 Development priorities and strategies were reviewed, however, and new sectoral strategies were adopted by the government during the CPF period. Moreover, although the Jordan Country Office implemented more than ten projects with relevance to climate change, there has been no direct mention of climate change in the priorities of the CPF. The Government of Jordan, in collaboration with development partners, made revisions to the Extended Fund Facility and developed the Five-Year Reform Matrix (FYRM) in 2018. The matrix aligned the growth and job creation reforms from Jordan's various plans, including the Jordan 2025: a national vision and strategy and the Jordan Economic Growth Plan. Economic growth and employment have become an immediate priority. The FYRM focuses principally on reforms to support investment and exports, reduce business costs, and counter labour market segmentation. To complement this, international donors increased financing for targeted investments and support for the COVID-19 response and its socio-economic impacts. The CPF was flexible enough to accommodate emerging priorities to respond to the socioeconomic impacts of COVID-19. This included developing a portfolio of mobile applications to offer information and advisory services to farmers in the field and development of digital technology transfer tools to foster climate and shock-resilient agriculture.

Finding 2. FAO's programme in Jordan and the expected results of sampled interventions are aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF).

- 75 The CPF took into account the UNSDCF for the 2018–2022 period, which, at the time of CPF preparation, was in an advanced stage of negotiations with the Government of Jordan and other partners. The CPF was aligned with the priorities of the UNSDCF, which aimed at: i) strengthened institutions; ii) empowered people;¹⁰ and iii) enhanced opportunities. FAO set out to contribute to UNSDF Outcomes 1 and 3, and supported the achievement of various UNSDC outputs, including by supporting expected support to development of national strategies in relevant sectors such as food security, and capacity building of the national counterparts including but not limited to the Ministry of Agriculture and the Department of Statistics) Under Outcome 1, FAO supported the Ministry of Agriculture through interventions aimed to build the capacities of staff in livestock health-related research on the coronavirus, where 25 Ministry of Agriculture staff members¹¹ benefited from the intervention. FAO also supported the Department of Statistics in building its capacity in data collection and analysis related to food security.
- 76 Under UNSDCF priority 3 “enhanced opportunities”, FAO partnered with, *inter alia*, the United Nations Development Programme (UNDP), United Nations Industrial Development Organization (UNIDO), International Fund for Agricultural Development (IFAD), the World Bank and the World Food Programme (WFP). This aimed to strengthen the resilience of rural vulnerable women who were impacted by COVID-19 by accelerating the recovery of micro, small and medium-sized enterprises (MSMEs) and the resilience of the self-employed in the agribusiness sector, and to respond to the impact of COVID-19 on the agricultural sector. FAO supported four selected value chain drivers of job creation for women and youth in both urban and rural areas. The selected value chains have a high potential for employment of women in medicinal and aromatic herbs, and information and communications technology (ICT) related opportunities for youth. FAO supported the National Energy Research Center (NERC),¹² German Jordanian University, Jordan University of Science and Technology (JUST) and the NARC in strengthening capacities in the research and management of biogas technology (UN Jordan, 2019).

Finding 3. FAO's programme has been relevant to the needs of target groups and beneficiaries, combining various projects and activities within the HDP nexus through a more top-down approach. However, in some cases, humanitarian needs at the ground level were not always addressed according to their urgency.

- 77 Through a consultation process, using the CPF, stakeholders' priorities were identified, which, as described, were relevant to the needs of Jordan and formed the basis of the CPF and of FAO's collaboration with the country. However, the CPF does not elaborate extensively on a supporting context analysis that is sufficiently disaggregated and that supports the HDP nexus, need assessments, or nationally led strategic studies with a view to provide a solid basis for strategic prioritization. The CPF envisaged further support to Jordan, taking into account the crisis in the Syrian Arab Republic and influx of refugees to the country. Over the CPF period, FAO increasingly worked towards a food security- and livelihood-oriented, development-focused refugee response. There have been positive HDP nexus outcomes on the ground, in terms of combining a long-term perspective of addressing complex humanitarian situation and institution-building as well as addressing short-term resilience needs and empowerment. The “*Improving rural livelihoods and the environment through the integral utilization of residues of treated wastewater and organic*

10 FAO contributed in some TCPs to build the resilience of beneficiaries by distributing kits and bringing beneficiaries to markets through Agri business and Climate-Smart Agriculture projects in collaboration with UN Women.

11 This number was reported at the start of the project, which consists of four phases. The number of beneficiaries will increase during the next phases.

12 NERC is part of the Royal Scientific Society of Jordan.

solid waste for the production of renewable energy and compost in Mafraq Governorate of Jordan" (IRLE) project has been a clear example in this regard. The humanitarian–development–peace nexus within FAO's work has nevertheless also been challenging. In this regard, it should be noted that, although the programme generally constituted an adequate response to the current needs of the target groups, the needs on the ground were not always addressed according to their urgency. The same IRLE project, for example, was found to be less relevant to the livelihoods-related needs of the refugees. In this case, although the intervention was relevant to a wide range of national stakeholders, the opportunity to showcase FAO's innovative approach to the food–water–waste–energy nexus through compost production and biogas technology was prioritized and central, while the livelihoods-related needs of the refugees were secondary (FAO, 2021).

Finding 4. There is a high degree of alignment between FAO's country programming in Jordan and FAO's corporate strategic framework and relevant SDGs. Nevertheless, there is room for enhanced support to mainstreaming the SDGs, monitoring indicators and accelerating their implementation.

- 78 FAO is a custodian agency for 21 SDG indicators for which it is responsible to compile data from countries while also supporting national capacities for data collection (FAO, 2017). The CPF aligned the country outcomes to national objectives and the SDGs. FAO's work directly contributes to 17 SDG indicators with indirect contributions to others.¹³ Of these, seven SDGs were directly related to agriculture and natural resource management (SDG 1, 2, 6, 12, 13, 14 and 15), while SDGs 5 and 8 were cross-cutting.
- 79 Jordan has been one of the first countries to carry out a Voluntary National Review (VNR) of the SDGs, which was completed in 2017 and presented in New York. FAO has been providing technical support in developing a national vision of agriculture in the context of the SDGs and was a key contributor to the VNR, which outlined a plan of action for follow-up. Nevertheless, it will have to enhance its support to the country in mainstreaming the SDGs (particularly SDGs 2, 6, 13 and 15), monitoring indicators and accelerating programme implementation. However, the agriculture sector faces challenges in performing and contributing to SDG 2.
- 80 Despite the Ministry of Planning and International Cooperation's interest in achieving and tracking the SDGs, Jordan's planning and programming do not address the SDGs, and there is little discussion on how to achieve them. Jordan's monitoring frameworks indicators have been different from the SDG indicators. The role of the SDGs in assisting Jordan in operationalizing its agenda is key for the country's development trajectory, although it has been largely perceived as a United Nations agenda, rather than a national agenda (WFP, 2020).
- 81 Moreover, in terms of the perceived benefit of the SDG framework on agriculture, it was noted that the agriculture sector does not seem to receive the highest priority in terms of the SDGs in Jordan, even though there has been much work on measuring SDG 2 and WFP has carried out a national review of Zero Hunger. Education, Health and Gender tend to be prioritized more. As Jordan is undergoing important economic reforms that prioritize investments and exports, there is potential for FAO to promote the SDGs that are relevant to agriculture as important assets in this regard. FAO could also play a crucial role in supporting the Government of Jordan and other stakeholders in leading the transformation of the agricultural sector towards these Goals. FAO can build on its work in value chain and trade development, linking it with humanitarian assistance in Jordan.

¹³ SDG indicators covered by the CPF: 1.1.1, 1.2.1, 1.5.3, 12.3.1, 13.1.1, 15.1.1, 15.3.1, 2.1.1, 2.1.2, 2.2.1, 2.2.2, 2.3.1, 2.4.1, 6.4.1, 6.4.2, 8.6.1 and 8.a.1.

Finding 5. FAO draws extensively from its comparative advantages in Jordan where it is particularly well regarded by the Government of Jordan and partners active in Jordan for its corporate ability to bring partners together and provide technical knowledge and expertise in a changing environment. FAO at times deviated from its core strengths, but this could have been avoided through more effective partnerships with local organizations.

- 82 The Jordan Country Office capitalized on its comparative strengths, as outlined in FAO's institutional documents such as the Strategic Frameworks. The role of FAO in Jordan is highly appreciated as the main partner of the Ministry of Agriculture, and various stakeholders emphasized the importance of FAO's assistance in the development of policies and regulations, and in providing technically sound knowledge and best practices. FAO has worked in close collaboration with the Ministry of Agriculture and has good understanding of the current situation of food and nutrition security, agricultural production systems and needs of farmers as well as national capacities in this regard.
- 83 The Government of Jordan representatives recognized FAO's unique expertise as a United Nations agency for providing technical assistance. The highlighted comparative advantages over national stakeholders include: its position as a global inter-governmental organization with access to a strong information source and institutional knowledge in niche areas related to agriculture; and networking capacity with the Government of Jordan and its development partners and professional staff. FAO has a proven reputation as a technical knowledge agency, with the ability to draw on global expertise due to its extensive network. FAO is recognized to have strong technical and operational capacities at headquarters and at RNE in Cairo to provide adequate technical support to FAO's country representations. This creates opportunities for the Organization to introduce and share international and regional best practices and expertise in sectors relevant to FAO's mandate to a particular country.
- 84 FAO's capacity to connect different agencies, transfer knowledge from academia to practice, and create necessary dialogue has been a strong value-added during the implementation of projects such as the "Improving rural livelihoods and the environment through the integral utilization of residues of treated wastewater and organic solid waste for the production of renewable energy and compost in Mafraq Governorate of Jordan" project. Here, FAO succeeded in bringing different line ministries on board, with at times conflicting mandates, with respect to important topics, contributing to development and the translation of academic knowledge into effective policy dialogue. FAO also set the ground for cooperation on issues that are challenging and ground-breaking such as harmonization of conflicting standards in the use of bio-solids and compost from sludge for agricultural and other purposes.
- 85 FAO has gradually moved towards multisectoral pioneering projects within the food–water–waste nexus. This entails effectively combining sectoral objectives in the agricultural, environment and water sectors with FAO's core functions relating to poverty reduction and resilience building. Although FAO has been successful in creating intersectoral cooperation between water, environment and energy sectors and the agricultural sector, and in knowledge sharing among them, it has failed to scale it up.
- 86 FAO effectively adapted to a changing context because, in some cases, it also worked outside of its comfort zone. In this regard, during the previous decade, contextual challenges such as the Syrian crisis had drawn the attention of donors and United Nations agencies to humanitarian response. FAO consequently gradually moved towards humanitarian response, while prior to the Syrian crisis, it was primarily engaged in development-oriented projects in Jordan (FAO, 2021). It effectively combined humanitarian response with longer-term development. This is also in line with the New Way of Working, which calls on humanitarian and development actors to work collaboratively, based on their comparative advantages, towards 'collective outcomes' that reduce need, risk and vulnerability over many years (OCHA, 2017). Accordingly, short-listed projects maintained core developmental elements while combining these with human development. The programme consequently also

had to develop new partnerships in the humanitarian field and adapt to shorter-term time frames and funding cycles. By doing so, FAO played an important role in raising the profile of the longer-term, resilience-oriented programmes in the 3RP where it promoted dialogue on livelihoods and resilience issues. This was reflected in many initiatives and working groups leading development and humanitarian activities across the country. These efforts were recognized and appreciated by development agencies and NGOs alike.

- 87 Less successful cases of comparative advantages involved cases where FAO was engaged in community development activities that could have been implemented in partnership with other local organizations who have the necessary presence and capacity. In this regard, FAO was engaged in community development-related work within the framework of one of the short-listed projects (FAO, 2022), where it was supporting the establishment of a water user's association. The project faced various challenges (e.g. delays in the identification of beneficiary farmers and the formal confirmation of their land ownership, which may have been prevented or mitigated through more intensive engagement of local partners who have the necessary experience and outreach in the field.

3.2 Programme contributions

- 88 The CPF did not specify specific country-level outcome statements and or outcome indicators. Consequently, monitoring of the contribution at the outcome level (CPF country outcomes) was not systematic, and the results did not link the field programme to national outcomes. For the purpose of the evaluation, outcomes were (re)formulated, and the assessment of FAO's contributions to them has been based on information gathered from the field visits and through key informant interviews, and triangulated with secondary evidence from project documents.

Finding 6. As a knowledge institute, FAO has had an increasing influence on the decisions of national stakeholders and partners within its mandate. FAO's policy footprint during the evaluation period has been significant. A number of policies and strategies supported by FAO were of high quality and highly valued by all stakeholders interviewed.

- 89 FAO is well known and highly appreciated for its global technical outputs and knowledge products. After stepping back on relevant sectoral policymaking discussions, FAO Jordan has gradually played a more central role during the strategic planning initiatives and discussions. It was widely acknowledged by those interviewed that FAO's role was clear and visible in supporting the Government, particularly the Ministry of Agriculture in coordinating the work in areas relevant to FAO's mandate, such as agriculture development, food security sector, climate change, forestry and aquaculture, where FAO has also been contributing to preparation and implementation of sectoral strategies. The consulted stakeholders generally held FAO's technical expertise, knowledge sharing in high regard.
- 90 Moreover, FAO's knowledge products and the capacity to bring together various sectoral stakeholders have also allowed it to reach important breakthroughs. A noteworthy example would be application of treated bio-solids recovered from the sewage treatment process in one of the short-listed projects. Although science asserts that this material has the potential to replenish organic matter in the soil and is an effective means to fertilize it in farming communities, due to Jordan's cultural and social settings, the use of bio-solids has not been embraced and was even banned. Prior to FAO's engagement in this area, there had been only limited data on bio-solids treatment and reuse, as the Ministry of Agriculture restricts the use of it in agriculture. Consequently, there is no reuse of bio-solids in the agricultural sector. As a result, wastewater treatment plants discharge the product to landfills in large quantities. Within the framework of the project, FAO joined forces with national and international research institutes and universities to show that it was possible to produce quality compost from the organic solid wastes and liquid sludge generated at Zaatari camp. The quality of produced compost, in terms of the biological and chemical permissible limits, was within the range of the Jordanian standards of 2016.

The product proved to be safe during handling, storage and use. As a result, decision-makers from the Ministry of Agriculture, the Ministry of Environment and the Ministry of Municipal Affairs were encouraged and agreed to discuss these results in depth with relevant stakeholders and cooperate in addressing incompatibilities in standards for adoption of compost from bio-wastes generated in the country. This can pave the way for developing a clear strategy that delimits the end uses of bio-solids and addresses the current obstacles to efficient management in Jordanian regulations.

Finding 7. FAO contributed to building national capacities in disaster risk reduction (DRR) assessment and monitoring. The Organization-supported studies and assessments on DRR and climate change in the agriculture sector contributed to an enhanced knowledge base and strategic planning within the sector. The work to date has been focusing more on the policy level than on DRR/resilience at the community level.

- 91 FAO's programme in Jordan placed an emphasis on building the resilience of vulnerable communities to crisis-related and climatic shocks. It contributed to identifying the needs in the sector to inform the development of the national DRR strategy, contingency as well as response. In this framework various assessments were carried out on DRR in the agrifood sector which were aimed to build local knowledge and capacity on DRR in these sectors and inform DRR strategic planning. This included:
 - i. mapping of DRR actors and stakeholders in the agricultural sector;
 - ii. land cover mapping and development of the Jordanian Land Cover Database and Atlas (Franceschini, De Leo and Muchoney, 2019); and
 - iii. analysis of RIMA for food insecurity at the household level in Jordan (FAO, 2018).
- 92 FAO also actively participated in the Capacity Assessment of the Disaster Risk Management System (CADRI) mission to Jordan in 2017 and assessed the DRR capacity gap in the agriculture and environment sector (CADRI, 2017).
- 93 FAO also initiated the process of assessing antimicrobial resistance and antimicrobial use, and shared recommended practices for improving the health of animals and reducing the requirements for treatment interventions; the final draft is expected in 2018.
- 94 The results and recommendations of these assessments and studies informed the development of the national Disaster Risk Management strategy. FAO was subsequently greatly engaged in and contributed substantively to the development of the National DRR Strategy, 2018–2022, which was approved in December 2018 by the Board of Directors of the National Center for Security and Crisis Management and later signed by the Prime Minister.
- 95 In addition to providing technical knowledge and best practices, FAO contributed to building the capacities of the technical staff of the relevant national bodies; it supported building national capacities in DRR assessment and monitoring. This included: capacity building on the adoption of monitoring drought (introducing the use of the drought-marker for monitoring); modern pest control and prevention, animal disease diagnosis, etc. Also, FAO supported the Ministry of Agriculture in improving its staff capacity in livestock health-related research in coronavirus.
- 96 FAO also supported implementation of the developed plans and adoption of DRR practices. This included support to the implementation of two recommendations in the national capacity assessment of the Disaster Risk Management system in Jordan, which related to drought and the institutionalization of DRR practices.

Finding 8. FAO made a considerable contribution to policy formulation related to Outcome 2.¹⁴ Its input was found to be highly valuable and was appreciated by relevant stakeholders. Yet, implementation of some of the strategic documents has not taken place so far due to internal administrative issues of the Jordanian Government.

- 97 FAO supported the Government of Jordan, particularly the Ministry of Agriculture, with policy development for national resources management. One of the major contributions in this regard has been related to the development of the national forest policy. Although FAO supported the Ministry of Agriculture in the development of the forest policy, approval of the policy by the cabinet has been delayed by over a year due to issues with internal protocol of the ministry and the cabinet. Moreover, FAO contributed to policy discourse and of the sharing of experience through various consultative meetings and events. In this regard, FAO, assisted the Government of Jordan in preparing for and organizing for a, such as the first international agricultural forum of Jordan, which outlined a road map for the future of agriculture in the country.
- 98 FAO also supported the Ministry of Agriculture and other stakeholders with required analysis, evidence and research for policy development. This included, *inter alia*, an assessment of policy gaps on water harvesting, irrigation and solar energy application in agriculture, and risk assessments with regard to waste conversion to energy and compost. FAO has also prepared the agriculture and irrigation water component of the National Adaptation Plan, including a review of relevant components of the Nationally Determined Contributions. As a member of the United Nations, FAO supported the Jordan United Nations Common Country Assessment in collaboration with WFP with regard to the analysis of the “leave no one behind” principles and the Risk Analysis relevant to natural resources and climate change, and food security, agriculture and land components. FAO also contributed to climate change-relevant priority targets under the UNSDCF. Moreover, FAO and WFP led the formulation of the FS strategy and its action plan.
- 99 FAO’s policy support activities were further complemented by institutional capacity building. This involved strengthening national capacities in food security through the training of government staff on basic concepts, such as food security and analysis; data collection, data visualization, and other technical areas of expertise such as developing improved barley mutant lines, adaptable to climate change. FAO has also been credited for having created awareness on issues such as utilizing waste for producing compost and water harvesting through innovative pilot projects that were also scaled up by other agencies.
- 100 FAO contributed to improved water productivity and utilization capacity. In this regard, national and regional projects contributed to increased capacity regarding water accounting. Capacity development activities within this framework included training for trainers of trainers, on-the-job training, inter-country visits and exchanges, and institutional/governance enforcement. Also, water accounting was carried out for the North Jordan Valley (NJV) with the aim to contribute to the institutionalization of water accounting by the Ministry of Water and Irrigation through a sound water accounting system.
- 101 Utilizing waste for producing compost and energy in Zaatari refugee camp resulted in a reduction in the amount of waste going to the landfill. The waste management environment within Zaatari camp improved notably since the beginning of the project. This project was, as indicated, pioneering in terms of knowledge creation in support of country-level dialogue on the use of bio-solids, which allowed building the capacity of engineers and students in the country on the utilization of biogas for energy production.

14 Outcome 2: Sustainable development and use of natural resources including water, land, rangelands and forests.

Finding 9. FAO's contribution to rural and peri-urban livelihoods has primarily been limited to indirect policy-level support. FAO has also, to some degree, contributed to improving the livelihoods of vulnerable groups such as women and refugees, and addressed challenges related to the financial and technical literacy of farmers. Substantive inputs were provided regarding preparation of the Government of Jordan's VNR submitted to the High Political Panel of the United Nations in 2017.

- 102 FAO supported the Government of Jordan in strengthening the livelihoods of the poorest and in building better rural–urban linkages. Accordingly, the Jordan Country Office contributed to the revision of the national agricultural strategy and facilitated the formulation of the new National Agricultural Development Strategy 2020–2025. It also contributed to the capacity building of the Government of Jordan in analysing the socio-economic status of the country and mainstreaming and monitoring relevant SDGs. This included strengthened capacity of various bodies such as the Department of Statistics, the Ministry of Agriculture, the Ministry of Water and Irrigation and the Ministry of Planning and International Cooperation on measurement of SDG indicators.
- 103 In terms of direct contribution to livelihoods, FAO implemented a number of smaller pilot projects, which aimed to enhance the livelihoods of the rural population including refugees. For example, “Promoting Rural Women’s Food Security in Jordan”, which resulted in dietary diversity and food consumption levels of the beneficiaries has improved by 77 percent. The project also contributed to improved knowledge of 85 percent of the beneficiary women on optimal nutrition practices given that women constituted 60 percent of all beneficiaries.
- 104 Moreover, within the framework of the project targeting refugees, 500 households from Syrian refugee and Jordanian hosting communities in Mafraq and Irbid Governorates were supported in home-based processing of food products. Short-term jobs were created for more than 60 Syrian refugees in waste separation and compost production in Zaatari refugee camp, and more than 35 short-term jobs were created for Syrian refugees and hosting communities in Mafraq Governorate in the installation and maintenance of solar-irrigation system and land preparation. In total, 105 people were employed within the project framework, including as construction workers. Beneficiaries of this project indicated that the project provided them with a unique opportunity to work and improve their livelihoods. The additional income obtained from this work in the project allowed them to acquire the necessary medical support and medication, as well as other necessities that they could not afford before, and also improved their psychological wellbeing.
- 105 FAO also implemented other water harvesting, hydroponics and aquaponics projects; however, its contribution remains minimal in this area. These projects aimed at supporting farmers and other vulnerable society groups. In collaboration with NARC, FAO supported 300 vulnerable households of Syrian refugees and hosting communities in adopting small, simplified backyard hydroponic food production. Moreover, 1 205 beneficiary HHs of Syrian refugees and vulnerable Jordanians benefited from FAO support in improving and diversifying food consumption for households by strengthening their knowledge and expertise in micro-gardens, further processing their food and improving access to markets.
- 106 The CPF aimed to provide seasonal employment for at least 2 000 households of vulnerable Jordanians and Syrian refugees by 2019; however, there is little evidence that this occurred. Moreover, there is little evidence of improved livelihoods for the farmers involved in the “Reduce Vulnerability in Jordan in the Context of Water Scarcity and Increasing Food/Energy Demand” project (GCP/JOR/018/SWI), which aimed to build the capacity of a water users association.
- 107 In terms of unintended effects, the waste management project in Zaatari refugee camp resulted in improved environment in the camp. Also, according to the project evaluation, some Bedouin farmers were resistant to using municipal waste for compost production because their livelihoods may be affected due to reduced sales of their livestock manure to be converted to fertilizer. They fear that if the use of this compost is legalized, their income source may become less secure and less sustainable.

Finding 10. FAO's contribution to improved domestic and export marketing and trade of Jordanian agricultural products primarily involved support towards improved sales of agrifood products through domestic channels such as annual festivals and fairs.

- 108 FAO contributed to enhanced market opportunities for farmers and small-scale producers. Technical and in-kind support was provided to associations of small producers and other stakeholders in organizing two seasonal agricultural fairs, for olives and pomegranates. These were received well by the general public and the number of participants increased. In 2019, more than 700 participants, including farmers, rural producing women, olive mills owners and olive oil producers from 11 governorates and four districts including Jordan valley, participated and presented their products in the festival. These participating producers also received assistance and training to prepare, grade and promote their products at the festival.
- 109 The high appreciation of farmers, food processors and traders resulted in the request from the Government of Jordan for FAO's technical assistance for the implementation of agricultural fairs in various regions throughout the country. Through annual agricultural fairs in the three governorates, FAO offers small farmers a new marketing channel to promote their agricultural products. This allows them to sell their products for better prices, make contact with the private sector and benefit from better farm returns.
- 110 With regard to research work, FAO assessed various agriculture and food value chains with the highest prospects for growth and revenues in Jordan. Rapid assessments were carried out regarding the value chains of tomatoes, dates and olives. Based on these assessments FAO signed letters of intent with the Jordan Dates Association (JODA) and the Jordan Olive Producers Association (JOPEA), aimed at strengthening their collaboration to support food sector performance and competitiveness. Together with JOPEA, FAO organized workshops on Management Strategies for Olive Oil Recognition and Marketing.

Finding 11. The more proactive approach to partnerships of the new Jordan Country Office management has been effective. Shortcomings such as stringent internal administrative systems, inadequate resources mobilization strategy and lack of human resources have affected FAO's effectiveness in the country. A more programmatic approach under forward-looking CPF programmatic areas was adopted, responding more closely to national needs and priorities. In addition, a results framework focused on contributions to outcomes rather than mere quantitative output reporting.

- 111 The measures taken by the new Jordan Country Office management, led by the new Jordan Country Office Representative, which aimed to improve operations, outreach and coordination efforts, have been effective. These measures mainly focused on building new and strong partnerships, initiating national dialogues, enhancing the position of FAO Jordan in the food security sector, and ensuring better visibility of FAO Jordan's work. These efforts were appreciated by interviewed partners and clearly contributed to enhanced partnerships and FAO's more active role in the country.
- 112 However, FAO has faced capacity gaps in terms of local, in-house human resources. This was also made evident by key informant interviews and the case study of the Refugee Resilience Regional Response Plan (3RP), which highlighted that, due to limited capacity within the FAO office, the Jordan Country Office has not been able to provide much needed leadership and technical support to the task force. As a result, other stakeholders began to encroach on what was FAO's operational space, implementing agriculture-based projects without sufficient technical expertise. Although the UNCT is professional, as described previously, the in-house human resources with necessary technical capacity has been limited, which, in some cases, has caused an over-reliance on the RNE and headquarters for technical input. Due to the lack

3. Main findings

of a functioning host country agreement, the Jordan Country Office does not have regular programme staff. The latter makes it more difficult to attract project staff and technical expertise since available means in this regard are also used for financing regular programme staff.

- 113 Many concerns were raised regarding the limiting effect of the rather centralized, complicated internal administrative systems that have been causing delays in implementation. Administrative systems, particularly regarding procurement and recruitment, are bureaucratic and overly centralized at the regional and or headquarters levels, which had implications at the country level. These issues have caused delays, complicated FAO's functioning, and negatively impacted project delivery. The latter eventually also leads to FAO's reduced reliability as a partner, even though stakeholders from RNE shared new, more robust systems and/or practices that are currently being put in place in order to simplify and accelerate clearance and the approval processes.
- 114 There are challenges that also have implications on the Jordan Country Office with regard to establishing a more centralized and transparent approach to cooperation with public bodies. While there has been a close cooperation with various line ministries, outreach and coordination have been fragmented, particularly at the departmental level. This reflects a lack of internal coordination within the Government of Jordan as well as a lack of communication between different line ministries and departments. This may adversely affect the relevance and effectiveness of the cooperation since the linkages to national level country programmes may diminish and the likelihood of duplication increases with initiatives of other development partners increases.
- 115 The M&E, including feedback and dissemination mechanisms to share findings, lessons learned and recommendations, have been insufficient. Short-listed projects did not always have a coherent M&E plan. Limited monitoring data were collected at the project level, predominantly for reporting. The Jordan Country Office did not always have a baseline, making it impossible to measure the impact at the household level. Knowledge management was not always performed nor lessons learned documented. There is a critical need for knowledge management, i.e. capturing, storing and sharing learning for improved programme practice or policy influence. This was also raised during some of the interviews where respondents complained about not receiving the final reports of the projects.¹⁵ Clear communication with donors about the project results was also highlighted as a need not always met. Moreover, monitoring of contributions at the CPF outcome level is not systematic.
- 116 In terms of opportunities, it is important to note a shift of focus by the Government and donors; recently, donor support for humanitarian work and resilience in Jordan has started to gradually decline and shift toward development. In line with the change in the Syrian political situation during the crisis, the JRP 2018–2020 placed an increased emphasis on resilience and linking humanitarian work with long-term development. This offers greater opportunity for FAO to play an increased role in supporting the JRP. In this regard, FAO Jordan is well placed to play a more central role in strengthening the agricultural skills of Syrian refugees in Jordan, both within and beyond the camp context, building on its own comparative advantage.
- 117 The administrative structure, including the organizational chart and office operations, has been project-focused, with smaller interventions. The growing project portfolio creates opportunities for implementing a programme approach towards human resources, which could reduce the related constraints faced by the Jordan Country Office. Also, the prospect of having signed the host country agreement creates opportunities for establishing more financially sustainable staffing policy.
- 118 Finally, the Jordan Country Office lacked a strong and widely shared resource mobilization strategy. Discussions on drafting such a strategy only started in 2019 and was not finalized in 2020. FAO failed to meet the resource mobilization targets for the CPF period, reaching less than 10 percent of the target by the end of 2020. The implemented activities consequently had to be generally small with low budgetary allocation since high budgetary allocations had to be postponed.

15 FAO always shares concluding letters with the line ministry, attaching a final report, which is shared with the senior management of that ministry; however, it is probably not shared internally with relevant government staff.

Finding 12. Key stakeholders were not always attaining the necessary capacities to ensure the continued flow of benefits/services after the finalization of the project. Sustainability of results has often been negatively affected by limited capacity and resources for upscaling, and the lack of clear exit strategies.

- 119 Although the Jordan Country Office implemented significant capacity-building initiatives during the CPF period, discussions with relevant stakeholders point out that learning at the line ministries was well regulated. The capacity-building initiatives did not follow a main capacity-building plan for the target ministry or organizations. Some potential training beneficiaries were randomly assigned without a clear justification, and there was a lack of general knowledge of various departments within a ministry regarding who would receive capacity building. Also, the high turnover in the public sector negatively affected the sustainability of related capacity-building efforts. Respondents from line ministries indicated that, in terms of knowledge transfer, the effectiveness of the work carried out by external experts who only deliver a certain output was often inferior to other implementation modalities that involved co-working with government staff. A similar situation occurred in the framework of the GCF-funded “Building resilience to cope with climate change in Jordan through improving water use efficiency in the agriculture sector” (BRCCJ) project, where a Project Implementation Unit (PIU) was planned to be stationed at the Ministry of Environment, which would allow co-working and a high degree of knowledge transfer.
- 120 The likelihood of sustainable results varied greatly in each project, depending on clear predefined and agreed on exit strategies that assure the availability of capacity and resources for upscaling after the project ends. The success levels were diversified in terms of assuring appropriate exit strategies in the short-listed projects. The Zaatari solid waste management project, for example, was relatively successful in this regard. The current pilot has played a central role in the development of an integrated solid waste management (SWM) platform in Zaatari, which, if implemented effectively, could be considered a smooth exit; there is no adequate exist strategy in terms of longer-term takeover by the government.
- 121 For various other pilot projects, there were difficulties regarding scaling up or drawing from lessons learned. Moreover, short-term funding has not allowed for adequate upscaling. The exit from the “Reduce Vulnerability in Jordan in the Context of Water Scarcity and Increasing Food/Energy Demand” project was much less clear because many agreements still need to be made with regard to management and maintenance of the infrastructure created by the project. The design and implementation of small pilot projects should be carefully assessed to ensure that these projects can feed into larger programmes.
- 122 Robust, multi-stakeholder partnerships with the government, international financial institutions (IFIs) and the private sector may have strongly contributed to ensuring a higher level of sustainability for FAO's achievements in the longer term. This may have contributed to upscaling successful pilot projects that could achieve valuable impact and benefit.

3.3 The gender dimension, human rights, stakeholder involvement, partnerships and outreach

Finding 13. Although increasingly more attention has been paid to gender, the Jordan Country Office's work on mainstreaming gender and human rights is still limited at the programme level. However, efforts to mainstream gender in projects have improved during the evaluation period.

- 123 In compliance with FAO's Policy on Gender Equality, a Country Gender Assessment (CGA) was prepared in 2017 to analyse gender dimensions, existing inequalities, and challenges in the agricultural and rural sectors. However, no gender stocktaking has taken place, and the CPF development was not informed by a formal gender assessment. Moreover, national gender policies as well as other relevant regulatory frameworks were not specified in the CPF, and analysis also provided limited gender-disaggregated information/data to support the assessment.

3. Main findings

- 124 The RNE conducted a regional assessment of gender mainstreaming in the production and use of statistics on agriculture and rural development. A regional synthesis report aggregated the findings of the national assessment with lessons learned from the development of gender statistics in other regions and proposed a regional action plan to strengthen the production and use of gender statistics through regional capacity building (FAO, 2019a).
- 125 Gender equality is a cross-cutting issue that was addressed to some degree in FAO's interventions at the national and subnational levels. However, the consideration of the gender dimension in projects varied in terms of quality and depth. The Field Programme Management Information System, FPMIS), i.e. the current corporate system for results monitoring and reporting at the project level, expressly indicates that about half of the projects mainstreamed gender, and project documents in general also addressed gender mainstreaming to some degree. Gender considerations were taken into account in the short-listed projects. This primarily involved assuring equal participation and addressing gender gaps at the local level mainly through women's socioeconomic empowerment.
- 126 More attention was given to the mainstreaming of gender in the design of all new project proposals since 2018, which was clear while communicating with donors and drafting concept notes.¹⁶ A gender focal point (GFP) was designated for the gender representation. In addition, training on basic gender requirement was organized for all of the staff in the Jordan Country Office together with relevant staff from the related government institutions. Also, guidelines for gender mainstreaming were defined and agreed on for follow-up by all staff in the office, including the need to follow FAO's gender policy in the design of every project and programme. The GFP meetings, however, were not held on a continuous basis.
- 127 FAO is also a contributor to the Gender Task Team of the UNCT. To promote inclusive economic opportunities and engage vulnerable groups in productive activities by enhancing investment and market opportunities, FAO together with UNIDO, supported four selected value chain drivers of job creation for women and youth in both urban and rural areas.¹⁷ The selected value chains have high potential for employment of women in medicinal and aromatic herbs, and ICT related opportunities for youth.
- 128 With the support of UN Women, 75 teachers (61 female, 14 male) became more aware and knowledgeable about gender roles and norms, as well as women, peace and security. Consequently, they gained skills to further transfer the acquired knowledge to families and students. FAO partnered with UNDP and UNIDO to strengthen the resilience of rural, vulnerable women impacted by COVID-19 by accelerating the recovery of micro, small and medium-sized enterprises (MSMEs) and the resilience of the self-employed in the agribusiness sector, and to respond to the impact of COVID-19 on the agricultural sector.
- 129 Moreover, during the evaluation period, more than 550 female Syrian refugees and Jordanian hosting communities in rural areas were supported in establishing homestead gardens for food production and introducing healthy lifestyle and dietary diversity in their household food consumption; In addition, FAO reached more than 1 000 beneficiaries (50 percent women) in small-scale family farming and farmer field schools to build their capacities in agriculture, agribusiness and climate-smart agricultural practices.
- 130 Jordan faces a double burden of micronutrient deficiencies and overweight/obesity, with women presenting the worst rates in both. This evidenced a serious gender gap in nutrition. The CPF aimed to increase the resilience of rural and peri-urban livelihoods and contribute to increased access of Syrian refugees and host communities to quality services. At the policy level, FAO strengthened national capacities in the development of food security and natural resource management-related policies and strategies. FAO contributed to the preparation of the food security policy by, *inter alia*, collecting data for the Food Insecurity Experience Scale (FIES) and carrying out the RIMA, which highlighted that Jordan had pockets of food insecurity, especially in communities hosting protracted economic refugees. FAO supported the Ministry of Agriculture with the development and endorsement of the revised National Food Security Strategy and its Action Plan, and the National Agricultural Development

¹⁶ Some of the projects are gender-oriented with 100 percent engagement of women.

¹⁷ FAO made the selection and conducted initial assessments, but the work on the value chains had not yet started.

Strategy 2020–2025. Since agricultural labour in Jordan is dominated by non-Jordanians, the food security and agriculture sector strategies are also of critical importance for inclusive growth.

- 131 Moreover, the CPF aimed to achieve seasonal employment for households of vulnerable Jordanians and Syrian refugees through livelihood's development projects. FAO's projects in this regard aimed to, *inter alia*, promote improved employment and livelihoods of hosting communities and Syrian refugees through the creation of employment and generation of incomes in agriculture and its value chains. Vulnerable households in rural and peri-urban areas were trained on micro-gardening and hydroponics, among others. Moreover, refugees and hosting communities in Zaatari Municipality were trained in utilizing bio-solids for the production of biogas and compost. Against the backdrop of the Syrian refugee crisis, FAO's resilience interventions generally succeeded in integrating emergency and development needs.

Finding 14. Two-way communication between the Jordan Country Office and the beneficiaries/communities has been insufficient in ensuring a meaningful stakeholder participation and grievance compensation. An effective communication mechanism should be set up and operationalized systematically.

- 132 Although grievance and feedback mechanisms are (in some shortlisted projects) designed and incorporated at the project level, the communication channels require further development to ensure that grievance systems function.

Finding 15. FAO was increasingly more engaged in effective partnerships with the Government of Jordan to achieve better results in the country. The partnership has primarily focused on the Ministry of Agriculture, although this is changing gradually. Coordination within the Government has been very fragmented in some cases.

- 133 FAO has been developing trusted partnerships with government agencies in Jordan. It built partnerships with national institutions such as the Ministry of Agriculture, the Ministry of Environment, the Ministry of Water and Irrigation, the Ministry of Planning and International Cooperation, the NARC and the National Energy Research Center.
- 134 FAO's partnership with the Ministry of Agriculture has historically been strong. In Jordan, FAO has operated in synergy with the Ministry of Agriculture. The latter has also seconded staff members to help set up the Jordan Country Office, where they have been working ever since. While this close relationship with the Ministry of Agriculture reflects the trust that FAO enjoys in the country and can open doors, nevertheless, it also simultaneously raises questions regarding the de facto autonomy of FAO in Jordan as an international normative agency that should have an independent voice and mandate. Moreover, this Ministry of Agriculture's close partnership with one agency may undermine potentially valuable partnerships with other line ministries and government bodies.
- 135 FAO developed strong cooperation with the NARC, the research arm of the Ministry of Agriculture. This partnership aims to conduct applied agricultural research in order to transfer improved technologies and facilitate continuous professional development of its members. FAO Jordan and NARC recently introduced the Ma' Al Muzare' mobile application, which provides digital agricultural extension and rural advisory knowledge and information to farmers.

3. Main findings

- 136 FAO, in collaboration with the Ministry of Agriculture and the Ministry of Water and Irrigation, has been implementing a number of projects in Jordan to cope with water scarcity, improve food security and eradicate poverty. These includes Water Efficiency, Productivity and Sustainability (WEPS), which is implemented in collaboration with the Ministry of Water and Irrigation and the Ministry of Agriculture, and is guided by the multidisciplinary team of the water scarcity initiative that includes key stakeholders concerned with water issues. It is worth noting that FAO recently led the preparation of a GCF proposal in cooperation with the Ministry of Environment. This BRCCJ project will increase new supplies of water by recycling wastewater and harvesting rainwater. By reducing the demand on groundwater sources through efficient cropping and water use practices, the project will bolster farmers' climate resilience, particularly that of women farmers, who play a critical role in Jordan's agricultural sector.
- 137 There are challenges that have implications for the Jordan Country Office with regard to establishing a more centralized and transparent approach towards cooperation with public bodies. While there has been close cooperation with various line ministries, outreach and coordination particularly at the departmental level, have been fragmented, which reflects a limited internal coordination within the Government of Jordan as well as a limited communication between different line ministries and departments. This may adversely affect the relevance and effectiveness of cooperation since the linkages to national-level country programmes may weaken, and the likelihood of duplication with initiatives of other development partners may increase.

Finding 16. FAO has played an increasingly important role as a development partner in Jordan. This has included a greater leading role in agricultural sector coordination platforms and working groups. Yet, joint programming with United Nations partners has proved more challenging. Greater efforts need to be made with resilience/emergency partners.

- 138 FAO has increasingly played a leading role in various sector working groups during the evaluation period. FAO managed to build partnerships and cooperation with United Nations agencies and development organizations such as the European Union, GCF, GIZ, United Nations Development Programme (UNDP), UNICEF, Oxfam. And working relations with universities and research institutions (such as the Jordan University of Science and Technology and the NARC), farmers' organizations and the media.
- 139 FAO Jordan has been leading a Development Partners Group (DPG) on agriculture, food security and water, which aims to raise awareness of policy and programming issues of agriculture, water and food. The DPG includes United Nations agencies, international NGOs, embassies, international donors, the private sector and producers' associations. Government representatives attend some group meetings. Recently, since the DPG has been informal, coordination mechanisms with development partners have not always been defined nor regularly used. Nevertheless, as part of United Nations support to the Government's JRP 2018–2020, FAO jointly with WFP, has been taking the lead in supporting the JRP's Food Security Task Force, which formulates JRP's programme and projects, and oversees their implementation. The task force is housed in the Ministry of Agriculture. FAO has promoted dialogue and awareness of livelihoods and resilience issues. This was reflected in many initiatives and working groups that had been leading development and humanitarian activities across the country. FAO also co-leads the Climate Action Group, which is currently engaged in updating the National Climate Change Policy.
- 140 FAO has been cooperating with other United Nations agencies since its establishment in the country. This included supporting the UNCT and implemented joint projects with WFP, UNDP, UNIDO, and United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and UN Women. These interventions allowed to create complementarity and synergies between the work of FAO and other development partners, including in FAO-shortlisted interventions for sharing analysis with development partners. WFP and FAO particularly have had long-term presence in Jordan and have recently further intensified their cooperation.

- 141 FAO has increasingly become engaged in complex multi-stakeholder and cross-sectoral projects. The “Improving rural livelihoods and the environment through the integral utilization of residues of treated wastewater and organic solid waste for the production of renewable energy and compost in Mafraq Governorate of Jordan” and the Madad Fund projects forged strong partnerships with government agencies, research institutions, United Nations agencies and other development partners who were active in the refugee camps.
- 142 Nevertheless, there still is room to improve joint implementation. Jordan initiated the adoption of the United Nations delivering as one approach in 2017, and some minor progress was achieved in the initial years of the evaluation period. FAO Jordan faced challenges with the approach given its limited staff and resources. The most immediate difficulty was the ability of the Jordan Country Office to adopt a joint business and operations plan. Also, FAO still has limited experience in partnering with institutions to scale up financing, such as IFIs or regional and national banks.

Finding 17. Although gradually improved, interaction with civil society organizations has been generally new and limited in scope. This particularly involves limited long-term relationships focused on co-creation and burden-sharing.

- 143 As also noted by the Evaluation of civil society organization partnerships globally, FAO's engagement in partnerships with civil society organizations in Jordan has been established only recently and is limited in scope. FAO did create training and dialogue opportunities for civil society organizations and engaged with civil society organizations in policy processes related to agricultural and food security. Even though NGOs participated in various stakeholder consultation events, communication and follow-up with them have been limited. During interviews, NGOs noted that they were not always informed on the results of these engagements and consultations. This issue was also highlighted by the civil society organization cooperation evaluation. The coordination and dialogue with civil society organizations have therefore not always been sustainable.
- 144 The evaluation team also noted that the short-listed projects included interventions in partnership with civil society organizations did not always focus on building long-term relationships that involved co-creation and burden-sharing. In these cases, cooperation with NGOs has been more of a contractor and subcontractor relationship, while the short-listed interventions provided the opportunity to create partnerships of mutual value, where the involved NGOs could share the burden of the intervention. This burden-sharing was made possible by mobilizing an appropriate combination of resources to achieve jointly defined and common objectives and deploy their local presence and human resources for the benefit of the intervention.
- 145 Interviews with key informants indicated that collaborations and partnerships with civil society organizations resulted in a strengthening of their technical capacity. The cooperation with the Jordanian Hashemite Fund for Human Development (JOHUD), a Jordanian NGO, farmers' cooperatives and the National Alliance Against Hunger and Malnutrition (NAAHM) whose president is HRH Princess Basma Bint Talal made it possible to transfer knowledge on the application of new technologies, which was used by these organizations for future programming and preparation of follow-up interventions in the sector.

Finding 18. FAO recently started to build towards partnerships with the private sector, nevertheless these have not fully materialized yet in private investments.

- 146 FAO started to partner with the private sector in Jordan by partaking in platforms such as the United Nations Global Compact Jordan, which aims to encourage agriculture private sector to be more SDG-compliant and join the Global Compact. FAO has also tried to support

UNDP to identify business models in agriculture for global investment mapping and the 2020 Impact Investing Conference. FAO began supporting producer associations as part of its work to strengthen value chains, such as the Jordan Dates Association (JODA), the JOPEA and the Jordan Exporters and Producers Association (JEPA).

- 147 There was only limited evidence of FAO interventions that leveraged private sector financing. Few efforts were made to develop linkages with the private sector, which did not yield private sector financing and investments. For example, FAO initially aimed to have the compost produced through the “Improving rural livelihoods and the environment through the integral utilization of residues of treated wastewater and organic solid waste for the production of renewable energy and compost in Mafraq governorate of Jordan” project to be used by the public and private sector for rangeland and forest restoration by the 24th month of the project. However, the compost was not marketed and used by the private sector as the project was repurposed to be more research-oriented to assess the suitability of the use of this compost. Short-listed projects also included mixed examples of establishment of private institutions such as a water user association as a means to strengthen their organizational capacity.
- 148 Recent corporate evaluations of FAO’s strategic objectives highlighted challenges in partnering with the private sector, which have led to missed opportunities and a degree of caution among decentralized offices, ambiguous definitions of partnerships, and a lack of distinction between one-off transactional engagements and more structured corporate initiatives (FAO, 2019b). This also occurs in Jordan where cooperation arrangements in which the private sector acts as a supplier are at times referred to as partnerships.



4. Conclusions and recommendations

4.1 Conclusions

FAO strategic positioning

Conclusion 1. The CPF has been aligned with the national priorities and needs in Jordan as expressed in the national development plans, strategic plans and policies in sectors relevant to FAO's mandate. It has addressed Government of Jordan's long-term development goals and shorter-term humanitarian priorities. This involved effectively combining of sectoral strategic objectives in the agricultural, environment and water sectors in the sampled interventions. FAO's programme also constituted an adequate response, and was adapted to, the needs in institutional and human capacities of the Government of Jordan and/or other key stakeholders. This was achieved through a coordination between line ministries, primarily with the Ministry of Agriculture, and FAO, whenever the national priorities were shared, regularly discussed and then generally taken into account in FAO's interventions. There is nevertheless room for improvement of the CPF in terms of the justification of its logic and quality. The CPF currently does not provide a detailed narrative on the theory of change, supporting the CPF design and implementation. It also does not elaborate extensively on a supporting context analysis, need assessments or nationally led strategic studies with a view to providing solid basis for strategic prioritization.

Conclusion 2. The agriculture sector is not given the highest priority in terms of the SDGs in Jordan. The country context has, nevertheless, been changing, together with development priorities and sectoral strategies. Given that the country is undergoing important economic reforms that prioritize investments and exports, there is potential for FAO to promote the SDGs that are relevant to agriculture as important assets in this regard. FAO can also play a crucial role in supporting the Government of Jordan and other stakeholders in leading the transformation of the agricultural sector towards these goals. FAO is working according to its comparative advantage and is recognized as a trusted source of technical knowledge and advice. FAO leveraged its comparative advantage in a highly competitive environment by gradually moving towards multisector projects that have been pioneering within the food–water–energy nexus. There were, however, also interventions in the framework of which FAO deviated from its core strengths, which could have been avoided through more effective partnerships with local organizations.

FAO programme contribution

Conclusion 3. FAO's contribution to rural and peri-urban livelihoods has primarily involved policy-level support. Moreover, although projects also contributed to improving the livelihoods of vulnerable groups such as women and refugees, they were too little and few. FAO also made a considerable contribution to policy design related to Outcome 2. FAO's input was highly valuable and appreciated by the relevant stakeholders. However, implementation of some of the strategic documents has not yet taken place due to internal administrative issues of the Jordanian Government. FAO's knowledge products and the capacity to bring together various sectoral stakeholders have also allowed the Organization to achieve important breakthroughs. A significant example of this is the treatment of bio-solids recovered from the sewage treatment processes, which are then reapplied. FAO's contribution to improved marketing and trade of Jordanian agricultural products has been limited to domestic trade, primarily through new market opportunities for farmers and small-scale producers. The Organization-supported studies and assessments on DRR and climate change in the agriculture sector contributed to an enhanced knowledge base and strategic planning within the sector, including the development of the National DRR Strategy 2018–2022. FAO also contributed to the implementation of other national strategic documents and plans in areas such as agriculture, forestry, climate change, aquaculture and drought management.

Partnership

Conclusion 4. FAO has played an increasingly important role as a partner in Jordan. This included playing a greater leading role in sector coordination platforms and working groups. FAO influenced and contributed to decisions of national stakeholders and partners within its mandate. Yet joint programming with United Nations partners has proved to be more challenging, but they have developed incrementally. Although FAO engaged with NGOs, partnerships did not always focus on

building long-term relationships that involved co-creation and burden-sharing. Also, partnerships with the private sector have been limited, and FAO has not truly engaged strategically with IFIs. FAO has increasingly engaged in effective partnerships with the Government of Jordan to achieve better results in the country. The partnership has been primarily focused on the Ministry of Agriculture, although this is gradually changing. The Ministry of Agriculture has supported the Jordan Country Office since its establishment and has seconded staff to the Jordan Country Office as a means of support. Such an approach is questionable in terms of the independence of the Organization, and is not a sustainable model in the long term, especially taking into account that the Jordan Country Office is already a fully-fledged country representation with a FAO country representative. The appointment of the FAO Country Representative has positively influenced the FAO's partnership relations in the country.

Operational and organizational capacity

Conclusion 5. The organizational chart of the Jordan Country Office does not include regular programme staff. This is the direct consequence of not having a functioning host country agreement, which creates more pressure on the Jordan Country Office and its ability to attract project staff and technical expertise. This is because the available means in this regard are also used for financing regular programme staff. Several stakeholders met by the evaluation team underlined the need for stronger analysis, evidence and research, such as they know that FAO can deliver and have seen in other countries. Similarly, currently, the Jordan Country Office personnel tend to be focused more on operations and the execution of activities, and therefore had limited ability for theoretical work that they have to perform as no other human resources are available in some cases.

Gender mainstreaming and the application of the “leave no one behind” approach

Conclusion 6. Although increasingly more attention has been paid to gender, gender stocktaking has not yet been carried out, and mainstreaming of gender and human rights through analysis and programming has not always been explicit. A GFP was designated, although the GFP network meetings were not always held. Moreover, the Jordan Country Office does not yet have a clear and operational strategy and a system to process grievances. The evaluation identified the need for further development of tools for a two-way communication with beneficiaries and communities.

Conclusion 7. FAO's programme in Jordan addressed equity holistically by focusing on both policy development and programmatic interventions. Addressing agriculture and food security at the policy level is of high relevance in terms of ensuring targeted support for marginalized groups of society in rural areas and for refugees.

FAO's projects focused on enhancing the resilience of small-scale farmers and producers, and refugees while targeting the most vulnerable regions, communities and localities. FAO also effectively adapted to a changing context and worked outside of its comfort zone as it effectively combined humanitarian response with longer-term development.

4.2 Recommendations

Recommendation 1. Programme design (for the Jordan Country Office and FAO RNE):

- i. Align the next country programme framework (2023–2027) with the Government of Jordan's new economic reform agenda and response to the COVID-19 crisis. This may include plans for an inclusive and resilient recovery, and priority reforms to further mitigate the impact of COVID-19 on the economy and support Jordan in accelerating progress on the SDGs. This may also include plans that tackle the protracted Syrian refugee crisis that the country has faced for a decade. Agriculture should be promoted as an important asset in this regard, and FAO can play a crucial role in leading the transformation of the agricultural sector towards the achievement of the SDGs.
- ii. Create a supporting context analysis that helps the CPF to take an HDP nexus approach to its programme; identify areas where assessments and studies are lacking; develop a plan for evidence generation; and list studies, evaluations and other assessments that will provide more evidence for priority setting. This can involve assessments conducted prior to the next CPF and the others during the CPF implementation. This could be led by the M&E officer in coordination with programme focal points and approved by the representative.

- iii. Specify attainable country-level outcomes in CPFs, which are based on well-defined theories of change that linking the field programme to national objectives in the areas of food security and climate change. In doing so, assure that the new CPF has a more coherent and clear vertical logic that is illustrated in the results framework through outcomes rather than outputs as the main point of reference in setting targets and measuring performance. This includes making realistic resource mobilization plans.

Recommendation 2. Partnerships (for JCO and FAO RNE and headquarters):

- i. Develop a partnership action plan based on a partnership strategy to guide the collaboration with United Nations agencies, international and national NGOs, universities, research institutions, IFIs and private institutions in Jordan. This will be an opportunity to identify the right partners and define the parameters of the partnerships. In line with the strategy, develop more effective partnerships with local NGOs that focus on long-term relationship building, co-creation and burden-sharing. Programmatic interventions should be used as opportunities to create partnerships of mutual value where the involved NGOs share the burden of the intervention by mobilizing an appropriate combination of resources to achieve jointly defined and common objectives. This can also contribute to project implementation and enhance effectiveness.
- ii. As a reputable negotiator and partner, FAO can be a neutral broker among the government, non-governmental and private sector actors who support the agricultural sector because the Organization is able to bring together a wide range of stakeholders. This could include involving potential private partners during the design of programmatic interventions in order to create viable public-private partnerships that could lead to scaling up the projects and ensure follow-up investments.
- iii. In terms of partnerships with public bodies, FAO should adopt a more centralized and transparent communication and relationship with the Government, particularly the Ministry of Planning and International Cooperation and the Ministry of Agriculture to have a less scattered programming, enhance the impact of the capacity building activities and reduce risk of duplication. The signing of the Host Country Agreement should be anticipated. Regarding the Agreement, there have been long negotiations, including discussions related to Jordan's contribution, which are coming to a positive outcome. This, together with the new CPF planning window, can create a good momentum for adopting the agreement.

Recommendation 3. Programme implementation capacity (for the Jordan Country Office, FAO RNE and headquarters):

- i. Enhance the Jordan Country Office's capacity to improve the coherence of the country programme both in its size and nature with the available human resources. The country programme is growing due to new, much larger programmes that are in the pipeline, such as the BRCCJ project, which has been approved for funding by the GCF. The implementation capacity of the Jordan Country Office must be enhanced to match the implementation capacity needed to implement such large projects. A capacity assessment and associated development plan would be useful to define the division of labour, identify and hire appropriate technical staff, and further develop human resources in the Jordan Country Office. Preparation of the latter could be led by the Lead Technical Officer and Human Resource Manager under the guidance of the FAO Representative.
- ii. Moreover, it is necessary to establish a robust M&E and knowledge management system with dedicated human resources to ensure meaningful monitoring of progress towards set objectives on programme and project level, collection and documentation of lessons learned from initiatives and pilot initiatives. The M&E and knowledge management systems could be developed by the M&E officer in close coordination with the programme technical lead.

Recommendation 4. Gender and human rights (for the Jordan Country Office):

- i. Ensure an adequate institutional set-up for gender mainstreaming. This includes informing the next CPF with more robust gender assessment and gender-disaggregated information/data, implementation of stocktaking exercises and strengthening of the GFP network at the regional level. These could be initiated by the GFP in coordination with programme staff.
- ii. In line with FAO's corporate accountability commitments, appropriate and inclusive channels for feedback should be available to communities, stakeholders and their

representatives through each phase of the programme/project cycle. Feedback ensures timely information regarding, for example, whether the targeting was appropriate and whether programmes are being implemented effectively, and what impact programmes are having on participants, intended or unintended, positive or negative. Moreover, it is necessary to develop and apply a standardized project-level GRM that sets out the procedure for receiving and processing grievances and concerns. The goal of the GRM should be to provide beneficiaries of FAO programmes with a standardized, transparent, effective and timely mechanism to offer feedback and voice their concerns. This mechanism should also keep them informed of efforts taken to address these concerns throughout the grievance review. As a result, it will be possible to formulate recommendations for their grievance resolution and should include a grievance vocal point and training of office staff on the mechanism.

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Appendix 1. People interviewed

Last name	First name	Institution/agency	Role
Abu Eid	Omar	European Union	Energy, Environment and Climate Change
Abu Ghonmy	Anas	Ministry of Planning and International Cooperation	Head of Aid Coordination and United Nations Agencies Division
AbuKhalaf	Motasem	Jordan Country Office and RNE	International Water Consultant at FAO
Adnan	Alathamneh	Water Users Associations (WUA)	Member
Al Rashed	Khalid	Ministry of Agriculture	Forestry Department
Alathamneh	Salameh	WUA	Director
Alfayez	Talal	FAO JOR	Government Liaison Officer
AlGodah	Khalid	Ministry of Agriculture	Director of Forestry Department
AL-Hamdi	Mohamed	FAO RNE	Senior Land and Water Officer
Al-Hayari	Muttasim	Jordanian Hashemite Fund for Human Development (JOHUD)	Director, Natural Resource Management Programme
Al-Heesa	Khalid	Ministry of Agriculture	Food Security Coordinator
Al-Majali	Khalid	Project Coordinator/Consultant	Ministry of Environment
Alouran	Nedal	UNDP	Head of Environment, Climate Change and Disaster Risk Reduction
Alzoubi	Maysoon	Jordan Country Office	TCP Project Manager
Ameera	Alathamneh	WUA	Member
Assaf	Nabil	Jordan Country Office	Country Representative
El Wer	Reine	National Alliance Against Hunger and Malnutrition (NAJMAH)	Business Development Advisor
Fraihat	Nada	Ministry of Agriculture	Head of Division – Agreements and International Development
Ismail	Mohammad	World Food Programme (WFP)	Deputy Head of Programme
Khudeir	Amani	Ministry of Agriculture	General Secretary Consultant
Kloub	Awni	Ministry of Water	Director of the Water Demand Management Department
Mashael	Alathamneh	WUA	Member
Masri	Leslyar	Jordan Country Office	National Professional Officer – Administration
De Milato	Marco	Jordan Country Office	FAO EU Project-Project Manager
Mowafaq	Alajlouni	WUA	Member
Nizar	Alfahid	WUA	Member
Noor	Alhawamdeh	FAOJO	Programme Assistant
Omer	Ayman	FAO RNE	Senior Field Programme Officer
Pitteloud	Pierre-Yves	Embassy of Switzerland	Water, Sanitation and Hygiene (WASH) Regional Advisor, International Cooperation Office
Ramadneh	Wafaa	Jordan Country Office	National Professional Officer – Programme
Shaqarin	Belal	Ministry of Environment	Director Climate Change Directorate
Wa'el	Safi	GIZ JO	Project Manager

Appendix 2. Evaluation matrix

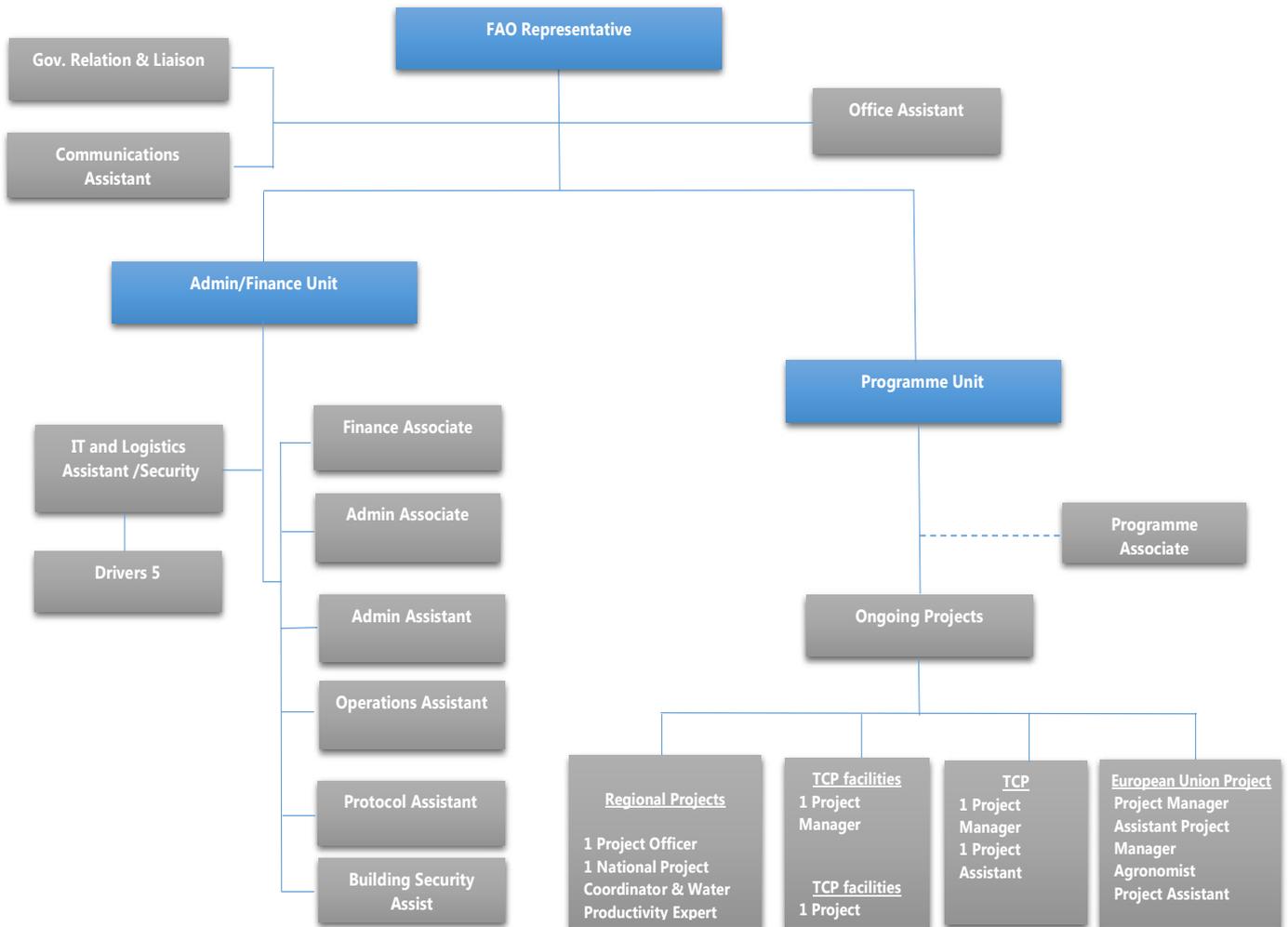
Evaluation questions	Indicators	Data collection methods	Source of data
EQ 1. FAO's Strategic positioning: Does FAO's programme in Jordan respond to beneficiaries' needs while considering global and country policies and priorities - development and humanitarian? [relevance, coherence]			
<i>1.1 Strategic relevance</i>			
1.1.1 To what extent is FAO's programme in Jordan aligned with national development plans, strategic plans and policies? Are there any gaps?	<ul style="list-style-type: none"> • Alignment of Country Programme Framework (CPF) intervention logic to Jordan's development plans, strategic plans and policies in sectors relevant to FAO's mandate in Jordan (sustainable development, agriculture, food and nutrition security, natural resource management, resilience) • Strength of the link between expected results of sampled interventions in national and local policies, and development/strategic plans and programmes in FAO sectors • Evidence of gaps between FAO's programme in Jordan and national development/strategic plans and policies. 	<ul style="list-style-type: none"> • Semi-structured interviews with key national counterparts (Ministries of Agriculture, Water and Planning, FAO's key partners) and FAO partners • Desk reviews of secondary data, including results of previous United Nations Sustainable Development Cooperation Framework (UNSDCF) evaluations. 	<ul style="list-style-type: none"> • National policies • National development/strategic plans • FAO country programme framework • FAO project documents • FAO project implementation/Progress reports • National counterparts and FAO partners
1.1.2 To what extent is FAO's programme in Jordan aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF)?	<ul style="list-style-type: none"> • Alignment of the CPF intervention logic to the UNSDCF. • Strength of the link between expected results of sampled interventions in the UNSDCF and programmes in FAO sectors • Evidence of gaps between FAO's programme in Jordan and the UNSDCF. 	<ul style="list-style-type: none"> • Semi-structured interviews with the resident coordinator office (focal points) and the Jordan Country Office representative and programme staff • Desk review of secondary data 	<ul style="list-style-type: none"> • FAO country programme framework • FAO project documents • FAO project implementation/Progress reports • UNSDCF plan and annual reports • RC office and FAO staff
1.1.3 To what extent is FAO's Programme in Jordan relevant to beneficiaries' needs?	<ul style="list-style-type: none"> • The CPF address key needs of beneficiaries' such as public bodies and farmers • The sampled interventions address key needs of beneficiaries' such as public bodies and farmers • Mainstreaming of gender and human rights through analysis and programming is explicit in sampled interventions. • Complementarity with other actors' interventions 	<ul style="list-style-type: none"> • Focus group discussions with beneficiaries (farmers groups, women working groups and community-based organizations) • Semi-structured interviews with national counterparts and FAO staff • Desk review of secondary data 	<ul style="list-style-type: none"> • FAO country programme framework • FAO project documents • FAO implementation/progress reports • FAO monitoring and evaluation framework for reporting • Beneficiaries, national counterparts, FAO partners and FAO staff in Jordan
1.1.4 To what extent did FAO draw from its comparative advantages?	<ul style="list-style-type: none"> • Evidence of FAO working in accordance with its comparative advantage • FAO's work is distinct from other organization's work in serving its stakeholders' needs 	<ul style="list-style-type: none"> • Semi-structured interviews with national counterparts and FAO staff • Focus group discussions with beneficiaries 	<ul style="list-style-type: none"> • FAO project documents • FAO implementation/progress reports • FAO monitoring and evaluation framework for reporting • Beneficiaries, national counterparts, FAO partners and FAO staff

Evaluation questions	Indicators	Data collection methods	Source of data
1.1.5 To what extent is FAO's programme in Jordan aligned with FAO's strategic framework (four betters) and relevant Sustainable Development Goals?	<ul style="list-style-type: none"> • Coherence between FAO priorities in FAO's strategic framework with nationally identified priorities in FAO's Country Programme Framework (CPF) in Jordan • Coherence between identified priorities in FAO's CPF and relevant Sustainable Development Goals (SDGs) • Evidence of alignment in FAO's CPF and annual workplans between relevant SDGs, FAO's strategic priorities and CPF priorities 	<ul style="list-style-type: none"> • Semi-structured interviews with FAO headquarters and the Regional Office for Near East and North Africa (RNE) focal points, Jordan Country Office representative and RNE programme focal point for Jordan • Desk review of secondary data 	<ul style="list-style-type: none"> • The SDGs • FAO Strategic framework • FAO country programme framework • FAO project documents • FAO project implementation/ progress reports • FAO staff at headquarters, and regional and country offices
1.2. Partnership and coordination			
1.2.1 To what extent did FAO engage in effective partnerships to achieve better results?	<ul style="list-style-type: none"> • FAO's participating and/or leading in sector working groups and preparation of UNSDCF • Coordination mechanisms with development partners are defined, regular, on schedule and effective • Overlaps/ complementarity/division of work between FAO and others in responding to these areas? • Occurrences of FAO shortlisted interventions sharing analysis with development partners 	<ul style="list-style-type: none"> • Semi-structured interviews with FAO's partners (United Nations agencies, NGOs), FAO programme focal points and representatives, key donors • Desk review of secondary data (e.g. Minutes of sectoral working group meetings) 	<ul style="list-style-type: none"> • Country Programme Framework • FAO's project documents (partnership cooperation agreements) • FAO partners, key donors, FAO programme staff
1.2.2 To what extent has FAO influenced decisions of partners (United Nations agencies, civil society organizations, government bodies) within its sector's mandate? (sustainable development, agriculture, food and nutrition security, natural resource management, resilience)?	<ul style="list-style-type: none"> • Evidence of increased FAO's engagement in, and/or contribution to, relevant national and international coordination mechanisms and partnerships • FAO's engagement in relevant sectoral commissions/working groups • Evidence of partnerships with organization active in areas relevant to FAO's mandate • FAO's contribution to policy formation and decision-making through legislative/ policy contributions, policy papers, sectoral strategies, etc., including legislative amendments voted on. 	<ul style="list-style-type: none"> • Semi-structured interviews with national counterparts and FAO's partners • Semi-structured interviews with the Jordan Country Office Representative and key programme focal points as well as the FAO Regional Near East Office Representative and key programme focal points. • Desk review of secondary data 	<ul style="list-style-type: none"> • Country Programme Framework • FAO's project documents (partnership cooperation agreements) • FAO project reports • FAO's annual reports • FAO policy papers • Advocacy papers • FAO (Country and Regional Office) staff, FAO partners
EQ2. FAO's operational and organizational capacity: What are operational and organizational factors that hindered or ensured the achievement of FAO's programme intended results? [Efficiency]			
2.1. To what extent did execution arrangements favour or hinder the achievement of the FAO programme's intended results?	<ul style="list-style-type: none"> • Availability of the necessary and qualified human resources for each function • Evidence of staff short-term vs. long-term contracts (to understand high turnover) • Flexibility of HR/procurement guidelines and procedures • Adequate technical and operational support to FAO Jordan from FAO regional offices or headquarters • Level of coordination between programme and operations staff • Financial resources of FAO corresponded to the needs of the programme • Timeliness and effective management of funds received from donors 	<ul style="list-style-type: none"> • Semi-structured interview with Jordan Country Office, headquarters in OER, and RNE Representative, programme staff, logistics and HR staff (both development and humanitarian) • Desk review of secondary data 	<ul style="list-style-type: none"> • HR Standard operating procedures • HR and procurement policies • Capacity development processes • Minutes of Meetings • FAO (country and regional office) staff

Evaluation questions	Indicators	Data collection methods	Source of data
2.2. To what extent have the mobilized inputs/resources been adequate for achieving the planned results?	<ul style="list-style-type: none"> • Availability of resource mobilization strategy • Capacity of the Jordan Country Office and RNE to mobilize resources for realization of the programme • Correspondence of financial resources of FAO to the needs of the sector and the programme • FAO programme as a percentage of overall sectoral spending (if available) • Extent to which delays in mobilizing resources occurred and had an impact on project results 	<ul style="list-style-type: none"> • Semi-structured interviews with key donors • Interviews with Jordan Country Office and RNE Representative, programme staff, logistics staff • Desk review of secondary data 	<ul style="list-style-type: none"> • FAO country and regional office staff • Key donors
EQ3. Programme contribution: What difference has FAO's programme made to the food security and agricultural sector in Jordan? [Effectiveness, Impact, Sustainability]			
3.1 Effectiveness			
3.1.1 To what extent did FAO's programme achieve its objectives? What internal and external factors helped or hindered the achievement of the intended objectives? Improved disaster preparedness and response in the agricultural sector	<ul style="list-style-type: none"> • Level of achievements of CPF outputs addressing the needs of target beneficiaries and national counterparts with the expected quality • Level of achievement (likelihood) of CPF outcomes addressing the needs of target beneficiaries and national counterparts with expected quality • Evidence of changes that occurred in the target group or environment. • Availability and use of M&E processes allowing tracking of project progresses, including a feedback and dissemination mechanism to share findings, lessons learned and recommendations 	<ul style="list-style-type: none"> • Focus group discussion with beneficiaries (farmers groups, women working groups and community-based organizations) • Semi-structured interviews with Jordan Country Office and RNE programme staff, national counterparts, FAO partners • Desk review of secondary data (including previous evaluations conducted) 	<ul style="list-style-type: none"> • FAO project documents • FAO progress reports • FAO annual reports • Beneficiaries, national counterparts and FAO staff
3.1.2 To what extent did FAO's programme create an uphold of enabling environment for gender equality and women's empowerment over the medium to long term? What were the barriers faced?	<ul style="list-style-type: none"> • FAO participation in United Nations Population Fund (UNFPA) country gender group (if available) • A gender analysis carried out during project design and/or at the beginning of project implementation • Applied participatory approach during the design and implementation of the FAO country programme framework • Gender empowerment has been mainstreamed throughout FAO's programme in Jordan. • Increased access of women and men to knowledge, resources, and services critical for their food and nutrition security • Existence of a monitoring and evaluation framework with baseline information, targets, Specific, Measurable, Achievable, Relevant and Time-bound (SMART) indicators with a gender and disability focus continuously updated 	<ul style="list-style-type: none"> • Focus group discussions with beneficiaries (farmers groups, women working groups and community-based organizations) • Interview with Jordan Country Office and RNE programme staff (incl. gender focal point) • Desk review of secondary data 	<ul style="list-style-type: none"> • FAO project documents • FAO progress reports • FAO Annual reports • FAO partners, country staff and beneficiaries

Evaluation questions	Indicators	Data collection methods	Source of data
3.2 Impact			
3.2.1 To what extent did FAO's programme generate positive and/or negative long-term effect?	<ul style="list-style-type: none"> Evidence of long-term effects (positive and/or negative): Improvement or not of the enabling environment: Capacities strengthened (at the individual, community, or institutional level)/ resilience built to absorb external changes and shocks Improved ownership or political will (change in laws, legislations, parliamentary endorsements) Increased national (and where applicable subnational) financial or budgetary commitments Policy or strategy change; legislative reform; institutional reforms; governance reforms; 	<ul style="list-style-type: none"> Focus group discussions with beneficiaries (farmer groups, female working groups and community-based organizations) Semi-structured interviews with national counterparts and FAO partners Desk review of secondary data 	<ul style="list-style-type: none"> FAO progress reports FAO annual reports Knowledge, Attitude and Practices (KAP) surveys (if available) Beneficiaries, national counterparts
3.2.2 Were there any unintended effects both positive and/or negative that have occurred as a result of the interventions?	<ul style="list-style-type: none"> Occurrence of unintended affects Level of significance of positive effect and whether there is room for innovation or replication Level of significance of negative effects and their impact on environment or beneficiaries Availability of a country-level contingency plan that supports the prevention of and response to the foreseen risks and mitigates the impact of unforeseen risks. 	<ul style="list-style-type: none"> Focus group discussions with beneficiaries (farmer groups, women working groups and community-based organizations) Semi-structured Interviews with Jordan Country Office and RNE programme staff, FAO partners and national counterparts Desk review of secondary data 	<ul style="list-style-type: none"> FAO project documents FAO progress reports FAO Annual reports FAO partners, national counterpart and beneficiaries FAO country staff
3.3 Sustainability of achieved results			
3.3.1 Are key stakeholders attaining the necessary capacities to ensure the continued flow of benefits/services?	<ul style="list-style-type: none"> Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key issues such as disaster risk reduction (DRR) and sustainable natural resources management Level of involvement and ownership of national institutions and other national partners in project preparation and implementation Strength of capacities/systems at the institutional and community levels underlying the continuation of benefits/ services 	<ul style="list-style-type: none"> Focus group discussions with beneficiaries (farmer groups, women working groups and community-based organizations) Semi-structured interview with Jordan Country Office and RNE programme staff, national counterparts and FAO partners Desk review of secondary data 	<ul style="list-style-type: none"> FAO progress reports FAO annual reports Beneficiaries, national counterparts, FAO country staff
3.3.4 How likely are the changes achieved, sustainable? What are factors that enhanced the sustainability of benefits or may inhibit sustainability?	<ul style="list-style-type: none"> Existence of adequate exit strategies that were followed (continuation of positive effect, financial and capacity considerations) Financial measures taken by local/ national counterparts to ensure the continuation of services after the end of the intervention. The interventions are being scaled up by FAO or third-party actors The private sector where relevant has been involved in strengthening sustainability. 	<ul style="list-style-type: none"> Focus group discussions with beneficiaries (farmers groups, women working groups and community-based organizations) Semi-structured interviews with Jordan Country Office and RNE programme staff, national counterparts Desk review of secondary data. 	<ul style="list-style-type: none"> FAO annual reports Beneficiaries, relevant national counterparts, Beneficiaries, FAO country and regional representatives

Appendix 3. Organizational chart of FAO's country office



Appendix 4. Relative comparative advantage and value of agrifood product exports

Jordan has a comparative advantage in 18 agrifood product groups on the world market at a HS 3-digit product level.

Code	3-digit group	Relative comparative advantage
043	Barely, unmilled	20.4
054	Vegetables	10.6
001	Live animals	10.5
074	Tea and maté	6.2
025	Bird eggs and egg yolks	6.7
017	Meat, edible meat	3.9
046	Meal and flour of wheat flour or meslin	3.7
057	Fruits and nuts (excluding oil nuts)	3.1
062	Sugar confectionary	3.0
075	Spices	3.5
056	Roots and tubers	2.1
098	Edible products and preparations	2.2
024	Cheese and curd	2.4
081	Feeding stuff for animals	1.5
058	Fruit preserved and fruit preparations (no juice)	1.3
048	Cereal preparation flour of fruits or vegetables	1.1
041	Wheat and meslin unmilled	1.4
012	Other meat and edible meat	1.2

Source: Elaborated by the evaluation team based on Government of Jordan. n.d. *Relative comparative advantage on product groups*. Amman, Jordanian Department of Statistics.

Main agricultural export products (value in JD), percentage of total agricultural exports

Main agrifood exports	2017	2018	2019	2020	%
Live sheep and goats	114 738 875	68 460 335	111 477 277	106 477 146	14.00%
Tomatoes, fresh or chilled	158 367 522	119 306 025	85 402 862	72 000 249	9.47%
Apricots, cherries, peaches (including nectarines), plums, fresh	68 674 689	45 455 408	49 791 224	44 547 465	5.86%
Other prepared or preserved meat, meat offal or blood	29 662 885	18 594 623	30 633 902	41 257 575	5.43%
Food preparations not elsewhere specified or included	39 312 280	41 330 220	45 132 372	39 398 332	5.18%
Other vegetables, fresh or chilled	57 038 498	48 436 549	42 940 345	38 617 002	5.08%
Preparations of a kind used in animal feeding	25 972 346	33 428 190	21 462 968	37 176 294	4.89%
Bird eggs, in shell, fresh, preserved or cooked	5 098 579	12 061 188	14 868 280	27 975 013	3.68%
Other vegetables prepared or preserved otherwise than by vinegar or acetic acid, not frozen	17 577 487	17 491 915	19 434 808	26 285 785	3.46%
Other manufactured tobacco and manufactured tobacco substitutes; homogenised " or " reconstituted " tobacco; tobacco extracts and essences	32 938 973	32 020 949	33 105 283	24 642 155	3.24%

Source: Elaborated by the evaluation team based on Government of Jordan. n.d. *Main agrifood exports*. Amman, Jordanian Department of Statistics.

Products	2017	2018	2019	2020	Growth 2017–2020
12.1201 Soya beans, whether or not broken	21 043	41 051	318 894	3 150 980	149.7401
11.1108 Starches; inulin	8 614	187 341	819 825	638 050	74.7128
13.1302 Vegetable saps and extracts; pectic substances, pectinates and pectates; agar-agar and other thickeners	21 279	-	-	1 404 240	65.99182
07.0712 Dried vegetables, whole, cut, sliced, broken or in powder, but not further prepared	1 489	2 770	8 502	83 616	56.15581
17.1702 Other sugars, including chemically pure lactose, maltose, glucose and fructose, in sold form; sugar syrups not containing added flavouring or colouring matter; artificial honey, whether or not mixed, with natural honey; caramel	36 599	9 147	466 986	1 443 163	39.43176
06.0603 Cut flowers and flower buds of a kind suitable for bouquets or for ornamental purposes, fresh, dried, dyed, bleached, impregnated or otherwise prepared	1 235	7 363	5 383	37 089	30.3158
07.0704 Cabbages, cauliflower, kohlrabi, kale and similar edible brassicas, fresh or chilled	36 975	30 600	44 901	367 768	9.946396
18.1805 Cocoa powder, not containing added sugar or other sweetening matter	26 730	81 221	49 439	261 107	9.768313
06.0604 Foliage, branches and other parts of plants, without flowers or flower buds, and grasses, mosses and lichens: suitable for bouquets or for ornamental purposes, fresh, dried, dyed, bleached, impregnated or prepared	68 166	184 534	930 040	657 474	9.64519
11.1103 Cereal groats, meal and pellets	4 043	72 057	10 842	34 227	8.465743
21.2101 Extracts, essences and concentrates of coffee, tea or mate, and preparations with a basis of these products or with a basis of coffee, tea or maté: roasted chicory and other roasted coffee substitutes	1 840 890	3 847 072	6 760 732	14 326 964	7.782629
05.0505 Skins and other parts of birds, with their feathers or down, feathers and parts of feathers (whether or not with trimmed edges) and down, not further worked than cleaned, disinfected or treated for preservation; powder and waste of feathers or parts of feathers	24 440	17 208	11 587	157 621	6.449304
20.2002 Tomatoes prepared or preserved otherwise than by vinegar or acetic acid	390 305	520 276	2 346 543	2 417 270	6.193285
09.0905 Vanilla	6 829	16 965	9 476	41 847	6.127837

Products	2017	2018	2019	2020	Growth 2017–2020
02.0201 Meat of bovine animals, fresh or chilled.	47 039	84 008	108 676	280 654	5.966411
11.1104 Cereal grains otherwise worked (e.g., hulled, rolled, flaked, pearled, sliced or kibbled), except rice of heading No.10.06; germ cereals, whole, rolled, flaked or ground	68 950	183 811	158 572	407 339	5.907745
04.0407 Birds eggs, in shell, fresh, preserved or cooked.	5 098 579	1 2061 188	14 868 280	27 975 013	5.486825
08.0803 Bananas, including plantains, fresh or fried.	17 500	-	-	95 380	5.450286
08.0802 Other nuts, fresh or dried, whether or not shelled/peeled.	95 078	153 128	233 975	481 874	568197
20.2001 Vegetables, fruit, nuts and other edible parts of plants, prepared or preserved by vinegar or acetic acid.	82 8134	2 317 359	4 540 874	4 125 609	4.981813
12.1204 Linseed, whether or not broken.	9 542	42 940	70 436	45 877	4.807902
15.1509 Olive oil and its fractions, whether or not refined but not chemically modified.	762 006	1 465 745	1 061 248	3 604 371	4.730108
22.2207 Undenatured ethyl alcohol of an alcoholic strength by volume of 80% vol or higher, ethyl alcohol and other spirits.	4 140 945	5 264 538	4 134 303	18 024 077	4.352648
11.1101 Wheat or meslin flour.	2 412 554	5 806 659	11 448 250	10 422 288	4.320023
11.1105 Flour, meal, flakes, granules and pellets of potatoes.	69 338	131 343	181 452	297 171	4.285832
12.1207 Other oil seeds and oleaginous fruits.	261 692	397 402	528 172	935 326	3.574148
08.0801 Coconuts, Brazil nuts and cashew nuts, fresh or dried, whether or not shelled or peeled.	2 400	12 523	-	8 574	3.5725
09.0907 Cloves (whole fruit, cloves and stems).	131 456	190 313	341 722	430 436	3.274373
15.1515 Other fixed vegetable fats and oils (incl. jojoba oil) and their fractions, whether or not refined, but not modified.	568 017	765 224	786 698	1 677 785	2.953758
21.2104 Soups and broths and preparations, therefore homogenized composite food preparations.	469 963	475 454	866 878	1 371 920	2.919209

Source: Elaborated by the evaluation team based on data from the Department of Statistics, Government of Jordan.

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Web address: www.fao.org/evaluation

Food and Agriculture Organization of the United Nations
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